



## **Cultural Heritage Policy (2000)**

**Minute Number: 516/00**

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That the Cultural Heritage Policy be adopted.

That the Waahi Tapu Working Party be reconvened for the purpose of considering any outstanding issues.

That the Council reviews the Cultural Heritage Policy by December 2005 or sooner if considered necessary.

That an implementation plan be reported back to the Strategic Management Committee by December 2000.

# MANUKAU CITY COUNCIL

## CULTURAL HERITAGE POLICY

## SUMMARY

Cultural heritage represents those attributes, tangible and intangible, from the distant and more recent past, that establish a connection to former times and are intrinsically linked to community identity, sense of place and spirituality.

This policy considers the following kinds of cultural heritage:

- ❑ historic places such as buildings, archaeological sites, waahi tapu, gardens, volcanic cones, landscapes and memorials;
- ❑ cultural traditions and traditional knowledge;
- ❑ oral history;
- ❑ material culture such as collections and museums;
- ❑ associations (e.g. with places);
- ❑ expressions of culture such as churches, markets, performance and crafts;
- ❑ language; and
- ❑ visual heritage (e.g. the views of the volcanic cones).

This document outlines strategies to achieve the identification, promotion and protection of a diverse and representative range of cultural heritage within Manukau City.

Six key areas are targeted:

- ❑ specification of information
- ❑ advocacy and promotion
- ❑ tangata whenua
- ❑ historic places, areas and objects
- ❑ "living" cultural heritage
- ❑ policy development, monitoring and planning

This document is intended to align with the Proposed District Plan provisions as well as giving consideration to non-regulatory measures outside the Plan. Statements in this policy are not intended to contradict or take the place of statements or clauses in the District Plan and the District Plan as a statutory document shall take precedence.

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## 1.0 INTRODUCTION AND OVERVIEW

### 1.1 WHAT IS CULTURAL HERITAGE?

The Council policy on cultural heritage as outlined in this document reflects the cultural diversity of Manukau City and the differing needs of each community. It is important to ensure that policy is equitable, and reflects all aspects of the Manukau community.

Cultural heritage is a unique resource of intrinsic value, which should be preserved or protected<sup>1</sup>. As the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value states "New Zealand shares a general responsibility with the rest of humanity to safeguard its cultural heritage for present and future generations" (1993).

For the purposes of the District Plan, heritage is defined as:

**"those attributes, from the distant and more recent past, that establish a sense of connection to former times, contribute to community identity, sense of place, and spirituality, that people have a responsibility to safeguard for current and future generations."**

Cultural heritage means different things to different people, and varies in relation to differing values and attitudes.

"It becomes increasingly clear that heritage is not a single, unified concept, applicable only in the national context and at a national scale. The things that we choose to keep are strong indicators of our sense of identity... [It] is also likely that each local community will have its own distinct ideas about heritage, to confirm its own sense of identity and thus, by implication, to separate it from other communities." (Kirby 1993:120)

Huakina Development Trust states that:

"Taonga or cultural heritage in the case study of our home [Whatapaka Marae] are: Kingitanga represented in our Maori Queen, the poukai, all bird life, trees, our beach, life of the sea, the meeting house, our history, activity of fishing, kaumatua (elders), parents, the children." (Kirkwood 1994:5)

For a long time, European heritage was viewed as primarily buildings, structures, objects, photographs and documents. Pacific Island communities place emphasis on language, customs, and institutions such as the family and the church. Other cultures have different emphases again.

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<sup>1</sup> This and other definitions are given in the glossary

## 1.2 SCOPE

A significant amount of cultural heritage in the Auckland region has been lost, destroyed or modified, and what remains continues to be threatened. This is especially so in Manukau City which is experiencing rapid development and change. Adopting a policy to safeguard cultural heritage city-wide, will ensure that the City's unique heritage is provided for in a comprehensive and consistent way.

The Council will continue to identify and promote protection mechanisms for a diverse and representative range of cultural heritage having particular historic, social, cultural, traditional, spiritual, archaeological, architectural, scientific, social, technological, community or aesthetic value, in consultation and partnership with the community and tangata whenua.

These include such things as buildings, structures, objects, waahi tapu, archaeological sites, areas, places, artefacts, gardens, trees and natural features of cultural significance. Within each category, representatives of the full range of types of heritage should be protected or preserved. For example, a midden (collection of food remains) has the potential to be as scientifically and culturally significant as a pa (a living place), and therefore examples of midden may require recognition or preservation as well as examples of pa.

Manukau City consists of many diverse communities and cultural groups. The cultural heritage of these groups is often an integral part of their lives and identities, for example, oral history, place names, associations, traditions and language. This policy seeks to celebrate and promote this diversity of culture, while assisting and encouraging its retention.

The policy is presented in the following way:

- ❑ Council's Guiding Principles and Values;
- ❑ Objectives which detail goals in each key area;
- ❑ Initiatives for implementation.

## 1.3 IMPLEMENTATION

Implementation plans can be developed in the future on the basis of this policy, with the participation of all community groups, iwi and historical societies involved in the identification, promotion or protection of cultural heritage.

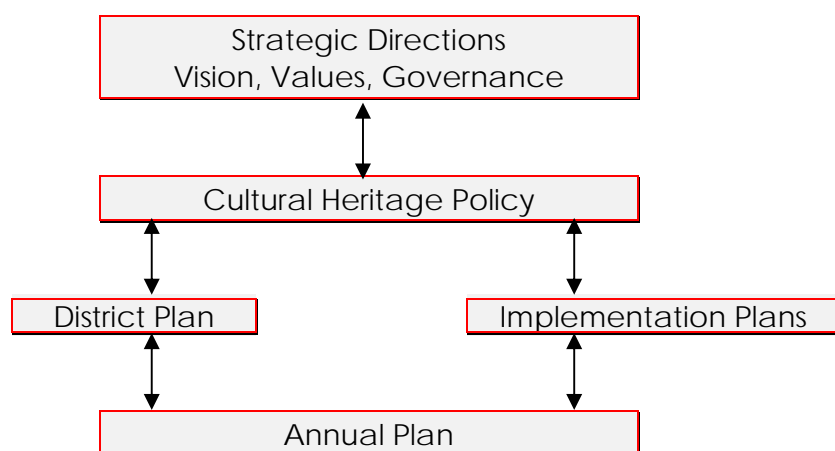
The policy places strong emphasis on education, advocacy and community participation. Raising public awareness of cultural heritage, and ensuring that the public is informed as to heritage issues and responsibilities, is very important. Education about the ways in which to preserve, protect or manage cultural heritage is a very cost effective and efficient way of helping to safeguard heritage. It also provides intangible

benefits such as building community esteem and improving the quality of life. Other more direct and interactive methods of protection are also included to ensure that a diverse and representative range of cultural heritage is catered for under this policy.

The policy incorporates statutory and non-statutory principles. Consultation was undertaken with formal and informal heritage agencies such as tangata whenua, historical societies, the New Zealand Historic Places Trust, the Pacific Island Advisory Council, and the Auckland Regional Council. The draft policy in its original form was open to public submissions in the form of a discussion document. The present policy takes into account the submissions received.

## 1.4 RELATIONSHIP TO INTERNAL DOCUMENTS

The Cultural Heritage Policy is part of the strategic planning process. The document "Strategic Directions 1995-2010" provides a mandate to develop this policy for Manukau City. The Cultural Heritage Policy is one of a number of documents that provide more detailed information on the strategic direction. It can be seen as an umbrella document, in terms of cultural heritage, for the Council.



The Cultural Heritage Policy aligns with the City visions of diversity, natural environment, city form, community life and unique identity.

The Annual Plan provides the resources to implement the various plans and strategies. The statutory side of council business is contained in the District Plan prepared under the RMA, which can be seen as one tool to implement the Cultural Heritage strategy.

Other associated council documents include the Arts Strategy, the Community Facilities Plan and the Treaty of Waitangi Toolbox.

## 1.5 RELATIONSHIP TO EXTERNAL DOCUMENTS

Relevant statutory and non-statutory principles have been considered in the formation of a cultural heritage policy.

The **Treaty of Waitangi** is among the fundamental principles guiding the Council. The responsibilities of the Council in this area are established under the Treaty of Waitangi, the Treaty of Waitangi Act 1975, the Local Government Act 1974, the Resource Management Act 1991 and their respective amendments.

Other relevant legislation is as follows, with the two most applicable pieces of legislation first.

- Resource Management Act 1991 and Amendment Act 1993
- Historic Places Act 1993
- Local Government Act 1974
- Antiquities Act 1975
- Reserves Act 1977
- Conservation Act 1987
- Building Act 1991.

The **Resource Management Act 1991** provides a clear legislative mandate for the Council to recognise and protect heritage values. It places a responsibility for protection of cultural heritage upon local authorities. Cultural heritage protection is provided for within the purposes and principles of the Act. The purpose of the Act is to promote the sustainable management of natural and physical resources (Section 5). Sustainable management means managing the use, development and protection of natural and physical resources in a way that enables people and communities to provide for their social, economic and cultural well being while:

- a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations,
- b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

In achieving the purposes of the Act, the Council must recognise and provide for certain matters of national importance. These include:

- d) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga. (section 6)

The Council must also have particular regard to certain matters including:

- e) Kaitiakitanga;

- f) the maintenance and enhancement of amenity values;
- g) recognition and protection of the heritage values of sites, buildings, places, or areas;
- h) maintenance and enhancement of the quality of the environment;
- i) any finite characteristics of the natural and physical environment. (section 7)

Other sections also give clear direction to the Council's specific role in integrated management and protection of natural and physical resources, and monitoring the state of the environment (sections 31, 32, 35, 75, 76, 104 etc). Section 35 is especially relevant in that it requires local authorities to gather information, monitor and keep records.

The **Historic Places Act 1993** protects archaeological sites by making it unlawful for anyone to wilfully damage or destroy a known or suspected archaeological site without an authority from the New Zealand Historic Places Trust. This does not however remove the responsibility of the Council (under the Resource Management Act) to protect archaeological sites (sections 6 and 7 and 8), or other items of cultural heritage.

The purposes of the **Local Government Act 1974** include:

- a) Recognition of the existence of different communities in New Zealand;
- b) Recognition of the identities and values of those communities (1990 ed. S37k).

The Local Government Act also states that the Council has a number of powers in relation to heritage generally and historic land or buildings specifically (ie. ss 291, 601, 601A). For example, under the Act the Council "...may take, purchase, or otherwise acquire land or buildings within the district that in the opinion of the council are of national or regional or local historic interest..." (1990 ed. 601A)

The **Auckland Regional Policy Statement** sets out the resource management issues for the region's heritage resources, and objectives, policies and methods for sustainable and integrated management of these resources of the region. This policy seeks to not be inconsistent with the content of this regional document.

The **ICOMOS NZ Charter for the Conservation of Places of Cultural Heritage Value** is widely accepted by heritage agencies and Councils throughout the country as a document to guide the protection of places of cultural heritage value in New Zealand. The policy seeks to be consistent with the principles of the ICOMOS NZ Charter.

The **World Archaeological Congress First Code of Ethics** (Members obligations to indigenous peoples, 1990; the **MAANZ Code of Ethics and**

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**Guide to Professional Practice;** and the **ICOM Code of Professional Ethics** are also considered.

## 1.6 IMPORTANCE OF HERITAGE

Cultural heritage in general (ICOMOS NZ Charter 1993):

- has lasting values and can be appreciated in its own right;
- teaches us about the past and the culture of those who came before us;
- provides the context for community identity whereby people relate to the land and those who have gone before;
- provides variety and contrast in the modern world and a measure against which we can compare the achievements of today; and
- provides visible evidence of the continuity between past, present and future.

Cultural heritage is also of fundamental importance to many cultural groups to whom heritage is an integral part of their culture and who they are. For example, for tangata whenua it creates a sense of place and of belonging.

"...such activities whether past, in the present or on-going like GATHERING OF NATURAL RESOURCES OR TAONGA DONE OUR WAY, TAONGA CARED FOR OUR WAY, EVEN USED OR COOKED OUR WAY is what MAKES US MAORI.

THE GENERATIONS OF SUCH USE, ASSOCIATED ACTIVITY, CARE AND THE ENTITY OR SITE ITSELF IS WHAT MAKES SUCH TAONGA UNIQUE.

INCLUDING THE PEOPLE WHO HAVE THE ANCIENT ASSOCIATION." (Kirkwood 1994:14)

Cultural heritage has important recreational, economic and social benefits. It can act as an empowering agent, helping raise the profile of and maintain pride in one's culture and community, while increasing knowledge and understanding of other cultures and communities in the city. It can improve the quality of life, make the city an attractive place to live in, evoke civic pride and increase social interaction. It can provide opportunities for recreation, passive and active. Cultural heritage has also been proved to have important economic benefits attracting tourists, encouraging business and attracting people to local areas (for example, Wellington, Napier, Central Otago and Dunedin have all generated income through promotion of their unique heritage qualities).

## GUIDING PRINCIPLES AND VALUES

- ❑ To identify and record a diverse and representative range of cultural heritage for present and future generations.  
**Specification of Information – Page 11**
- ❑ To stimulate community participation to conserve cultural heritage.  
**Advocacy and Education – Page 13**
- ❑ To foster partnerships with formal and informal heritage agencies.  
**Advocacy and Education – Page 13**
- ❑ To recognise the fundamental importance of cultural heritage to tangata whenua, and recognise and provide for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.  
**Tangata Whenua – Page 18**
- ❑ To protect or preserve a diverse and representative range of cultural heritage for future generations.  
**Historic Places Areas and Objects – Page 20**
- ❑ To take into account differing cultural values and recognise cultural diversity.  
**"Living" Cultural Heritage – Page 25**
- ❑ To achieve a planned, integrated, co-ordinated and pro-active approach to cultural heritage identification and protection.  
**Policy Development, Monitoring and Planning – Page 30**
- ❑ To respect the provisions of the ICOMOS NZ Charter; the World Archaeological Congress 1st Code of Ethics; the MAANZ Code of Ethics and Guide to Professional Practise; and the ICOM Code of Professional Ethics.  
**Policy Development, Monitoring and Planning – Page 30**
- ❑ To recognise that cultural heritage has lasting and inherent value in its own right.  
**Policy Development, Monitoring and Planning – Page 30**

# POLICY

## 2.0 SPECIFICATION OF INFORMATION

### Guiding Principle:

To identify and record a diverse and representative range of cultural heritage for present and future generations.

### RATIONALE

Lack of knowledge about cultural heritage resources means that their protection and management may be compromised. A number of archaeological sites and waahi tapu have been identified and listed in the District Plan for protection. This process should continue, in consultation with affected property owners and tangata whenua. The other current sources of information (primarily the New Zealand Historic Places Trust Register, the New Zealand Archaeological Association site recording scheme, and the Cultural Heritage Inventory) should be made available and explained to the public by appropriately skilled staff. Developing a comprehensive information base would assist cultural heritage to be sustainably managed and monitored. The provision of this information to the public would also act as an advocacy and education tool. This information base must be regularly maintained and kept up to date.

# STRATEGY

## 2.1 SPECIFICATION OF INFORMATION

### OBJECTIVE

- ❑ To identify and record cultural heritage resources within Manukau City.

### TACTICS

- ❑ Continue to develop Council's database of identified cultural heritage in Manukau City;
- ❑ Where appropriate schedule cultural heritage resources for protection in District Plan Schedules in consultation with property owners and tangata whenua;

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- ❑ Consider archaeological values as part of the assessment of effects on the environment when a proposed development has the potential to adversely affect an archaeological resource.
  - ❑ Create a register of heritage resources containing information on items scheduled in the District Plan and non-scheduled items, making it available to the public at Council offices.
  - ❑ Provide free use of and advice on existing databases on cultural heritage in Manukau City at Council offices, including the relevant extracts from the New Zealand Historic Places Trust Register, the New Zealand Archaeological Association site recording scheme, the Auckland Regional Council Cultural Heritage Inventory and any other register of cultural heritage of relevance to Manukau.
  - ❑ Inform land owners on matters relating to waahi tapu on their property, including location, size, nature, and significance (in accordance with the Final Resolutions of the Waahi Tapu Working Party, May 1998) and in accordance with Local Government Official Information and Meetings Act 1987 (s7) and the Resource Management Act 1991 (s42(1) (a)).
  - ❑ Undertake a regular update of cultural heritage information;
  - ❑ Encourage and assist research and publication on the cultural heritage of the City.

# POLICY

## 3.0 ADVOCACY AND EDUCATION

### Guiding Principles:

- ▣ To stimulate community participation to conserve cultural heritage.
- ▣ To foster partnerships with formal and informal heritage agencies.

### RATIONALE

The preservation and protection of cultural heritage should be considered as a co-operative process involving the community and the range of formal and informal heritage agencies. Involving the community will assist in conserving cultural heritage by raising its value, opening peoples eyes, giving people a sense of ownership and helping to achieve practical objectives. It should also have wider benefits such as encouraging civic pride, community development, empowering people and reinforcing cultural identity. Cultural heritage is often an integral part of people's lives and be an integral part of any initiatives or decision making, including developing implementation plans.

Facilitating access to information on cultural heritage is critical in encouraging the community to value and take care of the resource. Advocacy combined with education, are important ways to increase the profile of cultural heritage in the community and encourage support for protection initiatives. It is equally important that consideration be given to recognising and supporting the work of Marae, community groups, historical societies and individuals and to acknowledging protection efforts by developers and land owners. These actions can help raise the public's awareness of cultural heritage and how it can be protected.

The promotion of cultural heritage can assist in increasing the level of people's interest as to its value and significance and have economic, protection and social benefits. Promotion can also increase people's knowledge and understanding of their own and other communities' culture, thus increasing tolerance and the chances of social empowerment.

The contribution of Marae, community groups and historical societies in the decision making process is important to ensure that the promotion reflects their own efforts at promoting and conserving cultural heritage.

# STRATEGY

## 3.1 ADVOCACY AND EDUCATION

### OBJECTIVE

- To involve the community in the protection of cultural heritage.

### TACTICS

- Liaise with the public, tangata whenua, New Zealand Historic Places Trust, Auckland Regional Council, New Zealand Archaeological Association, Auckland Institute and Museum, Department of Conservation and other appropriate organisations for the identification of heritage resources.
- Involve the community in the formulation of implementation plans for cultural heritage protection and promotion through informed consultation with a wide range of individuals and groups, including tangata whenua and historical societies, in a manner appropriate to each group.
- Inform the community on funding options and sources to preserve or protect cultural heritage.
- Ensure that all inventories, lists and schedules and other relevant literature are available to the public through the Library System, Ward Centres, and other Council facilities.
- Continue to consider requests for assistance (including funding and use of Council services and facilities) for heritage protection to individuals, community groups and historical societies for heritage protection projects.
- Waive or reduce resource consent application fees for proposals affecting scheduled heritage resources.
- Consider encouraging the formation of joint ventures and shared partnership (eg between the Council and Marae, community groups or historical societies) to protect or preserve heritage.
- Consider encouraging the business community to provide assistance for heritage protection projects, eg through businesses providing technical assistance or sponsorship;
- Consider encouraging and facilitating the establishment of volunteer programmes involving the community in their local area.

# STRATEGY

## 3.2 TALKING AND LEARNING

### OBJECTIVES

- ❑ To encourage the community to value cultural heritage.
- ❑ To inform the public about cultural heritage issues and responsibilities.

### TACTICS

- ❑ Undertake education programs and seminars, in conjunction with groups and organisations involved in the protection of cultural heritage, held for:
  - the general public;
  - developers;
  - planners, surveyors and other professionals;
  - the rural and farming community;
  - land owners of scheduled heritage sites;
  - marae and iwi groups;
  - youth;
  - Council staff.
- ❑ Encourage and facilitate the participation of Council staff, Tangata Whenua, members of historical societies and of groups involved in the maintenance of cultural heritage in technical skill training courses relating to the identification and care of cultural heritage.
- ❑ Provide information to the public about cultural heritage issues and responsibilities, including legal requirements and obligations, contact lists and procedures when dealing with cultural heritage.
- ❑ Provide information pamphlets on a variety of subjects to inform and assist the public in identifying and taking care of cultural heritage, including heritage buildings, archaeological sites, waahi tapu, etc.
- ❑ Consider assistance to Marae, community groups and organisations in setting up education centres or programmes relating to cultural heritage.
- ❑ Acknowledge the education function of historical societies (eg Howick Historical Village).
- ❑ Provide free technical advice on heritage protection matters where Council has the professional expertise, or directing the public towards sources of information (call centre).
- ❑ Acknowledge, commend and publish as appropriate the efforts of the community in preserving cultural heritage, including Marae,

community groups, historical societies, youth groups, individuals, developers and landowners.

- ❑ Provide information boards or signage near heritage sites as and where appropriate, in consultation with persons and groups having an interest in the resource.
- ❑ Obtain and compile publications, archives or reports relating to cultural heritage in the city, making these accessible to the public preferably at local libraries and where appropriate distributing them to groups having an interest in the subject, including marae and iwi groups.

# STRATEGY

## OBJECTIVES

- ❑ To promote the cultural heritage present in Manukau City.
- ❑ To develop a distinct local identity.

## TACTICS

- ❑ Promote cultural heritage and community initiatives such as by publishing a regular newsletter with the contribution of groups involved in the protection and/or promotion of cultural heritage;
- ❑ Develop and promote key areas and places in Council ownership for educational and tourism purposes. Marketing plans will be developed to ensure a sustained and coherent implementation of the promotion policy.
- ❑ Inform visitors to cultural heritage places as to the history and significance of these places by using information boards, plaques, etc as and when appropriate, in consultation with interested groups and tangata whenua.
- ❑ Create and/or assist the creation and management of heritage trails.
- ❑ Advocate for public access to places of heritage significance in private ownership, where it is practicable and appropriate, in consultation with property owners and tangata whenua.
- ❑ Consider a programme of festivals, galas and open days centered around cultural heritage themes and places.
- ❑ Promote the multi-cultural nature and attributes of Manukau City.
- ❑ Encourage and facilitate visits and exchanges with other cultural groups within the city and throughout the region.

# POLICY

## 4.0 TANGATA WHENUA

### Guiding Principle:

To recognise the fundamental importance of cultural heritage to tangata whenua, and recognise and provide for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.

# STRATEGY

## 4.1 TANGATA WHENUA

### OBJECTIVE

- To recognise and support the fundamental importance of Maori cultural heritage to tangata whenua.

### TACTICS

- Continue on-going, informed and meaningful consultation with tangata whenua on their cultural heritage, in accordance with tikanga Maori.
- Facilitate continuing participation of tangata whenua in the identification, protection and management of cultural heritage.
- Support the exercise of kaitiakitanga over taonga located in places currently owned or managed by Council.
- Consider assistance of kaitiakitanga training programs developed or required by tangata whenua.
- Consult with tangata whenua in the development of Reserve Management Plans.
- Consider funding assistance for Maori heritage protection projects, in partnership with tangata whenua and the New Zealand Historic Places Trust.

# STRATEGY

## 4.2 PROTECTION OF WAAHI TAPU AND WAAHI TAPU AREAS

### OBJECTIVE

- To recognise the fundamental importance of waahi tapu to tangata whenua.

### TACTICS

- Identify waahi tapu areas in consultation with tangata whenua.
- Where appropriate consider scheduling identified Waahi tapu areas in the District Plan and thereby subjecting them to heritage protection rules, in consultation with tangata whenua and affected land owners;
- Ensure on-going, informed and meaningful consultation with tangata whenua occurs during land acquisition and resource consent applications affecting waahi tapu.
- Publish, promote and enforce where appropriate correct procedures and protocols for the inadvertent discovery of koiwi tangata.
- Provide information to the public on iwi representatives and kaumatua, who may be contacted on protocols consistent with tikanga Maori.

# POLICY

## 5.0 HISTORIC PLACES, AREAS AND OBJECTS

### Guiding Principle:

To protect or preserve a diverse and representative range of tangible cultural heritage for present and future generations.

### RATIONALE

Inventories, schedules, education and advocacy can be complemented by more pro-active means of conserving historic places. One way could be to attempt to have a diverse and representative range of heritage in Council ownership, under Council management, or covenanted. This may include surrounding land where this land contributes to the heritage qualities of the resource.

Incentives also need to be considered to encourage the pro-active protection of historic places in private ownership. These incentives recognise the burden that can occur in protecting a resource for the public good. However, it should also be realised that there can be benefits in owning an historic place. For example, there is growing evidence of the financial advantage of buildings of heritage significance; and the increase in neighbouring property values in the vicinity of well maintained historic houses. It also should be recognised that protection of some historic places can be done in conjunction with normal property or land use practices. For example, grazing of small cattle practised in a good farm management manner does not necessarily damage archaeological sites.

Section 7.1 should be read in conjunction with this section as the Resource Consent Process provides a further opportunity to preserve or protect historic places.

Manukau City has responsibilities towards material culture directly pertaining to the history of Manukau. Such materials include documents, archives, photographs and other artefacts. The prime consideration should be the proper care and preservation of the material, and the provision of public access. Emphasis should be on this rather than the physical location of the material. It is acknowledged that some community groups, including historical societies, are making an invaluable contribution to the preservation of material cultural heritage. Consideration should be given to providing these organisations with financial and technical assistance.

Volcanic cones may be considered as a unique part of Auckland's heritage with national and international significance. Volcanic cones are traditionally, archaeologically, aesthetically and geologically significant, as well as providing a sense of identity to many people of the region. For centuries the cones were focal points in the pre-European settlement of Auckland. They were part of a landscape which included extensive gardening and occupation areas unique in form and development to the Isthmus. Quarrying and development has permanently damaged most of the cones on the Isthmus and destroyed the surrounding Maori gardening and occupation areas. Of the original 8000 hectares of garden areas or 'stonefields' in the Auckland area, less than 200 hectares are still in existence (Auckland Regional Council 1994). Practically all of these stonefield remnants and a few of the remaining cones are situated in Manukau (Rickard, Veart and Bulmer 1983:52-53). The uniqueness and cultural and scientific importance of the cones and the settlement and gardening areas should be recognised by the Council. A priority of the Council should be preserving areas of stonefields, and the few remaining volcanic cones. Tangata whenua and Mana whenua should be consulted about the future of these areas, and future management options examined.

## STRATEGY

### 5.1 HISTORIC PLACES

#### OBJECTIVE

- ❑ To preserve or protect a diverse and representative range of historic places.

#### TACTICS

- ❑ Consider Council purchase of historic places as an option for their preservation or protection and ensure that places in Council ownership or management are preserved or protected.
- ❑ Provide for the preservation of cultural and historic places within reserves in management plans in consultation with any interested group, and in accordance with the principles of the ICOMOS NZ Charter and the World Archaeological Congress 1st code of Ethics.
- ❑ Use Council's powers as a Heritage Protection Authority to seek heritage orders on places of special cultural heritage value if and when necessary, in accordance with Section 189A of the Resource Management Act.
- ❑ Consider cultural heritage values amongst other criteria when taking reserve contributions from newly subdivided land.

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- ❑ Encourage joint ventures and partnerships (e.g. between Council and heritage groups) for the management of cultural heritage places.
  - ❑ Encourage and assist the preservation or protection of historic places in private ownership, including where appropriate by providing financial incentives and allowing for more flexible subdivision and planning rules where this would assist the preservation of the heritage resource.
  - ❑ Advertise and provide advice on heritage covenants.
  - ❑ Recognise the relationship an historic place may have with the land surrounding it; and encouraging the retention of historic places in their original settings as far as possible.
  - ❑ Continue use of historic buildings or places where this use does not adversely affect the heritage or cultural significance of these buildings or places.
  - ❑ Submit a Conservation Plan as part of the assessment of effects accompanying an application for resource consent where the proposal may affect significantly the heritage value of a scheduled item.
  - ❑ Maintain and protect Council owned outdoor cultural heritage, including monuments, memorials and sculptures.

# STRATEGY

## 5.2 MATERIAL CULTURE: MUSEUMS AND COLLECTIONS

### OBJECTIVE

- ❑ To preserve or protect items of significance to the history of Manukau City for present and future generations.

### TACTICS

- ❑ Support regional collections or initiatives where appropriate for the protection of objects of cultural heritage significance.
- ❑ Consider assistance of local museums and collections, which are maintained correctly and are accessible to the public.
- ❑ Continue to manage and preserve material cultural collections that were gifted to the City or have been placed in the City's care and make them accessible to the public.
- ❑ Where appropriate, continue to assist in the maintenance of historic buildings, which house collections and museums.
- ❑ Undertake a study of the current state of museums or collections, including problems, needs and potential, and proposing a policy for the efficient management of material heritage resources in consultation with organisations and historical societies involved in collecting and conserving these resources.
- ❑ Collect and make accessible to the public documents, archives and photographs pertaining to the history of Manukau City.
- ❑ Undertake a survey of private collections on the City's heritage, providing advice on protection techniques and assistance when appropriate and advocating for public accessibility to these collections.
- ❑ Respect the provisions of the Antiquities Act 1975, ICOMOS NZ Charter, ICOM, MAANZ, and any other relevant guidelines and regulations.

# STRATEGY

## 5.3 VOLCANIC CONES

### OBJECTIVE

- To manage the volcanic cones and their associated fields in a sustainable and integrated manner in association with other organisations.

### TACTICS

- Acknowledge cultural, historical, spiritual, archaeological and geological values of the cones and their fields and seek to avoid further damage to these qualities;
- Consult tangata whenua before activities are considered which will affect volcanic cones, their associated fields and waahi tapu, including any changes in quarry policy.
- Maintain close working relationships with heritage agencies, the Auckland Regional Council and other concerned local bodies so as to achieve the integrated management of volcanic cones and fields in the Auckland Region.
- Consider viewlines and sightlines to volcanic cones and defining controls for the height of new development in the District Plan where appropriate.
- Protect volcanic cones and stonefields where appropriate via scheduling in the District Plan.

# POLICY

## 6.0 "LIVING" CULTURAL HERITAGE

### Guiding Principle:

To take into account differing cultural values and recognise Manukau's cultural diversity.

### RATIONALE

Cultural heritage is often a fundamental part of people's lives and an integral part of who they are and how they act. These aspects of heritage are extremely important in maintaining cultural identity.

Oral history is an important part of cultural heritage that gives a wider understanding to the past by predominantly recording "everyday" history. It focuses on ordinary people and experiences that might otherwise be ignored or forgotten. It also is an important medium for recording cultural traditions and traditional knowledge. Oral history can contribute to personal and community feelings of self worth, and develop people's links with the past. The collection and preservation of oral history (of all periods) should be encouraged. It is important to record information and experiences before they are lost in the face of our fast changing society.

In a fast developing city such as Manukau it is easy to lose the form and visual evidence of history. Such evidence should be preserved where possible for its historical value as well as for its aesthetic and spiritual benefits.

# STRATEGY

## 6.1 "LIVING" CULTURAL HERITAGE

### OBJECTIVE

- ❑ To preserve or protect the "Living" cultural heritage within Manukau City.

### TACTICS

- ❑ Where appropriate consider historical and cultural associations with places when processing resource consent applications.

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- ❑ Take into account the distinct character of places, town centres and neighbourhoods when reviewing rules in the District Plan and auditing the processing of resource consent applications.
  - ❑ Recognise the valuable knowledge held by kaumatua and elders of other cultures and encouraging the passing on of this knowledge as appropriate.
  - ❑ Assist in the recording (oral and written) of genealogies as appropriate.
  - ❑ Actively encourage and promote flea market type commercial activity.
  - ❑ Acknowledge the role of churches or other religious places in the preservation or protection of cultural heritage.
  - ❑ Plant and promote the planting of culturally important or medicinal plants.
  - ❑ Collect records (photographs, media clips, portraits) of City events and achievements by Manukau people.
  - ❑ Continue to support Marae in Manukau City.
  - ❑ Encourage and promote festivals, performances and other cultural events.

# STRATEGY

## 6.2 ORAL HISTORY

### OBJECTIVE

- To record and retain oral history.

### TACTICS

- Promote and assist in the recording of oral history.
- Organise or encourage events designed to exhibit or promote oral history.

# STRATEGY

## 6.3 LANGUAGE

### OBJECTIVE

- ❑ To recognise the importance of language as an integral component of cultural heritage.

### TACTICS

- ❑ Support the establishment of language nests, including Kohanga Reo and Pacific Islands language nests in Manukau City.
- ❑ Restore the usage of Maori names for places where appropriate in consultation with tangata whenua.
- ❑ Encourage Council staff to attend Te Reo Maori classes.
- ❑ Encourage the correct spelling and pronunciation for all names associated with the different cultures of Manukau City.
- ❑ Provide multi-lingual information on Council business as appropriate.
- ❑ Continue to extend Maori, Pacific Island, Asian languages and other languages collections in libraries as appropriate and promoting the use of public libraries within the different cultural groups.

# STRATEGY

## 6.4 VISUAL HERITAGE

### OBJECTIVE

- ❑ To preserve or protect a diverse and representative range of the visual aspects of the cultural heritage.

### TACTICS

- ❑ Seek to ensure that adverse effects of activities on visual heritage are avoided, remedied or mitigated.
- ❑ Take into account cultural heritage objectives when formulating rules, development controls and assessment criteria for resource consents in the District Plan.
- ❑ Consider the protection of certain views and skylines of historical, cultural, aesthetic or spiritual significance in the District Plan.
- ❑ Recognise historical patterns of development when formulating rules, development controls and design guidelines in the District Plan.
- ❑ Provide information on visual heritage and how to preserve or protect it.

# POLICY

## 7.0 POLICY DEVELOPMENT, MONITORING AND PLANNING

### Guiding Principle:

To achieve a planned, integrated, co-ordinated and pro-active approach to cultural heritage identification and protection.

To recognise that cultural heritage has lasting and inherent value in its own right.

To respect the provisions of the ICOMOS NZ Charter; the World Archaeological Congress 1<sup>st</sup> Code of Ethics; the MAANZ Code of Ethics and Guide to Professional Practise; and the ICOM Code of Professional Ethics.

### RATIONALE

The resource consent application process is outlined in the Resource Management Act 1991 and the District Plan. The Act contains guidance on information required to accompany applications for resource consent approval.

It is important to ensure that where appropriate, cultural heritage is considered at the concept planning stage, and before a resource consent is applied for. This will allow consideration of measures needed to avoid, remedy or mitigate any adverse effects on heritage items. Due consideration of heritage values, can also save both money and future time delays for the landowner.

Monitoring is needed to assess the status of cultural heritage in Manukau City, and assess the success of the Cultural Heritage Policy and the District Plan in conserving cultural heritage. Monitoring is a duty of the Council under Section 35 of the Resource Management Act, including monitoring of development projects to ensure that developers are complying with conditions on resource consents.

# STRATEGY

## 7.1 GRANTING OF RESOURCE CONSENTS

### OBJECTIVE

- ❑ To seek to provide for the protection and sustainable management of cultural heritage resources within the resource consent process.

### TACTICS

- ❑ Seek to ensure the sustainable management of heritage resources and seek to ensure that adverse effects on cultural heritage resources are avoided, remedied or mitigated.
- ❑ Provide information on legal obligations with regards to heritage and providing advice to developers within areas of expertise.
- ❑ Provide free use of existing publicly available databases on cultural heritage in Manukau City at Council offices, including the New Zealand Historic Places Trust Register, the New Zealand Archaeological Association site recording scheme, the Auckland Regional Council Cultural Heritage Inventory and any other register of cultural heritage.
- ❑ Where appropriate record the presence of heritage resources on land and project information memoranda.
- ❑ Encourage developers to seek advice at the concept planning stage from the New Zealand Historic Places Trust, the Auckland Regional Council, tangata whenua and other affected parties.
- ❑ Ensure that the assessment of effects provided with a resource consent application takes into account any effects on heritage in a way appropriate to the scale of effects on the resource. A Conservation Plan may be required where the adverse effects on the heritage resource, are potentially significant. An archaeological survey of the site may be required where the site features significant archaeological resources.
- ❑ Seek to ensure that meaningful and informed consultation occurs with mana whenua and tangata whenua where a proposal has the potential to affect them.
- ❑ Place conditions on resource consents where appropriate, which seek to ensure that any adverse effect on heritage value is adequately avoided, remedied or mitigated.



# STRATEGY

## 7.2 MONITORING AND REVIEW

### OBJECTIVE

- ❑ To undertake the monitoring of cultural heritage within Manukau City.

### TACTICS

- ❑ Provide regular updates to the public on cultural heritage matters within Manukau City, including the current state of cultural heritage resources.
- ❑ Ensure that Council's duties of monitoring compliance with resource consent conditions under the Resource Management Act are fulfilled in an appropriate way.
- ❑ Monitor the effectiveness of District Plan rules and resource consent conditions in protecting cultural heritage in the City.
- ❑ Continually maintain, update and monitor Council's data of heritage resources, including the Cultural Heritage Inventory.
- ❑ Review this Policy by December 2005.

# STRATEGY

## 7.3 POLICY DEVELOPMENT AND PLANNING

### OBJECTIVE

- To achieve the integrated, co-ordinated, effective and pro-active protection and management of cultural heritage.

### TACTICS

- Maintain appropriate staff levels or contact with consultants with the necessary expertise and training.
- Ensure a co-ordinated and inter-departmental approach to cultural heritage within Manukau City.
- Establish long term and genuine working relationships with outside heritage agencies and tangata whenua.

## GLOSSARY

These definitions are taken from relevant legislation (including the Conservation Act 1987; the Resource Management Act 1991; and the Historic Places Act 1993), and recognised heritage sources.

### **Archaeological Site:**

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.

### **Conservation:**

Means the processes of caring for a place so as to safeguard its cultural heritage values.

### **Conservation Plan:**

A document prepared before any work commences on an historic place outlining

- (a) What is important about an historic place;
- (b) What work should be done to conserve these values; and
- (c) How this work should be done to be consistent with protection principles.

### **Historic Area:**

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, that forms 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.

**Historical Society:**

A community or organisation with some or all of the following objectives

- (a) To collect, preserve and restore and record matters of historical interest
- (b) To acquire suitable housing for such historical material and other associated matters as the organisation shall have in its keeping
- (c) To encourage a public appreciation and protection of places and things of general historical interest
- (d) To record the results of historical research and to publish and disseminate information on historical subjects.

**ICOM:**

The International Council of Museums.

**ICOMOS:**

The International Committee on Monuments and Sites.

**Iwi**

Tribes who are mana whenua or significant tangata whenua groups.

**Kaitiakitanga:**

The exercise of guardianship by the mana whenua, tangata whenua or hapu, over an area in accordance with tikanga Maori in relation to natural and physical resources; and includes the ethic of stewardship.

**Kaumatua:**

Elder.

**Koiwi tangata:**

Human skeletal material.

**MAANZ:**

Museums Association of Aotearoa New Zealand.

**Mana whenua**

Means customary authority exercised by an iwi or hapu or subtribe in an identified area.

**Management Plan:**

Outlines the future management of an historic place and includes a cyclical maintenance plan of the measures necessary to preserve the heritage qualities of the historic place.

**Preservation:**

Means maintaining a place with as little change as possible.

**Tangata whenua**

In relation to a particular area, means the iwi or hapu that holds manawhenua over that area.

**Taonga**

Means everything that is held precious, including the in-tangible aspects such as culture and spirituality.

**Te Tino Rangatiratanga:**

Absolute sovereignty.

**Tikanga Maori**

Means Maori customary values and practices.

**Urupa:**

Cemetery or collection of koiwi tangata.

**Waahi Tapu:**

A place sacred to Maori in the traditional, spiritual, religious, ritual, or mythological sense.

**Waahi Tapu Area:**

An area of land that contains one or more waahi tapu.

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