

9 Cultural Heritage of the Gulf

Key Points

- There are a broad range of types of cultural heritage sites and landscapes in the coastal margin, and in the Coastal Marine Area of the Gulf.
- Information on, and responses to, cultural heritage protection varies greatly in the statutory authorities.
- The greatest pressure on cultural heritage comes from coastal subdivision.
- Middens in sand dunes are under the greatest pressure, and frequently are not accorded appropriate status and response.
- The Forum has made little progress towards the actions for cultural heritage set in the Strategic Issues document.

9.1 Introduction

The cultural heritage of the Gulf includes many different sites that together record the history of human use and modification in an area. Cultural heritage includes archaeological sites, buildings and landscapes with cultural associations. The Gulf is particularly rich in cultural heritage resources, with diverse sites such as ancestral landscapes occupied by numerous iwi, the early transport, military and maritime industrial sites around Auckland, and the mining history of the Coromandel.

This record of human interaction is written into the land, but often in a form not easily read. Coastal sand dunes usually contain shell middens, rich with information about pre-European life. Pa sites and their terraces are often obscured by afforestation, housing development or agricultural usage. Within the marine area of the Gulf almost two hundred shipwrecks lie unseen by most people.

Preservation and recognition of cultural heritage has to struggle against the pressures of development, and lack of awareness of its vulnerability and the constantly diminishing record. The Forum has recognised the importance of the cultural heritage in its strategic issues document (see Box 9–1).

9.1.1 The Importance of Cultural Heritage

Cultural heritage is important because it is central to individual and community identity, it links people and place, enables better understanding of cultural differences and promotes appreciation of the past and present, as well as having significant amenity and recreation values (Tatton 2001). The status of cultural heritage has been recognised by international agreement and by domestic law. The *United Nations Convention – Protecting World Cultural and Natural Heritage*⁸² was ratified by New Zealand on 12 November 1984. In its preamble it says “In view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection of the cultural and natural heritage”.

The principal New Zealand statutes that aim to protect cultural heritage are the Resource Management Act 1991 (RMA), the Historic Places Act 1993 (HPA) and the Conservation Act 1987. The Local Government Act 2002 with its requirement for cultural wellbeing and quadruple bottom line reporting extends the mandate for councils to address heritage issues. The key agencies exercising functions relating to cultural heritage under these acts are

⁸² Convention Concerning the Protection of the World Cultural and Natural Heritage (1972) www.gdrc.org/heritage/whc

Box 9-1

Strategic Issues and Objectives

- The Hauraki Gulf and its surroundings contain a wealth of cultural heritage values. Many sites, features or artefacts are not formally protected and heritage values are being degraded and lost.
- Tangata whenua are not effectively involved in cultural heritage decision-making processes associated with the Gulf.
- Much cultural heritage is retained in oral tradition, (including songs, poems, nursery rhymes, prayers, and story telling) or in literature and photographic archives distributed throughout the region. Records about the extent and nature of this heritage are incomplete, dispersed, and often inaccessible to people. Inaccurate and incomplete information and the complexity of management systems to record and store archaeological information limits effective protection. Holders of cultural heritage knowledge can be reluctant to share information with agencies and the community in the absence of protocols for protection of information. Co-ordination between tangata whenua, Forum members and the wider community in the collection, recording, interpretation and protection of heritage information is limited.
- There is an imbalance in the types of cultural heritage that is protected. For example there is a strong emphasis on heritage found in urban areas (specifically describing buildings of particular periods) while heritage of rural, industrial and commercial, coastal and marine areas is not well represented and continues to be lost. Also there is a management focus on protecting isolated heritage sites rather than protection of heritage landscapes.
- Pre-European archaeological sites and landscapes are numerous which reflects the lifestyle and resources used by Maori in the past. While these sites are often protected, significant losses of the cultural heritage of tangata whenua continue. Community awareness and respect for the relationships that tangata whenua share with waahi tapu and cultural heritage sites and landscapes is necessary for effective heritage protection.

The culture of the people who once lived and used these areas is not well described or connected to these places. Opportunities for educating communities about the cultural heritage of tangata whenua are often missed.

- The values of archaeological landscapes, such as duneland midden areas, are not always valued. Because protection is focused on identified and investigated sites there can be inadequate provision for the protection of undiscovered sites under the RMA and Historic Places Act.
- Cultural heritage sites are often located on land in private ownership which can add complexity to management by public agencies. However it may also have beneficial spin-offs as landowners may voluntarily protect heritage values on behalf of the community.

Objectives

- There is widespread recognition and respect of the diverse cultural heritage values found in the Gulf and its surroundings, including archaeological landscapes and sites.
- Co-ordinated conservation action ensures protection of cultural heritage in the Gulf.
- Waahi tapu and cultural heritage sites of tangata whenua are being actively protected.
- Tangata whenua are actively participating in cultural heritage decision making processes associated with the Gulf.
- Tangata whenua protect and manage waahi tapu and heritage sites and features in accordance with tikanga Maori.
- Comprehensive records are established and maintained that add description of the status of significant cultural heritage sites, features and artefacts.
- Cultural heritage in private ownership is acknowledged and respected by owners. Similarly the Forum and community acknowledges the important role that private landowners play in protecting cultural heritage on their land.

the Historic Places Trust, regional and territorial authorities and the Department of Conservation. Various reviews of cultural heritage management have raised concerns with this system as a whole.

“The Parliamentary Commissioner for the Environment has identified the lack of commitment on the part of government as representing a major difficulty. The higher priority given to the natural heritage in terms of finance, staffing and strategic planning was also noted” (Allen 1998). “The system for the management of historic and cultural heritage as a whole lacks integrated strategic planning, is poorly resourced and appears to fall short of the principles of the Treaty of Waitangi.” (PCE 1996).

More recently the PCE has commented: “So far there is little evidence of Agenda 21 principles having influenced the integration of environmental, social and economic policy making” (PCE 2002). Agenda 21 is a comprehensive plan of action that implements the Rio Declaration⁸³.

9.1.2 Tangata whenua perspective

The difficulties tangata whenua have in protecting sites of significance to them are reflected in the following statements:

“For us the sacred sites are our history books and education processes, necessary for our spiritual existence and survival, for without them we are nothing. They speak to us from another time, another world, the space and its environs within the universe. Sacred sites are defined as everything or all those happenings that pertain to the ancestors. These are our taonga – our treasures”⁸⁴

“Maori heritage management has come as something of an afterthought. It is not yet conceived that as a field it may require its own approaches. As a result Maori have been forced to use the existing measures to safeguard their heritage. Inevitably these have failed to measure up, and serious conflicts have been the result”. (Allen 1998).

To adequately understand the past both the ordinary and the spectacular need to be preserved. Much of the important pre-European record is preserved in sites such as shell middens, which do not capture the attention they often deserve. “Tangata

whenua reported cases where middens and other sites had been destroyed before an assessment could be undertaken of the evidence or its significance. Middens can contain important evidence of occupation, and items can be carbon dated to establish more precise historical understanding.” (PCE 1998). Sand dunes are locations frequently rich in sites such as middens. The pressure of coastal subdivision has impacted severely on these landscapes to the extent that only Pakiri retains unimpacted middens on the east coast of mainland Auckland Region. Maori have frequently fought to retain sites where there is subdivision or development, but have seldom had major successes.

9.1.3 The role of the Historic Places Act and the Historic Places Trust

The New Zealand Historic Places Trust (HPT) is the primary advocacy body for the preservation and the protection of historic places and archaeological sites. It is also the regulatory body that approves authorities for destruction of sites and this dual role has been criticised as conflictual.

The legislation of the HPA is lagging behind the academic and practical archaeological practices. Up to the 1950s archaeology concentrated on the collection of artefacts. In the 1960s the focus shifted to archaeological sites, which may or may not contain artefacts. Current archaeology studies archaeological landscapes containing sites. The HPA focuses on discrete sites, rather than including archaeological landscapes, and the failure of the legislation to move past this stage is one of the most limiting effects of the implementation of the HPA in preservation of cultural heritage (see Allen 1998).

One of the roles of the HPT is the registration of sites. “However, while registration identifies historic places and hence plays an advocacy role, it does not provide any direct protection. A registration system that appears to schedule historic places but in reality provides no protection beyond identification achieves two ends. Firstly, it is a method of advocating the protection of privately owned historic places without taking away any of the property owner’s rights

⁸³ United Nations Conference on Environment and Development (1992)

⁸⁴ Submission to the Second World Archaeological Congress, Barquisimeto, Venezuela, September 1990

and hence avoids hearings, adjudications and appeals. Secondly, formal scheduling of sites by councils involves a system of hearings and adjudication and a consent procedure which are beyond the resources of the HPT. However, the public believes that registration conveys some form of statutory protection and owners frequently complain that registration affects their ability to develop their properties" (Allen 1998).

9.1.4 The NZ Archaeological Association

The New Zealand Archaeological Association (NZAA) maintains a paper file of recorded sites. The data collected by archaeologists and recorded in the NZAA Site Record File has no statutory weight, and the number of sites are much more numerous than those in the HPT register.

There are problems with this NZAA data. The process for transfer from the NZAA data base to the HPT registration is time consuming, and it must be done site by site, not by landscapes or groups of sites. Data recorded earlier for old imperial inch to the mile maps accrued significant errors when transferred to metric maps; for instance coastal sand dune midden sites are now often recorded on the maps in the sea beside the actual sites. Efforts are being made to correct the accuracy of the data, but this will take some time to complete.

9.1.5 The Role of Councils

While the role of HPT is to record and advocate, the responsibility for the management of cultural heritage resources lies with local government. Planning instruments can, by inclusion of schedules, afford some protection. Effects based responses, rather than reliance on prescriptive schedules, are able to provide more comprehensive opportunities for protection.

9.1.6 Short History of Maori and Pakeha in the Gulf

The Gulf area is a natural intercept for voyagers from Eastern Polynesia. The early expedition of Toi (Toitehuatahi) made landfall first in the Tamaki area, and from there went on to Aotea (Great

Barrier Island). Oral traditions record earlier tangata whenua occupying the same area prior to Toi's arrival. Many of the well known waka from the migration period passed through the Gulf: Takitimu, Tainui, Te Arawa, Matatua, Aotea. There were other less well known, but equally important landings such as the Moekakara at Te Waka Tuwhenua near today's Leigh Marine Reserve.

The temperate climate, the numerous islands and harbours, the richness of coastal wetlands, and the inland forest areas all provided ideal environments for the traditional Maori way of life. The density of occupation is evidenced over time by the numerous coastal pa sites. Natural resources of stone and obsidian from Aotea, Motutapu and the Coromandel Peninsula provided trade throughout Aotearoa, found as far away as Otago.

The occupation of the Gulf area during following centuries up to the colonial period was complex and dynamic. Warfare and migration continually changed the presence and dominance of different iwi. European contact led to an increase in the effects of conflict with use of the musket. The subsequent land sales and the impact of colonisation had the effect of freezing iwi occupation and identity in mid nineteenth century patterns.

In November 1769 Captain James Cook and his ship's crew were the first recorded European visitors, when the transit of the planet Mercury was observed off Whitianga. It was also where Cook "took formal possession in the name of His Britannic Majesty King George the Third".

In 1800, despite the impact of occupation of the land for several centuries by Maori, much of the forest areas in the Gulf remained the same as when first seen by Toi. The past 200 years of colonial impact and resource extraction have totally transformed that environment. Felling kauri and other timber, mining gold, swamp drainage in the nineteenth and early twentieth century transformed the land and its ecology. In the second half of the twentieth century urbanisation and coastal subdivision maintained the pace of change.

While many examples of environmental change as a result of the colonial period exist – forest felling and burning, sand dune modification, estuarine siltation and so on – one of the best documented and evocative of the changes is the impact on the wetlands. The wetlands were traditionally a major resource for Maori. “They watered and gave access to vast areas of country, birds were attracted to them for food and native fish that came to spawn. Dominating the swamps were rushes, reeds, flax and kahikatea ... Mature, fruiting kahikatea were a seasonal important for birds and people. Waikaka (mudfish), a traditional delicacy for presentation at feasts, hibernated during summer drought beneath kahikatea roots. They and myriad fish species migrated through the estuaries and lagoons into pools enclosed by flax and raupo in the gaps in the kahikatea forests”. (Park 2001).

This was the environment witnessed by Cook at the Waihou River in 1769. Joseph Banks recorded: “The Noble timber, of which there is such an abundance, would furnish plenty of materials ... Swamps which might doubtless Easily be drained, and sufficiently evinced the richness of their soils”. (quoted in Park 1995). That intention was achieved to the extent that almost none of the original wetlands remain. Swamps were drained, cattle grazed, kahikatea felled and used for butter boxes. Acts of Parliament supported and encouraged the transformation of the “useless swampland”. Maori, who had learnt that lakes and rivers were not included in land titles of alienated land, and presumed the ownership of wetlands had not been lost, could only bear powerless witness to the destruction.

In the early twentieth century the strategic military position of the Gulf led to defence installations in many areas (see Box 9–3). Prisoner of war camps were established during the First World War at Takapuna and Motuihe Island. Many of the military sites now have heritage status. However, both of these military sites were built on pa and other Maori sites, which do not enjoy the same public recognition.

Box 9-2

The History of Little Barrier Island (Hauturu)

To Ngatiwai, Hauturu is one of the floats (poito) of the net of Toi. When the ocean was the most used highway, Hauturu – midway between Aotea and the Mahurangi area - was one of a chain of islands that provided linkage for Ngatiwai.

In 1881 the Government issued a Gazette notice declaring the Crown’s intention to purchase the island for military purposes. In 1886 Ngatiwai offered to sell Hauturu to the Crown, conditional on maintaining a Ngatiwai reserve and presence on the island. The same year the Auckland Institute & Museum requested the Government to buy Hauturu and proclaim it a forest reserve, while Buller strongly urged purchase as a bird sanctuary

The Governemnt remained convinced that the continued existence of Maori on Hauturu posed a threat to the establishment of any natural reserve. Having dismissed the suggestion of Ngatiwai being custodians, the Government created a position for a European ranger. The Ranger Robinson, rather than protecting the rarest birds, collected them for Museums and private collectors.

Following unresolved conflict with remaining owners, led by Tenetahi and Rahiri Te Kiri, the Government reacted by preparing to forcibly remove the families from Hauturu.

On 8 October 1894 the Little Barrier Island Purchase Bill was introduced to Parliament.

The intention to purchase the island was challenged by Maori and some Pakeha MPs. The Bill passed into law on 24 October 1894, but many issues remained unresolved. While it was acknowledged in the Act that Tenetahi and others had not signed a deed of sale, they were bound by it “according to Native custom and usages”. This was a Crown version of “Native custom”, and clearly not that of the remaining owners.

On 17 June 1895 the Government issued written notice to Ngatiwai to quit Hauturu under threat of trespass. On 26 June 1895 the Commissioner of Crown Lands and police visited Hauturu.

Tenetahi replied to the Commissioner’s statement that the island now belonged to the Crown: “First, I refuse to leave the island because I do not consider that the purchase is a proper purchase. Second, neither myself or my wife have sold our shares - I do not recognise the sale that has been effected. Third, my reply regarding the preservation of the birds on the island is that they are all mine and I have always preserved them to the present time.”

On 23 October 1895 the Crown initiated trespass proceedings. Ngatiwai was directed to vacate Hauturu by 10 December. Tenetahi published a long letter of protest in NZ Herald invoking Article II ‘in return for cession of sovereignty over the lands of the colony, Her Majesty confirms and guarantees to all Maoris the exclusive and undisturbed possession of their lands so long as they desire to retain the same’. He stated he would not resist when the bailiffs came to remove him.

As a consequence, the Crown Solicitor advised it would be necessary to arrange for a force of police to accompany the bailiff. The cost of eviction was to be deducted from the payment for Hauturu. Tenetahi and Rahui Te Kiri were subsequently removed from Hauturu in chains,

In 1910 Tenetahi was still petitioning Parliament. Today Hauturu is subject to a Waitangi Tribunal claim.

During the first half of the 20th century the classic kiwi baches were built on beaches accessible to main centres. Few of these remain, such as those on Rangitoto. The second half of the 20th century has seen the development of coastal subdivisions distant from main centres as road quality improved and ownership of private cars increased.

The historic record remains in sites throughout the Gulf. These include sand dune middens, coastal pa, shipwrecks, early industrial sites and military installations. Many of these sites and landscapes have been lost or impacted over recent years. This chapter will consider the state of the remaining record, and its continued security of existence.

Table 9.1 List of maritime historic places with more than one example in the Auckland Region

Type	Number	Type	Number
Shipwrecks	186	Tramlines	4
Wharves	179	Aeroplanes	2
Shipyards	139	Fish traps	4
Hulks	122	Lighthouses	5
Landings	40	Navigation beacons	4
Brickworks	36	Signal stations	4
Sawmills	27	Copper mines	4
Jetties	26	Fish factories	4
Quarries	21	Navigation lights	4
Bridges	11	Stores	4
Ballast	10	Water supplies	3
Seawalls	13	Careening areas	
Stone working areas	11	Magazines	3
Middens	10	Stockyards	3
Booms	9	Walking stones	3
Find spots	6	Whaling stations	3
House sites	9	Boilers	3
Limeworks	9	Tanneries	3
Buildings	7	Fences	2
Portages	5	Fords	2
Flour mills	6	Groynes	2
Oyster farms	2	Iron works	2
Break waters	6	Navigation markers	2
Coastal defences	6	Plaques	2
Swimming pools	6	Slipways	2

9.2 State of Cultural Heritage

9.2.1 Information on cultural heritage

Cultural heritage sites and landscapes can be discovered through deliberate archaeological survey and investigations, through informal or accidental processes, or through the monitoring of development impacts.

As noted above, information from investigation of sites is recorded in the NZAA Site Record File, and few of these sites are registered with the HPT. No formal process for identifying and recording cultural landscapes exists. Hence, an area rich with sites which defines a cultural landscape has no general recognition. Development proposals within such landscapes, when there are no sites specific to the developer's property, can fail to trigger any protective mechanism.

The ARC Cultural Heritage Inventory (CHI) has created a comprehensive data base from the available information, and hence the basis for improved cultural heritage resource preservation. Work of this scale is yet to be undertaken in other regions.

9.2.2 Types of sites in the Gulf

For the purposes of this report, the Hauraki Gulf cultural heritage area is:

- The Coastal Marine Area
- The coastal margin, within at most one kilometre above MHWS
- The full area of all gulf islands

A wide range of sites are identified in the ARC CHI. These include pa, Maori settlements and middens in the coastal margin, shipwrecks, waka moorings, 19th century industrial sites, waka portages, wharves and jetties, and many others.

9.2.3 Indicators

A national set of indicators has yet to be determined for cultural heritage. The ARC has developed proposed indicators in *A Cultural Heritage Monitoring Network for the Auckland Region* (Mackintosh 2001). These are being applied to selected identified sites, and an ongoing monitoring

programme developed. The extent of loss or degradation over time is being recorded. Work is continuing to collect and analyse data from this project.

At a more global level, the number of sites for which an Historic Places Trust Authority for modification or destruction is issued can be monitored. This is not a fully reliable indicator, as some authorities may not be implemented, and others may lead to the destruction of multiple sites. The ARC CHI can record this information, and can be used to provide this wider range of indicators. The ARC reports that 17% of the region has been the subject of archaeological survey; and that 80% of the sites have been damaged in some way (Ross and Foster 1996).

9.2.4 How can the “State” of cultural heritage be defined?

One concept of state is that used by the ARC in its monitoring project: i.e., the state of a selection of specific sites subject to regular monitoring.

Alternatively, the state can be represented by the total number of sites recorded and extant. This is a dynamic state, as knowledge of previously undiscovered sites increases the quantity, and destruction of known sites decreases the quantity.

Unlike many other factors in this or any other state of environment report, that loss of cultural heritage sites is permanent, and full sustainability is in practice not possible. Cultural heritage is a finite, non-renewable resource.

9.3 Pressures on Cultural Heritage

Cultural heritage resources are subject to a range of pressures, both from natural processes such as erosion, and from human activities such as farming and urban development. Ross and Foster (1996) assessed the state of archaeological sites in the Auckland Region and found that the major causes of destruction of historic sites had been from commercial development, especially in the central Auckland area. Over half the surveyed sites in the central city had been destroyed since being recorded and less than half had

Table 9.2 Numbers of significant maritime historic places in the Auckland Region coastal environment

	High	Medium	Low	Total
National	10	5	0	15
Regional	71	82	67	220
District	42	87	180	309
Total	123	174	247	544

a NZHPT authority to modify the site. A large number of sites had been damaged by natural processes such as coastal erosion and many sites had been impacted by farming activities. Their work has been followed up by the assessment of Tatton 2001.

Ross and Foster (1996) and Tatton (2001) concluded that the single most contributing factor to the loss of archaeological evidence had been the modification of sites by human activities. Natural processes can play a significant part in the destruction of coastal sites but this is generally a relatively slow and continuing process compared with human-induced destruction. Overall natural effects are outweighed by the collective damaging forces of urban, industrial and commercial activities and the impact of farming activities in the rural sector.

There have not been any comprehensive assessments of the threats on cultural heritage around the Gulf. The following indicators have been suggested as a means of measuring the pressures on cultural heritage sites (Mackintosh 2001):

- Extent of pest and weed impact
- Extent of erosion impact
- Extent of natural hazards impact
- Extent of visitor impact
- Extent of fencing protection
- Extent of development impact
- Land use pressure
- Adjacent land use pressure

Tatton (2001) developed a framework for assessing the threats to cultural heritage resources using four categories:

- Urban growth and development
- Natural processes, such as coastal erosion
- Land use, such as farming and forestry
- Visitor impacts.

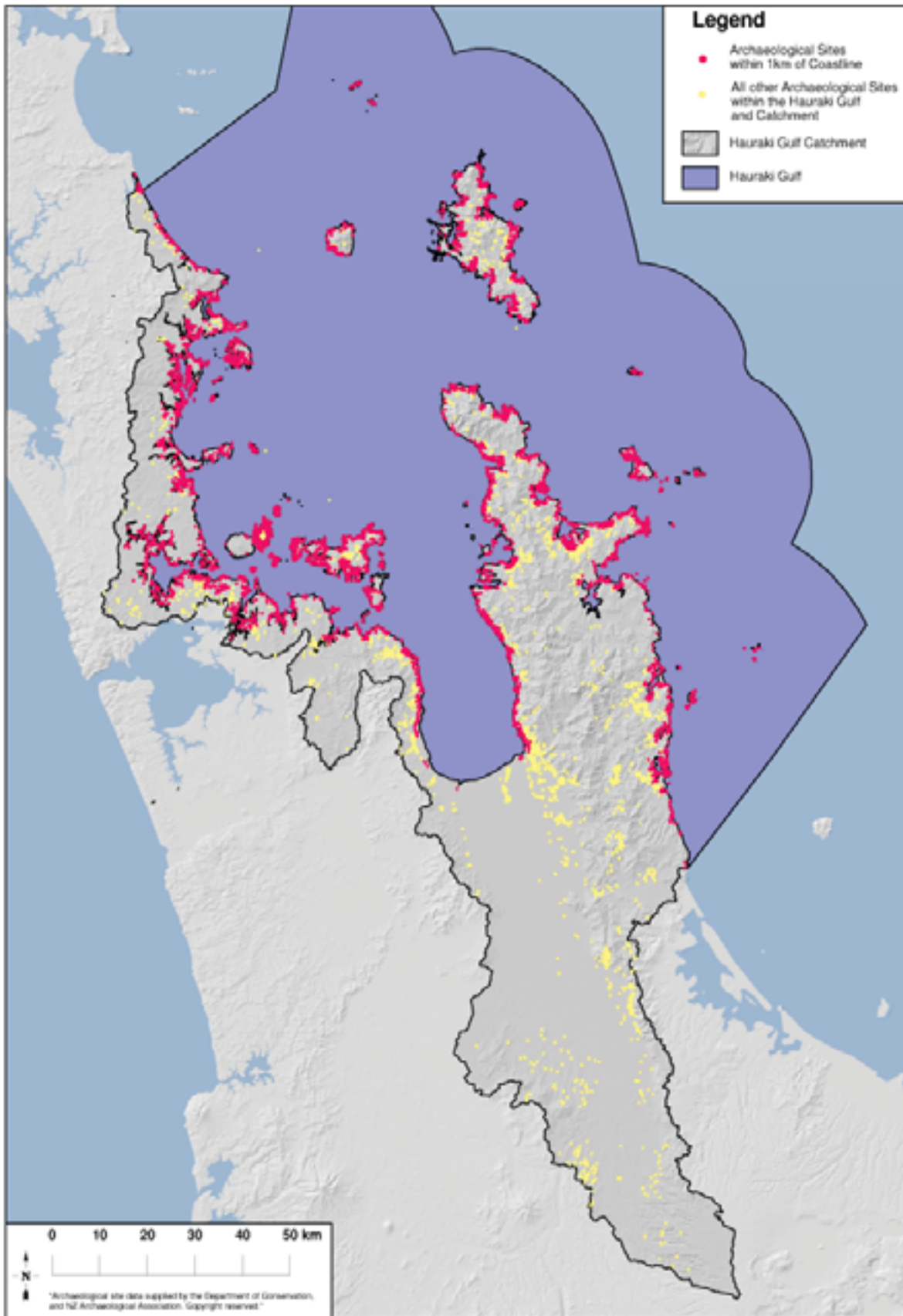


Figure 9.1 Archaeological sites of the Gulf

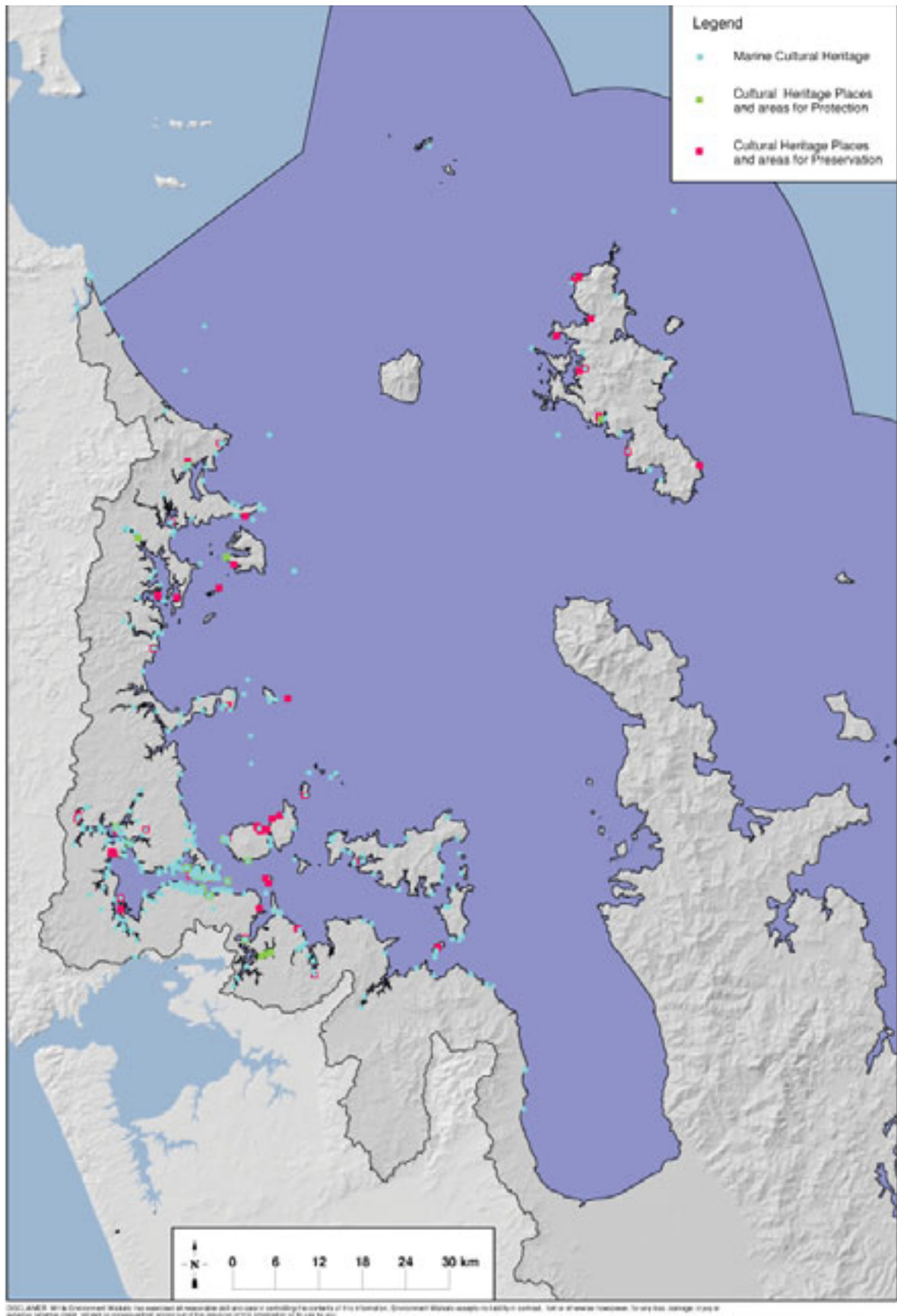


Figure 9.2 Cultural heritage sites of the Gulf

9.3.1 Urban growth and development

Urban growth around the Hauraki Gulf has resulted in the modification or loss of many archaeological sites and historical features. Major engineering works such as roads and pipelines have also affected significant sites.

9.3.2 Natural processes, such as coastal erosion

Natural processes affecting cultural heritage resources around the Gulf include gradual erosion by sea, stream or wind, and more catastrophic events such as slips, floods and fires. Coastal erosion is a key threat for shell middens and coastal occupation sites (Ross and Foster 1996, Tatton 2001). Examples of this issue include Tapapakanga Regional Park where slips and erosion along the coastline have affected two beachfront midden occupation areas (Tatton 2001).

9.3.3 Land use, such as farming and forestry

Farming activities are a major threat to the cultural heritage resources in rural areas around the Gulf. Stock trampling and pugging can cause a significant amount of damage to sites such as storage pits and terraces. Other farming activities such as ploughing or discing can disturb middens and modify landforms. Land changes such as reversion to scrub can hide archaeological sites and cause damage from tree roots.

Forestry can damage cultural heritage sites through roading and tracking activities. Tree roots can also disturb sites.

9.3.4 Visitor impacts

Many of the cultural heritage sites that remain are in parks and reserves and are impacted on by the activities of visitors. This can be directly through fossicking or erosion from people walking over a site. Damage can also be caused through the provision of facilities such as buildings, carparks, playgrounds and tracks.

9.4 Responses to Pressures on Cultural Heritage

Progress on Forum Actions

The Forum's strategic issues document listed the following priority action regarding cultural heritage:

- **The Forum will raise awareness and understanding of cultural heritage values and preservation, in particular with regard to archaeological landscapes and heritage values of tangata whenua.**

The Forum has begun scoping a communications strategy. Cultural heritage values are one of the matters that have been considered in this work.

Other Progress

The Forum's strategic issues document listed the following priority action that it would encourage members to undertake regarding cultural heritage:

- Develop an efficient, effective and integrated information management system to record and store archaeological information.

ARC continue to update and expand the Cultural Heritage Inventory, a GIS based database of cultural heritage sites.

North Shore City is currently reviewing its archaeological sites record and will include the results on GIS.

Auckland City Council is also piloting a major study of the Gulf.

9.4.1 Local government: planning responsibilities

"The purposes of the [HPT] Register as set out in Section 22 (2) [of the HPA] are to inform members of the public about historic places, areas and wahi tapu, to notify owners of historic places, areas and wahi tapu, and to assist the protection of such places through the Resource Management Act. Consequently, while the Trust's register identifies places it is left to territorial authorities to manage their long-term survival" (Allen 1998).

"A review of local authority heritage protection measures ... found that councils

were relying too heavily on scheduling as a protective measure when their District Plans and associated rules provided little protection for any listed places....” (Allen 1998). This means that a prescriptive approach is being used, i.e., a schedule of sites. The more appropriate RMA approach of planning instruments providing an effects based methodology, is less evident in general.

As noted above, the HPT has the role of identifying and recording sites, but local government has the responsibility for their management and long term protection. Further, the limitations of a prescriptive approach through schedules of sites must be recognised. An RMA relevant approach must reflect that effects-based nature of the Act. Further, since the amendment to the RMA in 2003 it is now a new matter of national importance to recognise and provide for ... the protection of historic heritage from inappropriate subdivision, use, and development. All local bodies need to consider plan changes to ensure that this purpose of the Act is implemented, and that objectives, policies and rules give appropriate guidelines and constraints.

9.4.2 Local government: data responsibilities

Without reliable and accurate data, management responses can only be minimal. To an extent, the problem of insufficient information can be always somebody else’s responsibility. The largest data base, the NZAA archaeological sites, is not automatically integrated with other sets of information. Local government can, as the ARC has demonstrated, construct comprehensive data bases including the NZAA information, maintain their currency, and use the data in proactive ways. The ARC has, for instance, identified areas under pressure from subdivision from information in planning instruments, overlaid those areas with archaeological information, and provided advice to territorial authorities on potential

Box 9-3

Stony Batter Historic Reserve

The impressive remains of a Second World War 9.2 inch Counter Bombardment (CB) Heavy Coast Defence Battery survive at the eastern end of Waiheke Island. The 9.2 inch CB battery at Stony Batter is one of only three built in New Zealand; others are at Whangaparaoa and Wright’s Hill in Wellington.

A combination of good design and isolation has resulted in a remarkably good state of preservation. The extensive use of underground tunnels and connecting passages, and the adoption of existing civil rather than military designs, are unique in coast defence battery design. Stony Batter is considered to be an engineering heritage site of international significance.

Stony Batter is a Historic Reserve managed by DOC. The Stony Batter Protection and Restoration Society was formed to restore the Stony Batter defence complex.



Source: Department of Conservation

management challenges. Alert layers can be constructed to trigger precautionary measures.

However, this work only happens where there is a political will to initiate it, and where there is a willingness to allocate resources to it. Arguably, the ARC has a scale that makes that more achievable.

9.4.3 Responsibilities of other agencies

The Historic Places Trust is not a constituent party on the Forum, and while its role is critical to aspects of cultural heritage, its responses fall outside the scope of this report.

The Conservation Act 1987 includes as functions of the Department of Conservation (DOC): “to manage for conservation purposes, all land, and all

other natural and historic resources, for the time being held under this Act” and “to advocate the conservation of natural and historic resources generally”. There are many sites within the Gulf in the DOC estate managed by the Department. These include examples of both pre-European Maori and post contact sites.

9.4.4 Department of Conservation Guiding Policy: Historic Resources

As manager of almost one third of the country, DOC has responsibility for a substantial part of New Zealand’s historic heritage. The Reserves Act 1977 administered by the Department also has an important role in providing for the management of historic heritage by other parties.

DOC’s first national historic heritage strategy was published in 1995. The strategy was revised in 2001 to take account of significant changes which have occurred since then. These include the restructuring of the Department’s organisation in 1997, the establishment of the Ministry for Culture and Heritage in 1999, and the publication of the Department’s Statement of Intent in 2001.

DOC’s primary strategic focus for its historic heritage work is conserving and interpreting historic heritage in areas for which it is responsible.

There are six parts to this strategy. The priorities of each are:

1. Repairing and maintaining key historic heritage in areas managed by the Department. Only selected historic places can be repaired and maintained. An asset management approach has been implemented as a basis for prioritising work nationally.
2. Placing a stronger emphasis on the historic and cultural values of protected areas. Interpretation and active management of high priority historic heritage in areas managed by the Department will be enhanced.
3. Contributing, with other agencies, to the protection of a more comprehensive range of historic heritage. Where purchase is involved, protection can only be extended to a small number of high

priority historic places. Other agencies which contribute to this outcome include the HPT, local authorities and community organisations.

4. Increasing community participation and improving co-operation with other agencies in historic heritage management.
5. Strengthening partnerships between the Department and tangata whenua to achieve historic heritage conservation.
6. Strengthening the Department’s historic heritage management capability. This will ensure that the priorities summarised above are achieved.

The guidelines in the National Heritage Strategy influence the direction of historic resource management specified in each Conservancy Conservation Management Strategy (CMS). Further detail is outlined in each Conservancy’s Historic Heritage Strategy and is implemented on a day to day basis through the Department’s computerised Historic Assets Management System (HAMS). This in effect schedules the annual cycle of maintenance and remedial work.

Concept of Active Management

The DOC has a guardianship role over all heritage sites on the lands it administers but it recognises that some sites are better suited than others for long term preservation, public interpretation and education purposes. These are the ones (about 10% of the total) that it ‘actively manages’ and invests large sums annually to maintain them to a standard. Reasons that influence their selection include their historic, technological and social significance as well as ease of accessibility, stability and resolution of public safety issues.

In the Hauraki coastal area there are literally hundreds of Maori archaeological sites, especially concentrated on the offshore islands, around harbours and along waterways up to five kilometres from the coast. The sites include pa, kainga, wahi tapu, fish traps, pits, terraces, middens, rock shelters, rock art and quarries and rock sources for stone tool production. All these sites are significant to tangata whenua groups. In addition there are much smaller

numbers of European era sites including jetties and gold workings and industrial sites and military sites near the sea.

DOC, along with other stakeholders such as the HPT, has a mandate to raise awareness and understanding of cultural heritage values and the preservation of key heritage sites and landscapes. This includes those of tangata whenua.

The national archaeological site record data base (containing records of more than 55,000 sites) was established by the NZAA in 1959. The Department actively assists the Archaeological Association to maintain and expand the database. For example the Hauraki and Waikato area files (8000 site records) are housed in the Waikato Conservancy office in Hamilton and are administered by the Conservancy Archaeologist. The Department's Head Office maintains the computerised index of archaeological sites in the NZAA database (CINZAS). Eventually it is anticipated that other stakeholders such as Environment Waikato, the Auckland Regional Council, District Councils and iwi will have full on-line access to the database.

The Department's mandate requires it to support and encourage community and tangata whenua actions to promote and protect significant cultural heritage in the Gulf and elsewhere.

The Department's policy is to work with tangata whenua to devolve the management of waahi tapu to tangata whenua if they wish as a way to protect the heritage and cultural values of the places in question.

9.4.5 Evaluation of local government responses

The Historic Places Trust has recently published *Heritage Management Guidelines for Resource Management Practitioners* (HPT 2004). Based on the roles and responsibilities of councils identified in these guidelines, the following criteria for evaluation of statutory planning instruments and council procedures have been derived:

For all councils:

- Review heritage within jurisdiction;
- Determine criteria for identifying and assessing heritage of importance;

- Require assessment of effects of activities on heritage;
- Promote integrated management of heritage;
- Keep a copy of the NZAA site records;
- Create heritage alert layer using a predictive model.

Regional Policy Statements:

- Require integration of heritage conservation in planning instruments;
- Establish objectives, policies and criteria for identifying and assessing historic heritage of regional significance;
- Give guidance on appropriate themes and criteria for identification of heritage places of regional significance;
- Provide a context for research strategies for investigation and recording of heritage sites.

District Plans:

- Identify significant resource management issues associated with heritage protection;
- List and map identified sites of significance;
- Incorporate an alert layer for areas where assessment required;
- Have rules for assessment, and where appropriate to decline, activities impacting on heritage sites;
- Include a policy to recognise and apply the ICOMOS⁸⁵ Charter, or integrate the Charter into policy framework.

9.4.6 Application of criteria

Evaluation using these criteria determines the extent to which planning instruments recognise and provide for cultural heritage protection, establish effective management, determine criteria for significance, set out issues informatively, and contain rules which may decline resource consent applications when the application may have adverse or irreversible impacts on significant cultural heritage items; and whether plan changes are being considered or implemented to reflect s6(f) of the RMA⁸⁶. While prescriptive schedules can provide specific protection, the extent to which known and unknown sites and landscapes not on a schedule are protected from the effects of an activity is critical.

⁸⁵ International Council on Monuments and Sites

⁸⁶ "The protection of historic heritage from inappropriate subdivision, use and development"

When the constituent councils and their planning instruments are considered in terms of the evaluation criteria the following conclusions can be drawn:

- Both the Auckland and Waikato Regional Policy Statements meet the criteria of the HPT, except for the predictive alert layer requirement;
- All councils have schedules of cultural heritage sites;
- Most councils meet, or partially meet the remaining criteria.

An alert layer as considered by the HPT is a GIS based predictive method of determining areas of high probability of the presence of yet to be discovered sites. This can then be overlaid on LIM or planning maps so that an alert is triggered within specific areas so that appropriate responses can be made. Therefore known individual sites are not the only indicator of a precautionary response. At present no councils have this capacity, although the ARC is developing the capacity.

The availability of physical, rather than electronic, map overlays is more common. These then require a value judgment to determine whether the proximity of known sites is sufficient reason for a precautionary approach.

9.4.7 Other responses

These responses can include incentive funds with appropriate policy frameworks to ensure property owners are encouraged and resourced to maintain cultural heritage sites; information and promotion of cultural heritage values; rates relief options for protected or covenanted areas within properties; non-regulatory internal operational policies for increased protection of cultural heritage resources.

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