

2 HERITAGE VALUES

2.1 RESOURCES AND VALUES

Many places, buildings, features and trees within the District, as stated in Appendix B, have cultural, historic, spiritual, scientific or other special interest to residents, both Maori and non-Maori, and to visitors to these areas. These items which include archaeological sites, historic buildings such as the Whitestone buildings, and waahi tapu (sacred places) of special significance to the takata whenua all combine to give people a sense of place and belonging and are a connection to the past which most people wish to retain. They also create a special character for the District that is attractive to visitors who increasingly are interested to rediscover "the past". In addition, many of these features add to the amenity of areas within the District.

The downlands and coastal areas provided sources of food for Maori and also provided routes through to the West Coast for trading. Numerous sites of past habitation are identified in Te Whakatau Kaupapa Ngai Tahu Resource Management Strategy for the Canterbury Region (1990). In summary the distribution of these sites is:

- in excess of seventy sites in the vicinity of Duntroon, Ngapara and Maerewhenua;
- sporadic sites extending from Elderslie through Whitstone, Deborah, Weston to Reidston;
- over seventy sites along the coast between Oamaru and Shag Point, with high concentrations south of Cape Wanbrow and between Moeraki and Katiki;
- approximately a dozen sites in the vicinity of Campbell Park.

For the European the District has a history originally based on sealing and whaling. This was followed by extensive occupation of the District for pastoral farming and cropping such that even in the 1860's the income of the area from the wool clip and from grain growing was considerable. From this basis towns were established to service the rural areas. Oamaru quickly became self-sufficient with many industries being established during its early years. The discovery of gold in May 1861 brought increased activity and prosperity for a short period of time to Palmerston and various small settlements along the Pigroot and at Tokarahi, Maerewhenua and Livingstone. The stone buildings of the Harbour-Tyne Street area and the commercial buildings along lower Thames Street reflect the wealth in the district of the period and the readily accessible source of the soft and easily worked limestone.

The heritage inventory contained in Appendix B identifies all those items and features which have been recognised to date. The state of these resources will always be in a state of flux as new items are identified and development occurs.

Resources of heritage value, by providing distinctive economic, social and cultural opportunities contribute to the present and future environment in many ways. This includes:

- a sense of place, identity and continuity for a community;
- a pleasant environment for people's activities;
- a record of human activity through time, maintaining a link with the District's history as it develops;
- contribution to the character of an area or locality;
- basis for community well-being and understanding;
- interest for visitors and associated economic opportunities;

- in the case of trees, grandeur, shelter, shade, visual amenity and noise buffer, contributing to community health and well-being.

2.2 ISSUE

A - Protection of Heritage Resources

Without protection, resources of heritage value within the District are likely to continue to be subject to degradation or loss as a result of land use activities, with a loss of character and historical understanding of the District.

2.2.1 Explanation

The people of the District and the Council want to see historic and special places and buildings protected in a way which permits them to be maintained for residents, visitors and future generations to enjoy. Council commends the principles of the International Council of Monuments and Sites (ICOMOS) NZ Charter for the Conservation of Places of Cultural Heritage Value. Section 6 of the Resource Management Act requires the Council to "recognise and provide for" outstanding natural features and the relationship of Maori with sites, waahi tapu, and other taonga (treasures), and the protection of historic heritage from inappropriate subdivision, use, and development.

Heritage values can be adversely affected by existing and new development. They can be threatened by land development, land use changes, lack of maintenance, fire, vandalism and the general public through lack of knowledge. Communities need to develop and change to meet the reasonably foreseeable requirements of future generations. However, a balance needs to be achieved between the changing activities within the District and the protection and enhancement of heritage values. Many of the District's heritage resources are in private ownership and balances need to be reached between the needs and economic requirements of owner's use of their properties and the interest of the community in retaining and preserving the heritage features.

It is clear that the Council has a role in identifying and providing a level of protection for heritage values. In determining the appropriate level, the views of the community and/or recognised experts on heritage matters need to be considered.

While the Historic Places Act 1993 provides a framework for the identification and listing of historic places and areas and waahi tapu sites and areas, it does not in itself provide protection for heritage items other than archaeological sites. Section 10 of the Historic Places Act 1993 does, however, specifically prohibit the damage, destruction or modification of any archaeological site which is defined as any site associated with human activity prior to 1900 and is able to provide evidence relating to the history of New Zealand. An application and consent procedure is included in this Act for modifications to archaeological sites. Such protection of archaeological sites is only possible if both the occupier or user of land is aware of the site and the New Zealand Historic Places Trust is in a position to monitor all sites. Due to a lack of resources many archaeological sites within the District may not even be identified, let alone be part of generally known information by landowners.

There is a need for protection to be provided for heritage items, other than archaeological sites, known to be of significance. Because of its past involvement in protection of these items and because of its central role in controlling land use, the District Plan is the obvious protection mechanism for heritage items. The identification and registration of many items by the N.Z. Historic Places Trust, in terms of their priority for protection, gives the Council much needed information on which to base any protection controls.

Section 193 of the Resource Management Act 1991 specifically enables protection for any historic building or feature through the placing of a "heritage order". The Council has the authority to act as a "heritage protection authority" under the Resource Management Act. Other heritage protection authorities may also give notice to the Council of their requirement for a heritage protection order.

2.3 OBJECTIVES AND POLICIES

2.3.1 Objective A

The conservation and enhancement of the heritage values of the District, including historic places and areas, waahi tapu sites and areas, and archaeological sites, in order that the character and history of the District can be preserved and managed.

2.3.2 Policies A

- 1. To use the District Plan as a means of identifying and protecting important heritage buildings, objects, places and sites, in consultation with the N.Z.Historic Places Trust, Historical Societies within the District, and the local community.*
- 2. To ensure that, through the implementation of appropriate procedures within the Council's administration, all development and building proposals in the vicinity of recorded waahi tapu and archaeological sites are notified to the takata whenua and to the N.Z.Historic Places Trust, in accordance with the Historic Places Act 1993, in order to enable the implementation of the archaeological provisions of that Act.*
- 3. To encourage public participation in the identification and protection of heritage values through education and increased public awareness.*
- 4. To encourage the use of protected buildings while ensuring that their valued features are not impaired or destroyed.*
- 5. To ensure the protection by the use of Heritage Protection Orders as necessary, and in conjunction with other agencies where appropriate, of significant heritage items which are under threat from demolition, removal or major modification.*
- 6. To ensure the Council will work with Kai Tahu Ki Otago to establish processes that protect the sensitivity of information relating to waahi tapu.*
- 7. To give weight on whether a heritage impact assessment has been prepared by a suitably qualified expert when considering an application to alter, or add on to, a heritage item listed in Appendix B of the District Plan and, in the case of major alterations or additions, whether a heritage conservation plan has been prepared*

2.3.3 Implementation Methods A

To achieve policies 1 - 6 through:

- 1. The inclusion of an inventory of heritage items in the District Plan, with the items classified into different categories (A and B) according to the significance of their heritage values;**

2. Assessing the level of protection necessary for a heritage item, through the resource consent process, and to have regard to its significance;
3. The use of rules in the District Plan requiring different types of application for demolition, removal or alterations to the heritage items, according to their classification;
4. The appropriate waiver or reduction of financial contributions towards public open space and recreation from subdivision or development proposals which incorporate statutory protection for a scheduled heritage item;
5. Continuing liaison with the N.Z. Historic Places Trust, local historical societies and takata whenua to promote public awareness of the importance of heritage values; and
6. To inform the N.Z. Historic Places Trust and the takata whenua when a resource consent has been applied for which may affect an archaeological site identified in the District Plan.

2.3.4 Explanation and Reasons A

As part of the Council's obligation to have particular regard to the recognition and protection of heritage values, the Plan identifies certain individual buildings, groups of buildings, objects and places as being significant and worthy of protection in the public interest. Such items are listed in the "Schedule of Heritage Items" (Appendix B) and are also identified on the Planning Maps.

Newly identified items of heritage value can be submitted by any person for consideration by a heritage protection authority, such as Council or the N.Z. Historic Places Trust, for a heritage order requirement by submitting justifications such as the reason why the heritage order is necessary, a description of the place and surrounding areas to which the requirement applies, a statement of how the heritage order will affect the present use of the place and surrounding areas and how other uses may be continued or commenced without affecting the integrity of the place, and any information required to be included in the notice by a plan or regulations. Any requirement for a heritage order will need to be processed in terms of procedures specified in Sections 189A, 190, and 191 of the Resource Management Act 1991.

Scheduled items are classified into one of two categories. Within each of the categories, protection is afforded to either a particular heritage building, object, heritage property or place of special interest. Historic buildings, objects, properties and places of special interest have been listed for a number of reasons, including:

- historical and social significance;
- cultural and spiritual significance to takata whenua;
- architectural significance;
- group significance;
- landmark significance;
- technological significance.

The categories are:

i **Category A**

The heritage item warrants permanent preservation because of its exceptional significance to the District. The Council would be unlikely to approve any significant alteration (but would take steps to arrange compensation or acquisition if the

owners' property rights are unreasonably restricted). Category A shall include all places of special or outstanding historical or cultural heritage significance that are included in Category 1 of the N.Z. Historic Places Trust's Register. It shall also include all heritage buildings in the Business H Zone, regardless of their category on the register. This is in recognition of the importance of the heritage values in this Zone.

ii **Category B**

Preservation of the heritage item is encouraged. The Council will be more flexible regarding significant alterations. Category B shall include all places of special or outstanding historical or cultural heritage significance that are included in Category 2 of the N.Z. Historic Places Trust's Register.

The protection of archaeological sites under the Historic Places Act 1993 is only possible if the N.Z Historic Places Trust is aware of the existence of archaeological sites and is informed of intentions to modify sites. As the Historic Places Act includes a procedure for applications concerning archaeological sites to be assessed by the N.Z Historic Places Trust, it would be inefficient to duplicate this process, especially in view of the expertise available to the N.Z Historic Places Trust. However, the Council will assist the N.Z Historic Places Trust by informing the N.Z Historic Places Trust of resource consent applications which may affect archaeological sites listed in Appendix B and shown on the planning maps.

Policy 7 recognises that in many circumstances specialist advice would need to be obtained before work is undertaken to alter or add to a heritage item. A heritage conservation plan should be prepared for any major alternations or additions to a heritage item. Consistent with the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value, such a conservation plan would require one or more of the following:

- i Any conservation work be documented, including comprehensive photographic records.
- ii Any historic evidence be retained, including movable cultural heritage associated with heritage structures.
- iii Any conservation work be the minimum required to safeguard the cultural heritage.
- iv Any conservation or restoration work be identifiable on close inspection and be visually and physically compatible in all respects with adjacent fabric.
- v Any conservation work respects the historical, aesthetic, and physical integrity of the heritage item.
- vi Any conservation work maintains the authenticity of the design, materials, craftsmanship and setting.

2.3.5 Objective B

The protection of trees and groups of trees which contribute significantly to the District's amenity and/or heritage.

2.3.6 Policies B

1. *To use the District Plan as a means of identifying and drawing to public attention heritage trees that are in public and private ownership, and to protect them from avoidable loss or destruction.*
2. *To encourage the practice of planting trees on public land and protect these trees from unnecessary interference or destruction.*

2.3.7 Implementation Methods B

To achieve policies 1-2 through:

1. The inclusion of an inventory of significant trees in the District Plan, classified according to their value within the District;
2. The application of rules in the District Plan, requiring different types of application for destruction or alteration to the scheduled trees according to their classification;
3. Imposing conditions through the subdivision process to require the protection of scheduled or other significant trees on properties being subdivided;
4. Waiving or reducing financial contributions towards public open space and recreation from appropriate subdivision or development proposals which incorporate statutory protection for scheduled trees;
5. Continuing to plant and maintain trees, including trees of substantial size, on public reserves, roads and other public land.

2.3.8 Explanation and Reasons B

Trees have an important ecological, environmental, landscape, heritage and cultural role. Trees collectively endow the landscape with distinctive environmental quality and character.

The trees listed in Appendix B have been evaluated using the New Zealand Standard for Tree Evaluation and Valuation which was developed by the Royal New Zealand Institute of Horticulture along with assistance from the New Zealand Arboricultural Association. The criteria used in this standard includes, amongst others, the following qualities:

- stature
- feature and form
- age
- rarity
- scientific value
- visibility
- commemoration value.

These qualities collectively make the trees worthy of recognition because of their landscape, heritage or cultural role. Using the above standard, a tree or group of trees that have scored above 150 points are considered a Category A tree; whilst, a tree or group of trees that have scored between 100-150 points is considered a Category B tree under this District Plan. The World War I Memorial Trees, due to their importance to the history of the District, are also considered Category A trees. Trees that meet the criteria listed above may be added to Appendix B from time to time.

2.4 ENVIRONMENTAL RESULTS ANTICIPATED

- The preservation of a representative range of resources of heritage and cultural values important to present and future generations of Waitaki District's residents and visitors.
- The active and productive use of heritage buildings and sites, while ensuring the protection of the heritage values of those sites.
- Maintenance and enhancement of heritage items to enable their continued use and enjoyment, whilst not detracting from their heritage values.
- The retention, within their natural life-spans, of trees or groups of trees which have outstanding values to the District's residents and visitors.