

Monitoring Report Heritage Landscapes



Skippers Landscape. Photo courtesy of New Zealand Historic Places Trust

Policy and Planning
Queenstown Lakes District Council
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Executive Summary

This report seeks to assess the effectiveness and efficiency of the Heritage Landscapes provisions of the Queenstown Lakes District Plan. This part of the district plan became operative in March 2008 and contains an objective, six policies and some methods (no rules).

Since that time there have been a few a resource consent applications within the identified heritage landscapes. However these applications have not been assessed against the heritage landscapes objective and policies. So the efficiency of the objective, policies and methods cannot be assessed at this time.

It is recommended that the location and extent of heritage landscapes are mapped on the district plan maps rather than in Appendix 10. Then when resource consent applications are lodged it will be easier to ascertain if they are located within a heritage landscape and whether the objective and policies should be used in the assessment of the application.

1. Introduction

Section 35(2)(b) of the Resource Management Act 1991 requires the District Council to monitor the efficiency and effectiveness of policies, rules, or other methods in its District Plan. Council is also required under Section 35(2A) to, at intervals of not more than five years, compile and make available for the public a review of the results of its monitoring under this subsection of the Act. This monitoring report has been prepared to fulfil these requirements with specific regard to heritage landscapes in the District. The policies and methods on this subject are contained in Chapter 13 - Heritage of the Queenstown Lakes District Plan. This is the third monitoring report of the heritage chapter of the District Plan. The first and second on built heritage and heritage trees, were produced in June and December 2011.

Monitoring of the efficiency and effectiveness of policies and methods in the District Plan will show how well the existing provisions are working. Therefore it is an important first step for the review of the District Plan. This report encompasses the period from March 2008, which is when these heritage landscapes provisions of the District Plan became operative, until 1 September 2011.

This report focuses specifically on Objective 3 of the Heritage Chapter (with its related policies and methods) which applies to heritage landscapes. This objective states *“Recognise heritage landscapes and their associated values which significantly contribute to the District’s character, history, social and cultural values, and ensure adverse effects of inappropriate subdivision, use and development on these values are avoided, remedied or mitigated.”*

Heritage landscapes are identified in Appendix 10 – *Indicative Lines of Heritage Landscapes*, to the District Plan. This issue of whether or not additional heritage landscapes should be included or excluded from Appendix 10 will be addressed during the District Plan review process.

1.1 What is District Plan monitoring?

The Resource Management Act requires that three aspects of the District Plan are assessed and used to inform the process of reviewing the District Plan. These three aspects are:

District Plan Effectiveness – of the objectives, policies and methods,
District Plan Efficiency – of objectives, policies and methods,
District Plan Appropriateness - of the objectives, policies and methods at fulfilling the purpose of the Resource Management Act.

District Plan Effectiveness monitoring requires the Council to compare what is actually occurring under the District Plan provisions with the intentions of the Plan (as expressed through its objectives). In order to do this, there is a need to first identify what the District Plan is trying to achieve for heritage landscapes, and to then track how well this objective is being achieved. Once it is understood how well the objective is being met,

consideration needs to be given to what extent this can be attributed to the District Plan policies and rules and to what extent 'outside' influences may be affecting the ability of the Plan to achieve its objectives.

Plan Efficiency monitoring refers to comparing the costs of administering the heritage landscapes provisions incurred by applicants, the Council and other parties compared to the outcomes or benefits achieved. It is noted here that determining what level of costs are acceptable is generally a subjective judgment and, as such, it is difficult to reach definitive conclusions.

Evaluating District Plan Appropriateness is the final aspect of District Plan monitoring. This relates to assessing how appropriate the Plan's objectives and policies are at achieving the purpose of the Resource Management Act and the function of the Council.

2. History of the heritage landscapes provisions

The Proposed District Plan (1995) had a heritage chapter which contained rules relating to the conservation of individual heritage features (structures, precincts and trees) which were listed in Appendix 5 (now Appendix 3) of the District Plan.

Variation Number 11 - Heritage 1 was notified in August 2002. This variation sought to update and amend errors in the Inventory of Protected Features in the proposed District Plan. This variation did not add, remove or review items on the Inventory. Another Variation was initiated to do this which was finally notified as Plan Change 3 - Heritage 2 in 2006.

In 2006 Plan Change 3 – Heritage 2 was publically notified to amend errors in and add features to the Inventory of Protected Features and to add a section on the protection of heritage landscapes. Following submissions and appeals a number of changes were made to the Inventory of Protected Features and an objective, policies and methods and maps showing the location and extent of five heritage landscapes were added for the protection of heritage landscapes.

3. How the current provisions work

3.1 Objectives, policies and methods

Objective 3 - Heritage Landscapes

Recognise heritage landscapes and their associated values which significantly contribute to the District's character, history, social and cultural values, and ensure adverse effects of inappropriate subdivision, use and development on these values are avoided, remedied or mitigated.

Policies:

- 3.1 *To identify and draw to the public attention heritage landscapes and their associated values.*
- 3.2 *To recognise and protect the different layers of history within heritage landscapes and the relationship between these layers to retain their cultural meaning and values.*
- 3.3 *To retain heritage connections between places, sites or points of heritage significance within or between heritage landscapes.*
Note: Connections may be physical e.g. road or water-race, or notional e.g. a former route or line of sight, spiritual.
- 3.4 *To ensure subdivision, development and use maintains the values of heritage landscapes including character, context, setting and historic patterns.*
- 3.5 *To encourage development that will retain or enhance the values and elements of heritage landscapes.*
- 3.6 *To promote and encourage public awareness and protection of heritage landscapes and their values.*

Methods

(i) District Plan

- (a) Identify heritage landscapes of significance in the District.
- (b) Include an inventory of identified heritage landscapes and their values in the District, and show their boundaries by indicative lines on maps attached as Appendix 10.
- (c) Develop assessment criteria to identify heritage landscapes. These criteria need to be able to:
- i) in the absence of a comprehensive study or if a heritage landscape has not yet been identified, identify the presence of heritage landscapes; or
 - ii) where a heritage landscape has been identified either in Appendix 10 or by i) above, identify the components /values of the landscapes; and
 - iii) assess what the potential adverse effects of development, subdivision or other use will be on the heritage landscape.
- (d) Consider and assess what protection mechanisms are appropriate for heritage landscapes.

(ii) Other Methods

- (a) To liaise with the Historic Places Trust, local historical societies, New Zealand Archaeological Association, New Zealand Institute of Landscape Architects and takata whenua to identify heritage landscapes and their

values and promote public awareness of the importance of heritage landscape.

- (b) Encourage and promote further research of heritage landscapes and their values.

The location and extent of the heritage landscapes are in Appendix 10 - *Indicative Lines of Heritage Landscapes* of the District Plan.

The plan seeks to develop assessment criteria to identify heritage landscapes, identify the landscapes components/values and assess what the potential adverse effects of development, subdivision or other use will be on the heritage landscape. It also proposes that in the future protection mechanisms are identified to protect identified heritage landscapes.

None of these methods have been implemented yet. However the decision on Plan Change 3 did identify 5 heritage landscapes. Their location and extent is included in Appendix 10 of the District Plan. They are Skippers, Moke Lake, Seffertown, Macetown and Glenorchy. In the absence of protection mechanisms being incorporated in the district plan, resource consent applications (discretionary and non-complying) in the identified heritage landscapes need to be assessed against the heritage landscape objective and policies as well as other relevant objectives and policies.

3.2 Maps

The indicative location and extent of the heritage landscapes are located in Appendix 10 of the District Plan. This is at the back of Volume 1B of the plan and is not cross referenced on the planning maps. The location of these maps in Appendix 10 makes it difficult to identify whether a resource consent application is within a heritage landscape. It would be clearer and make the plan easier to use if the heritage landscapes were identified on the district plan maps.

4. What do the heritage landscapes objective, policies and rules seek to achieve

Objective 3 seeks to recognise heritage landscapes and ensure that they are not adversely affected by inappropriate subdivision, use and development. The policies also seek to recognise, promote public awareness, protect and enhance heritage landscapes and the connections within them.

The methods outlined in the plan to achieve this are to identify and outline the location, extent and values of the heritage landscapes in the Plan. Also to develop assessment criteria to identify heritage landscapes and their components/values and to assess what potential adverse effects development, subdivision or use will have on the heritage landscape.

Other methods include identifying appropriate protection mechanisms for heritage landscapes, liaising with heritage stakeholders and takata whenua to identify heritage landscapes and promote their importance and encouraging further research of heritage landscapes and their values.

5. How effective are the heritage landscapes objective, policies and rules?

5.1 Effectiveness of the objective, policies and methods

The heritage landscapes provisions in the district plan have been operative since March 2008. Since this time the objective and policies do not appear to have been used in the assessment any resource consent applications within the identified heritage landscapes. Therefore the effectiveness of the objective, policies and methods cannot be assessed as they have not been used since they have been made operative.

6. How efficient are the heritage landscapes objective, policies and rules?

There have been no resource consents that have been assessed against the objectives and policies and there are no rules in the heritage landscape section of the District Plan that trigger the requirement for a resource consent. Therefore the efficiency of the objective, policies and methods cannot be assessed.

7. Conclusion

The effectiveness and efficiency of the heritage landscape objective, policies and methods cannot be assessed. This is because the few applications that have been lodged within these landscapes have not been assessed against the heritage landscapes objective and policies. The other methods have not yet been implemented.

It is recommended that the location and extent of heritage landscapes are mapped on the district plan maps. Then when resource consent applications are lodged it will be easier to ascertain if they are located within a heritage landscape.

Appendix 1 - Heritage Landscapes provisions. Excerpt from the District Plan.

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Implementation Methods

Objective 3 and associated policies will be implemented through a number of methods:

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