

Attachments to Workshops and Briefings on:

Date: Wednesday 20 November 2024
Time: 1:00 pm
Meeting Room: Council Chambers
Venue: 126-148 Oxford Street
Levin

Workshops and Briefings

OPEN ATTACHMENTS

ITEM	TABLE OF CONTENTS	PAGE
1	Heritage Strategy - Update	
A.	Heritage Strategy - Briefing Paper - 20 November Workshop	3
B.	HDC Heritage Strategy Adopted May 2012	11

Note: The attachments contained within this document are for consideration and should not be construed as Council policy unless and until adopted. Should Councillors require further information relating to any reports, please contact the relevant manager, Chairperson or Deputy Chairperson.

Heritage Strategy Review - Council Workshop – November 2024

During Long Term Plan 2024-2044 deliberations Elected Members resolved for Officers to complete a desktop, high level review of the Heritage Strategy to determine if it is still fit for purpose.

As directed by Council as part of the Long Term Plan 2024-2044, Officers have reviewed the Horowhenua Heritage Strategy to determine if it is still fit for purpose. This review has concluded that the Strategy is fit for purpose and recommends it should be retained in its current form. The review further recommends that no additional work be carried out in to implement remaining Strategy actions at the current time. This paper provides detail about the review and the reasons for the recommendation in advance of being presented to Council for a decision.

Options

The following Options are available to Council

1. Repeal the Strategy
2. Update the Strategy
3. Retain the Strategy, but with no further work to implement the remaining Strategy actions directed (Officer recommendation)
4. Retain the Strategy and direct the unimplemented actions to be prioritised.

Scope of Review

The Heritage Strategy review was a high level, desk top review by officers. It examined the opportunities, challenges, vision, and goals for heritage identified in the Strategy. It also determined which actions in the strategy have been completed and which remain outstanding.

Officers would like to recognise that there are many parts of our community who support and enhance local Heritage. These include but are not limited to Horowhenua Heritage society, MAVtech, Kete Horowhenua and Iwi/Hapū.

Outcome of Review

Vision, Goals, Challenges, and Opportunities

The Strategy's opportunities, challenges, vision, and goals are considered fit for purpose (refer to Appendix 1 for a reproduction). They recognise the value of heritage and speak to a desire to recognise, protect, and enhance it. These aspects of the Strategy were drafted to align with Section 6 of the Resource Management 1991 (Matters of National Importance). This section of the RMA has not been amended, as far as it relates to heritage matters, since the Strategy was prepared. It is noted that the Heritage Strategy is a non-statutory document – other statutory documents of Council, namely the District Plan, also give effect to Section 6 and provide statutory protection to identified heritage sites and buildings.

Since the Heritage Strategy was prepared in 2012, the Historic Places Act 1993 (HPA) was repealed and replaced by the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA). The HNZPTA purpose is the same as the HPA. The principles are also the same between the two acts, with one exception. This is the inclusion of one additional principle to the HNZPTA which recognises the value of parties (such as central and local government, tangata whenua, and individuals) working together to protect heritage.

Based on the above, the driving principles of the Strategy remain aligned with relevant legislation and do not require review for this reason. A more comprehensive assessment of these aspects of the Strategy relevant to the local context are included in Appendix 1.

Actions

The Strategy's actions can be grouped as follows:

- Identify
- Protect
- Promote

In general terms, the 'identify' and the 'protect' actions are the most urgent as they are focused on preventing any further loss of heritage.

To give effect to the 'identify' and 'protect' actions, Council initiated a District Plan Change (Plan Change 1) in 2016 to identify and protect additional heritage buildings and sites in the District Plan. This Plan Change became operative in 2018. This plan change (and the research work associated with it) saw many of the 'time sensitive' Strategy actions completed.

The Strategy contains some actions that are yet to be completed. Many of these actions fall within the 'promote' category and therefore do not have the same urgency as the 'identify' and 'protect' actions. The most significant exception to this is that the Strategy includes actions focused on the management and protection of Wāhi Tapu and Sites of Significance. These actions are not yet complete. However, this work is being progressed via a separate planning process (District Plan), with initial conversations held with Muaūpoko and a hui planned with Te Tūmatakahuki.

A more detailed analysis of the actions, their relevance, and the steps taken to date is included in Appendix 1.

Summary

The most time sensitive Strategy actions have either been completed or are being progressed through other processes. The driving principles of the Strategy (e.g. the vision, values, challenges, and opportunities) are still relevant and are well aligned with relevant legislation. The incomplete actions are, for the most part, still relevant (exceptions noted in Appendix 1). As such, the Strategy is considered fit for purpose.

Additional Information and Context

He Hapori Pakari – Strong Communities (Community Wellbeing Strategy)

The Community Wellbeing Strategy recognises the role heritage plays in supporting and promoting cultural wellbeing. It acknowledges that many different ethnicities and cultures are represented in our District, each of whom bring their own practices, languages, festivals, and values that contribute to the District's cultural identity. In particular, the stories, values, and practices of Tangata Whenua and Mana Whenua, whose long and deep connections and associations with Horowhenua, enrich our understanding of our environment and contribute significantly to our cultural wellbeing. The Community Wellbeing Strategy recognises this by highlighting the need to support cultural events and festivals, protect heritage buildings and sites of significance, and nurture cultural diversity and inclusion.

Long Term Plan 2024-2044

The Long Term Plan 2024-2044 does not contain specific budget for progressing heritage initiatives. It is noted that the Council has previously provided funding for heritage initiatives, but this budget was removed in 2020 due to the financial pressures at the time of Covid-19 pandemic and has not been reinstated since.

Link to Community Outcomes and Council Priorities

Relevant Community Outcomes

The Heritage Strategy and its actions support the following community outcomes:

- Partnership with Tangata Whenua
- Strong Communities

Relevant Top 12 Priorities

This work does not directly support any of Council's Top 12 Priorities. It also does not conflict with any of the priorities.

However, the Heritage Strategy does complement priorities 3 and 10.

- Priority 3 – Enhancing Māori Relationships (Sites of Significance Plan Change, signalled in the Heritage Strategy).
- Priority 10 – Community Connections and Better Wellbeing (Initiate community plans in Foxton and Shannon, and continue with place-based relationships).

Conclusion and Recommendation

The Strategy's vision, challenges, opportunities and values are still relevant and continue to support the outcomes sought by relevant legislation. As such, Officers recommend that the Strategy be retained in its current form. However, as the yet to be completed Strategy actions are not time sensitive and do not directly support the

Organisation's Top 12 priorities (with the exception of the Wahi Tapū/Sites of Significance work that is being progressed under the District Plan), Officers recommend no further work is carried out to implement the Strategy's actions at this time. However, options to incorporate protection and enhancement of heritage through existing workstreams should continue – one example of this is Foxton Futures (as identified and explored in the tables below).

Appendix 1: Heritage Strategy Review – Desktop Analysis

Heritage Strategy - Opportunities

Strategy Content	Officer Comment	Status
Development of a more extensive heritage inventory, including a more representative range of heritage places that will enhance community pride in the District	A District wide Heritage Inventory (of non-residential) buildings and sites was completed in 2016. This inventory did not cover Māori sites, but is progressed under the District Plan workstream (LTP Council resolution to explore and report to Council by December on a Sites of Significance Plan Change).	Partially complete
Selection and active promotion of key 'themes' that encapsulate the major development influences in the District (e.g. railways, flax industry)	Key public sites in the District, such as Te Awahoe Nieuwe Stroom, have done this creating site of education for our communities' history.	Complete/ongoing
Recognition and promotion of the characteristics allied with distinct precincts/areas within the District, including their associated economic contribution (e.g. historic Main Street & wharf area, Foxton; Plimmer Terrace, Shannon)	The District Plan identifies and protects heritage areas in both Foxton and Shannon.	Complete
Establishment of an Iwi advisory body to assist and advise the Council on the management of Māori heritage.	Officers are soon to commence a process with Te Tiriti partners about recognise and protection wāhi tapu and culturally significant sites. This could include an advisory board.	Work underway
Rejuvenation and adaptive re-use of the District's heritage buildings	There are some examples of this occurring (e.g. relocation and refurbishing of Nye Cottage as a museum). This is largely driven by property owners and heritage enthusiasts. Council have also awarded a lease at the Levin Court House for rejuvenation as a hospitality venue. This is a recognisable historic building located at Levin's Rose Garden, and is now open to the public for use.	Ongoing
Exploration with Iwi of opportunities to utilise the research undertaken for Treaty settlement purposes and to co-manage sites of significance to Māori	Officers are soon to commence a process with Te Tiriti partners about recognise and protection wāhi tapu and culturally significant sites.	Work underway
Exploration of measures to offset the regulatory impact of heritage protection on private property rights (e.g. incentives such as rates relief, access to professional advice and public/private partnerships)	Council previously offered a Heritage Fund (established in 2017) to support conservation of heritage buildings and sites and to waive resource consent fees where works on heritage buildings triggered resource consent requirements due to being a heritage building. This fund was removed in 2020 due to cost pressures on Council and the community during the COVID19 pandemic.	No longer relevant
Development of closer collaborative relationships between parties/agencies with an interest in heritage (e.g. Council/Iwi/Historical Societies/NZHPT)	Heritage Horowhenua; Kete Horowhenua; Heritage New Zealand Pouhere Taonga.	Ongoing
Exploration of ways to increase community/public education and awareness of the district's rich and diverse heritage (e.g. plaques)	The Horowhenua Historical Society has commenced a project of this nature on Oxford Street, Levin called the Heritage Walk. These are plaques placed alongside the pavement of Levin's main street recognising historical achievements of Horowhenua. This is an ongoing project.	Ongoing
Support for, and promotion of, the efforts of local museums in compiling, curating and exhibiting material connected with the history of the District	No specific steps underway to address this, but Te Awahou Nieuwe Stroom regularly compile, curate and exhibit material connected to Horowhenua. Further, Te Takeretanga o Kura-Hau-Pō display exhibits connected to Horowhenua.	Ongoing
Promotion and Integration of cultural considerations into Council activities (e.g. Te Takere) and recognition of the dual/multiple names and associated meaning that apply to places throughout the District	This is occurring. An additional step is underway in reviewing the Road Naming Policy, which intends to encourage recognise local history (Māori and non-Māori) in roading naming.	Ongoing/work underway

Heritage Strategy - Challenges

Strategy Content	Officer Comment	Status
General community disinterest in or understanding of the District's heritage	This is expected to remain a challenge within some parts of the community - particular where heritage protection and promotion comes at a cost or imposes on private property rights. Notwithstanding this, many parts of the community are interested in learning about the District's history.	Ongoing
Recognition and appreciation of the District's heritage and the contribution that heritage areas make to the 'character' of a place.	This could be achieved via an education piece around Council's protected sites of Historic Heritage, guided by Council, but currently has not been done. Additionally, there is an opportunity to explore achieving this through the Foxton Future's workstream. Since the Strategy was adopted, Foxton's contribution to the District's heritage has grown, with the opening of Te Awahou Nieuwe Stroom and the enhancement of several buildings within the town centre area, signalling the importance of heritage character to this community and the potential to continue this momentum.	Ongoing
Recognition that there is more to heritage than age and architectural value	This is recognised via the process followed to protect sites in the District Plan (e.g. Plan Change 1 process).	Ongoing
Acknowledgement of, and respect for, the existence of differing Iwi histories and perspectives	The Sites of Significance work (District Plan workstream) provides an opportunity to recognise and respond to this challenge.	Work underway
Tension between the private cost vs public benefit of heritage protection	This remains a challenge, particularly during tough financial times within Horowhenua and high rates increases contributing to the decision to remove previous heritage funding.	Ongoing
Costs associated with strengthening heritage buildings identified as earthquake prone (e.g. Foxton Main Street)	The Building (Earthquake Prone Buildings Amendments Act) 2016 made this challenge more pressing by imposing new timeframes by which earthquake prone buildings would need to be strengthened or demolished. However, timeframes may be extended reducing the time sensitivity of these decisions.	Ongoing
Accommodating heritage within the District's urban growth aspirations	The Ō2NL highway and ongoing population growth are both driving change in the Levin Town Centre, which could pose a risk to heritage. However, both Plan Change 1 and the heritage overlays contained within the District Plan in Foxton and Shannon help to address this risk.	Ongoing/existing protections in place
Subdivision, particularly reduction in lot size and the affect that this can have on the existing heritage setting	Subdivision of identified heritage sites is a Discretionary Activity in the Horowhenua District Plan, meaning that impact on heritage value is required to be considered when making decisions on subdivision applications.	Ongoing/existing protections in place
Resilience of the District's heritage to the effects of natural hazards and climate change	HDC are currently developing a Climate Action Plan that can consider any necessary actions or response.	Work underway
Impact of intensified land use on the District's archaeological resources (e.g. earthworks)	This remains a gap in the District Plan, due to lack of earthworks controls. There are no immediate plans to address this, due to other priorities.	Ongoing
Impact of 'Big Box' retailing on heritage areas and streetscapes	There has been limited additional 'big box' development since the Heritage Strategy was prepared. Given the location of the Ō2NL highway, pressure for further big box retailing is likely to be away from town centres/areas with heritage buildings and sites, and located closer to key interchanges.	Minimal relevance
Council willingness to commit ongoing resources to heritage protection and management.	This remains a challenge, with no additional resource or direction through specific Council Priorities for 2024-2025.	Ongoing
Effective collaboration between local government, NZHPT and Iwi concerning the management of heritage of significance to Māori (e.g. modelled on the Manawatu River Accord)	No further comment	Ongoing
Reconciliation of differing cultural perspectives that exist regarding our understanding and appreciation of the District's history (e.g. the outcomes of post-contact conflict).	No further comment	Ongoing

Heritage Strategy - Vision

Strategy Content	Comment	Status
The heritage of Horowhenua District is recognised, protected and promoted; it contributes to community identity and pride and offers resident's a meaningful connection with the District's past.	Council's community outcomes recognise and provide for Strong Communities. Specifically, that the Council recognise the value of our district's heritage and its contribution to our communities' sense of identity and pride. This vision aligns with Section 6 matters in the RMA.	Ongoing

Heritage Strategy - Goals

Strategy Content	Comment	Status
Recognise: To identify heritage resources that are representative of the District's history of occupation and settlement.	A District wide Heritage Inventory (of non-residential) buildings and sites was completed in 2016.	Complete
Protect: To appropriately protect and manage heritage resources that have been identified.	This is achieved through provisions within the District Plan for Historic Heritage sites.	Complete
Promote: To promote public awareness of, and appreciation for, identified heritage resources.	Te Awahou Nieuwe Stroom and Te Takeretanga o Kura-Hau-Pō display exhibits connected to Horowhenua and help to achieve this goal, by working with and communicating regularly with our community about local Heritage.	Ongoing

Heritage Strategy - Actions

Strategy Content	Action Group	Comment	Status
Develop a nomination process, thematic framework and associated criteria to inform the identification and assessment of prospective historic heritage buildings and sites for inclusion in the District Plan.	Recognise	Occurred as part of Plan Change 1 to the Horowhenua District Plan - operative in 2018.	Complete
Undertake a comprehensive survey of prospective historic heritage buildings and sites in the District, including an assessment of the significance of the places nominated, their categorisation under key themes relating to the occupation and settlement of the district and co-ordinated management of the information collected.	Recognise	Occurred as part of Plan Change 1 to the Horowhenua District Plan - operative in 2018.	Complete
Undertake research to identify the nature and extent of the collective heritage values associated with prospective historic heritage areas/precincts identified through the comprehensive survey.	Recognise	Occurred as part of Plan Change 1 to the Horowhenua District Plan - operative in 2018.	Complete
Explore, in collaboration with NZHPT and Iwi, undertaking research to identify the nature and extent of archaeological sites and Māori heritage sites in the District (e.g. Lake Horowhenua, Lake Papaitonga and the Waiwiri, Moutere and Hokio Streams; Manawatu River mouth and estuary; the coastal foredune; and the Tararua Ranges).	Recognise	Officers are soon to commence engagement with Te Tiriti partners on Wāhi Tapu, archaeological, and cultural sites	Work underway

Subscribe to the NZAA online digital site recording scheme (Archsite) and transfer relevant information relating to the District onto the Council's GIS system.	Recognise	Council used to have a subscription, but this was not renewed due to cost and low use of the subscription.	No longer relevant
Review and amend the Operative District Plan to include more effective regulatory provisions to manage and protect historic heritage buildings and sites in the District (e.g. alterations, earthworks, demolition, relocation, subdivision).	Protect	Occurred as part of Plan Change 1 to the Horowhenua District Plan - operative in 2018	Complete
Review and amend the Proposed District Plan Heritage Schedule following the comprehensive review of historic heritage in the District and any investigations relating to Māori heritage sites and archaeological sites.	Protect	Officers are soon to commence engagement with Te Tiriti partners on Wāhi Tapu, archaeological, and cultural sites, as directed through Long Term Plan resolution.	Work underway
Investigate the introduction of planning provisions to encourage the ongoing use and adaptive re-use of historic heritage buildings in the District (e.g. earthquake strengthening).	Protect	It is difficult to use plan provisions (rules) to achieve this outcome. Incentives are typically a better means of achieving this. However, due to the need to prioritise funding for other matters, previous heritage funding was removed.	No longer relevant
Explore options with Iwi and NZHPT to appropriately manage and protect identified archaeological and Māori heritage sites in the District, including the use of advice notes for development in areas of moderate – high archaeological potential and alert layers in archaeologically sensitive areas.	Protect	Officers are soon to commence engagement with Te Tiriti partners on Wāhi Tapu, archaeological, and cultural sites	Work underway
Ensure historic heritage management is recognised in, and implemented through, relevant HDC operational documents (e.g. reserve management plans).	Recognise	An example of this in action is the Combined Foxton Reserve Management Plan which recognises the Flax Mill.	Complete/ongoing
Establish a heritage focus group to explore the use of non-regulatory methods and other voluntary mechanisms to incentivise the maintenance and enhancement of historic heritage buildings and sites, deter demolition and limit the impact of alterations to places of significant historic heritage value (e.g. waiving consent application fees, low interest loans, grants, covenants).	Promote	Given funding incentives for the maintenance and enhancement of historic heritage buildings and sites are no longer available, this action is likely no longer relevant.	No longer relevant
Explore opportunities with Iwi to provide relevant training and guidance to HDC staff regarding the management and protection of Māori heritage sites.	Protect	Officers are engaging with Te Tiriti partners on Wāhi Tapu, archaeological, and cultural sites.	Work underway
Promote early discussions with property owners/developers regarding the development/re-development of historic heritage buildings and sites, and ensure relevant information regarding historic heritage buildings and sites and associated heritage values (where known) is included on LIM's.	Promote	Heritage buildings and sites are identified on LIMs. This information would also be shared with people who enquire directly with Council about the heritage status of any building/site. The information is also publicly available on the Horowhenua District ePlan.	Complete/ongoing
Develop guidance to assist property owners to undertake activities such as maintenance, repair, alterations, additions and earthquake strengthening, including information regarding the heritage values associated with their properties.	Promote	Currently there is no written guidance available from Council, but the Duty Planner service can assist with directing property owners on where to find assistance/advice.	Incomplete

Develop and maintain strong working relationships with key heritage agencies/interest groups, including regular information exchanges.	Promote	Contact with Heritage Groups occurs on an as needed basis (e.g. a group or agency approaches Council or there is an issue/process requiring their input). Proactive steps are also taken by other groups, including historic copies of the Horowhenua Chronicle being scanned and held as Archives.	Ongoing
Explore the establishment of joint partnerships with heritage agencies/interest groups for the purposes of undertaking specific heritage studies or research.	Promote	No specific resource to direct studies or research of this.	Incomplete
Introduce a heritage interpretation programme, including placement of heritage plaques on identified heritage buildings and installation of signage and interpretive panels relating to the District's historic heritage.	Promote	Parks and Property install heritage related signs as part of their workstreams. Other groups, such as Horowhenua Historical Society have also initiated work such as this, including installing plaques into the street pavement on Oxford Street, recognising historic figures of Horowhenua. Further opportunities may exist through projects like the Levin Town Centre transformation.	Ongoing
Promote the District's heritage through inclusion of relevant information on the HDC website and in HDC publications (e.g. brochures, booklets), and embedding heritage education into mainstream HDC activities (e.g. Te Takeretanga o Kura-hau-pō, Te Awahou Niuwe Stroome).	Promote	Te Takeretanga o Kura-hau-pō and Te Awahou Niuwe Stroome both showcase local heritage. HDC also support Kete Horowhenua, a community built digital library of arts, cultural and heritage resources. Kete Horowhenua was created and is maintained by the Horowhenua Library Trust (partnership between HDC and Levin SeniorNet). HDC also produced an Arts, Culture and Heritage Strategy in 2018 that supports the inclusion of heritage values across community activity. This Strategy focuses on culture and experience rather than the built environment.	Ongoing
Explore, in collaboration with adjacent local authorities and key heritage agencies/interest groups, the introduction of an annual/biennial 'Heritage Week'.	Promote	No such event exists at present. It is noted that existing funding, such as the Major Events Fund, could be used to support any community groups that wanted to lead an event such as this.	Incomplete
Establish an annual heritage awards programme to recognise the efforts of individuals or groups to conserve or protect historic heritage in the District.	Promote	There is no specific heritage awards programme. However, the annual Civic Awards could be used to recognise individuals who have made a significant contribution to conserving and protecting the District's heritage.	Incomplete
Support the establishment of tourism related heritage projects.	Promote	The HorowhenuaNZ brand and Council's Destination Management programme both promote tourism in the District. There is an opportunity to promote heritage tourism through this. Additionally, the Foxton Futures workstream represents an opportunity to further enhance heritage related tourism within Foxton specifically.	Ongoing

HOROWHENUA DISTRICT HERITAGE STRATEGY

Adopted 5 September 2012



THE GREAT FLAX INDUSTRY. FIBRE MILLS AT FOXTON.
GANDERSON, PHOTO PROTECTED" 18-8-12.

Document Quality Assurance

This report has been prepared in accordance with Boffa Miskell quality assurance procedures, and has been reviewed and approved for release as set out below.

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Cover photograph: Flax mills on the riverbank at Foxton, © GW Anderson, 1912

CONTENTS

1.0	Introduction	2
1.1	What is Heritage and Why is it Important?	2
1.2	Statutory Context	3
1.3	Purpose of the Strategy	3
2.0	Opportunities and Challenges	4
2.1	Opportunities	4
2.2	Challenges	5
3.0	Heritage Vision and Goals	6
3.1	Heritage Vision	6
3.2	Heritage Goals	6
4.0	Action Plan	7
4.1	Goals and Actions	7

5.0	Implementation, Monitoring and Review	13
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Figures

Figure 1: Weraroa Boys Training Farm, Levin; courtesy of the Te Horowhenua Trust	2
Figure 2: Mangahao Hydro-electric Power Station; courtesy of the Te Horowhenua Trust	5
Figure 3: Shannon Railway Station; courtesy of the Te Horowhenua Trust	6
Figure 4: St. Andrew's Church, Manakau; courtesy of the Te Horowhenua Trust	13



Figure 1: Weraroa Boys Training Farm, Levin; courtesy of the Te Horowhenua Trust

1.0 Introduction

1.1 What is Heritage and Why is it Important?

Heritage, in the context of this strategy, is a term that is generally used to describe buildings, sites, objects and other elements we value from the past and that we want to safeguard and pass on to future generations. The reason for this is that heritage provides us with a sense of identity and continuity through:

- teaching us about the past and the culture of those who came before us;
- providing a context for community identity which helps people relate to an area;
- providing variety and contrast and a measure by which we can compare the achievements of today; and
- providing visible evidence of the continuity between past, present and future.

Regardless, heritage is a finite resource and once it is lost it cannot be replaced.

The Horowhenua District has a rich Māori and European history that has influenced the development of the area, tangible evidence of which includes:

- Built heritage (historic buildings and structures, either individually or in groups) – examples include, Shannon Railway Station, Duncan House in Foxton, the War Memorial in Manakau, the Horowhenua College Main Building in Levin and Hydro-electric Power Station in Mangahao;
- Archaeological sites – for example, the moa hunter site near Foxton and Mangaroa Pa adjacent to Lake Horowhenua; and
- Māori heritage sites, including wāhi tapu, wāhi tupuna, urupā and places of cultural or traditional importance – examples include Lake Papaitonga near Levin and Poutu Marae near Shannon.

Given the important role these places play in reflecting the District's history they are the primary focus for the purposes of this strategy.

1.2 Statutory Context

Consistent with the statutory role and responsibilities assumed by other local authorities the Horowhenua District Council (the Council) has a key role in protecting and managing the heritage of the District as follows:

- Under the Resource Management Act 1991 it is required to recognise and provide for the protection of the District's heritage from inappropriate subdivision, use and development as a matter of national importance [section 6(f)];
- Under the Local Government Act 2002 it is required to promote the social, economic, environmental and cultural well-being of the community, with heritage being a key

contributor to well-being from a cultural, social and environmental perspective [section 11(a)];

- Under the Building Act 2004 it is required, in exercising any associated function, duty or power, to take into account the need to facilitate the preservation of buildings of significant cultural, historical or heritage value [section 4(2)(l)].

Additionally, the Historic Places Act 1993 also assumes an influential role in determining how the District's heritage is protected and managed. In particular, it applies 'blanket' protection over all archaeological sites in the District regardless of whether they currently known or recorded, and requires the approval of the New Zealand Historic Places Trust (NZHPT) for any activity that could lead to their destruction, damage or modification [sections 10-12].

1.3 Purpose of the Strategy

The purpose of the Strategy is to assist the Council and community to more effectively manage heritage in the Horowhenua District. It does this by:

- Identifying issues and opportunities to address heritage management in the District;
- Creating a vision to ensure that the District's heritage is recognised, protected and celebrated;
- Providing a framework for action to enable the Council to achieve its vision;
- Creating and fostering opportunities to partner with key heritage interest groups and agencies to enable a more

- collaborative approach to heritage management in the District; and
- Providing a mechanism to raise community awareness and appreciation of the District's heritage.

2.0 Opportunities and Challenges

In advancing the protection, management and promotion of the district's heritage the Council is presented with a range of opportunities and challenges. Some of the key opportunities and challenges identified through engagement with iwi and heritage sector representatives are as follows:

2.1 Opportunities

- Development of a more extensive heritage inventory, including a more representative range of heritage places that will enhance community pride in the District;
- Selection and active promotion of key 'themes' that encapsulate the major development influences in the District (e.g. railways, flax industry);

- Recognition and promotion of the characteristics allied with distinct precincts/areas within the District, including their associated economic contribution (e.g. historic Main Street & wharf area, Foxton; Plimmer Terrace, Shannon);
- Establishment of an Iwi advisory body to assist and advise the Council on the management of Māori heritage;
- Rejuvenation and adaptive re-use of the District's heritage buildings;
- Exploration with Iwi of opportunities to utilise the research undertaken for Treaty settlement purposes and to co-manage sites of significance to Māori;
- Exploration of measures to offset the regulatory impact of heritage protection on private property rights (e.g. incentives such as rates relief, access to professional advice and public/private partnerships);
- Development of closer collaborative relationships between parties/agencies with an interest in heritage (e.g. Council/Iwi/Historical Societies/NZHPT);
- Exploration of ways to increase community/public education and awareness of the district's rich and diverse heritage (e.g. plaques);
- Support for, and promotion of, the efforts of local museums in compiling, curating and exhibiting material connected with the history of the District; and
- Promotion and Integration of cultural considerations into Council activities (e.g. Te Takere) and recognition of the dual/multiple names and associated meaning that apply to places throughout the District.

2.2 Challenges

- General community disinterest in or understanding of the District's heritage;
- Recognition and appreciation of the District's heritage and the contribution that heritage areas make to the 'character' of a place;
- Recognition that there is more to heritage than age and architectural value;
- Acknowledgement of, and respect for, the existence of differing iwi histories and perspectives;
- Tension between the private cost vs public benefit of heritage protection;
- Costs associated with strengthening heritage buildings identified as earthquake prone (e.g. Foxton Main Street);
- Accommodating heritage within the District's urban growth aspirations;
- Subdivision, particularly reduction in lot size and the affect that this can have on the existing heritage setting;
- Resilience of the District's heritage to the effects of natural hazards and climate change;
- Impact of intensified land use on the District's archaeological resources (e.g. earthworks);
- Impact of 'Big Box' retailing on heritage areas and streetscapes;
- Council willingness to commit ongoing resources to heritage protection and management;

- Effective collaboration between local government, NZHPT and iwi concerning the management of heritage of significance to Māori (e.g. modelled on the Manawatu River Accord);
- Reconciliation of differing cultural perspectives that exist regarding our understanding and appreciation of the District's history (e.g. the outcomes of post-contact conflict).



Figure 2: Mangahao Hydro-electric Power Station; courtesy of the Te Horowhenua Trust

3.0 Heritage Vision and Goals

3.1 Heritage Vision

The heritage of Horowhenua District is recognised, protected and promoted; it contributes to community identity and pride and offers residents a meaningful connection with the District's past.



Figure 3: Shannon Railway Station; courtesy of the Te Horowhenua Trust

3.2 Heritage Goals

3.2.1 Recognising

Goal 1: To identify heritage resources that are representative of the District's history of occupation and settlement.

3.2.2 Protecting

Goal 2: To appropriately protect and manage heritage resources that have been identified.

3.2.3 Promoting

Goal 3: To promote public awareness of, and appreciation for, identified heritage resources.

4.0 Action Plan

To progress the heritage vision and associated goals a specific plan of action has been developed in conjunction with Iwi and heritage sector representatives. It is the Council's intention that the set of actions identified in this strategy will be gradually implemented over time, as funding and resources permit. Due to these constraints the actions have been prioritised on the basis of their relative need and/or urgency.

4.1 Goals and Actions

The range of specific actions that have been identified for each of the strategy goals is as follows:

Goal 1: To identify heritage resources that are representative of the district's history of occupation and settlement

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.1.1	Develop a nomination process, thematic framework and associated criteria to inform the identification and assessment of prospective historic heritage buildings and sites for inclusion in the District Plan.	HDC/Iwi/NZHPT/Horizons/DoC/ Historical Societies/Historic Places Manawatu Horowhenua	High	High	2012 - 2013
4.1.2	Undertake a comprehensive survey of prospective historic heritage buildings and sites in the District, including an assessment of the significance of the places nominated, their categorisation under key themes relating to the occupation and settlement of the district and co-ordinated management of the information	HDC/Iwi/NZHPT/Horizons/DoC/ Historical Societies/Historic Places Manawatu Horowhenua/QE II Trust	High	High	2012 - 2013

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
	collected.				
4.1.3	Undertake research to identify the nature and extent of the collective heritage values associated with prospective historic heritage areas/precincts identified through the comprehensive survey.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Low	Low	2014 - 2015
4.1.6	Explore, in collaboration with NZHPT and Iwi, undertaking research to identify the nature and extent of archaeological sites and Māori heritage sites in the District (e.g. Lake Horowhenua, Lake Papaitonga and the Waiwiri, Moutere and Hokio Streams; Manawatu River mouth and estuary; the coastal foredune; and the Tararua Ranges).	HDC/Iwi/NZHPT	Medium	Low	2013 -2014
4.1.7	Subscribe to the NZAA online digital site recording scheme (Archsite) and transfer relevant information relating to the District onto the Council's GIS system.	HDC	High	High	2012 - 2013

Goal 2: To appropriately protect and manage heritage resources that have been identified

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.2.1	Review and amend the Operative District Plan to include more effective regulatory provisions to manage and protect historic heritage buildings and sites in the District (e.g. alterations, earthworks, demolition, relocation, subdivision).	HDC	High	High	2012 - 2013
4.2.2	Review and amend the Proposed District Plan Heritage Schedule following the comprehensive review of historic heritage in the District and any investigations relating to Māori heritage sites and archaeological sites.	HDC	High	High	2012 - 2013
4.2.3	Investigate the introduction of planning provisions to encourage the ongoing use and adaptive re-use of historic heritage buildings in the District (e.g. earthquake strengthening).	HDC	High	High	2012 - 2013
4.2.4	Explore options with Iwi and NZHPT to appropriately manage and protect identified archaeological and Māori heritage sites in the District, including the use of advice notes for development in areas of moderate – high archaeological potential and alert layers in archaeologically sensitive areas.	HDC/Iwi/NZHPT	Medium	Medium	2013 - 2014
4.2.5	Ensure historic heritage management is recognised in, and implemented through, relevant HDC operational documents (e.g. reserve management plans).	HDC	Medium	Medium	Ongoing

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.2.6	Establish a heritage focus group to explore the use of non-regulatory methods and other voluntary mechanisms to incentivise the maintenance and enhancement of historic heritage buildings and sites, deter demolition and limit the impact of alterations to places of significant historic heritage value (e.g. waiving consent application fees, low interest loans, grants, covenants).	HDC/NZHPT	Medium	Low	2014 - 2015
4.2.7	Explore opportunities with Iwi to provide relevant training and guidance to HDC staff regarding the management and protection of Māori heritage sites.	HDC/Iwi	Low	Low	Ongoing
4.2.8	Promote early discussions with property owners/developers regarding the development/re-development of historic heritage buildings and sites, and ensure relevant information regarding historic heritage buildings and sites and associated heritage values (where known) is included on LIM's.	HDC/NZHPT	Medium	Low	Ongoing
4.2.9	Develop guidance to assist property owners to undertake activities such as maintenance, repair, alterations, additions and earthquake strengthening, including information regarding the heritage values associated with their properties.	HDC/NZHPT	Medium	Medium	2013 - 2014

Goal 3: To promote public awareness of, and appreciation for, identified heritage resources

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
4.3.1	Develop and maintain strong working relationships with key heritage agencies/interest groups, including regular information exchanges.	HDC/Iwi/NZHPT/DoC/Historical Societies/Historic Places Manawatu Horowhenua	High	Low	Ongoing
4.3.2	Explore the establishment of joint partnerships with heritage agencies/interest groups for the purposes of undertaking specific heritage studies or research.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Medium	Medium	Ongoing
4.3.3	Introduce a heritage interpretation programme, including placement of heritage plaques on identified heritage buildings and installation of signage and interpretive panels relating to the District's historic heritage.	HDC/Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Medium	Medium	2013 -2014
4.3.4	Promote the District's heritage through inclusion of relevant information on the HDC website and in HDC publications (e.g. brochures, booklets), and embedding heritage education into mainstream HDC activities (e.g. Te Takere, Te Awahou).	HDC	High	Medium	2012 -2013
4.3.5	Explore, in collaboration with adjacent local authorities and key heritage agencies/interest groups, the introduction of an annual/biennial 'Heritage Week'.	HDC/PNCC/KCDC/MDC/ Horizons/ Iwi/NZHPT/Historical Societies/Historic Places Manawatu Horowhenua	Low	Low	2014 - 2015
4.3.6	Establish an annual heritage awards programme to recognise the efforts of individuals or groups to conserve or protect	HDC/NZHPT	Low	Low	2014 - 2015

Action	Description	Key Partners	Priority	Implementation Benefits/Risks	Indicative Implementation Timeframe
	historic heritage in the District.				
4.3.7	Support the establishment of tourism related heritage projects.	HDC	Low	Low	Ongoing

5.0 Implementation, Monitoring and Review

The Heritage Strategy is intended to be implemented through a variety of methods including regulation, incentives, education and collaborative arrangements with Iwi, heritage organisations, heritage landowners and the wider community. Implementation will also involve the development of a Council work programme to advance relevant actions identified in the Strategy. As this has resource and budget implications, the programme will be signalled in the Council's Long Term Plan and progressively implemented, subject to funding availability, through its Annual Plan process.

Progress towards implementing the identified actions will be monitored and internally reviewed on an annual basis. A more comprehensive review of how the Strategy as a whole is being implemented will be undertaken three years after it has been formally adopted by the Council and at three yearly intervals thereafter.



Figure 4: St. Andrew's Church, Manakau; courtesy of the Te Horowhenua Trust