

BEFORE THE MACKENZIE DISTRICT PLAN HEARINGS PANEL

UNDER **the Resource Management Act 1991**

AND

IN THE MATTER OF **Proposed Plan Change 20 to the
Mackenzie District Plan**

**STATEMENT OF EVIDENCE OF FIONA JANE WYKES
ON BEHALF OF HERITAGE NEW ZEALAND POUHERE TAONGA**

Dated 14 November 2022

1.0 INTRODUCTION AND BACKGROUND

- 1.1 My full name is Fiona Jane Wykes.
- 1.2 I hold a Bachelor of Arts Degree in Archaeology (BA Hons) and a Post Graduate Diploma in Architectural Conservation (PG Dip, Arch Cons) from the University of Bristol, and a Master of Arts in Urban Design (MA) from Birmingham City University.
- 1.3 I am the Kaiwhakahaere-ā-Takiwā, Area Manager Canterbury/West Coast for Heritage New Zealand Pouhere Taonga (HNZPT) where I am responsible for the delivery of technical advice within the territory of Canterbury/West Coast. I have held this position for two years. Prior to this I was Senior Heritage Advisor at Christchurch City Council.
- 1.4 I have over 20 years experience working in the heritage sector, both in the UK and New Zealand. I am also a full member of ICOMOS (NZ) Te Mana O Nga Pouwhenua O Te Ao, the International Council on Monuments and Sites. Until I left the UK in 2008, I was a full member of the Institute of Historic Building Conservation.
- 1.5 I have prepared and given evidence in relation to several district and regional plan review processes with regard to historic heritage, including the Christchurch District Plan and the Selwyn District Plan.
- 1.6 My statement of evidence presents my professional and independent view as a heritage advisor. I confirm I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014. I confirm that the evidence given in my statement of evidence are within my area of expertise. I have not knowingly omitted to consider facts or information that might alter or detract from the opinions expressed.

2.0 EXECUTIVE SUMMARY

- 2.1 Heritage New Zealand Pouhere Taonga lodged a submission on Plan Change 20 on 29 August 2022. The submission sought inclusion of a strategic objective to provide high level direction regarding the identification, recognition and protection of places, structures and features which are significant to Mackenzie's wider character and cultural heritage.
- 2.2 As notified, there is no reference to heritage resource in the strategic direction objectives in the proposed Mackenzie District Plan. In my view this poses a risk that historic and cultural heritage in the region may be lost through inappropriate subdivision, use or development. In order to mitigate or avoid this loss the district plan needs to recognise and provide for heritage in the strategic directions
- 2.3 The submission explained that recognising the significance of heritage resources as part of the overarching direction of the District Plan would generate greater awareness and help ensure their protection for future generations.
- 2.4 The historic and cultural heritage of the Mackenzie district is important to all New Zealanders. Beginning with mana whenua whose connection with the land is told through several sites, including mahinga kai, wāhi tapu and wāhi tipuna and archaeological sites to the more recent European heritage contained in the many high country stations that are steeped in stories of the families and communities who worked and lived on the land.
- 2.5 This long history of occupying the district has led to a wide range of historic and cultural heritage that should be protected through the District Plan. Whilst the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA) provides protection for archaeological sites, other heritage sites are not protected under the HNZPTA, and thus there is reliance on

the District Plan to provide protection for these special sites of our history.

2.6 Whilst many of these sites are proposed for inclusion in the Heritage chapter, in my opinion the significance of heritage in the Mackenzie District should be recognised in the strategic objectives in the Strategic Directions chapter.

2.7 The s42A Report author has suggested some amended wording to ATC Objective 1, were the Panel inclined to accept the submission of HNZPT. In my view this amended wording addresses the concerns raised by Heritage New Zealand and will recognise and protect the heritage in the region, giving effect to Part 2 of the RMA, as follows:

The Mackenzie District is a desirable place to live, work, play and visit, where:

1. *there are a range of living options, businesses, and recreation activities to meet community needs;*
2. *activities that are important to the community's social, economic and cultural well-being, including appropriate economic development opportunities, are provided for; ~~and~~*
3. *the anticipated amenity values and character of different areas are maintained or enhanced; and*
4. *the significance of heritage resources to the community's character and cultural heritage is recognised and provided for.*

3.0 SCOPE OF EVIDENCE

3.1 In preparing my evidence I have reviewed the following documents:

- a) Plan Change 20 material, including other submissions and further submissions relating to the Strategic chapters.
- b) Mackenzie District Council Section 32 report: Strategic Directions.
- c) Mackenzie District Council Section 42A report
- d) Minute 2 of the Hearings Panel (dated 1 November 2022)

- e) Email from Ms White dated 8 November 2022 with draft objective wording included.

3.2 My statement of evidence addresses the following matters:

- a) HNZPT and its role as New Zealand’s lead historic heritage agency.
- b) Heritage in the Mackenzie District
- c) A Strategic Objective recognising and protecting heritage
- d) Proposed wording for a strategic objective

4.0 THE ROLE OF HERITAGE NEW ZEALAND POUHERE TAONGA

4.1 HNZPT is an autonomous Crown Entity with statutory responsibility under the HNZPTA for the identification, protection, preservation, and conservation of New Zealand’s historic and cultural heritage.

4.2 HNZPT prepares and maintains the New Zealand Heritage List / Rārangī Kōrero (the List), which is primarily an identification and recognition tool for New Zealand’s significant and valued historical and cultural heritage places. Inclusion on the List does not offer any form of protection, with the exception of archaeological sites, so statutory protection of historic heritage relies on provisions in Resource Management Act 1991 (RMA) documents. As such, HNZPT advocates for all entries on the List to be protected through scheduling on district plans where appropriate.

4.3 The HNZPTA provides protection for archaeological sites, defined as any place associated with human activity prior to 1900 that through investigation by archaeological method may provide evidence on the history of New Zealand. It is an offence under section 87 of the HNZPTA to modify or destroy an archaeological site without an authority from HNZPT irrespective of whether the works are permitted, or a consent has been issued under the RMA.

5.0 HERITAGE IN THE MACKENZIE DISTRICT

- 5.1 The Mackenzie District is rich in historic and cultural heritage. There are areas and sites of historic significance which are important to the community, providing both identity and significant amenity values as well as encouraging intergenerational connection. The identification and protection of these important historic heritage places can enhance the value and appreciation of the district to those who live and work there as well as to those who visit, in many cases also generating economic benefits. Conversely inappropriate development can cause irreversible adverse effects on the district's significant historic items.
- 5.2 The area is known as Te Manahuna to mana whenua – the place of enlightenment – and is home to Aoraki, from whom Ngāi Tahu descend. Traditions and history are woven into this unique landscape and are told through mahinga kai, archaeological sites, wāhi tapu and wāhi tipuna and sites which provide habitats to taonga species. These sites represent the strong connection between mana whenua and the whenua.
- 5.3 When the Europeans arrived this wide landscape became home to many large farming operations, that still exist today. These high country sheep stations have often remained in the same family and have created a strong connection to the land for many people. These long standing relationships with the land for both Māori and Pākehā has created multiple strands of historic and cultural heritage that still remain today. These are the stories of Aotearoa New Zealand and in my opinion it is important to protect this history for current and future New Zealanders.
- 5.4 There are 31 heritage sites recorded on the List in the Mackenzie District. These sites represent just a part of the heritage in the district.
- 5.5 The Operative Mackenzie District Plan has 86 heritage sites scheduled in Schedule A to Section 11: Heritage Protection. In addition, the Mackenzie District is rich in archaeological sites.

5.6 All of these types of sites constitute heritage. They tell the story of our past and contribute to the unique story of the Mackenzie.

6.0 A STRATEGIC OBJECTIVE RECOGNISING AND PROTECTING HERITAGE

6.1 Heritage New Zealand submitted that protecting the rich and diverse range of heritage in the Mackenzie district is a matter of national importance. Further, HNZPT submitted that an objective is required to give effect to the directions set in the Canterbury Regional Policy Statement.

6.2 A strategic objective that provides a high-level recognition of the significance of and need to protect heritage in the district, would achieve greater outcomes for heritage than simply leaving all heritage to the heritage chapter.

Strategic Directions - Introduction

6.3 The Introduction to the Strategic Direction Chapters states:

This section of the District Plan sets out the overarching strategic direction for the District Plan. This strategic direction responds to those resource management issues that are of particular importance to the Mackenzie District, matters of national and regional importance that are particularly relevant within the District, or issues that traverse more complex matters. The matters addressed in these chapters are then responded to, in an integrated and more detailed manner, across multiple chapters of the District Plan.

6.4 The loss of historic heritage is a resource management issue of national importance and regional importance with regard to the Mackenzie.

6.5 Inclusion of a strategic objective relating to historic heritage promotes a more integrated approach, by recognising that heritage is a wider consideration relevant to the entire Plan, rather than a specific issue considered only within the heritage chapter.

National Importance

6.6 Section 6 of the RMA requires a territorial authority to recognise and provide for the relationship of Māori and their culture and traditions with

their ancestral lands, water, sites, wāhi tapu and other taonga¹ and the protection of historic heritage from inappropriate subdivision, use, and development as a matter of national importance².

- 6.7 The primary means for giving effect to the protection of historic heritage is to schedule items of historic heritage in the district plan following the Schedule 1 process.
- 6.8 The recognition of heritage in a strategic objective would provide a level of protection for a heritage site or area that is not scheduled in the District Plan.

Regional Importance

- 6.9 As I have stated, the Mackenzie District is a rich tapestry of historic and cultural heritage. The changes in land use and increase in development in the Mackenzie District have the potential to adversely affect the heritage in the district.
- 6.10 Therefore in my view, the protection of this historic and cultural heritage is a matter of regional importance in the Mackenzie.

7.0 PROPOSED WORDING FOR A STRATEGIC OBJECTIVE

- 7.1 In Minute 2 the Panel directed the s42A Report author as follows:

In case the Panel is minded to include a specific reference to historic heritage, can you please draft specific wording for our consideration?

- 7.2 In response to this Minute, Ms White, the s42A Report author for Plan Change 20 – Strategic Chapters, contacted HNZPT regarding some draft wording. Ms White’s draft amendment to ACT - Objective 1 is as follows:

The Mackenzie District is a desirable place to live, work, play and visit, where:

- 1. there are a range of living options, businesses, and recreation activities to meet community needs;*

¹ RMA, s6(e)

² RMA, s6(f)

2. *activities that are important to the community's social, economic and cultural well-being, including appropriate economic development opportunities, are provided for; ~~and~~*
3. *the anticipated amenity values and character of different areas are maintained or enhanced; and*
4. *the significance of heritage resources to the community's character and cultural heritage is recognised and provided for.*

7.3 In my opinion this amendment recognises the importance of heritage in the Mackenzie district and addresses the concerns raised by HNZPT in its original submission.

8.0 CONCLUSION

8.1 The historic and cultural heritage of the Mackenzie district helps tell its story. The story is what makes the Mackenzie district unique and provides the community with a sense of belonging and relationship with the land and surrounds.

8.2 In my opinion, the significance of the historic and cultural heritage of the district should be recognised in a strategic objective in the Strategic Chapter of the proposed Mackenzie District Plan. This would be achieved by adopting Ms White's draft amendment to ACT – Objective 1.



Fiona Wykes
14 November 2022