

Policy for Government Management of Cultural Heritage Places

2022

Foreword

Tiakina te whenua, manaakihia te tangata, me whakamua te haere.

He mea whakanui tēnei kaupapa here i te hiratanga o te whenua me ngā wāhi ki ō tātou kōrero tuku iho, e tūhono ai tātou ki ngā wā o mua, e ako ai, e whai hua ai tātou i tēnei wā tonu.

Care for the land, care for the people, go forward.

This policy looks to acknowledge the significance land and places have in relation to our heritage, linking us back to the past, so that we as people can learn and thrive from it today.

Aotearoa New Zealand's cultural heritage is part of our country's foundation and an important contributor to our personal, community and national identities. Protecting and conserving cultural heritage places ensures that the stories, histories and events that reflect who we are and where we have come from will continue to be experienced by future generations.

Our government is steward of many cultural heritage places on behalf of all New Zealanders from government buildings in metropolitan areas to sacred and historic sites across the motu. This national collection includes highly significant places and many places of importance to Māori.

The Policy will guide government to conserve cultural heritage places and manage them efficiently by ensuring that heritage is identified and considered at key points during the property management life cycle. For places of significance to Māori, the Policy establishes processes to ensure they are appropriately managed and conserved in a way that respects mātauranga Māori.

Government must take a leadership role in being good stewards of the heritage places in its care. This Policy will enable our government agencies to identify, protect and conserve Aotearoa New Zealand's cultural heritage places and ensure they continue to contribute to our collective wellbeing now and in the future.

Hon Carmel Sepuloni

Minister for Arts, Culture and Heritage

Kiri Allan

Associate Minister for Arts, Culture and Heritage

November 2022

Purpose

The *Policy for Government Management of Cultural Heritage Places* (the Policy) applies to state sector organisations¹ and the places with cultural heritage values that they care for.

The Policy is designed to guide the conservation of cultural heritage places in the context of delivery of government services. It sets out best practice heritage management standards that can be incorporated into an agency's property management processes.

The strategic, systematic approach to the management of cultural heritage places outlined in this Policy will enable government both to conserve places according to their cultural heritage values and to manage assets efficiently.

Introduction

New Zealand's cultural heritage is rich, varied and unique. It is a legacy of all generations, from the earliest places of Māori use and occupation to inner-city buildings. Heritage places connect us to our personal, community and national identity, support sustainable development and contribute to society's resilience and wellbeing. For Māori, place gives meaning to the history, traditions, culture and identity of whānau, hapū, and iwi.

The government manages a significant portfolio of heritage places on behalf of the people of New Zealand. The heritage assets managed by government agencies often have important operational functions but are also valuable physical reminders of government's role in the history of New Zealand. The government's portfolio of heritage places is an important national collection which includes some highly significant places and many places of significance to Māori. Many of these places are also valued by the communities they are connected to and make a contribution to community identity.

The government is committed to the identification, protection, and conservation of New Zealand's heritage places and has established legislation and agencies for this purpose.² Awareness of heritage places amongst those who exercise authority over them is vital to the prevention of damage and destruction of heritage places.

Government is responsible for the stewardship of its own cultural heritage assets so that they can be enjoyed for their contribution to wellbeing now and into the future.

Cabinet has agreed that the Policy will take effect from 1 February 2023.

¹ As defined in chapter 3 of the Cabinet Manual 2017.

² For example, Heritage New Zealand Pouhere Taonga, Manatū Taonga Ministry for Culture and Heritage, Te Papa Atawhai Department of Conservation.

Objective

Government agencies are stewards of the heritage places in their care and follow best practice to ensure their long-term contribution to New Zealanders' economic, social, environmental and cultural wellbeing.

Outcomes

By taking a leadership role in cultural heritage management, it is anticipated that government agencies will:

- respect and acknowledge the importance of cultural heritage
- foster a wider appreciation of and pride in the nation's heritage and identity
- consistently use best practice when managing heritage places
- ensure that cultural heritage is conserved and, where appropriate, used for the benefit of all New Zealanders
- ensure that places of significance to Māori are appropriately managed and conserved, in a manner that respects mātauranga Māori and is consistent with the tikanga and kawa of the tangata whenua
- model best practice to other owners of cultural heritage places
- ensure meaningful engagement and participation of iwi/hapū/kaitiaki in cultural heritage management

Evaluation

The Ministry for Culture and Heritage Manatū Taonga will periodically evaluate the effectiveness of this policy at achieving the outcomes outlined above.

Scope

The Policy applies to all State sector organisations with cultural heritage places in their care, except for school boards of trustees. Other public bodies that are not subject to the Policy, such as local authorities, could adopt it as good practice.

A heritage place is considered to be 'in the care of' an organisation that owns, manages or leases it. The policy applies to the extent that the organisation has the authority (as owner, manager or lessee) to implement it.

State sector organisations that manage private assets are encouraged to apply the policy to those assets where practicable.

Interpretation

Archaeological site has the same meaning as defined in the Heritage New Zealand Pouhere Taonga Act 2014.

Best practice means a method that has been judged to be superior to other methods, or a procedure or activity that has produced outstanding results in one situation and could be adapted to improve effectiveness, efficiency and/or innovation in another situation.

Community means a group of people who share either a common identity, the same interests, pursuits, or occupation and/or who live in the same geographical area.

Conservation means all the processes of understanding and caring for a place so as to safeguard its cultural heritage value.¹

Cost means the full spectrum of potential costs - economic, social, environmental and cultural.

Cultural heritage

(a) means 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: archaeological, architectural, cultural, historic, scientific, technological, and

(b) includes historic sites, structures, places, and areas; and archaeological sites; and sites of significance to Māori, including wāhi tapu; and surroundings associated with the natural and physical resources.²

Cultural heritage value means possessing aesthetic, archaeological, architectural, commemorative, functional, historical, landscape, monumental, scientific, social, spiritual, symbolic, technological, traditional, or other tangible or intangible values, associated with human activity.³

Designation has the same meaning as defined in the Resource Management Act 1991.

Government agency means an organisation that is part of the State sector as defined in chapter 3 of the Cabinet Manual 2017 but does not include any school board of trustees.⁴

Heritage place is a place with cultural heritage value.

Property means real property, i.e. land and any building or structure or anything fixed to land.

Setting means the area around and/or adjacent to a heritage place that is integral to its function, meaning, and relationships; and to the understanding and appreciation of the place's cultural heritage value.⁵

Site of significance means all places of Māori/Moriori origin, as well as later places of significance, as determined by iwi/imi and hapū.

Stewardship means active planning and management of medium- and long-term interests.

Thematic study means a study that focuses on the heritage of a theme or period of New Zealand's history e.g. justice or 1960s.

Typological study means a study that focuses on a particular type of heritage place e.g. courthouses.

¹ Based on the ICOMOS New Zealand Charter 2010 definition of conservation.

² Based on the Resource Management Act 1991 definition of historic heritage.

³ Based on the ICOMOS New Zealand Charter 2010 definition of cultural heritage value.

⁴ See Appendix for list of organisation types.

⁵ Based on the ICOMOS New Zealand Charter 2010 definition of setting.

Principles

The following key principles on which this policy is based reflect:

- New Zealand legislation and government policy
- New Zealand and international heritage charters and guidelines including the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value 2010.
- Rights relating to cultural heritage contained in the United Nations Declaration on the Rights of Indigenous Peoples.
- Cultural heritage has value and meaning
- Cultural heritage is a finite and non-renewable resource with lasting value in its own right and provides evidence of the origins and development of New Zealand's distinct peoples and society.

1. Cultural heritage contributes to wellbeing and resilience

The retention and conservation of cultural heritage supports New Zealanders' economic, environmental, social and cultural wellbeing and resilience.

2. Cultural heritage conservation contributes to environmental sustainability

The retention, conservation and, where appropriate, adaptive reuse of cultural heritage benefits the community by promoting the sustainable use of resources, retention of embodied energy and minimisation of waste.

3. The protection of cultural heritage is a matter of national importance

Under the Resource Management Act 1991, the protection of historic heritage from inappropriate subdivision, use and development is a matter of national importance, as is the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga.

4. Government agencies work to give effect to the principles of the Treaty of Waitangi

The Treaty of Waitangi provides the foundation for engagement with Māori communities in respect of their heritage places.

Government agencies make informed decisions and work in partnership with Māori/Moriori and recognise and provide for the relationship of Māori/Moriori communities with their ancestral lands, water, sites, wāhi tapu, wāhi tūpuna.⁶

5. Government agencies recognise that Māori/Moriori are the holders of their traditional knowledge

When partnering with Māori, government agencies recognise and respect that Māori/Moriori are the holders of their traditional knowledge of Māori/Moriori cultural heritage places.

⁶ Iwi Management Plans may set out iwi expectations for partnering with iwi. Other advice on Māori cultural heritage may be available from iwi planning documents for example Environmental Management Plans. Te Arawhiti's guidance on [Crown Engagement with Māori](#) should be consulted.

6. Government agencies lead by example

By adopting appropriate heritage management strategies, processes and practices, the New Zealand government shows leadership by setting the standard for the management of cultural heritage assets and values to the rest of the community.

7. Government agencies are responsible for the long-term stewardship of public assets

Government agencies have responsibility for the long-term stewardship and efficient and effective management of their property and assets, including cultural heritage, acknowledging that asset management is about providing desired services by managing assets in the most cost-effective way, for today's and future generations.⁷

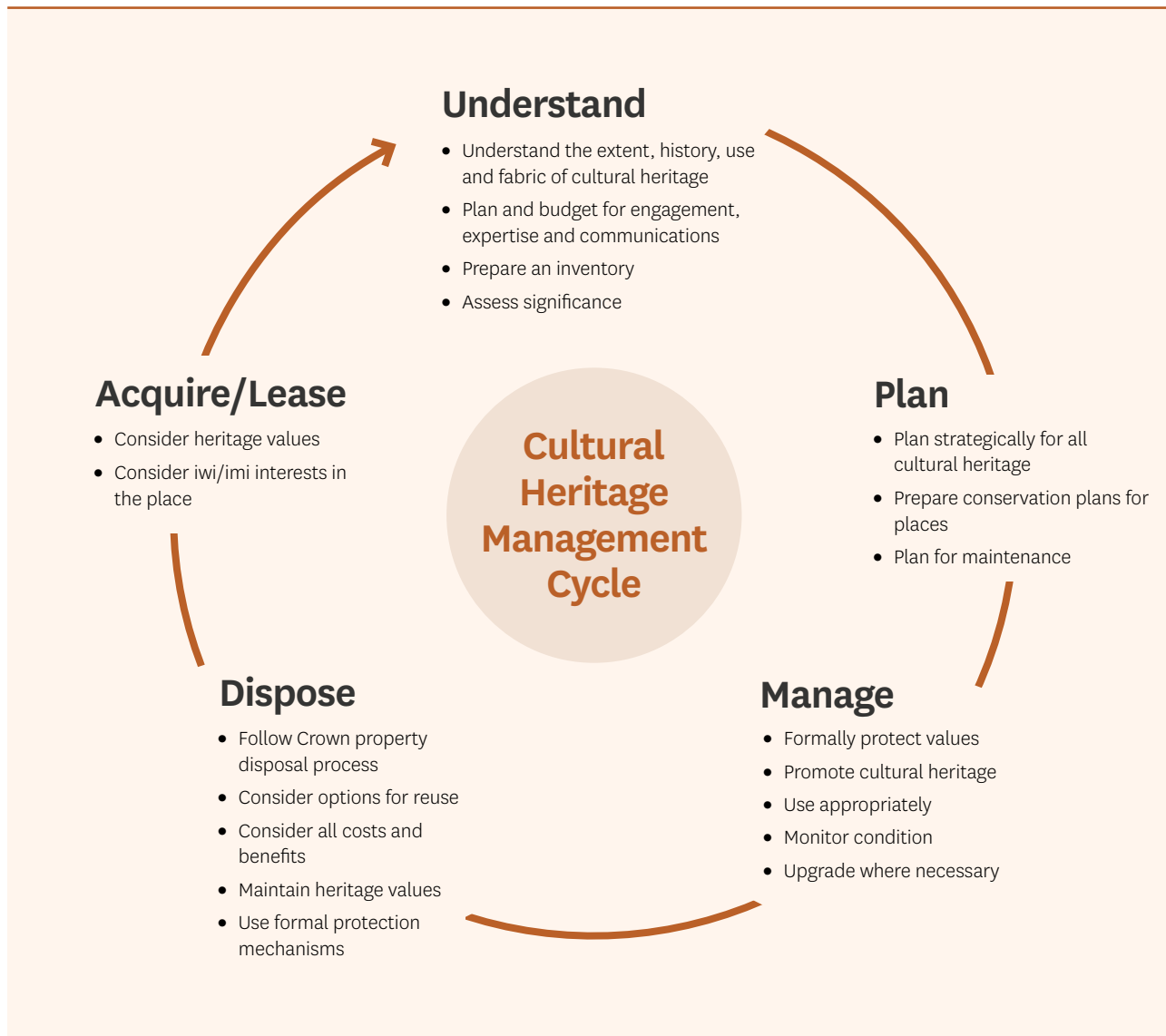
8. Government agencies are open and transparent

The government is accountable to the public who have a valid interest in the conservation of heritage places.

⁷ Officer of the Auditor General, Managing Public Assets 2013.

Cultural Heritage Management Cycle

The following diagram is a visual depiction of where the key policies for government management of cultural heritage occur in the cycle of management.



At all stages in the cycle

- Meet conservation standards, such as the ICOMOS Charter 2010
- Meet legislative requirements
- Seek specialist advice from Heritage New Zealand Pouhere Taonga, iwi/imi, hapū, marae or rūnanga, local authorities and heritage professionals
- Use appropriately qualified workers
- Partner and consult with Māori/Moriori and other communities
- Document management
- Report on compliance with the Policy

Policies

The following policies set the standards expected to be achieved by government agencies managing cultural heritage. Government agencies will:

At all stages in the cycle

1. Integrate heritage management into property management

Government agencies will integrate management of cultural heritage values into their asset management planning, policies and practices.

2. Meet legislative requirements and heritage conservation standards

For all planning and work on heritage places, government agencies will comply with:

- relevant statutory and regulatory requirements, such as requirements for resource consents under Part 6 of the Resource Management Act 1991, archaeological authorities under the Heritage New Zealand Pouhere Taonga Act 2014 and Treaty Settlement deeds and legislation.
- accepted conservation standards, such as the ICOMOS New Zealand Charter 2010.

3. Seek specialist advice and use appropriately qualified workers

Government agencies will seek advice from iwi/imi, hapū, marae or rūnanga on any matter related to the management of places of significance to Māori/Moriori.

Government agencies will seek advice from Heritage New Zealand Pouhere Taonga on:

- the conservation of heritage values in the Crown property disposal process
- the conservation of National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu and items entered in the New Zealand Heritage List/Rārangi Kōrero
- archaeological sites
- heritage orders where Heritage New Zealand Pouhere Taonga is the protection authority.

Government agencies may seek advice from Heritage New Zealand Pouhere Taonga on any other matter related to the management of cultural heritage.

Government agencies will involve, where necessary, appropriately qualified people, including kaitiaki Māori, conservation professionals, conservators and tradespeople in all aspects of the management of cultural heritage.

Government agencies will appropriately remunerate all specialists and other workers including resourcing of iwi/imi/hapū/kaitiaki in undertaking research, input, and participation.

Government agencies will ensure that relevant employees are aware of the principles of heritage conservation and the heritage values of properties in their agency's care.

4. Partner and consult

Government agencies will partner with iwi and hapū in the identification, assessment and management of sites of significance to Māori/Moriori.⁸

Government agencies recognise the importance of early engagement with iwi/imi/hapū and kaitiaki to build and maintain partnerships between iwi and government agencies.

Government agencies will consult with relevant communities when making decisions that may have a significant impact on heritage places.

Government agencies will invite public participation, where appropriate, in the management of cultural heritage through various initiatives, such as:

- seeking public comment on conservation plans or disposal of cultural heritage
- establishing partnerships with communities of interest
- voluntary notification of resource consent applications.

Where appropriate, government agencies will collaborate in their management of cultural heritage.

5. Record management of cultural heritage

Government agencies will appropriately record their cultural heritage including by undertaking research, assessments, plans and documentation of changes.

Cultural heritage will be recorded using appropriate and accurate language, dialect, and terminology to describe places including Māori cultural heritage places and their values.

Government agencies seek agreement with iwi/hapū regarding mātauranga Māori, and the gathering, use, storage, and dissemination of this knowledge.

Government agencies will allow public access to records in accordance with legal requirements.

6. Report on compliance with the policy

Government agencies will report biennially in the format prescribed by Manatū Taonga on the extent of their compliance with this policy and provide reasons for non-compliance. Outcomes of reporting will be made publicly available on Manatū Taonga's website.

Understand

7. Understand heritage places

Government agencies will research and identify the heritage places on the property they manage periodically, including sites of significance to Māori/Moriori.

Research may need to include engagement with local iwi/imi who may hold information not available on public databases and inventories.

Where appropriate, government agencies will take a thematic or typological study approach to identifying cultural heritage values, which can assist with setting priorities for conservation and management.

⁸ Starting points for identifying iwi and hapū include Te Kāhui Māngai (Te Puni Kōkiri's Directory of iwi and Māori Organisations) and local authorities.

8. Prepare and maintain an inventory of heritage places

Inventories of the heritage places identified by government agencies will be published centrally. At a minimum, inventories must include:

- World Heritage sites
- National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu
- places on the New Zealand Heritage List/Rārangi Kōrero
- recorded archaeological sites
- heritage places scheduled in reserve management plans
- places included in heritage schedules in regional or district plans
- places that have been identified as likely to meet the threshold for listing or scheduling in an area, thematic, typological or other heritage study prepared by suitably qualified heritage practitioners
- places subject to heritage orders
- places subject to heritage covenants.

Inventories may also include heritage places identified in:

- Iwi/Imi management plans, noting that there may be several and overlapping plans in some areas.
- areas acknowledged in Treaty settlements as being of significance to Māori/Moriori.

Inventories will use appropriate and accurate language, dialect, and terminology for Māori/Moriori cultural heritage places and their values.

9. Support proposals to protect cultural heritage

Government agencies will support initiatives to publicly recognise the values of cultural heritage they manage. For example:

- inclusion on a regional or district plan heritage schedule
- listing under the Heritage New Zealand Pouhere Taonga Act 2014 as a National Historic Landmark, wāhi tapu, wāhi tūpuna, historic place or historic area
- inscription as a World Heritage site.

Plan

10. Plan for the long-term conservation of cultural heritage

Government agencies will provide for the long-term conservation (including disaster mitigation) of the cultural heritage in their care by preparing, updating and implementing plans and strategies, such as:

- an agency-wide heritage asset management strategy
- conservation plans
- cyclical maintenance plans

- management plans for historic reserves
- risk management plans, including planning for threats arising from climate change.
- Plans and strategies may be for individual places, for sites, or prepared typologically. Where practical and appropriate, government agencies will make their plans for cultural heritage publicly available.⁹

Manage

11. Promote the values of cultural heritage

Government agencies will promote and celebrate heritage places in their care. For example, by facilitating public access, or making online or in-situ interpretation available.

Where possible, government agencies ensure that iwi/imi/hapū/kaitiaki have and maintain physical access to cultural heritage places of importance to them.

12. Consider ways to use, adapt or protect cultural heritage places

Government agencies will not dispose of or demolish cultural heritage places without fully exploring viable options for their reuse or alternative compatible uses. If this use cannot be continued, places are adaptively re-used for a purpose sympathetic to their cultural heritage value.

Recognising that adaptive re-use is not appropriate for all cultural heritage places, if the original use cannot be continued, government agencies will secure the place from physical damage and safeguard its cultural heritage values.

Decisions on re-use will uphold the relationship of iwi/imi/hapū with their cultural heritage places in meaningful and practical ways, for example tikanga whakahaere, access, commemoration.

Cultural heritage places are not disposed of or demolished without fully exploring viable options for their reuse or alternative compatible uses. It is acknowledged that an agency's operational requirements may prevent adaptive re-use or may necessitate changes that are unsympathetic to their cultural heritage value, including disposal or demolition of a place.

13. Take into account all relevant values, cultural knowledge, and disciplines when planning change or development

If alterations are needed for a new or continuing use of a heritage place, or to secure its long life, government agencies will take all reasonable steps to ensure that cultural heritage values are not adversely affected.

Government agencies will take care to protect the setting of cultural heritage places from inappropriate development.

When planning and carrying out work adjacent to heritage places, government agencies will seek to ensure that heritage values are not adversely affected.

Where avoidance is not possible, government agencies will mitigate to the greatest extent possible adverse effects on cultural heritage.

When seeking a designation for a site, government agencies will take account of heritage values.

⁹ Online or by lodgement in an appropriate local or national archive, library or other public repository.

14. Monitor the condition of heritage places

Government agencies will care for their heritage places by periodically (for example, as determined by conservation management plans) monitoring their condition.

15. Maintain heritage places and appropriately repair them

Government agencies will regularly maintain and appropriately repair their heritage places.

This conserves heritage value and prevents deterioration and expensive deferred maintenance or major repairs. Maintenance is also key to resilience in the face of seismic risk and climate change.

Dispose

16. Ensure heritage values are protected when disposing of property

When considering properties for disposal, government agencies will:

- identify any previously unrecognised cultural heritage including the presence of wāhi tapu or sites of significance to iwi/imi, at the earliest opportunity and before undertaking any earthworks or demolition of buildings or structures
- consider ways of disposal that will support iwi/imi/hapū/kaitiaki to maintain physical access to cultural heritage places of importance to them
- maintain heritage values while decisions about future use and disposal are made, recognising that inadequate maintenance will make ultimate disposal more difficult.

When disposing of property government agencies will:

- follow the Crown land disposal process, where applicable, and consult Heritage New Zealand Pouhere Taonga at an early stage and throughout the process
- recognise and protect the heritage values of transferred property as recommended by Heritage New Zealand Pouhere Taonga (through a heritage covenant for example), or provide reasons to Heritage New Zealand Pouhere Taonga if any recommendation is not adopted
- give clear information about values and any protections to potential purchasers
- take into account public good and the full spectrum of costs and benefits (social, economic, environmental and cultural) ensuring that financial return is not the sole consideration
- consider large sites in their entirety to avoid isolating cultural heritage and adversely affecting setting or long-term sustainability.

Acquire/Lease

17. Take heritage values into account when acquiring or leasing property

When acquiring or leasing property government agencies will:

- consider opportunities to conserve or adaptively reuse cultural heritage
- consider iwi/imi interests in the place

- use cultural heritage places in a way that is compatible with heritage values
- recognise the contribution that government can make to the conservation of heritage values in historic regional town centres by locating appropriate services there.

Appendix: State sector organisations

Public service

- Departments
- Departmental agencies
- Interdepartmental executive boards

Non-public service departments

- Executive branch
- Legislative branch

Crown entities

- Statutory entities
 - Crown agents
 - Autonomous Crown entities
 - Independent Crown entities
- Crown entity companies
 - Crown Research Institutes
 - Other companies
 - Crown Entity Subsidiaries of Te Pūkenga (New Zealand Institute of Skills and Technology)
 - Other Crown entity subsidiaries
- Tertiary institutions
- Independent statutory entities

Public Finance Act Schedule 4 Organisations

Public Finance Act Schedule 4A Companies

Reserve Bank of New Zealand

Offices of Parliament

State-owned enterprises

Mixed Ownership Model companies

Key Legislation, Policy And Guidance

Building Act 2004

Heritage New Zealand Pouhere Taonga Act 2014

Heritage New Zealand Sustainable Management of Historic Heritage Guidance series, 2007

ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value, 2010

James Semple Kerr, *The Conservation Plan*, 2013

Quality Planning website

Resource Management Act 1991 (and any relevant planning documents, such as National Directions, Regional Policy Statements and District Plans issued under the Act)

Reserves Act 1977