
REPORT 2
(1215/52/IM)

REVIEW OF COUNCIL'S BUILT HERITAGE POLICY 2005

1. Purpose of Report

This paper presents a revised Wellington Heritage Policy to replace the Built Heritage Policy 2005. The policy has been updated to reflect necessary technical requirements brought about by changes to legislation since 2005. The recommended changes are considered to be minor and have been made following consultation with key stakeholders.

2. Executive Summary

The Built Heritage Policy 2005 (BHP) (**Appendix 1**) was adopted by the Council on 9 June 2005. It is recommended that the BHP 2005 be updated to:

- make minor but important technical amendments
- rename the policy as the *Wellington Heritage Policy 2010*
- update the introductory sections to be more relevant to the current statutory environment and to make the policy easier to understand
- include within the policy the management of non-built heritage (including archaeological sites and wāhi tapu) already referenced in other Council documents
- ensure the policy aligns with changes to legislation and other statutory policies enacted since June 2005 which impact on Wellington City's heritage (eg. *Port Nicholson Block (Taranaki Whānui ki Te Upoko o Te Ika) Claims Settlement Act 2009*)
- remove operational and management detail from the policy (the *Implementation Plan 2005-2015*)

These changes provide a heritage policy that is current and up to date, with a focus on built and non-built heritage items.

Consultation has been undertaken with key stakeholders, both within Council and with external organisations and agencies. The original submitters to the Built Heritage Policy 2005 will be notified of the revised policy.

The goals and objectives in the BHP 2005 remain relevant and sound. They have been retained as they were subject to extensive public consultation in the development of the BHP 2005.

3. Recommendations

Officers recommend that the Strategy and Policy Committee:

1. *Receive the information.*
2. *Agree to the Wellington Heritage Policy 2010 (**Appendix 2**) which has been amended to:*
 - a) *Incorporate the management of non-built heritage issues*
 - b) *Update the policy to take account of changes to relevant legislation and statutory documents that impact on heritage management in Wellington City*
 - c) *Remove operational detail (Implementation Plan 2005 – 2015).*
3. *Note that limited consultation has been undertaken with key stakeholders to develop the Wellington Heritage Policy 2010 as the Built Heritage Policy 2005 involved extensive community engagement and changes to update the policy have been minor and reflect necessary technical requirements.*
4. *Delegate to the Chief Executive and Associate Portfolio Leader, Urban Development, the authority to make any changes to the Wellington Heritage Policy 2010, required as a result of decisions of the Strategy and Policy Committee prior to the policy going to the Council.*
5. *Recommend to the Council that it:*
 - a) *Agree to adopt the Wellington Heritage Policy 2010*
 - b) *Agree that the Wellington Heritage Policy 2010 come into effect on 15 September 2010*
 - c) *Delegate to the Chief Executive and Associate Portfolio Leader, Urban Development the authority to make changes to the Wellington Heritage Policy 2010, required as a result of decisions of the Council prior to the policy coming into effect.*

4. Background

4.1 **Why do we have a commitment to Heritage?**

Heritage is a valuable and finite resource. It provides the distinct character of Wellington's neighbourhoods, urban quarters and suburban centres and a 'sense of place', through an appreciation of the urban morphology, i.e. the historic evolution of a place and its people.

Heritage informs the cultural landscape and can make a significant contribution to the economy - helping to tell the story of our history for visitors and residents alike while providing roots for our city's identity and future development.

The protection and appropriate management of historic heritage by local authorities is a legislative requirement under the Resource Management Act 1991 (RMA) and Historic Places Act 1993.

‘Historic Heritage’ can include archaeological, architectural, cultural, historic, scientific, technological resources; and includes historic sites, structures, places, and areas; archaeological sites; sites of significance to Māori, including wāhi tapu.

4.2 *Development of the Built Heritage Policy 2005*

The development of the Built Heritage Policy (BHP) 2005 focussed on ‘built’ heritage and did not address management of sites of significance to Māori, or non-built heritage (such as trees). The BHP 2005 referred to relevant legislation on these matters in the introduction to the policy rather than in the main body of the document.

The BHP was developed through an extensive public consultation process in 2004-2005. All owners of listed heritage buildings and a range of community organisations were notified in writing of the Draft Built Heritage Strategy in November 2004. A total of 98 written submissions were received. There was general overall support for the draft strategy.

The Policy was presented to the Strategy and Policy Committee and adopted by Council on 9 June 2005 as the Built Heritage Policy 2005-15. Although it was initially thought that the policy would be reviewed in 2015, the review has been brought forward to ensure the policy is aligned with current legislation.

4.3 *Statutory and policy changes since 2005*

Since the adoption of the BHP 2005 there have been amendments to legislation and other statutory documents which impact on the Council’s role in relation to heritage.

To be effective and consistent, the revised Wellington Heritage Policy 2010 should be aligned with changes made to statutes and documents which influence heritage management including:

- *Port Nicholson Block (Taranaki Whānui ki Te Upoko o Te Ika) Claims Settlement Act 2009* - Consent authorities (WCC) must supply details of all resource consents to Port Nicholson Block Settlement Trust, identified as an affected party. In addition, some sites will need to be treated as cultural redress property. Council is now required to work closely with mana whenua to achieve kaitiaki objectives.
- *Historic Places Act 1993* – Amendments to the Act in 2006 and 2008.
- Wellington City Earthquake Policy 2009 (Building Act Section 131) - A statutory policy to deal with earthquake risk in the city.
- The updated *Memorandum of Understanding between the Council and Port Nicholson Block Settlement Trust* (July 2010).

- Memorandum of Understanding between Te Runanga O Toa Rangatira Incorporated and Wellington City Council – Te Runanga o Tao Rangatira me te Kaunihera o Poneke (March 2007)
- *Greater Wellington Regional Council, Proposed Regional Policy Statement (May 2010) Objectives 15 and 27*, with Policy 20 (identifying places, sites and areas) and Policy 21 (Protecting historic heritage values).
- Alignment between the Resource Management Act 1991 and the Historic Places Act 1993 in relation to protection of archaeological sites. An announcement was made on 9 July 2010 that a Bill addressing the alignment between the RMA and HPA will be introduced to Parliament later in 2010.

The detail of these changes is addressed in **Appendix 3**.

4.4 What we have done since 2005 – an evaluation of the Built Heritage Policy 2005

In the five years since the BHP 2005 was adopted the Council has achieved the following outcomes against ‘Key Initiatives’ in the policy:

<u>Built Heritage Policy 2005 – Key Initiatives</u>	<u>Actions taken to achieve Key Initiatives since 2005</u>
Improve statutory protection for the built heritage – through District Plan changes to strengthen the heritage rules in the District Plan.	This has been achieved through the following proposed District Plan changes: <ul style="list-style-type: none"> ▪ DPC 43 – Revised heritage rules for heritage items and heritage areas. ▪ DPC72 – strengthened pre-1930 demolition controls for some areas.
Establish a Heritage Incentive Fund –A new fund to replace the current Building Safety Fund and Heritage Fund and provide a more flexible approach to encourage the conservation of the city’s significant listed heritage buildings.	The Built Heritage Incentive Fund was established in June 2006. Since that time approximately \$944,721 has been distributed to owners of 72 heritage buildings or objects. NOTE: As the Built Heritage Incentive Fund (established in 2006) was developed to support ‘built’ heritage, the Council has not received applications to support buildings of significance to Māori in Wellington, or to the conservation of places of significance to Māori.
Create more heritage areas in the city and suburbs – Identifying more heritage places in the District Plan, particular, heritage places experiencing development pressure, places which reflect our ethnic and cultural diversity, and post WW II buildings.	The following District Plan Changes have been initiated since 2005: <ul style="list-style-type: none"> ▪ DPC 48 – Addition of eight central area Heritage areas ▪ DPC 53 - Additions of heritage items to District Plan Heritage List ▪ DPC 58 – Additions to District Plan of heritage items and two heritage areas ▪ DPC 75 – Six Suburban Centre Heritage Areas ▪ Thorndon Heritage Project – Review of provisions for the residential areas of Thorndon including regulatory and non-regulatory methods (in progress).

5. Discussion

The Built Heritage Policy 2005 was developed to conserve and protect Wellington's built heritage – its “*buildings, structures, monuments, or installations, or remains thereof, and their surroundings...associated with the city's architectural, cultural, social, political, economic, scientific, technological, transportation, military or maritime history*”¹.

The BHP 2005 aimed to meet the Council's statutory obligation under the Historic Places Act 1993 and RMA 1991 to identify and protect the city's built heritage. It responded to significant change that was taking place including an increase in suburban infill housing and subdivision, the apartment boom, rooftop additions and 'facadism' that were transforming many important heritage buildings in the inner city.

The BHP provided sound objectives that are still relevant. The revised Wellington Heritage Policy 2010 builds on these objectives, providing direction for day-to-day heritage management while ensuring that Council policy is consistent and compliant with current legislation by encompassing all forms of heritage, including sites of significance to Māori and archaeological heritage.

5.1 Policy objectives

The six high level objectives retained and presented in the proposed Wellington Heritage Policy 2010 are:

- **Recognition** – identify and research Wellington's heritage
- **Protection** – Wellington's unique character is enhanced by the protection, conservation and use of all heritage
- **Public Awareness** – promote, celebrate and establish partnerships
- **Conservation** – best practice principles for owners, occupiers and practitioners
- **Sustainable economic use** – encourage and support economic growth that preserves and enhances communities
- **Council Effectiveness** – support for Council objectives and strategies

Some actions relating to these objectives will change as the statutory environment has changed or actions have already been achieved. These changes are detailed in **Appendix 3**.

5.2 Expected Outcomes of the revised policy

The revised Wellington Heritage Policy 2010 will:

- meet Council's statutory responsibilities for heritage under legislation
- give confidence to stakeholders (both internal and external) that the Council has a robust and current policy for heritage management

¹ Wellington City Council Built Heritage Policy 2005: p1

- support the Council’s Climate Change/sustainability policies, through provision of heritage / sustainability research and information from national and international sources (see **Appendix 4**)
- ensure accurate information on all forms of known heritage (currently identified) and include these heritage sites on the Council’s Geographic Information System (GIS) maps
- align with and inform Council’s “Wellington 2040: Central City Framework and Strategy” and other place-based urban design studies
- ensure consistency in outcomes, clarity, risk identification and minimisation of loss of information regarding a finite resource in Wellington – heritage places.

5.3 Consultation and Engagement

In the review of the BHP 2005 it was identified that limited consultation was appropriate as:

- a) only minor changes and technical amendments were required; and
- b) extensive public consultation was undertaken with the community and affected parties during the preparation and development of the BHP 2005 and the objectives consulted on at that time have been retained.

The following key stakeholders have been consulted with and the outcomes noted:

<u>Stakeholder</u>	<u>Outcome of consultation</u>
Executive Officer, Wellington Tenth Trust	Have given strong support for the proposed updated policy as the terminology “built” heritage does not incorporate or recognise Māori values.
Te Runanga O Toa Rangatira: Project Manager	Supportive of the amendments to include sites of significance to Maori and archaeological sites.
NZ Historic Places Trust: Senior Policy Advisor	NZHPT is supportive and reiterated their consultation responses from 2005: “The Trust questions the need to restrict the Strategy to ‘buildings’ ...The Trust submits that the scope of the Strategy be reviewed in view that Council has a responsibility for heritage which includesparticularly sites of significance to Māori and early European occupation sites...”.
Wellington Civic Trust. Deputy Chair & Secretary	The Wellington Civic Trust continues to be supportive of the need to provide for protection of Maori heritage and is also supportive of the need for enhanced Wellington appreciation of the significance of that heritage. So while technical changes - to ensure Council relationship with Maori and protection of sites of significance to Maori is compliant with changes in legislation - are not something that the Wellington Civic Trust considers requires full public consultation, it does look forward to the consequent Council-Maori relationship resulting in enhanced opportunities for Wellington appreciation of Maori heritage.

Dept. of Conservation, Ranger Historic, Ponoke Area	"The Department fully supports any efforts to broaden WCC's Built Heritage Policy to encompass archaeological sites and sites of significance to Māori, and expects that iwi will be consulted on this issue."
GWRC: Policy Advisor Heritage & Landscapes	In terms of the Regional Policy Statement, GWRC will go beyond built heritage. Heritage will include archaeology and tangata whenua values. GWRC have identified that recognition of archaeology throughout the Wellington Region is lacking. GWRC is supportive of the proposed amendments to the BHP 2005.

All submitters to the BHP 2005 will be notified by letter, of the revised policy.

5.4 Financial Considerations

Financial considerations include the possible eligibility of non-built heritage items, such as archaeological sites, for Built Heritage Incentive Funding (BHIF) for conservation and management work, and the remission of resource consent fees for consent applications. The current BHIF criteria provide for projects which relate to buildings and objects listed in the District Plan or contributing to a heritage area listed in the District Plan. The criteria allow for projects which address “protective works on archaeological sites” or “archaeological site assessments”. The criteria do not currently allow for works on sites of significance to Maori – unless they are also archaeological sites listed in the District Plan. The fund criteria and level of funding will be reviewed as part of the 2011/12 Draft Annual Plan.

5.6 Climate Change Impacts and Considerations

Encouraging sustainable land, site and adaptive reuse of heritage buildings has the potential to support Council’s climate change initiatives. The Canadian heritage organisation, *Canada’s Historic Places – Lieux Patrimoniaux du Canada*, has undertaken research regarding the impacts of preserving heritage buildings on conservation of resources. The results of this study are included in **Appendix 4**.

5.7 Long-Term Council Community Plan Considerations

The policy review is consistent with the LTCCP 2009 -19

6. Conclusion

This paper presents the proposed Wellington Heritage Policy 2010 to replace the Council’s Built Heritage Policy 2005. The revised policy incorporates non-built heritage in its scope, removes unnecessary operational detail and ensures the policy is consistent with current legislation and policies.

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APPENDIX 1

Built Heritage Policy 2005

“The physical and cultural legacy of urban regions is a valuable asset to be preserved, enhanced, and honored. This precious legacy connects history to future generations, enables broad-based sustainable prosperity, and emphasizes quality of life as a key building block for economic well-being, environmental health, and social vitality. The competitive advantage of places - what makes them attractive and special - is the character and spirit of community that is embedded in our history.”

Prague Institute for Global Urban Development 2003

Introduction

Wellington’s historic commercial, ecclesiastical, industrial and residential buildings and structures – including its timber houses – are a precious and finite resource. They are important in shaping the character of the central city and each of the suburbs, and are part of what makes Wellington unique. Protection and use of the city’s built heritage resources are fundamental to the sustainable management of Wellington’s natural and physical resources.

Recognising and acknowledging the importance of the past also contributes to the community’s understanding and awareness of a sense of place. This has been acknowledged in the *Wellington City Council Sense of Place Strategy*. In this strategy, the Council’s goal for Wellington is quality of life, growth and prosperity. In striving for this goal, the Council wants to ensure that what makes Wellington special is preserved. Our historic buildings are a physical representation of our sense of place, and their preservation is essential if this is to be maintained.

In preparing the *Sense of Place Strategy*, research was undertaken to determine what Wellingtonians treasure about their city, and what gives the city its unique character or essence. From the range of factors identified, the following are relevant to the Built Heritage Policy 2005:

- the compact and integrated urban layout
- the pivotal role – and diverse and vibrant character – of the central city
- the distinct character of communities, neighbourhoods, urban quarters and suburban centres – people and buildings – and the city’s confident, unpretentious personality, and
- the symbols, images, places and buildings that identify the people of Te Whanganui-a-Tara and Wellington City, and tell their history.

The Council will work to ensure that all new growth respects these values and, if possible, enhances them.

Built heritage includes: *an individual or group of buildings, structures, monuments, or installations, or remains thereof, and their surroundings which are associated with the city's architectural, cultural, social, political, economic, scientific, technological, transportation, military or maritime history.*

Conserving built heritage is an integral component of a 'creative city' because it demonstrates how much the city values the diversity of its environment. It provides a sympathetic human scale and form to the urban environment, and enhances the well-being of its citizens. It can also make a significant contribution to the economy, through employment, tourism, and the provision of interesting and alternative working and entertainment spaces.

Issues

The Wellington City Council has a statutory obligation under the Historic Places Act 1993 and the Resource Management Act 1991 to identify and protect the city's heritage. The elevated status given to built heritage under the Resource Management Amendment Act 2003* (which made the recognition and protection of historic heritage a matter of national importance), and the launch of the Council's *Creative Wellington – Innovation Capital* vision, provided an opportune time to review the Council's approach to heritage issues.

New legislation, including amendments to the Smoke-free Environments Act 1990 (with implications for licensed premises), and proposed changes to the Building Act 1991, may also adversely impact on heritage buildings.

The Built Heritage Policy 2005 takes into account these legislative and strategic requirements and changes as well as a number of development issues that are impacting the city's built heritage. In particular, the apartment boom, rooftop additions and

* The recent changes to the Resource Management Amendment Act 2003 have elevated the status of heritage to a matter of national importance so that:
s6(f) 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 protection of historic heritage from inappropriate subdivision, use, and development.

In addition the principal Act is amended by inserting the following definition:

“historic heritage–

“(a) 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:

- (i) archaeological
- (ii) architectural
- (iii) cultural
- (iv) historic
- (v) scientific
- (vi) technological; and

“(b) includes–

- (i) historic sites, structures, places, and areas; and
- (ii) archaeological sites; and
- (iii) sites of significance to Maori, including wahi tapu; and (iv) surroundings associated with the natural and physical resources

‘facadism’ are transforming many important heritage buildings in the inner city. Suburban infill housing and the subdivision of existing allotments are impacting on the historic character of key heritage areas.

There are 565 heritage buildings, objects and areas identified in the Wellington District Plan. However, there are many places, particularly both residential and commercial areas in the suburbs, as well as post-World War II commercial buildings and those associated with the city’s various ethnic communities that are not identified as heritage buildings in the District Plan, and therefore lack any protection. At the same time, the rules in the District Plan do not always provide a sufficient level of protection to match some community expectations.

Protecting the city’s built heritage is not about locking it up. The continued use of a heritage building is essential to its survival but it should not be at the loss of important heritage fabric. The challenge is to protect the most valued heritage places in an evolving environment while meeting the needs of a rapidly changing community.

Rationale

The Council, which itself owns and manages a number of the city’s significant heritage buildings, has prepared the Built Heritage Policy 2005 to reinforce its continued commitment to the city’s built heritage to current owners, the community, visitors to the city and to future generations.

It also provides direction to Councillors and staff in their day-to-day role in heritage management. It will be implemented through the development and review of Council’s planning tools and processes, including the District Plan and Annual Plan as well as Council’s relationships with tangata whenua, and with the owners of heritage buildings, and the wider community.

The key initiatives in the Built Heritage Policy 2005 include:

- Improving statutory protection for the built heritage – this will involve undertaking a District Plan Change to strengthen the heritage rules in the District Plan
- Establishing a new Heritage Incentive Fund – The new fund will replace the current Building Safety Fund and Heritage Fund and will provide a more flexible approach to encourage the conservation of the city’s significant listed heritage buildings.
- Creating more heritage areas in the city and the suburbs – Identifying more heritage places in the District Plan, in particular, heritage places experiencing development pressure, places which reflect our ethnic and cultural diversity, and post-World War II buildings.

Structure

The Built Heritage Policy 2005 consists of an overall vision, three high level goals, six objectives and a number of actions. These provide the direction and framework for what the Council wants to achieve in the next 10 years. The Council’s vision conforms with

the ideals of the Council's Long Term Community Plan, and the Resource Management Act 1991. The Policy also includes an implementation plan, which expands on the actions and outlines a timeframe.

Vision

Wellington is a creative and memorable city that celebrates its past through the recognition, protection, conservation and use of its built heritage for the benefit of the community and visitors, now and for future generations.

Goals

The Built Heritage Policy is based on the following goals:

- **Recognition** – Wellington's built heritage is recognised as contributing to our understanding of our cultural diversity and awareness of sense of place
- **Protection, conservation and use** – Wellington's unique character is enhanced by the protection, conservation and use of its built heritage
- **Sustainable economic use** – Wellington's built heritage is acknowledged as contributing to a vibrant economy.

Monitoring

Implementation of the Built Heritage Policy 2005 will be monitored and its benefits assessed to ensure its objectives are being achieved. Monitoring of the Council's Long Term Community Plan will be based on the three goals listed above, and will be reflected in the Annual Report. Monitoring of the RMA will be reflected in the District Plan, with changes made accordingly.

Objective 1 – Recognition

To continue to recognise built heritage places as essential elements of a vibrant and evolving city.

Actions

Identification

- 1) *Adopt a heritage area approach to identify important areas within the city which will contribute to the community's sense of place.*
- 2) *Continue to identify built heritage places with significant heritage value to ensure their protection, promotion, conservation and appropriate use for present and future generations.*
- 3) *Recognise buildings with significant interiors to ensure their protection,*

promotion, conservation and appropriate use for present and future generations.

- 4) *Acknowledge the contribution surroundings make to the heritage value of places.*
- 5) *Establish clear criteria for identifying individual places and heritage areas.*
- 6) *Identify nationally significant places in Wellington at risk from natural disaster or war for inclusion in a Heritage Disaster/Emergency Management Plan.*
- 7) *Continue to liaise with Council departments, New Zealand Historic Places Trust (NZHPT), government and non-government agencies, professionals, owners and the community in identifying the city's built heritage.*

Inventory

- 8) *Maintain and expand a comprehensive inventory of the city's built heritage.*

Research

- 9) *Ensure that places continue to be fully researched, documented, and recorded for regulatory and non-regulatory purposes.*
- 10) *Continue to liaise with Wellington City Archives, Wellington Public Library and other research and archive institutions to ensure information about built heritage places in the city is accessible.*
- 11) *Support the New Zealand Archaeological Association Site Recording Scheme Upgrade and archaeological surveys as an important method and programme of built heritage identification and verification.*

Objective 2 – Protection

To protect the city's built heritage from adverse effects that may compromise the heritage values of a place, including physical deterioration and inappropriate subdivision, development and use.

Actions:

District Plan

1. *Recognise those places with significant heritage value through listing in the District Plan, either individually or as part of a heritage area.*
2. *Update the objectives and policies in the Heritage Chapters in the District Plan*

that pertain to the built heritage to ensure they deliver on this policy and meet the requirements of section 6(f) of the Resource Management Act 1991.

3. *Undertake a District Plan Change to amend the heritage rules in the District Plan so that additions and alterations to a listed heritage item or area would become a discretionary activity and that demolition of a listed heritage item or area would become a non-complying activity.*
4. *Re-examine other rules in the District Plan to ensure they take into account the heritage value of listed items and the heritage significance of areas.*
5. *Extend the protection of heritage values to suburban areas through identifying more heritage areas and other mechanisms.*

Other statutory provisions

6. *Ensure administration of other legislation, including the Building Act 2004 and the Smoke-free Environments Act 1990, takes cognisance of the heritage values of a place when assessing building and resource consent applications for heritage buildings.*
7. *Make use of other statutory provisions including the use of encumbrances, heritage orders and covenants that provide for the management and preserving of built heritage places, including those specified in the Reserves Act 1977, Local Government Act 2003 and the Conservation Act 1987.*
8. *Promote appropriate levels and methods of earthquake strengthening that minimise the negative impact on the heritage fabric of a listed building.*

Objective 3 – Public awareness

To actively promote and celebrate the city's built heritage.

Actions

Promotion

1. *Undertake promotional activities to highlight the contribution heritage conservation makes to the built environment.*
2. *Make information about the city's built heritage resources available to owners, stakeholders, the community and visitors.*
3. *Explore opportunities to promote important heritage properties in Council ownership.*

Community and stakeholder partnerships

4. *Establish effective partnerships with owners and stakeholders to ensure better management and sustainable use of the city's built heritage.*
5. *Liaise with other heritage stakeholders in the development and provision of conservation guidelines that promote the city's built heritage.*
6. *Co-sponsor and co-ordinate workshops periodically with heritage stakeholders to provide technical advice to participants, including owners, about appropriate conservation practices and techniques.*
7. *Work with local communities to establish trails, run guided tours of the community, hold workshops and other programmes that identify and interpret the City's built heritage.*

Objective 4 – Conservation

To ensure that best practice in heritage conservation is followed by heritage practitioners, owners and occupiers of heritage buildings and Council staff, and the loss of heritage values is minimised.

Actions

1. *Adopt a set of guiding principles for conserving the city's built heritage to ensure that the heritage values of a listed place are retained.*
2. *Advocate the appropriate conservation of heritage places with developers, owners, the community and other stakeholders to ensure new uses are consistent with heritage values.*
3. *Develop, with Wellington City Council Emergency Management Office (WEMO), an Emergency Management Plan for nationally significant heritage buildings in the event of damage caused by a natural or technical disaster or war.*
4. *Require the preparation of an appropriate plan (e.g. heritage inventory, maintenance plan or conservation plan) for any heritage place subject to a major development that could affect the heritage values of that place.*
5. *Endorse and promote the use of international best practice methods, including conservation charters, to guide heritage planning and work.*

Objective 5 – Sustainable economic use

To encourage and support economic growth that preserves and enhances the distinct character of communities, neighbourhoods, urban quarters and suburban

centres through the sustainable use of the city's built heritage assets.

Actions

1. *Encourage the sustainable use of heritage buildings for present and future generations.*
2. *Support owners and managers of heritage buildings by establishing a new Heritage Incentive Fund that targets specific heritage projects that are consistent with the heritage outcomes in this strategy. The new fund will include:*
 - *Providing grants for conservation work, including stabilisation, repair or restoration, for at-risk, significant heritage buildings*
 - *Providing grants to home owners to assist with fire protection and maintenance and repair work that will aid the conservation of a heritage building*
 - *Providing funding for professional services (e.g. to undertake conservation plans, heritage inventories, condition reports) for listed heritage buildings and structures*
3. *Continue to provide free conservation advice and technical assistance to owners of heritage buildings.*
4. *Introduce a fees waiver for non-notified resource consent applications for conservation work on listed heritage buildings and structures, and heritage buildings in listed heritage areas.*
5. *Provide an accelerated approval process for listed heritage items where a conservation plan has been prepared to international conservation standards.*
6. *Investigate the use of appropriate financial instruments, covenants and other voluntary mechanisms for the protection of heritage places.*
7. *Establish an emergency fund for the purchase of significant, at-risk heritage buildings.*
8. *Work with the tourism and business industries to discuss ways in which retention of heritage buildings can be promoted and encouraged.*

Regional and urban planning

9. *Undertake a study to determine the contribution that the preservation of the historic environment has on the quality of life in Wellington, and the long-term social, economic and environmental benefits of preservation of heritage buildings on our urban environment.*

Objective 6 – Council effectiveness

To provide effective support for the implementation of Council's objectives and aspirations for the city's built heritage.

Actions

Management

1. *Integrate heritage management into other related Council functions.*
2. *Continue to develop strong relationships with relevant tangata whenua to assist the effective management of heritage places of significance to Maori.*
3. *Maintain and develop relationships with key stakeholders and interested parties e.g. NZHPT, Wellington Regional Council, property owners, appropriate government and non-government agencies, and local community groups, to ensure wider heritage goals are met.*
4. *Publicise Council's heritage role and related activities, e.g. conservation work on Council-owned buildings.*
5. *Ensure annual funding to support heritage activities identified in this policy.*

IMPLEMENTATION PLAN 2005 – 2015

Objective 1 – Recognition

To continue to recognise built heritage places as essential elements of a vibrant and evolving city.

Tasks

Identification

- a) *Implement District Plan change to list those heritage buildings identified in the Wellington Building Inventory 2001 – Non-Residential Buildings (start DP change by February 2006).*
- b) *Review District Plan listings to ensure built heritage places associated with Maori are identified, and identify new places (complete by December 2008).*
- c) *Review District Plan listings to ensure places associated with ethnic and cultural groups and gender are identified, and identify new places (ongoing).*
- d) *Continue to identify built heritage places that illustrate the historic development of the city, represent our cultural diversity, and contribute to our ‘sense of place’ including settings and interiors where appropriate (ongoing).*
- e) *Conduct a heritage building survey focusing on post-World War II architecture in Wellington (complete by June 2007).*
- f) *Undertake surveys of residential heritage to identify places for listing, either individually, or as part of heritage areas (ongoing).*
- g) *Expand use of character area-based approach for identifying and celebrating the city’s built heritage (e.g. Seatoun Heritage Character Assessment) (ongoing).*
- h) *Identify nationally significant heritage places for Heritage Disaster/Emergency Management Plan (Complete by June 2006).*
- i) *Work with NZHPT and other stakeholders in streamlining the identification of heritage places (ongoing).*

Assessment criteria

- j) *Establish thematic framework identified in the 2001 Inventory for considering new places to be identified for listing in the District Plan (complete by February 2006).*
- k) *Review assessment criteria for listing heritage places in District Plan and criteria for assessing inclusion of places in Wellington Building Heritage Inventory*

2001(complete by September 2005).

- l) Adopt new criteria for assessing additions to the District Plan (present to Council by December 2005).*

Inventory

- m) Complete Residential Heritage Inventory and Heritage Area Inventory for all buildings and areas currently listed in District Plan (complete by December 2008).*
- n) Revise current inventory descriptions in line with adopted criteria (ongoing).*
- o) Continue to update Non-Residential Heritage Inventories (ongoing).*

Research

- p) Continue to research, assess, document and record changes to the city's built heritage for regulatory and non-regulatory purposes (ongoing).*
- q) Continue to liaise with Wellington City Archives, Wellington Public Library and other research and archive institutions to ensure information about built heritage places in the city is accessible (ongoing).*
- r) Undertake archaeological surveys to identify sites associated with the city's built heritage (ongoing).*

Objective 2 – Protection

To protect the city's built heritage from adverse effects that may compromise the heritage values of a place, including physical deterioration and inappropriate subdivision, development and use.

Tasks

District Plan

- a) Undertake review of objectives, policies and rules in District Plan to ensure they deliver on this strategy and section 6(f) of the Resource Management Amendment Act 2003 (Initiate DP change by June 2006) including:*
- Review urban design controls and guidelines, and other policies and rules in the Wellington City District Plan in order to ensure consistency with heritage objectives, policies and rules*
 - Develop guidelines for additions and alterations to heritage buildings to ensure new development is consistent with the heritage values of buildings and areas*

- *Revise heritage area rules in the District Plan to ensure appropriate regulatory mechanisms are in place that are consistent with conserving the city's built heritage while allowing for sustainable use of buildings.*
- b) *Require heritage assessments, inventories, conservation plans for heritage places that may be subject to major developments that could impact on the heritage values of the place (ongoing).*

Objective 3 – Public awareness

To actively promote and celebrate the city's built heritage.

Tasks

Promotion

- a) *Expand the heritage trail network throughout the city (ongoing).*
- b) *Develop a comprehensive heritage module for the Council website (**complete by September 2005 with ongoing updates**).*
- c) *Upgrade and develop the heritage inventory and make the information available on the internet and in print (ongoing).*
- d) *Promote the benefits of preservation to property owners (ongoing).*
- e) *Promote the use of plaques and signage to identify important heritage places (ongoing).*
- f) *Publicise the District Plan's heritage rules and assessment criteria (ongoing).*
- g) *Develop and publicise guidelines for adaptive reuse of heritage buildings (complete by December 2005).*
- h) *Introduce an annual award programme to promote good heritage conservation projects (ongoing).*
- i) *Celebrate the city's built heritage as part of architecture week, heritage month and other heritage-related events (ongoing).*
- j) *Co-sponsor and co-ordinate workshops periodically with heritage stakeholders (ongoing).*

Objective 4 – Conservation

To ensure that best practice in heritage conservation is followed by heritage practitioners, owners and occupiers of heritage buildings and council staff, and loss of heritage values is minimised.

Tasks

- a) *Develop a set of guiding principles for conserving the city's built heritage to ensure that the heritage values of a listed place are retained.*
- b) *Work with NZ Institute of Architects (NZIA), NZ Planning Institute (NZPI), universities etc to support the development of education and training programmes for heritage conservation (ongoing)*
- c) *Work with NZIA and other building industry stakeholders to recognise best practice in the adaptation and reuse of heritage buildings (ongoing)*
- d) *Liaise with NZHPT to ensure consistent standards of conservation advice (ongoing)*
- e) *Ensure that work on heritage buildings and structures is carried out in accordance with recognised national and international standards (ongoing)*
- f) *Develop, with Wellington Emergency Management Office (WEMO), an Emergency Management Plan for nationally significant heritage buildings (Complete by December 2006).*

Objective 5 – Sustainable economic use

To encourage and support economic growth that preserves and enhances the distinct character of communities, neighbourhoods, urban quarters and suburban centres through the sustainable use of the city's built heritage assets.

Tasks

Incentives

- a) *Develop funding criteria & accountability measures for a new Heritage Incentive Fund (complete by July 2005).*
- b) *Investigate the use of appropriate financial instruments, covenants and other voluntary mechanisms for protection of heritage places (ongoing).*
- c) *Investigate the establishment of an emergency fund for the purchase of at-risk, nationally significant heritage buildings (complete June 2006).*
- d) *Implement new Heritage Incentive Fund (commence September 2005).*

Regional & urban planning

- e) *Undertake a study on social, cultural, environmental and economic benefits of retaining built heritage (complete by June 2007).*

Objective 6 – Council effectiveness

To provide effective support for the implementation of the Council's objectives and aspirations for the city's built heritage.

Tasks

Management

- a) *Improve Council internal processes, staff skills and understanding of its role in managing heritage (ongoing).*
- b) *Develop a best practice approach for managing Council-owned heritage places (ongoing).*
- c) *Prepare and implement conservation plans for significant Council-owned heritage places (ongoing).*
- d) *Engage appropriate specialists to conduct conservation planning and work on significant Council heritage places (ongoing).*
- e) *Publicise Council's heritage role and related activities, e.g. conservation work on Council-owned buildings (ongoing).*

APPENDIX 2 – Draft Wellington Heritage Policy 2010

Note: All text in bold is a new (2010) insertion. All other text is original to the Built Heritage Policy 2005. Square brackets [text removed] indicate where text has been removed.

Draft

Wellington Heritage Policy 2010

'Kia whakatomuri te haere ki mua'

'To walk into the future, our eyes must be fixed on the past'

“Maori, it would seem, are constantly aware of history, living deeply in time, so that everything in the physical world provokes remembering – rather than focusing on the immediate spatial world and its possibilities. The implication is that, in contrast, Pakeha live more out of time, removed from history, easily forgetting, putting it behind them, living in a purely physical and spatial world.”

Walker, Ranginui (1982), *A lot to learn about time*, NZ Listener

This proverb and quote highlight the difference in two world views between Maori and Pakeha. The aim of the Heritage Policy 2010 is to encompass these two world views and provide for heritage management which acknowledges these differences.

Introduction

Wellington's historic ~~commercial, ecclesiastical, industrial and residential buildings and structures including its timber houses~~ **heritage buildings and sites** are a precious and finite resource. They are important in shaping the character of the central city and each of the suburbs, and are part of what makes Wellington unique. Protection and use of the city's historic heritage resources are fundamental to the sustainable management of Wellington's natural and physical resources.

[text removed]

The Resource Management Act 1991, Section 6 states the following:

“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:

6(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.

6(f) The protection of historic heritage from inappropriate subdivision, use, and development.”

This Heritage Policy provides the background statement of Council’s intent to carry out the responsibilities required by legislation. The Council has a responsibility to ensure that the City’s heritage work has a robust policy to provide a focussed direction for the future.

The Council’s definition and interpretation of historic heritage will align with that provided in the Resource Management Act 1993 as follows: ‘Historic Heritage’ is defined in Section 2 Interpretation of the Resource Management Act 1993:

- (a) 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:**
 - (i) archaeological;**
 - (ii) architectural;**
 - (iii) cultural;**
 - (iv) historic;**
 - (v) scientific;**
 - (vi) technological; and**
- (b) includes—**
 - (i) historic sites, structures, places, and areas;**
 - and**
 - (ii) archaeological sites; and**
 - (iii) sites of significance to Maori, including wahi tapu;**
 - (iv) surroundings associated with the natural and physical resources.**

Background *(new section heading)*

In preparing the ~~*Sense of Place Strategy*~~, research was undertaken to

~~determine what Wellingtonians treasure about their city, and what gives the city its unique character or essence. From the range of factors identified, the following are relevant to the Building Heritage Policy 2005.~~ *Wellington Heritage Policy 2010* the following factors are relevant to the protection and management of heritage in Wellington.:

- the compact and integrated urban layout
- **the historic street patterns**
- **the underlying pattern of Maori settlement**
- **traditional and ritual Maori land use patterns**
- the pivotal role – and diverse and vibrant character – of the central city
- the distinct character of communities, neighbourhoods, urban quarters and suburban centres including people, buildings **and sites**;
- the symbols, images, places and buildings that identify **mana whenua** and the people of Te Whanganui-a-Tara, Wellington City, and tell their collective history.

The Council will work to ensure that all new growth respects these values and, if possible, enhances them.

~~**Built heritage includes: an individual or group of buildings, structures, monuments, or installations, or remains thereof, and their surroundings which are associated with the city's architectural, cultural, social, political, economic, scientific, technological transportation, military or maritime history.**~~

Conserving **built** heritage is an integral component of a 'creative city'. It demonstrates how the city values the diversity of its environment. It provides a sympathetic human scale and form to the urban environment, and enhances the well-being of its citizens. It can also make a significant contribution to the economy, through employment, tourism, and the provision of interesting and alternative working and **entertainment** recreation spaces.

Issues

[text removed]

Protecting the city's heritage is not about locking it up. **Constantly acknowledging the past provides the population with an enhanced sense of place, sense of belonging and sense of pride in the heritage of the City in both urban and rural areas. The continued use of heritage buildings is essential to the city's survival and should not be at the loss of important heritage fabric.** The challenge is to protect the most valued heritage places in an evolving environment while meeting the needs of a rapidly changing community.

Rationale

The Council, which itself owns and manages a number of the city's significant heritage buildings **and sites**, has prepared the **Wellington Heritage Policy 2005 2010** to reinforce its continued commitment to the city's heritage to current owners, **mana whenua**, the community, visitors to the city and to future generations.

It provides direction to Councillors and staff in their day-to-day role in heritage management. It will be implemented through the development and review of Council's planning tools and processes, including the District Plan and Annual Plan as well as Council's relationships with **tangata mana** whenua, and with the owners of heritage places and the wider community.

[text removed]

Structure

The **Built Wellington** Heritage Policy **2005 2010** consists of an overall vision, three high level goals and six objectives. **Each objective has a number of actions which relate to what is important to do to achieve the objective.** These **objectives** provide the direction and framework for what the Council wants to achieve in the next ~~10~~ 5 years. The Council's vision conforms with the ideals of the Council's Long Term Community Plan, and the Resource Management Act 1991. ~~The Policy also includes an implementation plan, which expands on the actions and outlines a timeframe.~~

Vision

*Wellington is a creative and memorable city that celebrates its past through the recognition, protection, conservation and use of its **built** heritage for the benefit of **all** the community and visitors, now and for future generations.*

Goals

The **Built Wellington** Heritage Policy **2005 2010** is based on the following goals:

- Recognition – Wellington's **built** heritage is recognised as contributing to our understanding of our cultural diversity and awareness of sense of place
- Protection, conservation and use – Wellington's unique character is enhanced by the protection, conservation and use of its **built** heritage
- Sustainable economic use – Wellington's **built** heritage is acknowledged as contributing to a vibrant economy.

Monitoring

Implementation of the **Built Wellington** Heritage Policy **2005 2010** will be monitored and its benefits assessed to ensure its objectives are being achieved.

Monitoring of the Council's Long Term Community Plan will be based on the three goals listed above, and will be reflected in the Annual Report. Monitoring of the RMA will be reflected in the District Plan, with changes made accordingly.

Heritage Policy Objectives:

Objective 1 – Recognition

To continue to recognise **built** heritage places as essential elements of a vibrant and evolving city.

ACTIONS

Identification

- 1) *Adopt a heritage area approach to identify important areas within **the urban and rural areas of** the city which will contribute to the community's sense of place.*
- 2) *Continue to identify **built** heritage places with significant heritage value to ensure their protection, promotion, conservation and appropriate use for present and future generations.*
- 3) *Recognise buildings with significant interiors to ensure their protection, promotion, conservation and appropriate use for present and future generations.*
- 4) *Acknowledge the contribution surroundings make to the heritage value of places.*
- 5) *Establish **and implement** clear criteria for identifying individual places and heritage areas.*
- 6) *Identify nationally significant places in Wellington at risk from natural disaster or war for inclusion in a Heritage Disaster/Emergency Management Plan.*
- 7) *Continue to liaise with Council departments, New Zealand Historic Places Trust (NZHPT), government and non-government agencies, professionals, owners and the community in identifying the city's built heritage.*

Inventory

- 8) *Maintain and expand a comprehensive inventory of the city's **built** heritage.*

Research

- 9) *Ensure that places continue to be fully researched, documented, and recorded for regulatory and non-regulatory purposes.*
- 10) *Continue to liaise with Wellington City Archives, Wellington Public Library and other research and archive institutions to ensure information about ~~built~~ heritage places in the city is accessible.*
- 11) *Support the New Zealand Archaeological Association ~~Site Recording Scheme Upgrade and in their continuing~~ archaeological surveys as an important method and programme of ~~built~~ heritage identification and verification.*

Objective 2 – Protection

To protect the city's **built** heritage from adverse effects that may compromise the heritage values of a place, including physical deterioration and inappropriate subdivision, development and use.

ACTIONS

District Plan

- 1) *Recognise those places with significant heritage value through listing in the District Plan, either individually or as part of a heritage area.*
- 2) ***Continue to monitor and*** update the objectives and policies in the Heritage Chapters in the District Plan that pertain to ***the built*** heritage to ensure they deliver on this policy and meet the requirements of sections ***6(e) and 6(f)*** of the Resource Management Act 1991.
- 3) ~~***Undertake a District Plan Change to amend the heritage rules in the District Plan so that additions and alterations to a listed heritage item or area would become a discretionary activity and that demolition of a listed heritage item or area would become a non-complying activity.***~~
3. ***Continue to re-examine review provisions*** in the District Plan to ensure they take into account the heritage value of listed items and the heritage significance of areas ***and the values of sites of significance to Maori and archaeological sites.***
- 4) *Continue to extend the protection of heritage values to suburban*

areas through **regulatory and non-regulatory** mechanisms, **and** identifying more heritage areas.

Other statutory provisions

5. Ensure administration of other legislation, including the Building Act 2004 and the Smoke-free Environments Act 1990, takes cognisance of the heritage values of a place when assessing building and resource consent applications for heritage buildings.
6. Make use of other statutory provisions including the use of encumbrances, heritage orders and covenants that provide for the management and preserving of **built** heritage places, including those specified in the **Historic Places Act 1993**, Reserves Act 1977, Local Government Act 2003 and the Conservation Act 1987.
7. Promote appropriate levels and methods of earthquake strengthening that minimise the negative impact on the heritage fabric of a listed building.

Objective 3 – Public awareness

To **actively** promote **actively** and celebrate the city's **built** heritage.

ACTIONS

Promotion

1. Undertake promotional activities to highlight the contribution heritage conservation makes to the built **and non-built** environment.
2. Make information about the city's **built** heritage resources available to owners, stakeholders, the community and visitors.
3. Explore opportunities to promote important heritage properties in Council ownership.

Community and stakeholder partnerships

4. Establish effective partnerships with owners and stakeholders to ensure better management and sustainable use of the city's **built** heritage.
5. Liaise with other heritage stakeholders in the development and provision of conservation guidelines that promote the city's **built** heritage.

6. *Co-sponsor and co-ordinate workshops periodically with heritage stakeholders to provide technical advice to participants, including owners, about appropriate conservation practices and techniques.*
7. *Work with local communities to establish trails, run guided tours of the community, hold workshops and other programmes that identify and interpret the City's **built** heritage.*

Objective 4 – Conservation

To ensure that best practice in heritage conservation is followed by heritage practitioners, owners and occupiers of heritage buildings **and archaeological sites** and Council staff, and the loss of heritage values is minimised.

ACTIONS

1. *Adopt a set of guiding principles for conserving the city's **built** heritage to ensure that the heritage values of a listed place are retained.*
2. *Advocate the appropriate conservation of heritage places with developers, owners, the community and other stakeholders to ensure new uses are consistent with heritage values.*
3. *Develop, with Wellington City Council Emergency Management Office (WEMO), an Emergency Management Plan for nationally significant heritage buildings in the event of damage caused by a natural or technical disaster or war.*
4. *Require the preparation of an appropriate plan (e.g. heritage inventory, maintenance plan or conservation plan) for any heritage place subject to a major development that could affect the heritage values of that place.*
5. *Endorse and promote the use of international best practice methods **including conservation charters**, to guide heritage planning and work.*

Objective 5 – Sustainable economic use

To encourage and support economic growth that preserves and enhances the distinct character of communities, neighbourhoods, urban quarters and suburban centres through the sustainable use of the city's **built** heritage assets.

ACTIONS

1. (a) Encourage the sustainable use of heritage buildings for present and future generations.

(b) Encourage the sustainable use of sites of significance to Maori and archaeological sites to ensure they remain for the benefit of future generations.
2. Support owners and managers of heritage **buildings items** by **continuing** the Built Heritage Incentive Fund, targeting specific heritage projects that are consistent with the **Built Heritage Incentive Fund criteria heritage outcomes in this policy**. The fund will continue to support:
 - i. • Providing grants for conservation work, including stabilisation, repair or
 - ii. restoration, for at-risk, significant heritage **buildings items**
 - iii. • Providing grants to **property home** owners to assist with fire protection and maintenance and repair work that will aid the conservation of a heritage building
 - iv. • Providing funding for professional services (e.g. to undertake conservation plans, heritage inventories, condition reports, **earthquake-prone building engineers reports**) for listed heritage buildings and structures **and archaeological sites**.
3. Continue to provide free conservation advice and technical assistance to owners of heritage buildings.
4. **Continue to promote** a fees waiver for non-notified resource consent applications for conservation work on listed heritage buildings and structures, and heritage buildings in listed heritage areas.
5. Provide an accelerated approval process for listed heritage items where **a conservation an appropriate** plan has been prepared to international conservation standards.
6. **Promote alternative approval processes for resource consents considered to have minor impact and consents of a more complex nature.**
7. Investigate the use of appropriate financial instruments, covenants and other voluntary mechanisms for the protection of heritage places.
- ~~8. Establish an emergency fund for the purchase of significant,~~

at risk heritage buildings.

8. Work with the tourism and business industries to discuss ways in which retention of heritage **buildings items** can be promoted and encouraged.

Regional and urban planning

9. Undertake a study to determine the contribution that the preservation of the historic environment has on the quality of life in Wellington, and the long term social, economic and environmental benefits of preservation of heritage buildings, archaeological sites and sites of significance to Maori, on our urban environment.

Objective 6 – Council effectiveness

To provide effective support for the implementation of Council’s objectives and aspirations for the city’s built heritage.

ACTIONS

Management

1. Integrate heritage management into other related Council functions **by promoting an across Council approach to heritage and provision of up-skilling workshops for Council staff.**
2. Continue to develop strong relationships with relevant **tangata mana** whenua to assist the effective management of heritage places of significance to Maori.
3. Maintain and develop relationships with key stakeholders and interested parties e.g. **mana whenua**, NZHPT, **Greater** Wellington Regional Council, property owners, appropriate government and non-government agencies, and local community groups, to ensure wider heritage goals are met.
4. Publicise Council’s heritage role and related activities, e.g. conservation work on Council-owned buildings **and sites.**
5. Ensure Annual **Plan** funding to support heritage activities identified in this policy.

[Implementation Plan 2005 - 2015 removed]

APPENDIX 3: Legislative and Statutory Documents

Legislation, Statutory Documents	Implication to WCC	Tasks affected
<p>Port Nicholson Block (Taranaki Whānui ki Te Upoko o Te Ika) Claims Settlement Act 2009</p>	<p>WCC is required to work with mana whenua to achieve kaitiaki objectives</p> <ul style="list-style-type: none"> • Details of all resource consents must be supplied to Port Nicholson Block Settlement Trust (affected party status) • Identification of some sites as cultural redress properties 	<ul style="list-style-type: none"> • Resource consent processing must have regard to this requirement. • Clarification of ownership may result in transition of place or property to other parties.
<p>Historic Places Act 1993</p> <p>The main provisions in the Act relating to archaeological sites apply to all archaeological sites, not only those that are registered pursuant to the provisions of the Act.</p> <p>In terms of Maori values the definition of archaeological site covers quite different conceptual ground from the definition of wahi tapu. There is no protection for wahi tapu that are not also archaeological sites without invoking the protection mechanisms of the register of wahi tapu and wahi tapu areas and having wahi tapu and wahi tapu areas protected by district plans.</p> <p>(Definitions for these terms are supplied below this table)</p>	<p>Amendments to the Act in 2006 and 2008 clarified or extended existing definitions and requirements:</p> <ul style="list-style-type: none"> • S (32) (2006) Territorial authorities and regional councils must have particular regard to recommendations of NZ Historic Places Trust (NZHPT) and NZ Maori Heritage Council with regards to historic areas and waahi tapu • S (34) (2006) The Trust shall maintain and supply to every territorial authority a record of registered historic places, historic areas, wahi tapu, and wahi tapu areas that are located within that territorial authority's district and heritage covenants that have effect in that area, and the territorial authority shall keep the record available for public inspection during its usual business hours. • S(35)(2005) The Trust may, in its discretion, notify any territorial authority of the particulars 	<p>The existing Built Heritage Policy 2005 refers specifically to Wellington's 'built' heritage and excludes 'non-built' heritage.</p> <p>The District Plan Heritage lists include a significant number of historic places, historic areas, wahi tapu and wahi tapu areas registered pursuant to the HPA.</p> <p>The District Plan is subject to a rolling review process and as this occurs, Council endeavours to include a range of places and items already researched by the NZHPT.</p> <p>A clear statement of Council's interpretation of "historic heritage" will be included in the Wellington Heritage Policy 2010 which will provide clarity.</p>

	<p>of any registered historic place, historic area, wahi tapu, or wahi tapu area in that territorial authority's district with sufficient detail to enable those particulars to be included in PIM and LIM reports.</p> <ul style="list-style-type: none"> • S(2c)(2008) In achieving the purpose of this Act, all persons exercising functions and powers under it shall recognise ... The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taonga 	
<p>Wellington City Earthquake Policy 2009 (Building Act)</p>	<p>WCC must ensure all earthquake prone buildings are strengthened to the minimum standard, including buildings on District Plan Heritage Lists and / or registered by NZHPT including items of Council infrastructure (e.g. tunnels, water reservoirs)</p> <ul style="list-style-type: none"> • AIM: To reduce the impact of any strengthening work required on the heritage fabric of the building • WCC has an opportunity to lead by example in enforcing Building Act requirements <p>Local authorities are required to plan and provide for civil defence emergency (WEMO, Civil Defence & Emergency Management Act 2002)</p> <ul style="list-style-type: none"> • All works must comply with risk analysis, best practice and relevant standards as sent out in AMP 	<ul style="list-style-type: none"> • Internal WCC asset management plans (AMP) will work towards addressing heritage issues, for both regular maintenance and extreme events.
<p>Memorandum of Understanding (He</p>	<p>These agreements state that the principles embodied in the Treaty of Waitangi will guide</p>	<p>These MOUs provide clear guidance for WCC to include protection of matters of</p>

<p>whakaaetanga) between:</p> <ul style="list-style-type: none"> • Port Nicholson Trust (July 2010) and WCC; • Te Runanga O Toa Rangatira Incorporated and WCC (under renewal) 	<p>these mana whenua relationships. There are differences between each MOU but the headings are identical, particularly in relation to taonga:</p> <ul style="list-style-type: none"> • Partnership • Reciprocity • Mutual benefit • Active protection – the duty of the Crown to actively protect the taonga of iwi 	<p>cultural heritage, taonga and sites of significance to mana whenua within the Council area of governance.</p> <p>This overlaps with requirements of the: Treaty of Waitangi Act 1975 RMA Sections 6(e) and 6(f) Matters of National Significance</p> <p>This will be facilitated by a clear interpretation in the Wellington Heritage Policy 2010 of ‘historic heritage’ as provided for in the RMA Section 2 – Interpretation.</p>
<p>Greater Wellington Regional Council, Proposed Regional Policy Statement (May 2010) (Objective 15 Historic Heritage and Objective 27 Resource Management with Tangata whenua)</p>	<ul style="list-style-type: none"> • Identify, protect and manage places and sites with significant historic heritage values • Adverse effects on the cultural relationship of Maori with their ancestral lands, water, sites, wahi tapu and other taonga are avoided 	<p>WCC will work with GWRC on achieving these objectives.</p>
<p>Alignment of the Historic Places Act 1993 and the Resource Management Act 1991</p> <p>(Preparation of a Parliamentary Bill was announced on 9 July 2010.)</p>	<p>This proposed Bill will provide greater central government direction and closer alignment in the archaeological protection provisions of the Historic Places Act 1993.</p>	<p>These amendments to the RMA and HPA may impact on Council processes due to changes to :</p> <ul style="list-style-type: none"> • Consent processes where Archaeological Authorities will be required to be aligned with resource consent processes.

Definitions as supplied in the Historic Places Act (2008 status)

Section 2 -Interpretation

Archaeological site means any place in New Zealand that—

(a) Either—

(i) Was associated with human activity that occurred before 1900; or

(ii) Is the site of the wreck of any vessel where that wreck occurred before 1900; and

- (b) Is or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand.

Heritage order has the same meaning as in the Resource Management Act 1991

Historic area means an area of land that—

- (a) Contains an inter-related group of historic places; and
- (b) Forms part of the historical and cultural heritage of New Zealand; and
- (c) Lies within the territorial limits of New Zealand.

Historic place—

- (a) Means—
 - (i) Any land (including an archaeological site); or
 - (ii) Any building or structure (including part of a building or structure); or
 - (iii) Any combination of land and a building or structure; or
 - (iv) any combination of land, buildings or structures, and associated buildings or structures (including any part of those buildings or structures, or associated buildings or structures) that forms a place that is part of the historical and cultural heritage of New Zealand and lies within the territorial limits of New Zealand; and
- (b) Includes anything that is in or fixed to such land.

Local authority means a regional council or territorial authority

Maori Heritage Council means the Maori Heritage Council established by section 84 of this Act.

Statutory acknowledgement means a statutory acknowledgement within the meaning of an Act specified in Schedule 11 of the Resource Management Act 1991. This definition was inserted, as from 1 October 1998, by section 227 Ngai Tahu Claims Settlement Act 1998 (1998 No 97).

Wahi tapu means a place sacred to Maori in the traditional, spiritual, religious, ritual, or mythological sense.

Wahi tapu area means an area of land that contains one or more wahi tapu.
Historic Places Act (2008 status).

Section 4 - Purpose and principles

- (1) The purpose of this Act is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand.
- (2) In achieving the purpose of this Act, all persons exercising functions and powers under it shall recognise—
 - (a) The principle that historic places have lasting value in their own right and provide evidence of the origins of New Zealand's distinct society; and
 - (b) The principle that the identification, protection, preservation, and conservation of New Zealand's historical and cultural heritage should—
 - (i) Take account of all relevant cultural values, knowledge, and disciplines; and

- (ii) Take account of material of cultural heritage value and involve the least possible alteration or loss of it; and
 - (iii) Safeguard the options of present and future generations; and
 - (iv) Be fully researched, documented, and recorded, where culturally appropriate; and
- (c) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taonga.

APPENDIX 4

The following is a Heritage Conservation Brief provided by the lead Canadian heritage organisation - *Canada's Historic Places – Lieux Patrimoniaux du Canada*. It can be downloaded at http://www.historicplaces.ca/downloads/climate_change_en.pdf

Climate Change

- **The reuse of heritage buildings reduces greenhouse gas emissions thereby reducing human contribution to climate change**
- **Heritage buildings are composed of low energy-intensive building materials**

Heritage conservation reduces greenhouse gas emissions

When a building is rehabilitated and reused, as opposed to demolished and replaced, there is a reduction in greenhouse gas emissions due to reduced:

- Energy use – greenhouse gases are a by-product of fossil fuel combustion
- Raw materials use – extracting and processing them requires energy use
- Waste – discarding building materials means throwing away substantial energy investments

Canada's 2002 greenhouse gas production of 23.3 tonnes per capita is almost double the Organization for Economic Co-operation and Development (OECD) average of 13 tonnes, and more than six times that of the lowest OECD emitter. In 2002, Canada was the fourth highest greenhouse gas emitter out of the 29 OECD countries.

(David Suzuki Foundation, 2005)

Sources of Greenhouse Gas Emissions During a Building's Lifetime

Stage	Input	Output
Site Preparation	Energy (Earthmoving)	Carbon dioxide
Construction	Energy, Raw Materials	Carbon dioxide, Waste materials
Use & Refurbishment	Energy, Materials	Carbon dioxide
Demolition	Energy	Carbon dioxide, Waste

(*Building and Environment*, 1999)

Rehabilitating heritage buildings reduces human contribution to climate change

A study of the Angus Technopole Building, a Montreal factory built in the early 20th century, compared rehabilitation and adaptive reuse of the building into a residential complex to demolition and construction of a new building on the same site. It illustrated that rehabilitation produces much lower emissions of two greenhouse gases, carbon dioxide (CO₂) and sulfur dioxide (SO₂), and requires lower energy usage (see Table).

Environmental Effect

Environmental Effect	Rehabilitation	Demolition & New Construction
Energy Use (Gigajoules)	5,169	13,734
Global Warming Potential (CO ₂ tonnes)	448	1,007
Acidification Potential (SO ₂ tonnes)	2	7

(The Athena Institute, 2004)

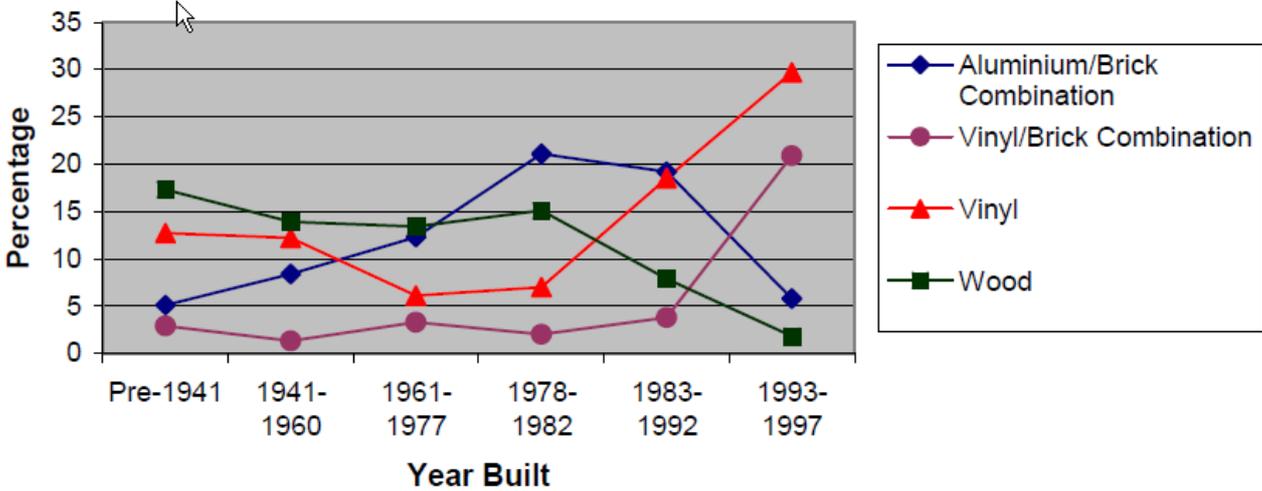
Low energy-intensive building materials exists primarily in heritage buildings

As shown in the graph below, the use of construction materials like vinyl that are highly energy-intensive (with a high level of greenhouse gas emission) has increased in new construction. The use of less energy-intensive materials such as wood or brick is declining.

Today, types of less energy-intensive materials are found primarily in heritage buildings. Since the reuse of heritage buildings usually involves the repair or replacement of these less energy-intensive materials, heritage conservation effectively reduces greenhouse gas emissions.

The Energy Required to Produce and Process Various Building Materials	
Energy Required	
Material	Mega joules per kilogram (MJ/kg)
Wood	2.5
Brick	2.5
Vinyl	70.0
<i>(Kesik, 2002)</i>	

Various House Exterior Wall Materials



Resources

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