



Te Aroturukitanga o te
Mahere ā-Wae ki Tāmaki Makaurau

Auckland Unitary Plan Section 35 Monitoring

B5.2 Historic Heritage

Summary Report

July 2022



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Auckland Council (2022). Auckland Unitary Plan. Resource Management Act 1991, section 35 monitoring:
B5.2 Historic Heritage, Summary Report.
Plans and Places Department.

Overview

This report considers how effective and efficient the objectives, policies, rules and other methods of the Auckland Unitary Plan (AUP) have been in meeting the outcomes intended by the Regional Policy Statement (RPS) – B5.2 Historic Heritage. The report covers the period since the AUP became operative in November 2016. This monitoring work contributes to our knowledge base and will help to inform future plan changes. It is recommended that this summary report is read in conjunction with its companion technical topic report.

The objectives of Chapter B5.2 – Historic heritage are:

- (1) Significant historic heritage places are identified and protected from inappropriate subdivision, use and development.
- (2) Significant historic heritage places are used appropriately and their protection, management and conservation are encouraged, including retention, maintenance and adaptation.

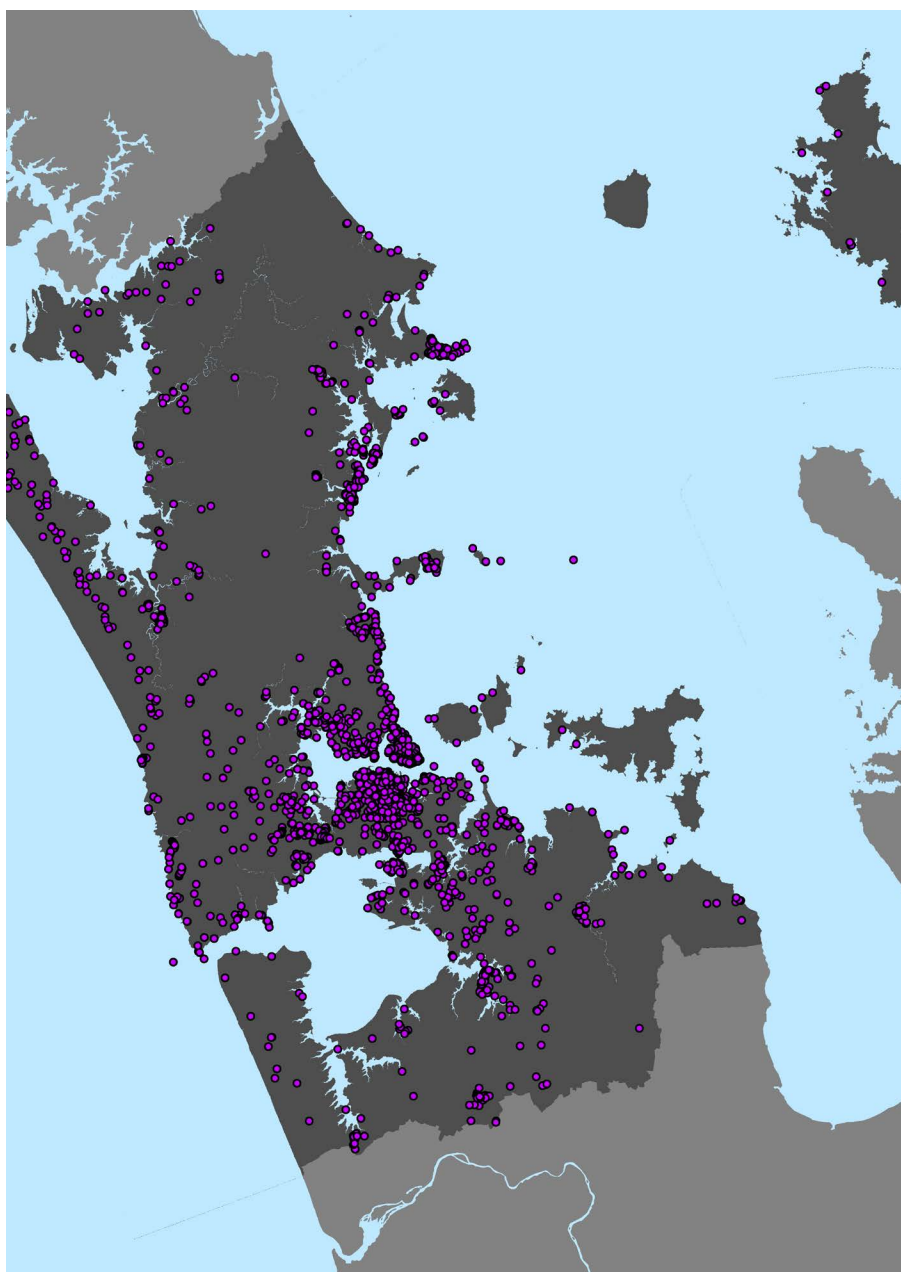


Figure 1. Tāmaki Makaurau Auckland's historic heritage places scheduled in the Auckland Unitary Plan (AUP).

Significant historic heritage places are protected in the AUP through being identified in the Schedule of Historic Heritage (AUP Schedule 14.1 and 14.2). Tāmaki Makaurau Auckland has 2,278 historic heritage places and 15 historic heritage areas located throughout the region (Figure 1)¹. Tāmaki Makaurau Auckland's scheduled historic heritage places comprise a diverse range of typologies, the most common being residential (29 per cent); Māori-origin archaeology (24 per cent); commercial (11 per cent); and civic/institutional (10 per cent).

Four indicators were developed to assess the progress toward achieving the objectives and outcomes intended by the RPS. These indicators were analysed using quantitative and qualitative methods. The collection of historic heritage resource consents data has a degree of inaccuracy. For this reason, the percentages used when analysing resource consents should be treated as indicative and not absolute values. Unless otherwise stated, the period of analysis covers November 2016 to June 2021.

¹ There are also an additional 196 places and three areas from the Hauraki Gulf Islands District Plan which are yet to be included within the AUP.



Pah Homestead (Category A historic heritage place), Hillsborough.

Indicator 1:

Significant historic heritage places are identified and evaluated.

What can the indicator tell us?

Indicator 1 gauges the number, typology and location of places that have been identified and evaluated each year since the AUP became operative. It determines whether the AUP outcome of “significant historic heritage places are identified” is being achieved.

Potential historic heritage places are identified through council, local board and community-initiated projects; local and area plans; surveys; and public nominations. They are identified for their potential values, which are based on visual appearance, an understanding of a wider historical or thematic context, or knowledge of how they could be special or important to a community.

Identified historic heritage places may then be evaluated to determine whether a place meets the threshold for scheduling in the AUP. An evaluation consists of assessing eight criteria (historical, social, mana whenua, knowledge, technology, physical attributes, aesthetic and context) to see whether the place has considerable or outstanding value in relation to one or more of the criteria, and overall significance to its locality or greater geographic area.

Time and resources do not allow all identified places to be evaluated. Places therefore need to be prioritised. The most pertinent factor behind prioritisation is the places’ likelihood to meet the value thresholds required to be scheduled in the AUP. However, there are also a range of other reasons why a place might not be prioritised for evaluation, beyond whether it is likely to meet criteria and thresholds. These include:

- level of risk (i.e. places at low risk of being lost may not be a priority)
- public ownership (confers some protection due to internal policies around asset management, particularly being located in parks or open space, such as regional parks)
- protection through other methods (e.g. it is already in a special character area or covered by another overlay that recognises its heritage value, managed through coastal provisions, or within a precinct with heritage controls).

Prioritisation does not mean that these kinds of places would not be scheduled, but that they may not be as high a priority as other places that are on private land in intensifying areas, for instance.

Findings

Overall, Indicator 1 confirmed that significant historic heritage places have been identified and evaluated since the AUP became operative in November 2016:

- 661 places have been identified
- 76 of these have been evaluated
- 71 of those evaluated met the criteria and thresholds to be scheduled.

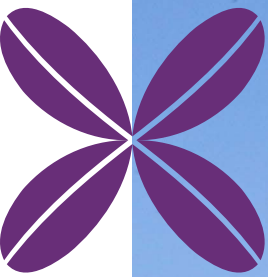
The analysis found that some areas of Auckland, and certain heritage typologies, had fewer places identified and fewer places evaluated. All local boards had at least one place of heritage interest identified apart from Howick Local Board. Six local boards did not have any places evaluated following identification: Waitākere Ranges, Devonport-Takapuna, Manurewa, Kaipātiki, and Hibiscus and Bays.

In addition, typologies with no places that were evaluated following identification were: European-origin archaeology (59 places identified) and Māori-origin archaeology (41 places identified).

Rather than being a result of the effectiveness of the AUP, however, these discrepancies are more a result of the following factors:

- prioritisation of places for evaluation beyond whether they may reach the threshold for scheduling (such as places, particularly archaeological sites, located on council-owned land or regional parks, which have a lower risk compared to places in urban areas undergoing intensification)
- past (legacy) council priorities towards heritage (some having identified and scheduled more than other councils, meaning fewer places to identify and evaluate)
- patterns of settlement in Auckland (that mean some areas have a greater concentration of older places than others)
- the location of the 125 historic heritage places added to the schedule during the development of the AUP (meaning fewer places to identify and evaluate).

Despite regional and typological discrepancies, this indicator clearly shows that the AUP is effective in enabling historic heritage places to be identified and evaluated.



Howick Redoubt/Stockade Hill R11_326 (Category B historic heritage place), Mellons Bay.

Indicator 2

Significant historic heritage places are protected through the Schedule of Historic Heritage.

What can the indicator tell us?

Indicator 2 gauges the number, typology and location of places that have been protected (including reviewed) through the Schedule of Historic Heritage each year since the AUP became operative. It determines whether the AUP outcome of “protecting” significant historic heritage places is being achieved.

Historic heritage places that have been evaluated and determined to meet the criteria and thresholds set out in B5.2.2 of the AUP may be recommended for inclusion in the Schedule of Historic Heritage. To be included in the schedule, places must go through a plan change process.

To be included in a plan change, significant historic heritage places are subject to a planning analysis as part of a Section 32 Resource Management Act 1991 (RMA) cost and benefit evaluation. The purpose of a planning analysis is to determine if scheduling is the most appropriate way to manage the identified values of a place. It also considers ‘reasonable use’ (Section 85, RMA) of the subject land, including any competing issues, such as the development potential of the land and the physical condition of the place. The planning analysis may determine that a significant historic heritage place should not be scheduled, even if it has sufficient heritage value.

Places that pass the planning analysis are usually included in a plan change. Plan changes are publicly notified, providing the opportunity for any interested party to submit their views. Plan changes culminate in a hearing during which the views in support of or opposition to each place are considered, usually by a panel of independent commissioners. The commissioners decide whether each place should be included in the Schedule of Historic Heritage –

as notified or with modifications – after considering the views and evidence presented by the council and any submitters. This decision is then adopted by the council.

Adding new places to the Schedule of Historic Heritage is not the only way that historic heritage places are protected. Places are also protected through the regular reviewing of their scheduling to ensure their values align with their management. These reviews also ensure that the Schedule of Historic Heritage is robust. Reviews may result in changes to the heritage values, category of scheduling, or extent of place, and may also result in removing a place from the schedule.

Findings

- Indicator 2 has shown that a significant number of historic heritage places (2,278) are protected through the Schedule of Historic Heritage and that they consist of a wide variety of typologies and are located throughout the region (Figure 1).
- Fifty places have been added to the Schedule of Historic Heritage since the AUP became operative in part in November 2016.

Figure 2 shows the relationship between places identified, places evaluated, and places ultimately added to the schedule. Some key statistics are:

- of all the places identified between 2016 and 2021, seven per cent (43² places) were ultimately added to the Schedule of Historic Heritage
- of all those places that met the threshold to be scheduled, 61 per cent were ultimately added to the Schedule of Historic Heritage
- of all those evaluated, 57 per cent were ultimately added to the Schedule of Historic Heritage.

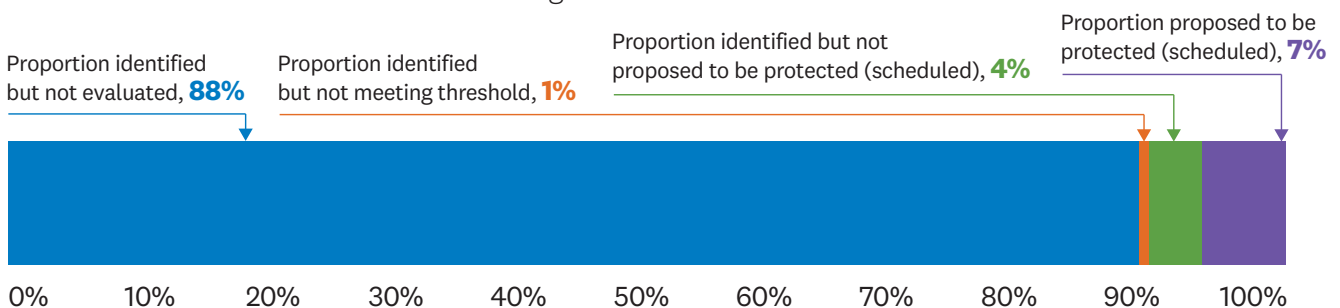


Figure 2. From identification to being added to the Schedule of Historic Heritage (2016-2021).

2 This number excludes seven places that were evaluated in 2014, but which were not proposed to be added to the Schedule of Historic Heritage until 2018

There are, however, variances in the 50 places added in terms of their geographical spread and typology. For example, 11 local boards did not have any places added to the Schedule of Historic Heritage during this time period. There is also a significant dominance of built heritage places. However, like with Indicator 1, these numbers are more reflective of the prioritisation of places more at risk than others, past priorities from legacy councils, and patterns of settlement, rather than the AUP precluding heritage protection for specific places or areas.

Reviews of the Schedule of Historic Heritage have resulted in a number of historic heritage places having their scheduling refined. These changes have

created greater consistency, resulting in a more robust Schedule of Historic Heritage, aligning identified values with management. For example, three places had their category changed (two from A to B, and one from B to A – with many more in the pipeline as a result of Plan Change 82 – Amendments to Schedule 14 Historic Heritage), 28 had their known heritage values amended, 253 had their historic heritage extent of place amended, and 15 places were removed from the schedule (12 due to places no longer meeting the threshold to be scheduled, one was a duplicate entry, and two had been destroyed by fire).



Onehunga Blockhouse (Category A historic heritage place).

Indicator 3:

Inappropriate development, subdivision, and use of significant historic heritage places, or within historic heritage areas, is avoided, remedied or mitigated.

What can the indicator tell us?

Indicator 3 relates to both objectives in B5.2, specifically how the objectives, policies and rules of the plan avoid, remedy or mitigate “inappropriate” outcomes for historic heritage places. B5.2 Policies 6 and 7 call for significant adverse effects to be avoided, and, where these effects are unavoidable, that they are remedied and mitigated.

Findings

Between November 2016 and April 2021, there were 431 resource consents relating to historic heritage. Of these, 429 (99.5 per cent) were granted and two were refused (one in 2017 for demolition of a scheduled building and one in 2018 to make modifications to a scheduled building).

Overall, for built heritage, archaeology and cemeteries, the objectives, policies and rules of the plan generally lead to avoidance, or at least mitigation or remediation, of inappropriate³ outcomes for scheduled historic heritage places. Across all types of heritage, the best outcomes came from the early engagement between the applicant and the heritage specialists, be that through informal advice and guidance or pre-application meetings.

The findings from this indicator were divided into three categories relating to different kinds of heritage.

Built heritage findings:

The great majority (around 92 per cent) of historic heritage resource consent applications relating to built heritage were supported by the council’s built heritage specialists. Most of these applications were supported following pre- or post-application meetings between applicants and the council’s heritage specialists where the application was refined to produce an appropriate heritage outcome. Many of those supported were “supported with recommended conditions”, which are measures to ensure mitigation and remediation of effects on heritage places (Figure 3). Of the eight per cent which were not supported by the council’s built heritage specialists, most were granted through a hearing process and most of the applicants had their own heritage specialist advice that differed from that of the council’s heritage specialists.



Warkworth Town Hall (Category A historic heritage place).

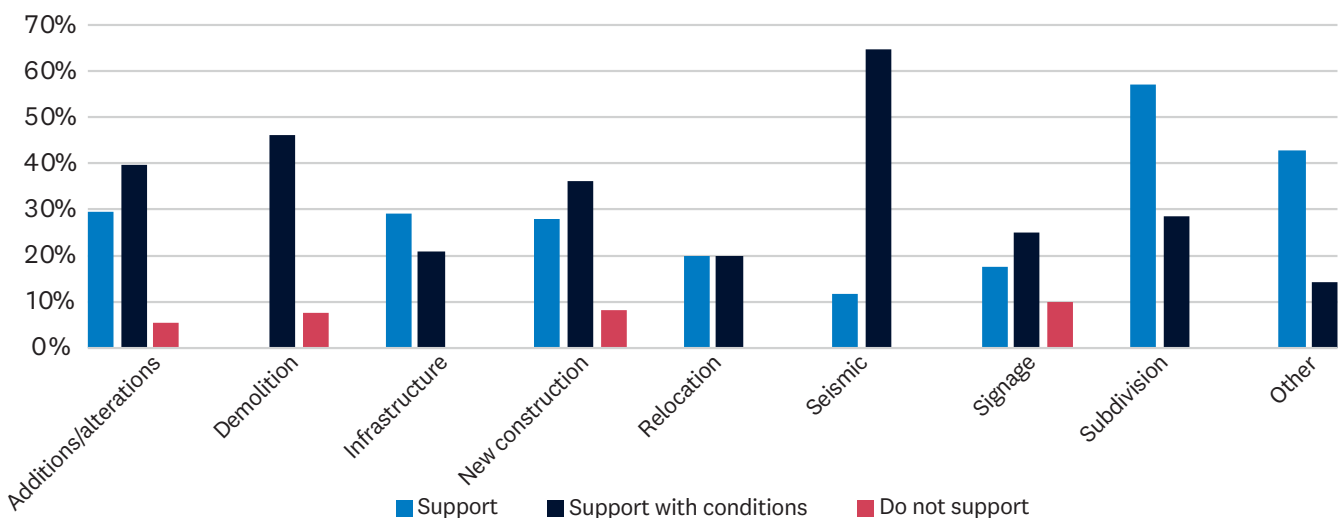


Figure 3. Breakdown of the council’s heritage specialists’ recommendations by type of historic heritage resource consent.

³ For the purposes of this monitoring report, any works described as “inappropriate” are those not supported by the advice of Auckland Council’s Heritage Unit.

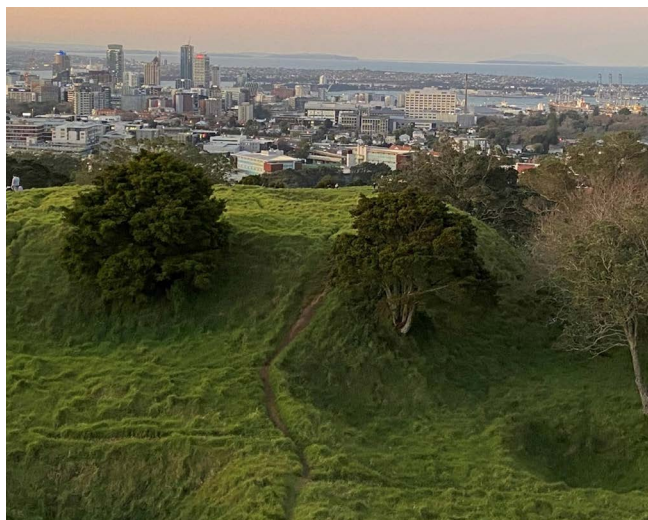
Inappropriate built heritage outcomes most often resulted from:

- inconsistencies with interpretation of plan provisions, such as interpretation of demolition percentages, when a “modification” to a building may be deemed a “new building”, and rules for historic heritage areas
- a lack of strength in some of the rules, such as controls for digital billboards on or close to scheduled historic heritage places, the status of contributing properties within historic heritage areas, cumulative effects, and demolition by neglect
- general errors/anomalies of places in the Schedule of Historic Heritage that have not yet been reviewed, which relate to extent of place, historic heritage values, exclusions, and primary features
- recommendations by consent planners, who are tasked with balancing competing considerations, which may impact heritage values.

Archaeology findings:

When the council’s heritage archaeologists are involved in applications, negative effects are generally avoided, or at least mitigated or remediated on archaeological sites. Negotiation with the applicants to refine their proposal either before or during the application process has been effective, alongside conditions and advice notes appended to consent decisions.

However, an important finding is the lack of consistent involvement in applications from the council’s heritage archaeologists. In some cases, authorities to modify or destroy an archaeological site issued under the Heritage New Zealand Pouhere Taonga Act 2014 are considered by consent planners to trump AUP policies and rules, which is not the case. This means the council’s heritage archaeologists are not consulted on



Mount Eden/Maungawhau RT1.17 (Category A* historic heritage place).

applications which may lead to inappropriate outcomes for AUP historic heritage.

In addition, the definition of archaeology in the AUP as being “pre-1900” has also become problematic (for places with both pre- and post-1900 archaeology) and led to inappropriate works on archaeological sites. A lack of clarity for archaeology provisions in historic heritage areas is also an issue.

General errors/anomalies in the Schedule of Historic Heritage can also lead to inappropriate outcomes for historic heritage, particularly relating to the identification of “additional rules for archaeological sites or features” for places in the Schedule of Historic Heritage, as well as the extent of place, historic heritage values, exclusions, and primary features.

Cemeteries findings:



St Stephen’s Chapel and cemetery (Category A historic heritage place), Parnell.

A process of working closely with applicants and stonemasons prior to lodgement has meant that the majority of proposals for cemetery restoration work are refined before they get to the resource consent stage. As a result, many do not have to go through the resource consent process, or if they do, the proposals are in keeping with the objectives and policies of the AUP.

The lack of a permitted activity standard for various activities, such as new headstones, restoration work or installing a plaque outside of the permitted activity standards (for example, a body burial with a plaque) has been problematic. An alternative process is effective, but it is time- and resource-consuming and not efficient.

The definition of archaeological sites in the AUP as “pre-1900” also makes it hard to assess and enforce archaeological rules when cemeteries have both pre- and post-1900 features.

Indicator 4

Protection, management, and conservation of historic heritage places, including retention, maintenance and adaptation, are encouraged.

What can the indicator tell us?

Indicator 4 focuses on how incentives encourage protection, management and conservation of historic heritage places before they get to the resource consent stage (noting that protection, management and conservation are encouraged during the resource consent process, as identified in the Indicator 3 findings).

Approximately three quarters of historic heritage places in the Schedule of Historic Heritage are in private ownership, which means there is a reliance on private owners to proactively maintain and conserve historic heritage for the benefit of present and future generations. Regulatory and non-regulatory incentives are ways to encourage appropriate heritage works and complement the historic heritage rules of the AUP. The AUP makes specific mention of historic heritage incentives in Chapter D17 Schedule of Historic Heritage.

For this indicator, the four main historic heritage incentives used through the AUP were examined: expert advice and guidance; grants; regulatory incentives; and resource consent fee waivers.

Findings

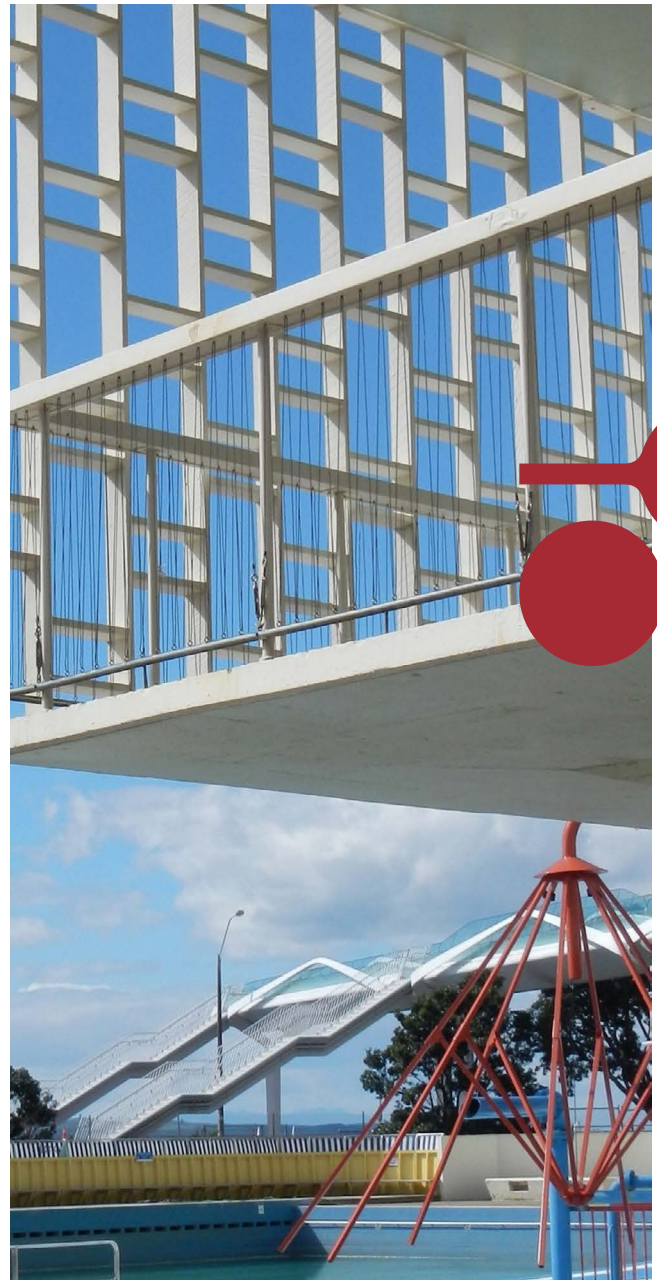
The findings show that all four incentives are overall effective in encouraging the protection, management and conservation of historic heritage places.

Free heritage advice and guidance (oral and written) can be hugely effective in encouraging good heritage outcomes (and discouraging inappropriate works to heritage). The council heritage webpage has been used increasingly often by Aucklanders. There were over 17,693 page views of the Auckland Council Heritage webpage in 2020-21. That is an increase of 38 per cent from 2019-20 and 66 per cent since 2016-17.

Through the Auckland Council regional and local board grants programmes, over \$700,000 was granted for over 140 projects between 2016 and 2021, contributing to good heritage outcomes for historic heritage places, such as conservation works, conservation plans, seismic strengthening and maintenance.

Regulatory incentives are not used as widely as other incentives but are important tools alongside other incentives. Through the AUP, resource consent

planners have the discretion to incentivise applicants to choose appropriate heritage works by granting consent to infringe development standards for underlying zones and Auckland-wide rules. Transferable development rights are another regulatory incentive that can be used to incentivise good heritage outcomes in the AUP. These regulatory incentives have been used successfully on occasion and are an effective tool to incentivise good heritage outcomes. Likewise, resource consent application fee waivers have been successfully used, particularly for cemeteries.



Parnell Baths (Category B historic heritage place).

Summary of main findings

Where is the plan performing well?

- The AUP is effective in enabling the evaluation and protection of historic heritage places through the Schedule of Historic Heritage.
- Overall, for built heritage, archaeology and cemeteries, the objectives, policies and rules of the AUP lead to inappropriate development, subdivision, and use of historic heritage places being avoided, or at least remedied or mitigated. This is especially the case when the council's heritage specialists are involved early in applications, such as through pre-application meetings.
- As a suite, the regulatory and non-regulatory incentives enabled through the AUP (especially grants), are effective in encouraging good heritage outcomes for heritage places.

Where is the plan underperforming?

Inappropriate historic heritage outcomes most often relate to:

- inconsistencies with interpretation of plan provisions, such as interpretation of demolition percentages; when a modification is a new building, and rules for historic heritage areas
- a lack of strength in some of the rules, such as controls for digital billboards on or close to scheduled historic heritage places, the status of contributing properties within historic heritage areas, cumulative effects, and demolition by neglect
- the definition of archaeology in the AUP being “pre-1900” (which is problematic for places, such as park and cemeteries, with both pre- and post-1900 archaeology)
- general errors/anomalies of places in the Schedule of Historic Heritage that have not yet been reviewed, which relate to extent of place, historic heritage values, exclusions, identification of “additional rules for archaeological sites or features”, and primary features
- a lack of permitted activity standards, such as for new headstones in scheduled cemeteries
- a lack of rules relating to B2.2 Policy 8 (adjacent development).

Recommendations from these findings are not included in this summary report. See the **technical report** for more detail and recommendations.



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ISBN: 978-1-99-110144-0 (PDF, Online).

