

Tairangahia a tua whakarere; tātakihia ngā reanga o āmuri ake nei
Honouring the past, inspiring the future

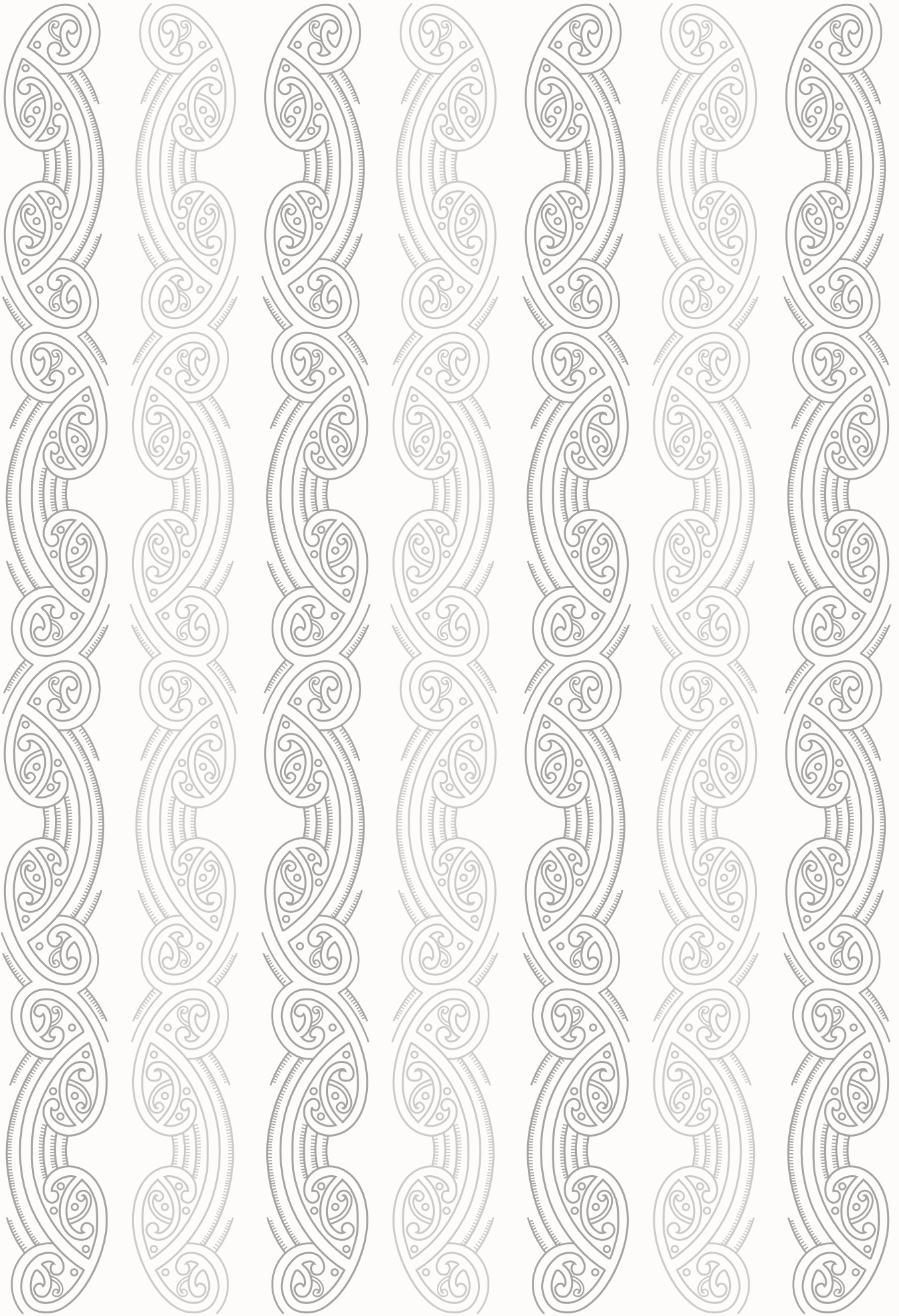
He Tauākī Kaupapahere Whānui Statements of General Policy

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HERITAGE NEW ZEALAND
POUHERE TAONGA

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Kupu Whakataki | Introduction

This document contains the five Statements of General Policy required by the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPT Act) to guide the work of Heritage New Zealand Pouhere Taonga. It comprises Statements on:

- the statutory role of advocacy (the ‘Advocacy Statement’), and
- the administration of the archaeological provisions of the HNZPT Act (the ‘Archaeology Statement’), and
- the New Zealand Heritage List/Rārangi Kōrero (the ‘List Statement’), and
- the National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu (the ‘Landmarks Statement’), and
- the historic places owned or controlled by, or vested in, Heritage New Zealand Pouhere Taonga (the ‘Properties Statement’).

About Heritage New Zealand Pouhere Taonga

Heritage New Zealand Pouhere Taonga is an autonomous Crown Entity, governed by a Board and Māori Heritage Council. It is responsible for promoting the identification, protection, preservation, and conservation of the historical and cultural heritage of Aotearoa New Zealand (‘cultural heritage’).

The Heritage New Zealand Pouhere Taonga vision is ‘Tairangahia a tua whakarere; Tātakihia ngā reanga o āmuri ake nei; Honouring the past, inspiring the future’. Our mission is ‘to provide collaborative leadership and bring meaning, life, and connection to cultural heritage places of Aotearoa New Zealand’, with the whakatauki, ‘Ko te pae tawhiti whāia kia tata, ko te pae tata whakamāua kia tīna: seek you the distant horizon to bring it close, the horizon that is close hold fast’.

How we define cultural heritage

The definition of ‘cultural heritage’ used in the Statements is provided in the glossary. Broadly speaking, cultural heritage includes the whenua, cultural landscapes, wāhi tūpuna, wāhi tapu, wāhi tapu areas, archaeological sites, heritage buildings and structures, historic areas, and other places with cultural heritage value. It is the birthright of all New Zealanders, passed on from generation to generation along with responsibilities for its care and conservation.

Why cultural heritage is important¹

Cultural heritage is important for a wide range of cultural, social, environmental, and economic reasons.

Cultural heritage increases our shared understanding and appreciation of our diverse historical and contemporary realities. Its conservation uplifts cultural identities and personal wellbeing by valuing and making transparent our shared stories and recognising and reflecting different narratives.

Conservation of Māori cultural heritage reflects obligations in te Tiriti o Waitangi/the Treaty of Waitangi.² Māori cultural heritage places are the places through which Māori connect to tūpuna, to their past, and with each other.³

Cultural heritage is part of the solution to the impact of the climate crisis. Caring for an existing, well-maintained building, structure or place, in preference to its destruction, reduces waste and carbon emissions.

Cultural heritage is a platform for economic growth and development through tourism and associated services. It can be a hub of innovation potential, weaving together knowledge and stories of the past to meet current and future needs.

¹ Information about the value of New Zealand’s heritage is available on the Heritage New Zealand Pouhere Taonga website: www.heritage.org.nz

² We refer here and throughout the Statements of General Policy to the two versions of the Treaty, the Māori language version (te Tiriti o Waitangi) and the English language version (the Treaty of Waitangi), recognising that the content of these two versions differs.

³ *Tapuwae*, Nā te Kaunihera Māori mō te Pouhere Taonga Māori, The Māori Heritage Council Statement on Māori Heritage (*Tapuwae*), Heritage New Zealand Pouhere Taonga, January 2017, p.5.

How this document and the Statements are structured

Except for the List and Landmarks Statements, each Statement comprises a separate section of this document. The List and Landmarks Statements are combined in one section because the policies are related.

Each Statement begins by setting out the improvements we are seeking to make (our strategic direction), and background information on the relevant statutory provisions and other context. All Statements then list the policies under the three high-level objectives set out below. Policies are grouped under the objective to which they most strongly relate but may also contribute to other objectives.

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage⁴

Heritage New Zealand Pouhere Taonga is a Treaty-based organisation. The HNZPT Act identifies the ways in which particular provisions of the Act recognise and respect the Crown's responsibility to give effect to te Tiriti o Waitangi/the Treaty of Waitangi.⁵ Central to fulfilling this responsibility are the provisions that continue the Māori Heritage Council and specify its functions and powers,⁶ including functions to recognise and help protect wāhi tūpuna, wāhi tapu, and wāhi tapu areas.

We give effect to Settlement legislation in our work, including through Whakaaetanga Tiaki Taonga.

Tapuwae, the Māori Heritage Council Statement on Māori Heritage, informs the work of Heritage New Zealand Pouhere Taonga, and many policies in the Statements are drawn from it.

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

Heritage New Zealand Pouhere Taonga is implementing a stakeholder engagement transformation programme to establish a more connected and sustainable cultural heritage movement. The programme will activate and champion the improvements in cultural heritage management we envisage, and inform the implementation of relevant policies.

Heritage New Zealand Pouhere Taonga works to an Organisational Engagement Framework focused on three broad groups: tangata whenua, tangata Tiriti, and the Government.⁷ These groups encompass: hapū and iwi, owners, businesses, developers, government agencies, local government authorities, corporations, societies, heritage professionals, individuals, and the public generally. We seek to act reasonably, honourably and in good faith, and to work collaboratively and in partnership founded on positive relationships. In particular, we seek to give effect to te Tiriti o Waitangi/the Treaty of Waitangi. This involves supporting and enabling tangata whenua as kaitiaki or tangata tiaki of their cultural heritage, and providing information about their cultural heritage, as well as supporting and enabling tangata whenua engagement with tangata Tiriti.

⁴ *Tapuwae*, January 2017.

⁵ The sections of the HNZPT Act that give effect to Te Tiriti o Waitangi/the Treaty of Waitangi are identified in the footnotes in each Statement of General Policy.

⁶ See HNZPT Act, part 2, subpart 2.

⁷ Our Organisational Engagement Framework is available on our website www.heritage.org.nz.

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

New Zealanders have particular ways of engaging with and conserving their heritage. These Statements reflect and develop these approaches, informed by international best practice.

In fulfilling the above objective, we recognise the importance of engaging suitably qualified and experienced heritage professionals to provide advice and undertake physical works on cultural heritage.

We recognise also the significant and growing potential of digital tools to achieve best-practice heritage outcomes and will adopt these tools as resources permit in accordance with relevant public sector policies and guidelines.

Finally, we recognise the many challenges in achieving best practice outcomes. Climate change, seismic strengthening and the growth and development of communities puts pressure on our cultural heritage, requiring creative solutions to ensure it is protected and conserved. To achieve the best possible outcomes, we consider all proposals for change on a case-by-case basis and apply a set of conservation principles, most of which are included in the HNZPT Act.

These are:

- ‘the principle that historic places have lasting value in their own right and provide evidence of the origins of New Zealand’s distinct society; and
- the principle that the identification, protection, preservation, and conservation of New Zealand’s historical and cultural heritage should—
 - take account of all relevant cultural values, knowledge, and disciplines; and
 - take account of material of cultural heritage value and involve the least possible alteration or loss of it; and
 - safeguard the options of present and future generations; and
 - be fully researched, documented, and recorded, where culturally appropriate; and
- the principle that there is value in central government agencies, local authorities, corporations, societies, tangata whenua, and individuals working collaboratively in respect of New Zealand’s historical and cultural heritage; and
- the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga.⁸

Alongside these principles, Heritage New Zealand Pouhere Taonga takes account of the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010)⁹ and other relevant charters, codes of ethics, declarations, and policies.¹⁰

⁸ HNZPT Act, section 4.

⁹ Published by ICOMOS Aotearoa New Zealand/Te Mana o Nga Pouwhenua o te Ao.

¹⁰ Including the Policy for Government Management of Cultural Heritage Places, Manatū Taonga 2022; the UNESCO World Heritage Convention 1972; and the United Nations Declaration on the Rights of Indigenous Peoples 2007.

How to interpret the Statements

The level of detail in each Statement varies. This reflects how much direction is already given on a topic by the HNZPT Act, whether another instrument (such as a reserve management plan) should provide that direction, and the amount of guidance needed to promote best practice.

Each policy has a unique number and is grouped under a relevant objective. We have numbered policies for convenience only; the numbering does not indicate the relative importance of policies. To help readers find relevant policies, we have provided headings, which do not form part of the policies. A glossary explains technical terms.

We have made every effort to ensure that the policies are consistent with the HNZPT Act. If there are any inconsistencies, the HNZPT Act will prevail.

We interpret all policies relating to Māori, iwi, and whānau as applying to Moriori, imi, and hunau, respectively.

Policies in all Statements reflect the current legislative processes and do not anticipate any legislative changes. The HNZPT Act provides for Heritage New Zealand Pouhere Taonga to 'amend a statement of general policy as necessary to adapt the statement to changing circumstances or in accordance with increased knowledge'. The processes for reviewing the Statements of General Policy apply to amending policies 'unless the Board resolves on reasonable grounds that those provisions need not be followed'.¹¹

Duty to act consistently with General Policy

Heritage New Zealand Pouhere Taonga must not act inconsistently with a Statement of General Policy unless its Board resolves on reasonable grounds that an action may be undertaken that is inconsistent with a Statement.¹²

To set the Statements in the context in which they operate, the next section of this document explains how the heritage management system works, and the roles performed by Heritage New Zealand Pouhere Taonga in that system.

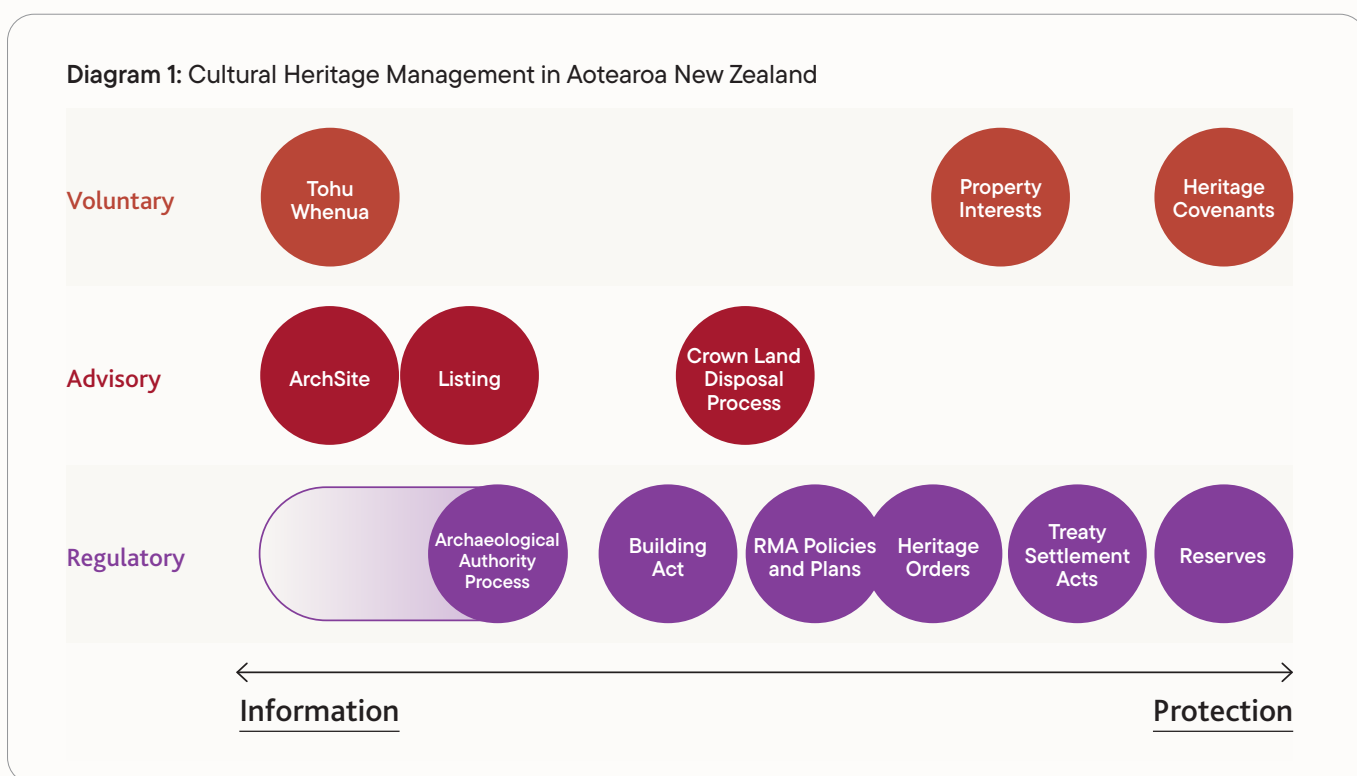
¹¹ HNZPT Act, section 18(2).

¹² HNZPT Act, section 20.

Te Pūnaha Whakahaere Taonga Tuku Iho me ngā Tauākī Kaupapahere Whānui | The Heritage Management System and the Statements of General Policy

Aotearoa New Zealand’s heritage management system has many interrelated tools managed by different parties to identify, promote, and protect cultural heritage.

One way of understanding the system is to categorise the tools based on the nature of control exercised (voluntary, advisory, or regulatory) and whether their primary purpose is to provide heritage information or protection. Viewed this way, the key tools referred to in the Statements of General Policy can be mapped as shown in Diagram 1.¹³



¹³ Diagram 1 presents the broad overall framework for cultural heritage management only. It does not map all legislation that may impact cultural heritage. Other relevant legislation includes: the Local Government Act 2002, Fast-track Approvals Act 2024, Burial and Cremation Act 1964, the Marine and Coastal Area (Takutai Moana) Act 2011, Marine Reserves Act 1971, Overseas Investment Act 2005 and Protected Objects Act 1975. We acknowledge that some legislation that provides for and impacts on heritage management is currently under review, notably the RMA.

What the tools do

The following explains the purposes of the tools shown in Diagram 1, who is responsible for them, and their relationship with the Statements of General Policy. We begin with those at the left-hand side of the diagram.

Tohu Whenua is a non-statutory visitor programme that connects people to cultural heritage sites. It enhances New Zealanders' sense of national identity by promoting significant historical and cultural sites. The programme is a partnership funded by Heritage New Zealand Pouhere Taonga, the Department of Conservation, and Manatū Taonga Ministry for Culture and Heritage.

ArchSite is the national database of recorded archaeological sites in Aotearoa New Zealand. It is operated by the New Zealand Archaeological Association in partnership with Heritage New Zealand Pouhere Taonga and the Department of Conservation.

Listing covers three related processes for recognising and communicating information about cultural heritage places:

- the New Zealand Heritage List/Rārangi Kōrero (the List): a national record of Aotearoa New Zealand's cultural heritage, compiled by Heritage New Zealand Pouhere Taonga under the HNZPT Act. Its purposes are to inform the public, notify owners, and be a source of information for the Resource Management Act 1991 (RMA), and
- the National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu (Landmarks): the statutory list of places of outstanding national heritage value, also compiled by Heritage New Zealand Pouhere Taonga under the HNZPT Act, and
- the World Heritage List: the list of places of outstanding universal value inscribed by UNESCO under the World Heritage Convention.¹⁴ Aotearoa New Zealand's interests are represented by the Department of Conservation Te Papa Atawhai (our State Party representative for the Convention) closely working with other agencies, including Heritage New Zealand Pouhere Taonga, Manatū Taonga and the New Zealand National Commission for UNESCO, Te Kōmihana Matua o Aotearoa.

Our work developing and maintaining the List and Landmarks is subject to the List and Landmarks Statements (pages 26-36).

The archaeological authority process regulates the modification of archaeological sites and imposes penalties for unauthorised modification and destruction. It both ensures that archaeological information is retrieved from sites and helps to protect them (and is therefore shown in Diagram 1 as occupying space across the information/protection scale). In some instances, the archaeological authority process facilitates early consideration of alternatives that prevent or reduce the amount of modification or destruction. The conditions that apply to archaeological authorities are critically important in ensuring that archaeological work is carried out, that it is subject to appropriate tikanga, and that archaeological information is retrieved and made available in a report. Heritage New Zealand Pouhere Taonga manages the archaeological authority process and it is subject to the Archaeology Statement (pages 20-25).

The Building Act 2004 regulates building work to ensure, among other matters, access to buildings for people with disabilities, and health and safety in the event of fires and earthquakes. It is implemented by territorial authorities. Policies developed in response to Building Act requirements are set out in the Advocacy Statement (pages 11-19).

The Crown Land Disposal process provides for Heritage New Zealand Pouhere Taonga to advise Crown agencies on conserving cultural heritage values when agencies intend to dispose of land (i.e. to transfer the title to other parties). Our advice is informed by our Advocacy Statement (pages 11-19).

¹⁴ See <https://whc.unesco.org/en/conventiontext/>. Currently, Tongariro National Park is the only site in Aotearoa New Zealand inscribed on the World Heritage List for its cultural and natural heritage values. Two other sites in Aotearoa New Zealand are inscribed for their natural values.

RMA policies and plans are prepared by local authorities and are the primary instruments through which cultural heritage is identified and protected. They comprise Regional Policy Statements, Regional Plans, Regional Coastal Plans, District Plans, and Combined Plans. RMA policies and plans must give effect to Part 2 of the RMA, which includes recognising and providing for: ‘the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga’ (section 6(e)); ‘the protection of historic heritage from inappropriate subdivision, use, and development’ (section 6(f)); and ‘the protection of protected customary rights’ (section 6(g)). Relevant policies are set out in the Advocacy Statement (pages 11-19).

Heritage orders are an RMA tool that can be used by specified parties, including local authorities, to impose protection over the cultural heritage values of individual sites and buildings. If confirmed, they are included in District Plans. There are fewer than 25 heritage orders in Aotearoa New Zealand, 16 of which were issued by Heritage New Zealand Pouhere Taonga. Relevant policies are set out in the Advocacy Statement (pages 11-19).

Property interests underpin the care and promotion of all cultural heritage places, alongside recognition of the customary interests of hapū and iwi. The responsibility for care of heritage places sits with owners and managers, whether hapū and iwi, the Department of Conservation, local government, trusts, companies, or other parties or individuals. Heritage New Zealand Pouhere Taonga manages 45 of Aotearoa New Zealand’s important cultural heritage places. The policies that apply to the Heritage New Zealand Pouhere Taonga properties are set out in the Properties Statement (pages 37-43).

Treaty Settlement Acts address the Crown’s breaches of te Tiriti o Waitangi/the Treaty of Waitangi and reset the relationship between the Crown and iwi. Each Act includes an agreed historical account of Treaty breaches and the Crown’s apology, as well as statutory acknowledgements (acknowledgements by the Crown of the cultural, spiritual, historical, and traditional association of an iwi with specified areas). They must be recognised in the administration of other Acts, including the HNZPT Act, and they are especially relevant in implementing the archaeological authority process subject to the Archaeology Statement (pages 20–25).

Heritage covenants are legal agreements between Heritage New Zealand Pouhere Taonga and owners that set out how cultural heritage values will be protected. Usually, they are registered on land titles with the intention that they remain in place in perpetuity. Other types of covenants can also protect cultural heritage values (e.g. QEII covenants). The content of heritage covenants is informed by relevant policies in our Advocacy Statement (pages 11-19).

Reserves are land set aside for special purposes, and are established under the Reserves Act 1977, which is administered by the Department of Conservation. Many of the properties managed by Heritage New Zealand Pouhere Taonga are historic reserves, and the Minister of Conservation has delegated to the Board of Heritage New Zealand Pouhere Taonga the ability to approve reserve management plans for them. Relevant policies for all our properties are set out in the Properties Statement (pages 37-43).

Tauākī Hapahapai | Advocacy Statement

Strategic context

The Advocacy Statement seeks to drive a step-change in heritage conservation and protection by proactively:

- communicating and promoting the value of Aotearoa New Zealand's cultural heritage and passing on that mātauranga/knowledge to future generations, and
- influencing and delivering more effective recognition, conservation, and protection of cultural heritage, and
- leading heritage advocacy with whānau, hapū, iwi, local authorities, communities, and groups, including heritage partners such as Historic Places Aotearoa, ICOMOS Aotearoa NZ, and the New Zealand Archaeological Association.¹⁵

Background

This Statement of General Policy covers the two advocacy functions of Heritage New Zealand Pouhere Taonga:

- to advocate the conservation and protection of historic places, historic areas, wāhi tūpuna, wāhi tapu, and wāhi tapu areas,¹⁶ and
- to advocate the interests of Heritage New Zealand Pouhere Taonga and the Māori Heritage Council so far as they relate to matters of Māori heritage at any public or Māori forum.¹⁷

We recognise the full breadth of cultural heritage in exercising our advocacy role, including the historic character of landscapes, townscapes, suburbs, precincts and streetscapes, and the settings that contribute context and meaning to cultural heritage.

The HNZPT Act provides that in performing its advocacy powers, Heritage New Zealand Pouhere Taonga 'must recognise the interests of an owner, as far as those interests are known, in a particular historic place, historic area, wāhi tūpuna, wāhi tapu or wāhi tapu area'.¹⁸

There is a strong need for a step-change in heritage conservation and protection. Reviews of protection of cultural heritage under the RMA show uneven performance throughout Aotearoa New Zealand, and especially poor levels of protection for Māori cultural heritage.¹⁹

This Statement guides our work offering technical conservation advice and participating in resource consent processes and government policy development.²⁰ It encompasses activity under a wide range of legislation (see Diagram 1 on page 8), but especially the environmental and land-use legislation that currently regulates protection of cultural heritage²¹

It sets the standards we expect of ourselves and others. The policies focus on setting priorities for our work, ensuring early input, recognising Māori values, working with others, acting on sound information, and delivering outcomes.

¹⁵ There are too many heritage groups and partners to name them all. Those that made submissions on the Statements of General Policy include the Civic Trust Auckland, DOCOMOMO New Zealand, Heritage South Charitable Trust, Petone Historical Society and Southern Heritage Trust.

¹⁶ HNZPT Act, section 13(1)(c).

¹⁷ HNZPT Act, section 27(1)(i).

¹⁸ HNZPT Act, section 14(2).

¹⁹ See the National Assessment of RMA Policies and Plans (Heritage Provisions) published by Heritage New Zealand Pouhere Taonga, available at www.heritage.org.nz.

²⁰ Legislative reform processes are ongoing, notably to the RMA. While the Statement of General Policy is operative, we expect there will be opportunities to participate in these reforms.

²¹ At the time of writing (2025) a RMA reform process is underway. Policies in all Statements reflect the current legislative provisions and do not seek to anticipate any future legislative changes. The HNZPT Act provides for HNZPT to 'amend a statement of general policy ... as necessary to adapt the statement to changing circumstances or in accordance with increased knowledge'. The processes for reviewing Statements of General Policy apply to amending policies 'unless the Board resolves on reasonable grounds that those provisions need not be followed'.

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi²² and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage

Recognising all values

- 1.1 Heritage advocacy by Heritage New Zealand Pouhere Taonga recognises the relationships of people to places in understanding Aotearoa New Zealand's bicultural history and communicates this mātauranga/knowledge, especially to children and younger New Zealanders to pass on to future generations.
- 1.2 Heritage New Zealand Pouhere Taonga recognises the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga, including the exercise of kaitiakitanga, and advocates strongly for the understanding and protection of values assigned to cultural heritage through these relationships.

Working with hapū and iwi

- 1.3 Heritage New Zealand Pouhere Taonga works with hapū and iwi to:
 - a) assist in realising hapū and iwi aspirations to restore an active living presence on sites of significance, and
 - b) assist in identifying, recording, and protecting Māori cultural heritage places, including those that are archaeological in nature, and
 - c) advocate to local authorities and others for the protection of Māori cultural heritage places, including those that are archaeological in nature, as appropriate.
- 1.4 Heritage New Zealand Pouhere Taonga works with hapū and iwi to identify Māori built cultural heritage that is at risk and provides conservation advice, assistance, and training in built heritage conservation.²³
- 1.5 Heritage New Zealand Pouhere Taonga has regard to tikanga ā hapū and tikanga ā iwi when consulting with hapū and iwi.
- 1.6 Heritage New Zealand Pouhere Taonga supports hapū and iwi in their applications to external funders for conservation work on cultural heritage on a case-by-case basis.

Recognising Iwi Management Plans

- 1.7 Heritage New Zealand Pouhere Taonga acknowledges and recognises the policies and other provisions in Iwi Management Plans for cultural heritage.
- 1.8 Heritage New Zealand Pouhere Taonga encourages applicants for resource consents and building consents that may affect Māori cultural heritage places to take account of the principles of te Tiriti o Waitangi/the Treaty of Waitangi, relevant Iwi Management Plans and Treaty Settlements.

²² In order to recognise and respect the Crown's responsibility to give effect to te Tiriti o Waitangi/the Treaty of Waitangi, the HNZPT Act provides that Heritage New Zealand Pouhere Taonga has the functions and powers set out in sections 13(1)(c) and 27(1)(i).

²³ The Māori Built Heritage Programme run by Heritage New Zealand Pouhere Taonga assists whānau, hapū, iwi and marae to preserve whareniui, waharoa, wharekai, whare karakia, pātaka, pou haki, tohu whakamaharatanga, waka and other forms of Māori built heritage.

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

Setting priorities

- 1.9 Heritage New Zealand Pouhere Taonga sets priorities for its advocacy work after considering:
- a) the potential impact on cultural heritage locally, regionally, nationally, and internationally, and
 - b) how to make the greatest difference to the broadest range of stakeholders, and
 - c) in the case of individual places:
 - i) their relative cultural heritage significance or value as indicated by entry on the List and status as a Landmark, or other formal identification of cultural heritage significance or value such as a District Plan or Regional Coastal Plan schedule, and
 - ii) the need to support local authorities in their work to protect and conserve cultural heritage places, and
 - iii) the importance of consulting with and supporting hapū, iwi, and communities to conserve at-risk heritage as resources permit.

Early engagement

- 1.10 Heritage New Zealand Pouhere Taonga seeks to engage proactively and early on proposed changes to cultural heritage, including planning processes such as Plan changes and consent applications.
- 1.11 Heritage New Zealand Pouhere Taonga engages collaboratively with tangata whenua, tangata Tiriti, government agencies and owners, acting reasonably, honourably, and in good faith in the interests of promoting and conserving Aotearoa New Zealand's cultural heritage.

No surprises

- 1.12 Heritage New Zealand Pouhere Taonga endeavours to advise owners, hapū, and iwi, where relevant, when it proposes to advocate for cultural heritage to be included on a District Plan or Regional Coastal Plan schedule or for more stringent Plan objectives, policies, and rules.

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

Advocating for all cultural heritage

- 1.13 Heritage New Zealand Pouhere Taonga recognises intangible connections to cultural heritage and advocates for these connections to be maintained.
- 1.14 Heritage New Zealand Pouhere Taonga recognises and advocates for the conservation of cultural heritage in all its forms, including the historic character of landscapes, townscapes, suburbs, precincts and streetscapes, and the settings that contribute context and meaning to cultural heritage.

Incentivising cultural heritage conservation²⁴

- 1.15 Heritage New Zealand Pouhere Taonga recognises the significant costs of conserving cultural heritage expended by owners in the public interest and accordingly advocates for:
- a) local authorities to provide incentives for cultural heritage conservation, including rates relief, loans and grants, fee waivers, and dispensations from planning provisions where this would result in better heritage outcomes, and
 - b) public bodies, including central government agencies, to provide financial support for owners, and
 - c) the creation of contestable funds for significant at-risk cultural heritage.
- 1.16 Heritage New Zealand Pouhere Taonga supports applications to external funders for cultural heritage conservation work on a case-by-case basis.

Risk management

- 1.17 Heritage New Zealand Pouhere Taonga advocates for:
- a) collaborative engagement with hapū and iwi, owners, and local authorities to identify, mitigate, and manage risks, and
 - b) best practice risk management, including seismic strengthening, fire protection, erosion, and flood control works in accordance with Policies 1.36 and 1.37, and
 - c) the provision of public funding and incentives to assist with planning for and implementation of risk management and mitigations.

Climate change response and sustainability

- 1.18 Heritage New Zealand Pouhere Taonga contributes strongly to collaborative action with relevant agencies to implement Aotearoa New Zealand's National Adaptation Plan,²⁵ or any successor central government plan, including research, developing a framework to assess the exposure and vulnerability of cultural heritage, and producing guidance on risk management.
- 1.19 In addition to the collaborative action under the above Policy (1.18), Heritage New Zealand Pouhere Taonga works with hapū, iwi, and communities to:
- a) promote understanding that retaining, using, and conserving heritage buildings and structures is the greenest (most environmentally sustainable) of approaches to development because conservation reduces waste and carbon emissions, and
 - b) identify, map, understand, and help mitigate the effects of climate change on cultural heritage and take remedial action, where possible, and
 - c) promote the sustainable management of buildings and traditional building materials, including traditional resources for Māori built cultural heritage, and
 - d) promote archaeological outcomes in public programmes and projects that address climate change.

²⁴ Heritage New Zealand Pouhere Taonga administers its own fund, the National Heritage Preservation Incentive Fund, in accordance with the policy set by the Minister for Arts, Culture and Heritage.

²⁵ Ministry for the Environment. 2022. *Aotearoa New Zealand's first national adaptation plan*. Wellington. Ministry for the Environment. <https://environment.govt.nz/publications/aotearoa-new-zealands-first-national-adaptation-plan/>

Earthworks and cultural heritage places with archaeological values

1.20 Heritage New Zealand Pouhere Taonga advocates for:

- a) recognising archaeological sites and making people aware of them, where appropriate, and
- b) avoiding the disturbance of archaeological sites, and
- c) scheduling and protecting archaeological sites and cultural landscapes in District Plans and Regional Coastal Plans, where appropriate, and
- d) the use of appropriate Accidental Discovery Protocols when an archaeologist has determined that an archaeological authority is not required,²⁶ and
- e) technical notes in District Plans and Regional Coastal Plans and advice notes in resource consents that highlight the legal requirements of the archaeological authority process.

Burial places and places of remembrance

1.21 Heritage New Zealand Pouhere Taonga recognises the enduring cultural heritage value of all urupā, graveyards, graves, and final resting places of the peoples of Aotearoa New Zealand and advocates for their protection (see Policies 2.8-2.11, and 3.13).

1.22 Heritage New Zealand Pouhere Taonga recognises that the meaning and value that individuals and communities ascribe to places created or reserved for remembrance (such as rua kōiwi, rākau kōiwi, wāhi tapu, wāhi tūpuna, memorials, monuments, and statues) can vary widely and may change over time.

1.23 Heritage New Zealand Pouhere Taonga encourages the recognition of all views and perspectives of places created or reserved for remembrance – historic and contemporary.

National direction and planning documents

1.24 Heritage New Zealand Pouhere Taonga advocates for national direction in heritage management through planning documents and guidance prepared under the RMA, including the development of a National Policy Statement under the RMA.

1.25 Heritage New Zealand Pouhere Taonga advocates that local authorities recognise and provide for heritage protection by setting strong objectives and policies, and appropriate rules, that provide for the provisions set out in Policies 1.26-1.29 to the extent applicable in each region and district.

Scheduling in District Plans and Regional Coastal Plans

1.26 Heritage New Zealand Pouhere Taonga advocates for the Māori heritage values of all places and the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga to be acknowledged as appropriate to hapū and iwi.

1.27 Heritage New Zealand Pouhere Taonga advocates that the criteria in section 66(1) of the HNZPT Act should be used as the basis for scheduling historic places and historic areas in plans, and the relevant requirements in the HNZPT Act should be the basis for scheduling wāhi tūpuna, wāhi tapu, and wāhi tapu areas.

1.28 Heritage New Zealand Pouhere Taonga advocates that local authorities work with hapū and iwi to identify, schedule, and protect significant archaeological sites in District Plans and Regional Coastal Plans, and recognise ArchSite as a source of information on archaeological sites for resource management planning.

²⁶ This is not a substitute for protecting sites or for applying for archaeological authorities when required under the HNZPT Act.

Activity status

1.29 Heritage New Zealand Pouhere Taonga advocates for at least the following minimum levels of control for scheduled cultural heritage²⁷ and sites and areas of significance to Māori, and supports higher standards as appropriate:

| Activity | Minimum activity status |
|--|---|
| Demolition and destruction | Non-complying for higher-ranked cultural heritage,* otherwise discretionary |
| Subdivision | Discretionary or restricted discretionary |
| New structures within scheduled sites, including in historic areas | Discretionary or restricted discretionary |
| Alterations and additions | Restricted discretionary |
| Relocation | Restricted discretionary if at risk, otherwise non-complying or discretionary for higher-ranked cultural heritage* that is being relocated beyond the heritage setting |
| Signs | Restricted discretionary, discretion being limited to design issues such as location and attachment to heritage fabric |
| Restoration | Controlled |
| Seismic strengthening, fire protection, and accessibility upgrades | Permitted if no adverse effects on cultural heritage Restricted discretionary for higher-ranked cultural heritage* where activities will destroy significant heritage fabric or be highly visible Controlled for all other work |
| Earthworks ²⁸ | Permitted if no adverse effects on cultural heritage Discretionary or restricted discretionary for all other works |
| Maintenance and repair | Permitted, with performance standards |

*The phrase 'higher-ranked cultural heritage' refers to Category 1 historic places, historic areas, wāhi tūpuna, wāhi tapu, and wāhi tapu areas on the New Zealand Heritage List/Rārangi Kōrero and other cultural heritage with top-level rankings in District Plans and Regional Coastal Plans.

²⁷ The RMA uses the term 'historic heritage'.

²⁸ With the exception of earthworks regulated by a National Environmental Standard.

Heritage orders

1.30 Heritage New Zealand Pouhere Taonga considers issuing notices of requirement for heritage orders in exceptional circumstances only, that is when the Board and Māori Heritage Council determine that:

- a) the cultural heritage under threat is of exceptional significance or value, and
- b) all other efforts to ensure protection have been attempted and failed, and
- c) the financial implications, including possible compensation, can be met without jeopardising other key organisational priorities.

Demolition and destruction

1.31 Heritage New Zealand Pouhere Taonga opposes the demolition or destruction of significant cultural heritage unless there are exceptional circumstances, including those in which the cultural heritage poses a serious risk to safety and interim protection works would not sufficiently reduce risks.

Demolition by neglect

1.32 Heritage New Zealand Pouhere Taonga advocates for:

- a) cultural heritage to be cared for, used, and well-maintained, and
- b) regulatory measures and incentives to prevent demolition by neglect (see Policies 1.15-1.16)

Adaptive reuse

1.33 Heritage New Zealand Pouhere Taonga encourages the adaptation of cultural heritage to new uses (adaptive reuse) where:

- a) the original purposes are no longer viable, and
- b) the new use is compatible with the conservation of the cultural heritage values of the place, and
- c) any additions and alterations comply with Policy 1.34 below.

Alterations and additions

1.34 Heritage New Zealand Pouhere Taonga supports additions and alterations required for adaptive and continuing use of cultural heritage that:

- a) respect the cultural heritage values and the fabric of the cultural heritage place and its setting, and
- b) are distinguishable as new work, and
- c) avoid inappropriate contrasts, and
- d) avoid dominating or substantially obscuring heritage form and fabric, and
- e) are substantially reversible where possible, and
- f) are fully documented, and
- g) are undertaken in accordance with the relevant professional standards and conservation principles, and
- h) are informed by appropriate consultation.

Reconstruction

1.35 Heritage New Zealand Pouhere Taonga may support and advocate for the reconstruction of cultural heritage on a case-by-case basis having considered:

- a) the extent to which the original fabric still exists, and
- b) whether intangible values remain and are significant, and
- c) whether there is sufficient evidence to reconstruct the cultural heritage without significant conjecture, and
- d) whether reconstruction has the support of hapū, iwi, and the community as appropriate.

Seismic strengthening, fire protection, building efficiency, and accessibility upgrades

1.36 Heritage New Zealand Pouhere Taonga supports and advocates for health and safety-related alterations to cultural heritage that respect heritage values, including seismic strengthening, fire protection, thermal and other building efficiency upgrades, and upgrades to improve access for people with disabilities.

1.37 Heritage New Zealand Pouhere Taonga considers the following when assessing design proposals for health and safety-related work and to improve access for people with disabilities:

- a) the extent to which the alterations protect architectural or design elements that contribute to the cultural heritage values, and
- b) potential effects on archaeological sites, and
- c) whether original and other significant fabric is protected as far as practicable, and
- d) whether existing form is retained, or an element is reinstated to a known earlier form, and
- e) whether the physical and visual impact of additions is minimised and sympathetic.

New structures

1.38 Heritage New Zealand Pouhere Taonga does not support any development activity on significant archaeological sites, including urupā and pā, other than in exceptional circumstances, including the enhancement or protection of cultural heritage values (see Policy 2.25).

1.39 Heritage New Zealand Pouhere Taonga assesses whether to support new structures on cultural heritage sites, other than urupā and pā, having considered:

- a) how values of significance to hapū, iwi, and communities are affected or enhanced and/or may be provided for, and
- b) compatibility with the form and fabric, architectural style, character, and scale of the site, structure, and setting, and
- c) the ability of hapū and iwi to access and use the site for karakia and customary activities, and any loss of cultural heritage values.

(see Policy 2.25).

Relocation and managed retreat

1.40 Heritage New Zealand Pouhere Taonga gives priority to retaining cultural heritage on original sites but may support the relocation of cultural heritage where:

- a) in the case of marae buildings, hapū, iwi, and hapori Māori have decided on relocation and control the process of relocation, or
- b) it is not possible to retain the cultural heritage in its original setting, and
- c) the relocation site is compatible with the values of the cultural heritage, and
- d) the condition and long-term risks to the proposed relocation site are understood (to safeguard long-term survival), and
- e) provision is made to recognise the remaining site and its significance or value.

Interpreting cultural heritage

1.41 Heritage New Zealand Pouhere Taonga encourages the interpretation of cultural heritage, including when physical evidence has been irretrievably lost or relocated to another setting, and where interpretation may include digital story-telling and other cultural forms of transmitting knowledge.

Modifying practice in exceptional circumstances

1.42 Heritage New Zealand Pouhere Taonga recognises that in a national or local emergency, health and safety provisions in relevant legislation may override the policies in this Advocacy Statement.

Monitoring and evaluation

1.43 Heritage New Zealand Pouhere Taonga encourages local authorities to monitor their own performance in managing cultural heritage.

1.44 Periodically, Heritage New Zealand Pouhere Taonga will publish an assessment of local authority performance in heritage management against the policies in this Statement and will work with local authorities to improve performance if needed.

Recovering costs

1.45 Heritage New Zealand Pouhere Taonga may recover some or all the costs it incurs in providing advocacy functions and services if:

- a) Heritage New Zealand Pouhere Taonga develops and regularly reviews a charging regime having regard to relevant public sector guidelines, relevant public service direction, and Regulations, and
- b) key stakeholders are consulted on the proposed charging regime before it is introduced.

Tauākī Mātai Whaipara | Archaeology Statement²⁹

Strategic context

The Archaeology Statement seeks to strengthen the management of Aotearoa New Zealand's archaeological heritage by:

- leveraging the Advocacy Statement to protect cultural heritage places that have archaeological values, and
- focusing on full compliance with the archaeological authority process and realising its potential to both achieve protection and contribute to knowledge of Aotearoa New Zealand's past, and
- providing information recovered from sites and through research and recording to hapū, iwi, and communities, where appropriate, and
- delivering professional leadership in archaeological practice working with hapū, iwi, the New Zealand Archaeological Association, archaeologists, and others.

Background

The archaeological authority (consenting) process in the HNZPT Act regulates the modification of archaeological sites and imposes penalties for unauthorised modification and destruction.

Heritage New Zealand Pouhere Taonga recognises that the places the HNZPT Act defines as 'archaeological sites' are foremost cultural heritage places with archaeological values. When sites are of interest to Māori, we give priority to ensuring that Māori cultural values and relationships are respected, including tikanga and kaitiakitanga practices.

Our priority is to promote the protection of cultural heritage places, including places that meet the HNZPT Act's definition of an archaeological site. When, despite best efforts, protection cannot be achieved, the archaeological authority process ensures that valuable information can be generated and made available to hapū, iwi, and communities as appropriate. The conditions that are applied to archaeological authorities ensure that archaeological work is carried out in accordance with accepted archaeological practice, that it is subject to appropriate tikanga, that archaeological information is retrieved, and that reports are produced. A critically important outcome is the enhancement of kōrero tuku iho and our understanding of aspects of the history of Aotearoa New Zealand.

In compliance with the HNZPT Act, we ensure that our decisions on applications for archaeological authorities are based on all the available information, and we consider the interests of hapū and iwi, applicants, landowners, and others who are directly affected.

²⁹ This Statement applies to the administration of archaeological sites under subparts 2 (Archaeological sites) and 3 (Emergency authorities) of part 3 and subpart 2 (National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu) of part 4 of the HNZPT Act.

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi³⁰ and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage

Recognising and protecting Māori cultural heritage values

2.1 Heritage New Zealand Pouhere Taonga promotes:

- a) early, ongoing, and meaningful involvement of hapū and iwi in proposals affecting Māori heritage places that are archaeological in nature, and
- b) collaboration between hapū, iwi, and archaeologists to ensure archaeology is carried out in a culturally appropriate manner.

2.2 When determining archaeological authorities Heritage New Zealand Pouhere Taonga considers the kōrero and mātauranga Māori associated with an area alongside archaeological assessments of sites.

2.3 Heritage New Zealand Pouhere Taonga takes an inclusive approach to consultation within the area of another hapū or iwi by:

- a) recognising and acknowledging the mana whenua status of hapū and iwi in the first instance,³¹ and
- b) working with other parties who have a demonstrable association with particular sites.

2.4 Heritage New Zealand Pouhere Taonga encourages applicants for archaeological authorities that affect sites of interest to Māori to submit protocols on agreed cultural processes that comply with the HNZPT Act.

2.5 Where iwi, hapū, and communities of interest wish to do so, Heritage New Zealand Pouhere Taonga works with them to develop ways of understanding, interpreting, researching, and communicating information derived from work undertaken as part of an archaeological authority.

2.6 Heritage New Zealand Pouhere Taonga is guided by tikanga ā hapū and tikanga ā iwi when consulting with hapū and iwi.

Avoiding damage and modification of sites

2.7 Heritage New Zealand Pouhere Taonga promotes early, ongoing, and meaningful engagement with applicants to consider ways of avoiding or minimising the modification or destruction of archaeological sites.

Kōiwi tangata

2.8 Heritage New Zealand Pouhere Taonga works closely with whānau and hapū, applicants, archaeologists, and landowners to develop management processes when archaeological work authorised by an archaeological authority may affect known kōiwi tangata.

2.9 When discovery of kōiwi tangata Māori is reported, Heritage New Zealand Pouhere Taonga:

- a) notifies hapū and whānau, and
- b) supports tikanga Māori advised by hapū and whānau, and
- c) supports whānau, hapū, and kaitiaki to make decisions on the treatment of kōiwi tangata Māori through the provision of information, advice, and expertise on recovery and reburial.

³⁰ In order to recognise and respect the Crown's responsibility to give effect to te Tiriti o Waitangi/the Treaty of Waitangi, the HNZPT Act provides in section 7(f) for the measures that are appropriate to support processes and decisions relating to sites that are of interest to Māori or to places on Māori land in the relevant sections of the HNZPT Act relating to archaeological authorities (i.e. sections 46, 49, 51, 56-57, 62 and 64).

³¹ Heritage New Zealand Pouhere Taonga does not seek to ascribe mana whenua status.

- 2.10 Kōiwi tangata uncovered in the course of archaeological work or through erosion of land will not be held at any Heritage New Zealand Pouhere Taonga office or property.
- 2.11 Heritage New Zealand Pouhere Taonga encourages hapū and iwi to develop protocols that can apply to sites with multiple burials and urupā.

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

New Zealand Archaeological Association

- 2.12 Heritage New Zealand Pouhere Taonga recognises and supports the New Zealand Archaeological Association Site Recording Scheme as the national inventory of archaeological sites.

Building awareness

- 2.13 Heritage New Zealand Pouhere Taonga engages with local authorities, property developers, and other organisations that often undertake works that affect archaeological sites to increase awareness of the protected status of archaeological sites and the archaeological authority process.

Making information accessible and relatable

- 2.14 Archaeological reports submitted with archaeological authority applications and in compliance with authority conditions are made publicly available on the Heritage New Zealand Pouhere Taonga website (www.heritage.org.nz), subject to policy 2.15 below.
- 2.15 Heritage New Zealand Pouhere Taonga redacts sensitive material, including material that is sensitive for cultural, privacy, and commercial reasons, before making reports available to the public.
- 2.16 Heritage New Zealand Pouhere Taonga requires archaeological authority holders to ensure that all relevant directly affected parties have been provided with the opportunity to review archaeological reports submitted in fulfilment of authority conditions, and that they are aware that reports will be made available on the Heritage New Zealand Pouhere Taonga website.
- 2.17 Heritage New Zealand Pouhere Taonga promotes interpretation of the information in archaeological reports to as wide an audience as possible, where appropriate, and encourages hapū and iwi, authority holders, and archaeological consultants to promote that knowledge.
- 2.18 Heritage New Zealand Pouhere Taonga works with hapū and iwi, the New Zealand Archaeological Association and other heritage groups to promote the identification, importance, and protection of cultural heritage places with archaeological values, and to increase understanding of archaeological practice.

Climate change response

- 2.19 Consistent with Advocacy Policy 1.19, Heritage New Zealand Pouhere Taonga will work with hapū, iwi, and communities to map sites with archaeological values, monitor the effects of climate change, and promote remedial action where possible.
- 2.20 Consistent with Advocacy Policy 1.19, Heritage New Zealand Pouhere Taonga works with hapū, iwi, and communities to promote archaeological outcomes in public programmes and projects that address climate change.
- 2.21 Heritage New Zealand Pouhere Taonga supports the recovery of archaeological information where in situ preservation is not, or may not be, possible because of climate change.

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

Best practice

2.22 Heritage New Zealand Pouhere Taonga will lead and contribute to the development of archaeological best practice through its collaborations with iwi and hapū, the New Zealand Archaeological Association, archaeological consultants and universities.

Processing archaeological authority applications

2.23 Heritage New Zealand Pouhere Taonga promotes the preservation of the archaeological heritage of New Zealand by:

- a) exploring practical alternatives to avoid or limit the modification and destruction of archaeological sites, and advocating for the retention of in situ archaeological deposits, where practicable, and
- b) preserving information where in situ preservation of sites is not possible.

2.24 Heritage New Zealand Pouhere Taonga advocates that archaeological investigations minimise alteration or loss so far as is reasonably practicable, and leave some of the archaeological archive undisturbed unless it is accepted that destruction is inevitable because of development or natural processes.

2.25 Heritage New Zealand Pouhere Taonga does not support damage to significant archaeological sites, including urupā and pā, other than in exceptional circumstances, including the enhancement or protection of cultural heritage values (see also Policy 1.39).

2.26 Heritage New Zealand Pouhere Taonga imposes conditions on archaeological authorities that are proportionate to the effects on values, potentially including requirements to:

- a) notify Heritage New Zealand Pouhere Taonga of start and finish dates of on-site archaeological work, and
- b) brief contractors and hapū and iwi representatives, and
- c) follow appropriate processes if kōiwi tangata are encountered (see Policies 2.8-2.11), and
- d) follow relevant legal processes if taonga are encountered, and
- e) carry out archaeological work in accordance with tikanga so long as other conditions of authorities are met, and
- f) comply with management plans, site instructions, and research strategies, and
- g) undertake archaeological monitoring of earthworks, archaeological investigation, recording and analysis, and recording of buildings and structures as appropriate to the application, and
- h) update New Zealand Archaeological Association Site Record Forms in ArchSite, and
- i) produce archaeological reports in accordance with the Heritage New Zealand Pouhere Taonga Archaeological Report Guidelines³² and provide reports to directly affected parties, including hapū and iwi.

2.27 Heritage New Zealand Pouhere Taonga recognises that knowledge about archaeological sites, methods, and values will continue to develop over time, and takes this into account when deciding whether an archaeological authority is required and what conditions should be imposed.

³² <https://hznpt-rpod-assets.azureedge.net/nhcl250a/ags12-guideline-for-archaeological-reports-1.pdf>

Approval of person to undertake the archaeological work

2.28 When considering whether to approve a person for archaeological work, Heritage New Zealand Pouhere Taonga evaluates:

- a) the person's skill and competency based on their adherence to accepted archaeological practice; and
- b) cultural competence in working with tangata whenua, as indicated by consultation with kaitiaki; and
- c) proven experience in carrying out similar archaeological work; and
- d) their track record in delivering archaeological reports required by archaeological authority conditions.³³

Emergency archaeological authorities

2.29 Heritage New Zealand Pouhere Taonga will continue to process applications for emergency archaeological authorities lodged after the initial 12-month period specified in the HNZPT Act, as appropriate in the circumstances.³⁴

Buildings, structures, and ruins

2.30 For the purpose of the archaeological authority process, Heritage New Zealand Pouhere Taonga interprets a building to be a structure that is fully enclosed and intended for occupation by any person, animal, machinery, or chattel.

2.31 For the purpose of the archaeological authority process, Heritage New Zealand Pouhere Taonga regards the ruins of built fabric to be included in the definition of a structure.

2.32 For the purpose of the archaeological authority process, Heritage New Zealand Pouhere Taonga regards the demolition of a pre-1900 building as the destruction of the whole of the building by means of the removal of pre-1900 elements in one or a series of related actions.

Notification of Manatū Taonga and New Zealand Archaeological Association

2.33 In addition to the parties specified in the HNZPT Act, Heritage New Zealand Pouhere Taonga notifies the grant of an archaeological authority and its conditions to Manatū Taonga to assist in administering the Protected Objects Act 1975 and to the New Zealand Archaeological Association to update its records.

Archaeological archive

2.34 Heritage New Zealand Pouhere Taonga requires archaeological authority holders to involve hapū and iwi in the authority process³⁵ and activities fulfilling the authority conditions, including archaeological excavation and reporting, for an authority that relates to a site of interest to Māori.

2.35 Heritage New Zealand Pouhere Taonga expects archaeological authority holders and archaeologists to develop processes with hapū and iwi or landowners to retain and dispose of the archaeological archive.

2.36 Heritage New Zealand Pouhere Taonga expects applicants for archaeological authorities to submit plans to curate the archaeological archive, and to implement these plans if an archaeological authority is granted, if appropriate.

³³ HNZPT Act, section 45.

³⁴ HNZPT Act, section 60(2).

³⁵ The archaeological authority process includes the authority application, and reporting requirements.

Compliance

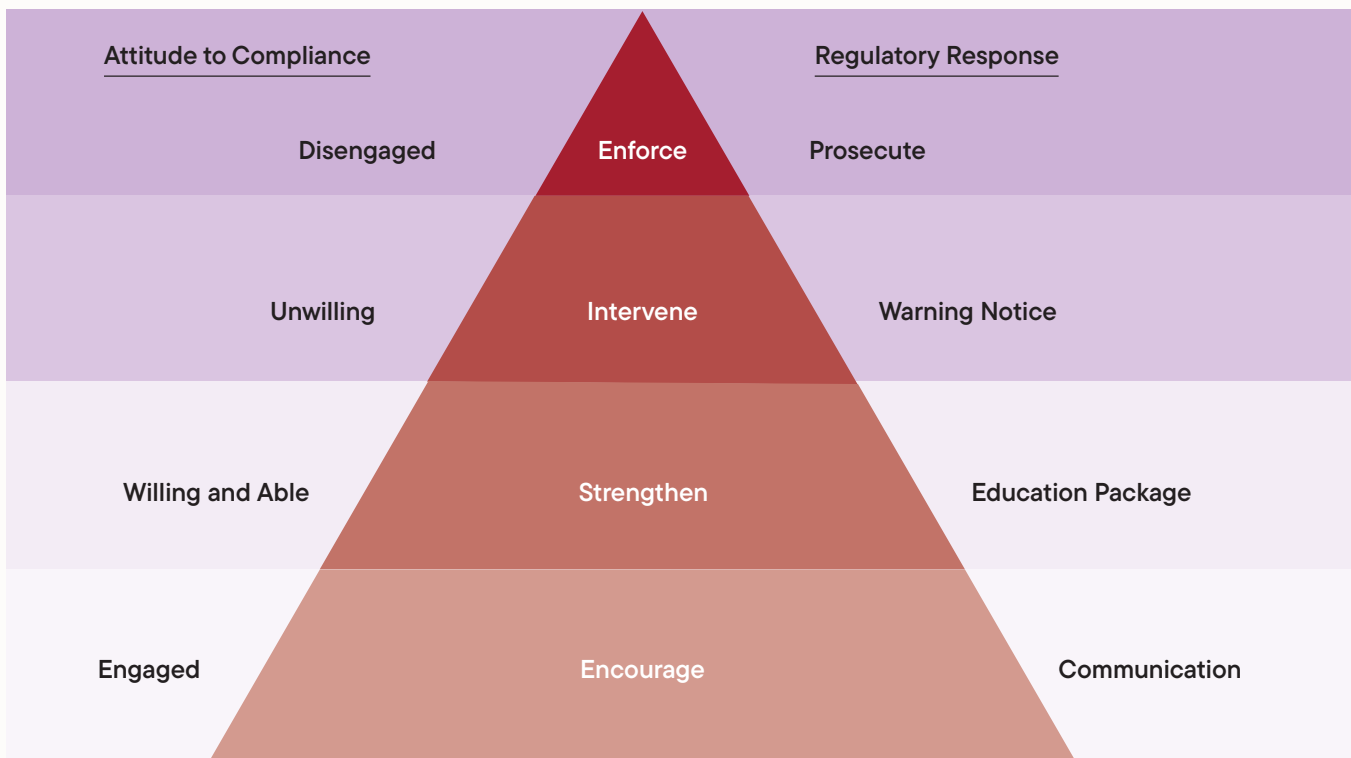
2.37 Heritage New Zealand Pouhere Taonga investigates all instances of archaeological site damage that come to its attention.

2.38 Heritage New Zealand Pouhere Taonga will increase compliance with archaeological authority conditions, notably the condition to supply a report by the due date.

2.39 Heritage New Zealand Pouhere Taonga takes a systematic approach to addressing non-compliance, which starts with encouragement and education and may involve intervention and enforcement, where necessary (see Diagram 2 below).

2.40 Heritage New Zealand Pouhere Taonga will not prosecute in matters concerning section 87 (modifying or destroying an archaeological site) and section 88 (breaching authority conditions) when, in its judgement, a defence on the grounds set out in section 94(2)³⁶ would reasonably apply.

Diagram 2: Heritage New Zealand Pouhere Taonga compliance approach



Declaration of post-1900 sites

2.41 Heritage New Zealand Pouhere Taonga consults relevant hapū and iwi and any person with a registered interest in a site before declaring it to be an archaeological site.

Recovering costs

2.42 Heritage New Zealand Pouhere Taonga may recover some or all the costs it incurs in performing its archaeological functions and services under the HNZPT Act if:

- Heritage New Zealand Pouhere Taonga develops and regularly reviews a charging regime having regard to relevant public sector guidelines, relevant public service direction, and Regulations, and
- key stakeholders are consulted on the proposed charging regime before it is introduced.³⁷

³⁶ Among other matters, section 94(2) relates to the actions necessary for saving or protecting life and events that are beyond the control of the defendant because of natural disasters.

³⁷ Heritage New Zealand Pouhere Taonga recognises that hapū, iwi, and other parties may incur costs in assisting it to process applications for archaeological authorities. Any charging regime under this policy should provide for the fair and reasonable reimbursement of costs to these parties.

Tauākī Rārangi Kōrero me te Tauākī Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu | List and Landmarks Statements

Strategic context

The List Statement seeks to:

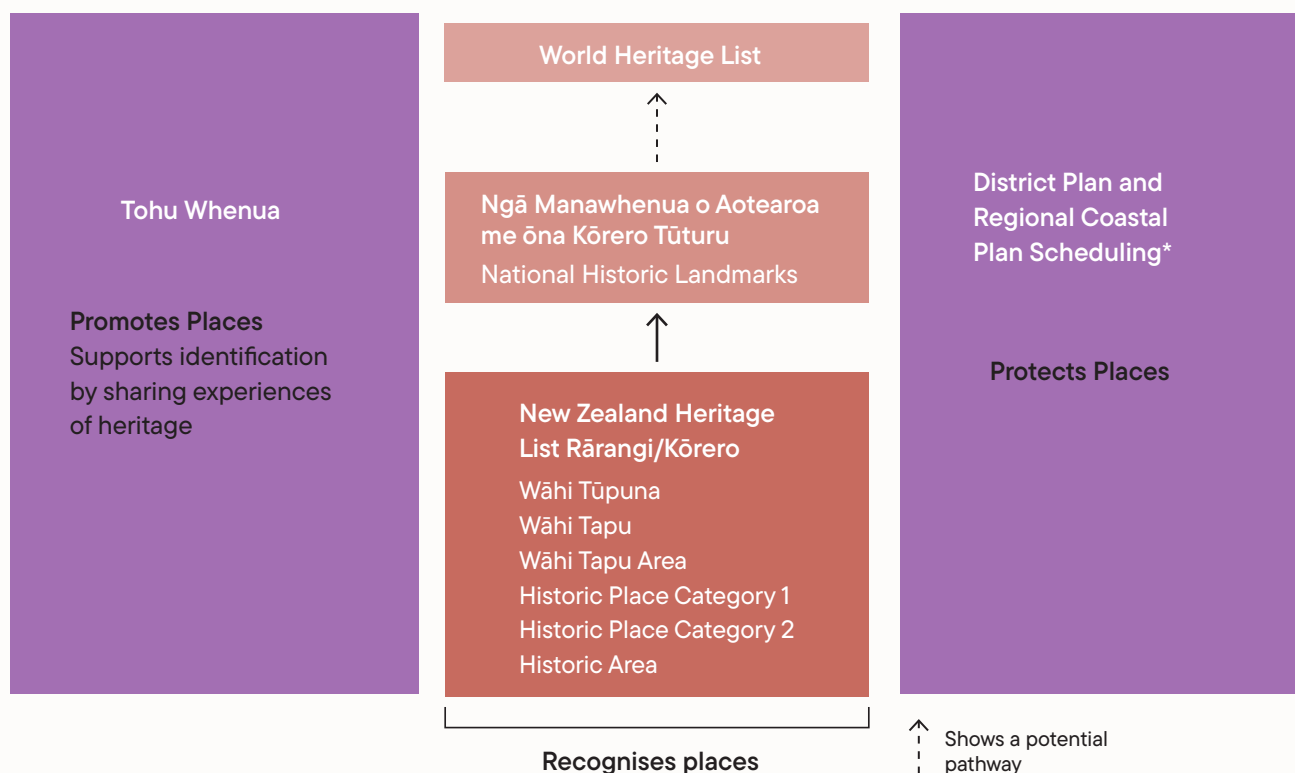
- maintain and develop the New Zealand Heritage List/Rārangi Kōrero (the List) by:
 - promoting the development of a single coordinated heritage identification system through which heritage conservation efforts may ultimately connect to a single heritage list (see Diagram 3 below), and
 - strengthening engagement on listing proposals and projects with hapū, iwi, communities, local authorities, and owners, and
 - setting priorities and projects for listing in consultation with the above groups.

The Landmarks Statement seeks to:

- maintain and develop National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu (Landmarks) by:
 - realising the programme’s potential as a pathway to the inscription of cultural sites on the UNESCO World Heritage List, and
 - increasing public awareness of the Landmarks programme and its purpose and benefits, and
 - refreshing and delivering the Landmarks programme working with hapū, iwi, and communities.

Diagram 3 shows the heritage recognition system in Aotearoa New Zealand. The policies that follow seek to strengthen the operation of this system.

Diagram 3: The heritage recognition system in Aotearoa New Zealand



*Local authorities must have regard to the New Zealand Heritage List/Rārangi Kōrero when preparing or changing a District Plan or Regional Coastal Plan.

Background

The List and Landmarks can be viewed on the Heritage New Zealand Pouhere Taonga website: www.heritage.org.nz

When listing cultural heritage places and selecting potential Landmarks, Heritage New Zealand Pouhere Taonga recognises the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga.

The List

The List has three purposes: to inform the public, to notify owners, and to be a source of information for environmental land-use legislation. The List is primarily a source of information/kōrero tuku iho and does not impose protection or control over property.

The List has five parts: historic places (divided into Categories 1 and 2), historic areas, wāhi tūpuna, wāhi tapu, and wāhi tapu areas. The Board lists historic places and historic areas and the Māori Heritage Council lists wāhi tūpuna, wāhi tapu, and wāhi tapu areas. The Board must refer any application it considers to be a site of interest to Māori to the Māori Heritage Council for its recommendation.

When preparing District Plans and Regional Coastal Plans (i.e. when deciding which places to protect and regulate) local authorities must have regard to the List.³⁸ This means it is a valuable tool in advocating for the scheduling and protection of cultural heritage places, including archaeological sites, in District and Regional Coastal Plans.

The List has been developed since the 1970s under a succession of legislative requirements, and listings reflect the practices and historical perspectives of the time in which they were listed.

Landmarks

Cultural heritage must be on the List before Landmarks status can be confirmed. The purpose of Landmarks is to promote an appreciation of the places of greatest cultural heritage value to the people of Aotearoa New Zealand, and the conservation of these places to the greatest extent possible.

Heritage New Zealand Pouhere Taonga recommends places for Landmarks status to the Minister for Arts, Culture and Heritage, who decides whether to confirm this status. Before Heritage New Zealand Pouhere Taonga recommends a place for Landmarks status, it must be satisfied that the place is subject to appropriate legal protection, owners and registered interests have given their consent, there is an appropriate risk management plan for the place, and there is strong evidence of broad national and community support.³⁹

For those Landmarks that also have outstanding universal value, Landmarks status may assist with efforts to achieve World Heritage listing.

³⁸ See RMA, section 74(2)(b)(iia). Local authorities must also have regard to the List when developing Regional Policy Statements and Regional Plans. See RMA, section 61(2)(a)(iia) and 66(2)(c)(iia).

³⁹ HNZPT Act, sections 81 and 82.

Tauākī Rārangi Kōrero | List Statement

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi⁴⁰ and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage

Working with hapū and iwi

- 3.1 Heritage New Zealand Pouhere Taonga works actively and in collaboration with hapū and iwi to identify significant sites of interest to Māori, assesses all proposals for Māori heritage values and ensures the values are conveyed appropriately in reports.
- 3.2 Heritage New Zealand Pouhere Taonga gives effect to the principles of te Tiriti o Waitangi/the Treaty of Waitangi, taking an active and inclusive approach to consulting with hapū and iwi interests and having particular regard to the views of those with mana whenua.
- 3.3 Heritage New Zealand Pouhere Taonga may refer to kōrero tuku iho, Waitangi Tribunal findings, the principles of te Tiriti o Waitangi/the Treaty of Waitangi, and subsequent Settlement Acts, or determinations of the courts in seeking to understand mana whenua status.
- 3.4 Heritage New Zealand Pouhere Taonga has regard to tikanga ā hapū and tikanga ā iwi when consulting with hapū and iwi.
- 3.5 Heritage New Zealand Pouhere Taonga respects mana motuhake and kaitiakitanga obligations and the responsibilities of hapū and iwi when assessing a historic place or historic area of interest to Māori, wāhi tūpuna, wāhi tapu, or wāhi tapu area for entry on the List.
- 3.6 Decisions on List entries of interest to Māori are fully informed by hapū and iwi, by other relevant Māori interests with historical and cultural association, and by mātauranga Māori, where appropriate.

The policies below on processing listing proposals for wāhi tūpuna, wāhi tapu, and wāhi tapu areas are also relevant to the above objective (see Policies 3.32-3.37).

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

Setting and communicating priorities

- 3.7 Heritage New Zealand Pouhere Taonga will set priorities for its Listing work programme after considering the following:
 - a) the importance of Māori cultural heritage as an enduring priority in all future work programmes (acknowledging that Māori cultural heritage is currently underrepresented on the List), and
 - b) the importance of recognising the cultural heritage of other underrepresented communities, groups, and aspects of our history, and
 - c) the benefits of concentrating efforts on the most important places (e.g. potential Category 1 historic places in preference to Category 2 historic places), and
 - d) the potential for partnerships to develop the List, and
 - e) the need to keep existing entries up to date and maintain the List, and
 - f) any other matters agreed by the Board and Māori Heritage Council.

⁴⁰ In order to recognise and respect the Crown's responsibility to give effect to te Tiriti o Waitangi/the Treaty of Waitangi, the HNZPT Act provides a power for the Māori Heritage Council to enter or determine applications to enter wāhi tūpuna, wāhi tapu, and wāhi tapu areas on the List, and to review and remove such entries (see HNZPT Act, section 7(g)). It further provides a power for the Māori Heritage Council to make recommendations to relevant local authorities about wāhi tapu areas entered on the List and a duty for local authorities to have regard to such recommendations (see HNZPT Act, section 7(h)). It also provides for the Māori Heritage Council to be consulted on proposals relating to listed wāhi tapu areas (see HNZPT Act, section 75(2)).

- 3.8 Heritage New Zealand Pouhere Taonga will publicise its priorities for developing and maintaining the List and will encourage applications that meet these priorities.
- 3.9 When setting its work programme, Heritage New Zealand Pouhere Taonga will focus on progressing applications that align with the Board and Māori Heritage Council's priorities but may, in exceptional circumstances, prioritise other applications if there are significant heritage conservation benefits.
- 3.10 Heritage New Zealand Pouhere Taonga works with hapū, iwi, local authorities, tertiary education institutions, relevant heritage organisations, and national, regional, and local groups on their listing proposals to the extent that resourcing and listing priorities permit.

Maintaining strong relationships

- 3.11 Listing is the beginning of an ongoing relationship between Heritage New Zealand Pouhere Taonga, a place and its people that involves:
- a) engaging with hapū, iwi, communities, owners, and other parties to identify the places that should be considered for listing, and
 - b) engaging with hapū, iwi, communities, owners, and applicants after an application for listing has been received, and
 - c) working with hapū, iwi, communities, owners, and applicants to appropriately acknowledge and/or celebrate a listing, and
 - d) liaising with owners, occupiers, and managers of entries on the List to give advice, where appropriate, and to encourage conservation.
- 3.12 Heritage New Zealand Pouhere Taonga will in all cases consider listing by agreement with the owner and any registered interests but, notwithstanding agreement, may choose to publicly notify a proposal if there is strong public interest or other benefits.

Honouring burial places

- 3.13 Under this Statement, Heritage New Zealand Pouhere Taonga formally recognises the cultural heritage significance or value of all urupā, cemeteries, graves, and the final resting places of the peoples of Aotearoa New Zealand and may consider listing individual examples if:
- a) listing is requested or supported by descendants associated with the place, and
 - b) listing would materially improve the protection and/or conservation of the place, and/or
 - c) listing may unlock funding that would not otherwise be available, and/or
 - d) the place has other values that justify listing.

Recognising places created for remembrance

- 3.14 Heritage New Zealand Pouhere Taonga recognises that some statues, memorials and monuments may be considered culturally offensive to hapū, iwi, and other groups and individuals.
- 3.15 Heritage New Zealand Pouhere Taonga may consider listing a place created for remembrance if:
- a) listing would facilitate communication of differing and more balanced perspectives on the place, and/or
 - b) listing would unlock funding opportunities for conservation and/or interpretation that may not otherwise exist, and/or
 - c) the place has other values that justify listing that are not associated with its remembrance function.

Commitment to quality and accuracy

3.16 Heritage New Zealand Pouhere Taonga ensures that its listing reports are useful for local authorities by:

- a) consulting local authorities on the proposed listing programme, and
- b) working collaboratively with local authorities on research, report writing, and engagement, where possible.

3.17 Heritage New Zealand Pouhere Taonga ensures that research (listing) reports are fit-for-purpose, recognising:

- a) a commitment to professional standards and relevant codes of ethics, and
- b) listing reports must meet, but do not need to exceed, legal requirements, and
- c) the need to strike an appropriate balance between the quantity and quality of research.

3.18 Heritage New Zealand Pouhere Taonga has a commitment to accuracy and corrects information when errors are verified.

3.19 Heritage New Zealand Pouhere Taonga invites the public to provide additional information on cultural heritage on the List, and considers new information as it is received and resources permit.

Respecting legacy data

3.20 Heritage New Zealand Pouhere Taonga recognises the value of listing reports and records compiled under earlier legislation⁴¹ as legacy data and potentially as taonga tuku iho.

3.21 Heritage New Zealand Pouhere Taonga may make legacy data available to the public on its website with background information on the historical context in which the records were compiled.

Protecting information

3.22 Heritage New Zealand Pouhere Taonga respects hapū, iwi, and community ownership of their information and the known terms and conditions on which information is entrusted to Heritage New Zealand Pouhere Taonga.

3.23 Heritage New Zealand Pouhere Taonga obtains the consent of owners before making images taken on private property available on its website or elsewhere.

3.24 Correcting and updating information does not require a review of listing under section 78 of the HNZPT Act, unless the new information calls into question the extent and/or credibility of the entry.

⁴¹ Notably under the Historic Places Act 1980 and the Historic Places Act 1993.

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

The key stages of the listing process are shown in Diagram 4, followed by policies for each stage.

Diagram 4: Listing process



Apply

- 3.25 All applications must be made on the application forms prescribed by Heritage New Zealand Pouhere Taonga and must contain sufficient information as set out on the forms.
- 3.26 Heritage New Zealand Pouhere Taonga may defer an assessment of an application for a place that is undergoing substantial physical change that could affect the place's significance or value.
- 3.27 If the applicant is not the owner, Heritage New Zealand Pouhere Taonga informs the owner that an application has been received and subsequently notifies them of the priority the application will be given in the work programme.
- 3.28 An application for the entry of a wāhi tūpuna, wāhi tapu, or wāhi tapu area should be endorsed by appropriate hapū or iwi.

Assess

- 3.29 Heritage New Zealand Pouhere Taonga may list multiple examples of individual 'types' of cultural heritage, recognising that the importance of a place to a community is not diminished by listing similar places located elsewhere.
- 3.30 Heritage New Zealand Pouhere Taonga may list places of any age (determined by, for example, date of construction) if they have the required significance or value, recognising that the past and present are a continuum, and that the List should be representative of the stories of all generations.
- 3.31 Heritage New Zealand Pouhere Taonga will assign Category 1 or Category 2 status to any historic place that is of interest to Māori in consultation with the appropriate hapū or iwi.

Wāhi tūpuna

- 3.32 Heritage New Zealand Pouhere Taonga recognises that a wāhi tūpuna relates to hapū and iwi interest in a place and that whānau interests can be considered within the wider hapū focus.
- 3.33 Heritage New Zealand Pouhere Taonga recognises that there may be one or more hapū or iwi with an interest in a wāhi tūpuna, and that a wāhi tūpuna can involve one or more ancestors for the same place or area.

Wāhi tapu and wāhi tapu areas

- 3.34 Wāhi tapu and wāhi tapu areas on the List may include residential sites or dwelling places, if warranted by special circumstances in the view of the Māori Heritage Council working with relevant whānau, hapū, and iwi.
- 3.35 The Māori Heritage Council, working with relevant whānau, hapū, and iwi, considers the physical, spatial, social, cultural, and historical context, as appropriate, of any structural components within wāhi tapu or wāhi tapu areas proposed for entry on the List.
- 3.36 Wāhi tapu and wāhi tapu areas entered on the List may include land comprising roadways and water bodies, such as rivers, streams, springs, and waterways.
- 3.37 The Māori Heritage Council, working with relevant whānau, hapū and iwi, has regard to the public use of, and public access to, roadways and waterbodies when considering proposals for entry of wāhi tapu or wāhi tapu areas on the List.

Confirm

- 3.38 Heritage New Zealand Pouhere Taonga does not hold hearings or accept oral submissions on listing proposals because listing is an administrative (not judicial) process, and the HNZPT Act does not provide for hearings.
- 3.39 If the Board, Māori Heritage Council, or their delegated authority declines or defers a proposal for entry on the List, Heritage New Zealand Pouhere Taonga notifies the applicant and other stakeholders of the decision and the reasons for it.
- 3.40 Public notice of a Board or Māori Heritage Council decision on a listing proposal will generally be made by publishing a notice on the Heritage New Zealand Pouhere Taonga website.

Support,⁴² monitor, review

Reviewing listings (section 78)

- 3.41 The Board or Māori Heritage Council, as appropriate, will make a decision on an application for review within one year of receipt provided the application contains the required information.
- 3.42 Heritage New Zealand Pouhere Taonga reviews an entry on the List if there are sufficient grounds including:
- a) whether the entry is appropriate following changes to the place that affect the significance or values for which it was listed, and/or
 - b) new information that changes understanding of a place to the extent that the assessment of its significance or value may no longer be valid or adequate, and/or
 - c) other reasons as agreed by Heritage New Zealand Pouhere Taonga on a case-by-case basis that may call the listing into question.
- 3.43 The policies that apply to new applications for listing also apply to reviews, as appropriate.

Removing listings following destruction or demolition (section 79)

- 3.44 Heritage New Zealand Pouhere Taonga should give the notice of removal of an entry on the List to the local authority and any other relevant parties, as determined by Heritage New Zealand Pouhere Taonga, within two weeks of deciding to remove the entry.

⁴² Refer to Policies 1.15, 1.16, and 3.11.

Recovering costs

3.45 Heritage New Zealand Pouhere Taonga may recover some or all the costs it incurs in providing its listing functions and services if:

- a) Heritage New Zealand Pouhere Taonga develops and regularly reviews a charging regime having regard to relevant public sector guidelines, relevant public service direction, and Regulations, and
- b) key stakeholders are consulted on the proposed charging regime before it is introduced.

Tauākī Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu | Landmarks Statement

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi⁴³ and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage

- 4.1 Heritage New Zealand Pouhere Taonga works with hapū and iwi to identify the places that should be designated as Landmarks and ensures that proposals recognise and promote Māori cultural heritage values, as appropriate.
- 4.2 Heritage New Zealand Pouhere Taonga consults with hapū and iwi and other relevant Māori interests with historical and cultural associations to a place.
- 4.3 Heritage New Zealand Pouhere Taonga has regard to tikanga ā hapū and tikanga ā iwi when consulting with hapū and iwi.
- 4.4 All recommendations to include, amend, or remove Landmarks are referred to the Māori Heritage Council for endorsement before Heritage New Zealand Pouhere Taonga makes a recommendation to the Minister.
- 4.5 Heritage New Zealand Pouhere Taonga publishes all citations for Landmarks in both English and te reo Māori.

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

- 4.6 Heritage New Zealand Pouhere Taonga actively promotes public understanding of all Landmarks and the Landmarks programme.
- 4.7 Heritage New Zealand Pouhere Taonga will develop the Landmarks programme in two phases:
 - a) Phase One: establish the first set of Landmarks recommendations internally (through the Board and Māori Heritage Council) to set standards for Landmarks status in consultation with hapū, iwi, communities, owners, and registered interests.
 - b) Phase Two: seek public views on an expanded Landmarks programme applying the standards set in Phase One.
- 4.8 The Board and Māori Heritage Council will determine when it is appropriate for Heritage New Zealand Pouhere Taonga to move from Phase One to Phase Two, set out in Policy 4.7.

⁴³ In order to recognise and respect the Crown's responsibility to give effect to te Tiriti o Waitangi/the Treaty of Waitangi, the HNZPT Act provides that the responsible Minister must consult the Minister of Māori Development before determining whether to include a place on the Landmarks list (see HNZPT Act, section 7(i)).

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

The key stages of the Landmarks process are shown in Diagram 5, followed by policies for each stage.

Diagram 5: Landmarks process



Select

4.9 Heritage New Zealand Pouhere Taonga will consider the following when selecting the first Landmarks proposals (Phase One):

- a) the extent to which places have outstanding national heritage value, and
- b) the significance or value of places to an understanding of the histories of Aotearoa New Zealand, and
- c) the potential for World Heritage listing, and
- d) the potential for ongoing public engagement and promotion, and
- e) the geographic spread and diversity of places, and
- f) feedback from relevant hapū, iwi, and other stakeholders on the proposals under consideration, and
- g) other matters agreed by the Board and Māori Heritage Council.

4.10 A Landmark may comprise serial sites, meaning a series of places related by historical or other association that do not necessarily conjoin physically.

Assess

4.11 Heritage New Zealand Pouhere Taonga may decline to progress a Landmarks proposal (Phase Two) if, in its opinion, it does not meet statutory requirements.

4.12 Heritage New Zealand Pouhere Taonga regards evidence of broad national and community support for Landmarks as widespread support, but not necessarily majority or uncontested support.

4.13 Heritage New Zealand Pouhere Taonga approves risk management plans that support management of risks when and if they eventuate, acknowledging that it is not possible to avoid or mitigate all risks.

4.14 If chattels are included on the List, they may also be included in the associated Landmarks entry.

4.15 If a Heritage New Zealand Pouhere Taonga property is proposed for Landmarks status, Heritage New Zealand Pouhere Taonga will appoint one or more experts to assess whether the proposal satisfies the relevant statutory requirements for Landmarks status who must be:

- a) independent from Heritage New Zealand Pouhere Taonga, and
- b) recognised as an expert in a relevant field, and
- c) recognised as having the competencies to engage with and respect Māori values and have access to appropriate cultural support.

4.16 Heritage New Zealand Pouhere Taonga is not obliged to accept the recommendations of expert assessors but must disclose expert assessors' views when recommending Landmarks status to the Minister.

Support

- 4.17 Heritage New Zealand Pouhere Taonga will support applications to third parties for funding for the conservation of Landmarks.
- 4.18 Heritage New Zealand Pouhere Taonga will support the adaptive reuse of a Landmark where the original purpose is no longer viable and where any physical changes respect its outstanding national heritage value, in keeping with Policies 1.33-1.41 of the Advocacy Statement.
- 4.19 Heritage New Zealand Pouhere Taonga advocates for government policies that support the conservation and promotion of Landmarks.

Monitor

- 4.20 Heritage New Zealand Pouhere Taonga monitors the use of risk management plans and may report to the Minister on their implementation.

Review

- 4.21 Heritage New Zealand Pouhere Taonga will recommend a review of a Landmark to the Minister if:
- a) the values for which the place was recognised as a Landmark have been compromised or destroyed and Landmarks status no longer has broad national and community support, and/or
 - b) the place may no longer be eligible for entry on the Landmarks list for other reasons.
- 4.22 Where relevant, the above policies for assessing recommendations for Landmarks also apply to reviews, with the necessary modifications.
- 4.23 Heritage New Zealand Pouhere Taonga may update information on Landmarks without triggering a review of the Landmarks status where there is no change to the physical extent of the Landmark and there is no material change to the assessment of outstanding national heritage value.

Recovering costs

- 4.24 Heritage New Zealand Pouhere Taonga may recover some or all the costs it incurs in performing its functions under the Landmarks provisions of the HNZPT Act if:
- a) Heritage New Zealand Pouhere Taonga develops and regularly reviews a charging regime having regard to relevant public sector guidelines, relevant public service direction, and Regulations, and
 - b) key stakeholders are consulted on the proposed charging regime before it is introduced.

Tauākī Wāhi Tuku Iho | Properties Statement⁴⁴

Strategic context

The Properties Statement refreshes the property management function of Heritage New Zealand Pouhere Taonga by:

- continuing to realise the properties' potential to connect people with the bicultural heritage of Aotearoa New Zealand, especially children and young people, and to communicate a balanced understanding of the history of Aotearoa New Zealand, and
- developing further our properties as entry points into the practice of heritage conservation and the work of Heritage New Zealand Pouhere Taonga, and
- setting a more rigorous basis for deciding whether to acquire and dispose of properties.

Background

Heritage New Zealand Pouhere Taonga manages a diverse portfolio of cultural heritage places acquired from 1959 onwards, but mainly in the 1970s, some as gifts or bequests. Our Annual Reports list our property holdings, and the Heritage New Zealand Pouhere Taonga website identifies the properties that can be visited (www.visitheritage.co.nz).

The properties and their associated collections are connected to important events and significant people in the history of Aotearoa New Zealand, and many showcase exemplars of cultural heritage architecture and craftsmanship. We manage our properties to protect and care for them, deepen appreciation of Aotearoa New Zealand's bicultural history, and contribute to cultural tourism. In all this work, we recognise the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga.

Ownership, management, and staffing arrangements vary across the property portfolio. Some properties are owned or co-owned and others are leased; 21 are historic reserves, one is a recreation reserve, and one is a Māori reservation. The historic and recreation reserves are managed under the Reserves Act 1977, which is administered by the Department of Conservation. The Minister of Conservation has delegated the power to approve Reserve Management Plans for the 21 historic reserves to the Board of Heritage New Zealand Pouhere Taonga.

The management and care of our properties is supported by Crown, commercial, and philanthropic funding. The great majority are open to the public and about half of them have staff on-site who, among many other tasks, welcome visitors to experience the rich history around them.

OBJECTIVE: Heritage New Zealand Pouhere Taonga gives effect to te Tiriti o Waitangi/the Treaty of Waitangi and implements *Tapuwae*, the Māori Heritage Council Statement on Māori Heritage

- 5.1 The care, management, and interpretation of properties and their collections will be guided by hapū, iwi, and Māori associated with them to safeguard relationships and associated knowledge and to respect tikanga ā hapū and tikanga ā iwi.
- 5.2 Interpretation relating to Māori history and mātauranga Māori will be developed in consultation with the appropriate whānau, hapū, and iwi, and other Māori with an interest in the property or history, and will respect tikanga ā hapū and tikanga ā iwi.
- 5.3 Taonga Māori, including records, will be handled, stored, conserved, interpreted, and displayed, if appropriate, in accordance with protocols agreed with the appropriate whānau, hapū, iwi, owner, authorised custodians, or other group.

⁴⁴ This policy applies to historic places owned or controlled by, or vested in, Heritage New Zealand Pouhere Taonga.

OBJECTIVE: Engagement is central to all the work of Heritage New Zealand Pouhere Taonga

- 5.4 Heritage New Zealand Pouhere Taonga develops and maintains collaborative working relationships with relevant agencies, hapū, iwi, and communities of interest to ensure that:
- a) relationships between those with an interest in particular properties and/or associated collections are safeguarded, and
 - b) appropriate standards of heritage conservation, management, and interpretation are implemented, and
 - c) Heritage New Zealand Pouhere Taonga properties and their connections to their local communities are promoted.
- 5.5 Heritage New Zealand Pouhere Taonga works closely with the Tohu Whenua programme partners to help raise the profile of Tohu Whenua and Heritage New Zealand Pouhere Taonga properties with Tohu Whenua status.
- 5.6 Heritage New Zealand Pouhere Taonga may establish commercial and non-commercial partnerships with hapū and iwi and other interested parties to promote, manage, maintain, and interpret its properties.

Transferring interest and alternative management arrangements

- 5.7 Where a property managed by Heritage New Zealand Pouhere Taonga is significant to Māori, Heritage New Zealand Pouhere Taonga may transfer its interest to hapū and iwi or establish a joint management arrangement.
- 5.8 Heritage New Zealand Pouhere Taonga may transfer an interest to, or establish a joint management or co-investment arrangement with, hapū, iwi and any other appropriate person or group with accountability to the public, including local authorities, where:⁴⁵
- a) the conservation, interpretation, and existing access can be maintained for future generations in accordance with relevant plans, and
 - b) there is an overall positive benefit for future generations, and
 - c) the cultural heritage value of the property can be maintained and appreciated by the person or organisation assuming an interest in the property, and
 - d) the transfer, joint management, or co-investment arrangement is supported by the relevant hapū and iwi.

⁴⁵ This policy does not apply to Māori reservations managed by Heritage New Zealand Pouhere Taonga.

OBJECTIVE: Heritage New Zealand Pouhere Taonga delivers best practice heritage recognition, conservation, and protection outcomes

Size and scope of the property portfolio

- 5.9 The Board and Māori Heritage Council will set long-term priorities to develop the property portfolio with a view to:
- a) establishing a more balanced representation of Aotearoa New Zealand history, and
 - b) ensuring the portfolio continues to be financially sustainable.

Acquiring properties

- 5.10 Before acquiring property, Heritage New Zealand Pouhere Taonga will undertake full due diligence, which will include:
- a) consulting with the relevant hapū, iwi, and community groups, and
 - b) assessing the cultural heritage values of the property, and
 - c) assessing the condition of the property and any associated collections, and
 - d) assessing any immediate and long-term risks to the property and its associated collections, including from natural hazards and climate change, and
 - e) confirming its suitability to provide public access, and
 - f) confirming any legal restrictions or protections applying to the property and its collections, and
 - g) calculating the known and probable costs, including the whole-of-life and ongoing costs of ownership of the property and its collections, and
 - h) reviewing any risk management plans, and
 - i) any other matters that comprise a professional due diligence assessment.

- 5.11 Heritage New Zealand Pouhere Taonga may acquire property in accordance with the following criteria:
- a) funding is available for the effective and long-term (whole-of-life) conservation of the property, and any associated collections, considering its current condition, and
 - b) acquisition by Heritage New Zealand Pouhere Taonga is supported by the relevant hapū and iwi where the site is of interest to Māori, and
 - c) the property has significant cultural heritage value and qualifies for entry as a Category 1 historic place and/or wāhi tūpuna on the List, and
 - d) the property is not substantially like properties already in the Heritage New Zealand Pouhere Taonga property portfolio, and helps to promote a fuller and balanced understanding of the history of Aotearoa New Zealand, and
 - e) methods other than acquisition by Heritage New Zealand Pouhere Taonga would be ineffective in conserving the cultural heritage values of the property.

- 5.12 Heritage New Zealand Pouhere Taonga may acquire land adjoining a property it already manages in the following circumstances:
- a) acquisition significantly enhances the conservation, interpretation, and public appreciation of the property's cultural heritage values, and/or
 - b) acquisition protects the property from threats, risks, or adverse effects of development or uses beyond the land already managed, and/or
 - c) acquisition enables Heritage New Zealand Pouhere Taonga to provide essential visitor facilities or services that it cannot provide on the property, and
 - d) funding is available to acquire the additional land and to conserve and manage it effectively, and
 - e) acquisition by Heritage New Zealand Pouhere Taonga is supported by the relevant hapū and iwi where the land is of interest to Māori.

Disposing of properties

5.13 Heritage New Zealand Pouhere Taonga may dispose of a property or seek alternative management in the following circumstances:

- a) physical changes or damage to the property are such that the property no longer possesses significant cultural heritage value, recognising that despite changes or damage its cultural heritage significance or value, relationships, and for Māori its mauri, may endure, and/or
- b) the relationship to and care of the property is better achieved through an alternative arrangement, and/or
- c) possession of the property does not align with the strategic priorities of Heritage New Zealand Pouhere Taonga as identified in its Statement of Intent.

5.14 Before disposing of a property, Heritage New Zealand Pouhere Taonga will:

- a) consult with hapū, iwi, and other parties with a known interest in the property, and
- b) assess all relevant values and options having regard to any plans that are in place for the property, and
- c) consider any commitments made when the property was acquired, or subsequently, and whether these can be maintained, and
- d) consider whether effective management of the property and conservation of its cultural heritage value will be achieved, and
- e) consider the options for the long-term protection, curation, and display of any collections associated with the property and compliance with any donor agreements, and
- f) consider whether the property is protected by appropriate legal mechanisms.

Research and information

5.15 Where significant values other than cultural heritage values have been identified, Heritage New Zealand Pouhere Taonga protects them to the extent the values are compatible with the conservation of the property's cultural heritage values.

5.16 Marketing, branding, or merchandising connected to a property or collection managed by Heritage New Zealand Pouhere Taonga should respect the cultural heritage values of the property or collection objects.

Plans

5.17 Heritage New Zealand Pouhere Taonga manages and uses its property in accordance with appropriate plans, which may include conservation plans, emergency management plans, property management plans, risk management plans, and collection management plans.

5.18 Where a proposal may have adverse effects on significant cultural heritage values, including proposals for change of use, access, or transfer of interest, Heritage New Zealand Pouhere Taonga may make a Heritage Impact Assessment publicly available before proceeding with the proposal.

Use

- 5.19 Heritage New Zealand Pouhere Taonga may change the use of a property where the new use is compatible with the cultural heritage values of the property.
- 5.20 Heritage New Zealand Pouhere Taonga will not knowingly lease or hire its properties for uses that in its assessment:
- a) bring Heritage New Zealand Pouhere Taonga into disrepute, and/or
 - b) are inconsistent with the purpose and principles of the HNZPT Act, and/or
 - c) are inconsistent with the vision, mission, and values of the organisation.

Physical access

- 5.21 Heritage New Zealand Pouhere Taonga endeavours to make its properties accessible to the public but may restrict public access to or within its properties to:
- a) conserve cultural heritage values, and/or
 - b) facilitate the security, operation, and management of the property, and/or
 - c) protect the safety of the public, and/or
 - d) protect the privacy of its occupants, and/or
 - e) adhere to appropriate cultural protocols.
- 5.22 Heritage New Zealand Pouhere Taonga will improve physical accessibility to its properties, as is reasonably practicable, considering the potential effects on cultural heritage values.
- 5.23 Where physical access to properties and associated collections is restricted for a substantial period, Heritage New Zealand Pouhere Taonga will provide off-site interpretation, where possible and appropriate (see Policies 5.24 and 5.25).

Interpretation

- 5.24 The interpretation of Heritage New Zealand Pouhere Taonga properties and associated collections complies with recognised standards and:
- a) promotes the cultural narratives of the area in consultation with hapū and iwi, and
 - b) provides a balanced history of the property, and
 - c) offers multiple or different narratives where they exist, and
 - d) recognises the intangible values of the cultural heritage property and wider landscape, and
 - e) enhances the visitor experience, engages a wide range of visitors and strengthens tourism, and
 - f) explains how and why Heritage New Zealand Pouhere Taonga acquired the property.
- 5.25 Interpretation shall be offered in English and te reo Māori.

Works and maintenance

5.26 Before undertaking significant physical works, including adaptation and construction of buildings and structures, Heritage New Zealand Pouhere Taonga is guided by the following:

- a) any relevant plans for the property, and
- b) whether the works are beneficial to public access, understanding, convenience or safety of the property, reduce risks, and cannot be provided within existing facilities or off-site, and
- c) relevant policies in other Statements of General Policy, including Policies 1.33-1.40 in the Advocacy Statement and Policies 2.20, 2.23, and 2.25 in the Archaeology Statement.

5.27 Heritage New Zealand Pouhere Taonga annually assesses the condition of its properties and potential risks to them, including risks associated with climate change, and undertakes maintenance, repairs, and risk mitigation, as far as practicable.

Collections management

5.28 Heritage New Zealand Pouhere Taonga manages its collections to ensure their long-term preservation and to safeguard their cultural heritage values.

5.29 As far as practicable, Heritage New Zealand Pouhere Taonga manages and displays collection objects and, where appropriate, deaccessions collection objects in accordance with recognised professional practices, codes of ethics, and tikanga.

5.30 The acquisition, loan, deaccession, or disposal of any collection object is made by resolution of the Board and Māori Heritage Council, or in accordance with any delegation by the Board and Council.

Access to collections

5.31 Heritage New Zealand Pouhere Taonga provides and encourages access to and engagement with collections, including digitally, in accordance with recognised standards, cultural protocols, and legal or ethical restrictions.

Loans

5.32 Heritage New Zealand Pouhere Taonga may accept a temporary loan of an object for a fixed period and specific purpose where appropriate care and management of the object can be provided.

5.33 Heritage New Zealand Pouhere Taonga may temporarily loan collection objects for a specified period to museums and organisations with appropriate procedures for their care and management.

Acquisitions

5.34 Heritage New Zealand Pouhere Taonga may acquire objects for its collection in accordance with the following requirements:

- a) the object is directly associated with a property managed by Heritage New Zealand Pouhere Taonga, and
- b) the object is directly relevant to a theme, aspect, or period illustrated by the property or people associated with the property, and
- c) Heritage New Zealand Pouhere Taonga has carried out all necessary due diligence, including establishing its authenticity, provenance, and proof of legal title at the time of acquisition, and
- d) the long-term storage and care for the object can be achieved in accordance with recognised standards and accepted codes of ethics, and
- e) compliance with the Protected Objects Act 1975.

Deaccessioning and disposal

5.35 Heritage New Zealand Pouhere Taonga may deaccession and dispose of collection objects if:

- a) the object has no connection with a property or its associated history, and/or
- b) the conservation, storage, display, or interpretation requirements of the object would be better met elsewhere, and/or
- c) there are significant legal or ethical concerns about ownership that justify this action.

5.36 Heritage New Zealand Pouhere Taonga may dispose of deaccessioned objects by return to the donor, gift, exchange, transfer to another collecting institution, sale, or by return to their rightful owner in the case of repatriation, or by destruction, if appropriate.

Recovering costs

5.37 Heritage New Zealand Pouhere Taonga may continue to recover the costs it incurs in providing its property functions and services and may change and expand its charging regime if:

- a) it has undertaken a review of its charging regime having regard to relevant public sector guidelines, relevant public service direction, and Regulations, and
- b) key stakeholders are consulted on the proposed changes before they are introduced.

Kuputaka | Glossary

| | |
|---|--|
| adaptive reuse | means the process of modifying a place and changing its use while retaining cultural heritage values. Adaptation processes can include alterations and additions |
| archaeological archive | comprises the records and finds made during archaeological work under an archaeological authority, written or drawn documentation, digital files, and materials recovered, such as samples, artefacts, and faunal material |
| archaeological methods | means techniques used by archaeologists to identify, record, investigate, interpret, and disseminate evidence related to the history of Aotearoa New Zealand |
| archaeological site | archaeological site means (a) any place in New Zealand, including any building or structure (or part of a building or structure), that— (i) was associated with human activity that occurred before 1900 or is the site of the wreck of any vessel where the wreck occurred before 1900; and (ii) provides or may provide, through investigation by archaeological methods, evidence relating to the history of New Zealand; and (b) includes a site for which a declaration is made (HNZPT Act, section 6) |
| best practice | means a working method or set of working methods generally accepted as being the best to use in Aotearoa New Zealand having considered the circumstances of each case |
| building | means a structure that is temporary or permanent, whether movable or not, and which is fixed to the land and intended for occupation by any person, animal, machinery or chattel (HNZPT Act, section 6) |
| chattels | are movable objects and do not include things which are part of and physically affixed to a place |
| collections | means one or more tangible (physical) objects possessing cultural heritage value formally acquired by Heritage New Zealand Pouhere Taonga. Objects in the collection are referred to as 'collection objects' |
| conservation | includes the processes of preserving, maintaining, and restoring historic places and historic areas so as to safeguard their historical and cultural values (HNZPT Act, section 6) |
| cultural heritage and also 'cultural heritage place' and 'cultural heritage places' | for the purposes of the Statements of General Policy: (a) mean those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities: aesthetic, archaeological, architectural, cultural, historical, scientific, social, spiritual, technological, and traditional, and (b) include historic sites, structures, places, and areas; archaeological sites; sites of significance to Māori, including wāhi tūpuna, wāhi tapu, and wāhi tapu areas; and surroundings associated with the natural and physical resources |

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| cultural heritage significance or value(s) | also referred to as 'significance or value(s)', means the significance or value(s) associated with a place, including the tangible (physical) significance or value(s) of the place and intangible (non-physical) values or qualities. These may include aesthetic, archaeological, architectural, cultural, historical, scientific, social, spiritual, technological, and traditional significance or value(s) |
| cultural landscapes | mean areas with cultural heritage value derived from the relationship between people and the environment, which may have strong intangible cultural heritage value |
| deaccession | means to remove a collection object from the Heritage New Zealand Pouhere Taonga collection |
| demolition by neglect | means allowing cultural heritage to deteriorate to the point that repair is not possible and demolition is required |
| dispose | includes to exchange, gift, sell, transfer or destroy a collection object, or to gift, transfer or sell a property, and includes the transfer of legal title |
| District Plans and Regional Coastal Plans | means District Plans and Regional Coastal Plans prepared under the Resource Management Act 1991 and refers to Combined Plans |
| fabric | means all the physical material of a place, including subsurface material, structures, and interior and exterior surfaces, including the patina of age, fixtures, and fittings, and gardens and plantings |
| heritage fabric | means all the physical material of a place that has demonstrable cultural heritage significance or value |
| historic area | means an area of land that— <ul style="list-style-type: none"> (a) contains an inter-related group of historic places; and (b) forms part of the heritage of New Zealand; and (c) lies within the territorial limits of New Zealand (HNZPT Act, section 6) |
| historic place | (a) means any of the following that forms a part of the historical and cultural heritage of New Zealand and that lies within the territorial limits of New Zealand: <ul style="list-style-type: none"> (i) land, including an archaeological site or part of an archaeological site; (ii) a building or structure (or part of a building or structure); (iii) any combination of land, buildings, structures, or associated buildings or structures (or parts of buildings, structures, or associated buildings or structures); and (b) includes anything that is in or fixed to land described in paragraph (a) (HNZPT Act, section 6) |
| intangible values | means the non-physical associations or values of a place or collection object, and may include spiritual, cultural, social, historical, emotional, and aesthetic responses and ceremonial and customary practices |

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| kōiwi tangata | means human remains, irrespective of the ethnicity and origin of the remains |
| kōiwi tangata Māori | means human remains of Māori origin |
| land | includes— (a) land covered by water; and (b) the airspace above land (HNZPT Act, section 6) |
| mana whenua | means customary authority exercised by an iwi or hapū in an identified area (RMA, section 2) |
| owner and land owner | means— (a) the owner of the fee simple estate in the relevant land; or (b) if there is no title to the land,— (i) the person in whom the land is vested; or (ii) the person who has responsibility under any enactment for the land (HNZPT Act, section 6) ⁴⁶ |
| property | as used in the Properties Statement, means a place possessing recognised heritage value that is owned or controlled by, or vested in, Heritage New Zealand Pouhere Taonga |
| provenance | means the full history of ownership of an object from the time of its discovery or creation to the present day, through which authenticity and legal title are determined |
| reconstruction | means to build a place again as closely as possible to a documented earlier form and using new materials |
| restoration | means to return a place to a known earlier form, by reassembly and reinstatement, and/or by removal of elements that detract from its cultural heritage value (ICOMOS NZ Charter 2010) |
| scheduling | refers to items included on a schedule of historic heritage or sites and areas of significance to Māori in a District Plan or Regional Coastal Plan, which are subject to the objectives, policies, and rules of that Plan |
| site of interest to Māori | means an archaeological site or other place in which an iwi or a hapū has, or at any time has had, an interest (HNZPT Act, section 6) |
| structure | (a) means a thing made by people, whether movable or not, and fixed to the land; and (b) includes equipment or machinery (HNZPT Act, section 6) |
| tangata Tiriti | means people who belong to this land by right of te Tiriti o Waitangi/the Treaty of Waitangi or New Zealanders of non-Māori origin |

⁴⁶ The HNZPT Act uses the terms ‘owner’ and ‘land owner’ interchangeably.

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| tangata whenua | means, in relation to a particular place or area, the iwi and hapū that holds, or at any time has held, mana whenua in relation to that place or area (HNZPT Act, section 6) |
| taonga tūturu | means an object that— (a) relates to Māori culture, history, or society; and (b) was, or appears to have been,— (i) manufactured or modified in New Zealand by Māori; or (ii) brought into New Zealand by Māori; or (iii) used by Māori; and (c) is more than 50 years old (Protected Objects Act 1975, section 2) |
| wāhi tapu | means a place sacred to Māori in the traditional, spiritual, religious, ritual, or mythological sense (HNZPT Act, section 6) |
| wāhi tapu area | means land that contains one or more wāhi tapu (HNZPT Act, section 6) |
| wāhi tūpuna | means a place important to Māori for its ancestral significance and associated cultural and traditional values, and a reference to wāhi tūpuna includes a reference, as the context requires, to— (a) wāhi tūpuna: (b) wāhi tūpuna: (c) wāhi tūpuna (HNZPT Act, section 6) |

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