

10. Landscape and Heritage

10.1 Introduction

The landscape we see is a combination of three components: landform, land cover and land use. Landform is made up of soil and rock, moulded and shaped by geological processes and the effects of water and wind. Landform also includes the water that moves across or lies on the surface of the land in the form of rivers and streams, wetlands, and lakes. Land cover refers to the vegetation that grows on the surface of the land (be it alpine grasslands, indigenous bush, or pasture for agricultural production) and other surface covers such as towns and cities. Land use refers to the human activities that occur on the land and water and which leave a mark on the landform and/or the land cover (from the wake of a boat on a lake to a sprawling city).

To most people the term "landscape" conjures up an aesthetically pleasing image; they see landscape as primarily something to **look** at. However, landscapes are more than just how places and things look; they **are** those places and things. Landscape management means managing the natural and physical resources which make up landform, land cover and land use so that they combine and interact with each other in ways that maintain their individual functioning, their usefulness to humans and the health of the ecosystems that are interwoven through them.

Throughout the Regional Policy Statement there are many policies directed separately at resources such as soil, water, air and ecosystems. This chapter helps to integrate these resources by suggesting their management should include consideration of their **interaction** in an holistic way. Each of these resources, however they may be combined or manifested in a particular place, is but a constituent part of a greater whole, the individual parts of which should be managed to protect their contribution to the total landscape. A river, for example, may be managed to protect its instream life or its recreational value, but it is also part of a wider landscape, and its contribution to the physical and visual functioning of that landscape needs to be recognised in decisions about its use and management.

It is a characteristic of landscapes that they do not remain static, despite the fact that, for most of us, viewing a landscape means

taking a mental "snapshot" of landform, land cover, and land use while they are arranged in a particular way. However, the components we see in our snapshot are really a cross section of a number of **processes**: the shape and form of the land is constantly changing, the vegetative cover is part of a dynamic and evolving ecosystem, and the use to which land is put varies continuously with human intervention. As time passes, the landscape changes, hillsides are eroded, forests grow, towns spread out, and city skylines are altered. While there may be a tendency to think of landscapes as snapshots, in reality humans are affected by and even measure their lives through the constant changes in the landscapes that surround them.

Policies for landscapes, therefore, should be directed towards management of processes rather than the preservation of their appearance at a particular point in time. By and large, landscapes need to be managed for use, not preserved in glass cases. (Of course, some landscapes may be so sensitive to disruption or damage that they may require protection from development or have their uses restricted.) Managing these processes means not only the management of resources (land, water, and ecosystems), but also the effects of human activity upon them.

The importance of landscapes to human wellbeing should not be underestimated. They have a vital influence over people and communities. Places or scenes bring forth responses in humans which are greater than simple appreciation of their scenic qualities. The physical settings in which people live their lives become important to them and they become concerned when those settings are threatened. Landscapes are often an important means by which communities perceive themselves. This is especially so for Maori, for whom special places are central to the exercise of the kaitiakitanga and rangatiratanga of their tribes. However, other cultures and communities also treasure their defining landscapes; it is worth considering how the identity of the Kapiti Coast would change without Kapiti Island or how Wainuiomata residents would feel without their famous hill.

Landscape policy needs to take account of human needs such as these. The policies in this chapter suggest we should take account of human values as well as ecological principles in implementing the Act. Land, water and ecosystems should be managed so that the landscape continues to contribute to people's appreciation of it and to meet human expectations of it (for the amenities it offers — recreation, spiritual uses, cultural uses etc). The Act recognises this by requiring policy makers to consider amenity values in Part

II. Thus, while landscape management is primarily concerned with managing the interaction of resources to achieve various ecological ends, managing the visual amenity of a landscape remains an important aspect of landscape management.

Landscapes of the Wellington Region

The unique, rugged landscape of the Wellington Region is the result of many interrelated biophysical, climatic and cultural processes over a relatively short period of geological history. These have resulted in a wide variety of landscapes within a relatively small regional land area. These include exposed mountain ranges, undulating hill lands and broad plains, natural harbours and estuaries, rocky headlands and sand dune coastlines.

There is an enormous number of landscapes of differing scales and sizes in the Region. These may be conceptualised in several ways. On a macro-scale the Region can be seen as made up of five broad landscape areas that transcend territorial authority boundaries. These are analogous to the Department of Conservation's Ecological Districts. These areas are:

- (1) Kapiti coastal plain (part of the Foxton Ecological District);
- (2) Wellington hill country (part of the Cook Strait Ecological District);
- (3) Tararua and Rimutaka Ranges (part of the Tararua Ecological District);
- (4) Wairarapa plains (Wairarapa Plains Ecological District);
and
- (5) Wairarapa eastern hill country (Eastern Hill Country Ecological District).

Each area may be recognised by its distinctive character and features, the shape of its surface and surface cover — forest, scrub, grassland, urban and rural areas, and so on.

At the macro-level also, it is possible to identify a number of broad geographical systems — coastlines, skylines, fault lines, rivers and valleys — which have no regard for administrative boundaries and which could also be said to be of a regional, or even an extra-regional, scale.

Spread across these large landscapes are numerous smaller landscapes which can be thought of as local or community landscapes (e.g., the view of the Hutt Valley from above Totara Park; the natural setting of Wainuiomata). These landscapes are mostly only of local significance since the particular combination of resources and activities that make them up are important to, have an effect on, or are viewed by, the people who live in the local areas. Some local landscapes, however, are of such a quality or are so widely appreciated that they achieve a wider importance. Examples of these include Wellington's Town Belt, the headlands and capes of the south coast, Kapiti Island, Kupe's Sail and Castle Point. These landscapes may be said to be of regional importance, even though they may be found within a single territorial authority's district.

Landscape management may also be concerned with intimate and other small landscapes around dwellings and workplaces (e.g., the wooden cottages of Mount Victoria), streets, suburbs, hillsides, and even individual properties. The built environment and the patterns of urban living form an important part of these smaller (and sometimes not so small) landscapes. The changing streetscapes of our cities and towns provide the most immediate and intimate landscape experience for most of the Region's population. It is little wonder, then, that people care greatly about these environments and are keen to preserve their key features and historic and cultural values. By and large, however, these smaller landscapes are not generally regionally significant.

Heritage

Heritage is a complex resource that people perceive and value from many different perspectives. The most important distinction to make is between natural heritage and cultural heritage. In broad terms natural heritage refers to the natural environment. This includes indigenous flora and fauna, terrestrial, marine and freshwater ecosystems and habitats, landscapes, landforms, geological features, soils, and the natural character of water bodies and the coast.

Throughout the Policy Statement there are many policies to manage the natural environment in a sustainable manner. In one sense the management of natural resources, according to the philosophical principles of the Act, is all about providing for heritage — maintaining living systems for future generations to inherit. It is unnecessary for this chapter to provide specific policies for the management of the natural heritage of the Region.

However, it is important to ensure that our cultural heritage — valued buildings, structures, historic places and places of traditional significance to Maori — is conserved and managed in an integrated way with other natural and physical resources.

Our cultural heritage is made up of a range of buildings, structures and places associated with human activity. In the Wellington Region these cover a range of types, from the remains of long abandoned Maori settlements circa 1300 AD, to intact buildings that are still in use. These structures and places are of value for various reasons. They provide a spiritual link with the people who occupied the Region in the past and so have value for today's and tomorrow's communities as symbols of the depth of our connection with and attachment to the land. They may have historic value or have been handed down over the generations. On a more scientific level, they provide a basis for research and for understanding former cultures and patterns of living.

The Act requires local authorities, both territorial and regional, to have particular regard to heritage values when developing policies and making decisions about resources. The Act also provides for a new system of heritage orders and deems a number of organisations to be heritage protection agencies. The Department of Conservation and the Historic Places Trust also have major roles in heritage protection. Accordingly, agencies need to co-operate to avoid any duplication of function and effort in this area.

As with landscapes, the significance of cultural heritage resources should be understood at varying levels. Local communities and districts will have many buildings or sites which provide evidence of the community's or district's past and provide a context for its present and future development. A smaller proportion of these will have a similar meaning for the wider Region. It is this regional component of our cultural heritage that policy is provided for in this Policy Statement.

10.2 Issues

Issue 1

Throughout the Region there are a number of nationally and regionally outstanding **natural features**, landforms, geological features and soil sites. With use and development there is the potential for these features to be lost or damaged.

Landscape
Objective 1.

Issue 2	<p>The diminution in the quality of landscapes which are regionally outstanding is also an issue. Activities which commonly give rise to a loss of quality in the landscape include subdivision, mining, topsoil mining, reclamation, land clearance, afforestation, the erection of structures, road and infrastructure development, tourism and recreation and the effects of introduced animals. Public concern about some of these activities (e.g., the erection of structures) has grown with the increasing awareness of the landscape. People have increasingly sought input into decisions about these activities through local authority planning mechanisms.</p>	Landscape Objective 2.
Issue 3	<p>Maori are concerned about the effects of subdivision, forest clearance and reforestation on waahi tapu and the effects of erosion, drainage, and reclamation on the landscape. For Maori, tribal identity is embodied in the landscape. Changes to land and landscapes have an impact on this identity.</p>	Landscape Objectives 2 and 3.
Issue 4	<p>The loss of natural character, and in particular remnant areas of indigenous vegetation that are subject to pressures from neighbouring land uses, is an important issue across the Region. Policy to deal with this issue is provided in the Ecosystems chapter.</p>	Ecosystems Objective 3 and Policies 6, 7 and 10.
Issue 5	<p>To provide for the human need to identify with the landscape, it is sometimes necessary to preserve, or to slow the pace of change in, some aspect of the regional landscape. This may not be difficult where public land is concerned. However, in many cases the public demand for such characteristics as open space, uncluttered skylines, or the preservation of bush remnants, has implications for private landowners who may have other plans for their land. This conflict is a real one and is sometimes difficult to resolve.</p>	Landscape Objectives 1-4.
Issue 6	<p>The desire to protect aspects of the landscape for future generations (e.g., open space) may be in conflict with the wish to use or develop them now for social and economic reasons.</p>	Landscape Objectives 1-4.
Issue 7	<p>Many people are concerned about the loss of recreational opportunity (at a regional level) which occurs through land use change and alterations in the landscape. This concern expresses itself in, for example, worries about the loss of open space on Wellington's northern fringe and the town belts. It also finds expression in complaints about loss of access to rivers and the coast (access issues are dealt with in chapters 5 and 7).</p>	Landscape Objective 4. See also Fresh Water Issue 9 and Policy 16, and Coastal Environment Issue 2 and

Issue 8

The value of the Region's **cultural heritage** is only beginning to be widely appreciated. Many buildings, structures, sites and places have historical, archaeological or cultural importance which is threatened by changes in their use or in surrounding land uses. Some of these are regionally significant.

Policy 5.

Landscape Objective 3.

10.3 Objectives

Objective 1

Nationally and regionally outstanding geological features, landforms, soil sites and other natural features of the Region are protected from inappropriate subdivision, use and development.

Landscape Policies 1-2, 4 and 8.

Objective 2

Adverse effects of human activities on the Region's natural and physical resources are avoided, remedied or mitigated so that the quality of any regionally outstanding landscapes which those resources contribute to is maintained.

Landscape Policies 1-3.

Objective 3

The cultural heritage of the Region which is of regional significance is:

Landscape Policies 5 and 6.

- (1) Recognised as being of importance to the Region;*
- (2) Managed in an integrated manner with other resources; and*
- (3) Conserved and sustained for present and future generations.*

Objective 4

The attributes of natural and physical resources which provide for regional recreational opportunity, and for the appreciation and enjoyment of those resources by the regional community, are maintained or enhanced.

Landscape Policies 2, 4, 7 and 8.

Objective 1 refers to outstanding natural and geological features. S. 6(b) of the Act requires the Regional Policy Statement to recognise and provide for the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development.

The term "natural feature" is not defined by the Act, nor is its meaning differentiated from the term "landscape". In broad terms, a natural feature is likely to be more a defined entity (such as a

wetland, river, dune, rock formation or bush remnant) than the combination of land, water, vegetative, and human elements that might make up a landscape. Geological features, landforms, and soil sites of an outstanding quality are "outstanding natural features" and should be provided for under s. 6(b). Such features also have scientific and educational value (i.e., amenity values) under s. 7(c) and some may have "finite characteristics" (depending on the land use proposed for them) under s. 7(g) of the Act. Policy 2 in this chapter identifies the nationally and regionally outstanding landforms, geological features, and soil sites to which this objective applies.

The term "outstanding" is also not defined by the Act. An outstanding landscape or natural feature is one which, more than others, has a value (e.g., rarity, educational value, cultural value, scientific value) which is special and requires recognition at the relevant level of planning (i.e., local, regional, national). As the natural and geological features in **Objective 1** are land based entities, the Regional Policy Statement may only contain objectives and policies in relation to them where any adverse effect on them would be of significance to the Region (or, by implication, to the nation).

In the Wellington Region there are many nationally or regionally outstanding geological features (e.g., the beach terraces at Turakirae Head and the Putangirua Pinnacles). Their protection from inappropriate use is important for a number of reasons. In addition to meeting recreational and other amenity needs for people, these sites contribute to our understanding of the geological history of the Region and the evolution of its biota, and allow for continued research into earth science.

This objective does not preclude the use of these features; rather it seeks their protection from "inappropriate" use. In determining the appropriateness of any use, reference should be made, amongst any other considerations, to the values that make these features important.

Objective 2 refers to regionally outstanding landscapes. Landscapes are predominantly made up of land and activities on the land. As with natural features, under the Act these matters are the responsibility of territorial authorities. The Regional Policy Statement may only provide objectives and policies for them where any adverse effects on them would affect the regional community, that is, where the effects are of regional significance. It is therefore necessary to identify landscapes which are

outstanding at a regional level to which objectives and policies may apply. This objective applies to those landscapes identified through the operation of Method 1 (the preparation of a regional plan).

The quality of regionally outstanding landscapes is a dynamic characteristic and is subject to change. It reflects the impacts of human activity and the normal interactions of natural and physical resources. **Objective 2** seeks to ensure that human activities are managed in ways which maintain those values that contribute to the quality of the landscape, whilst allowing for natural and human induced change.

Objective 3 gives effect to the requirement of s. 7(e) of the Act to have regard, in the preparation of policies and plans, to the recognition and protection of the heritage value of sites, buildings, places or areas.

The cultural heritage of the Region comprises buildings, structures, sites, areas, waahi tapu and waahi tapu areas associated with human activity, which are inherited from the past, or are of value to future generations, and which are considered to be of special value. As with landscapes, the planning and control of the use of any aspect of our cultural heritage is primarily the responsibility of territorial authorities. This is because such places are usually comprised of land and vegetation or are built on land. The Regional Policy Statement may only provide objectives and policies for these structures or places where any adverse effects on them would affect the regional community, that is, where they are of regional significance. In this Objective, the meaning of "conserved" has the same meaning as "conservation" in the Historic Places Act 1993, namely the process of preserving, maintaining and restoring historic or special places and areas to safeguard their values.

The amenity aspects of landscape are also referred to in the Act (s. 7(c)); relevant authorities must have regard to these when making decisions or preparing policies and plans. **Objective 4** recognises that one of the most important aspects of landscapes (and the natural and physical resources which make them up) is their capacity to provide recreational opportunities. Increasingly, recreational activity is taking on a regional dimension, as more people than ever move about the Region to enjoy its recreational opportunities. Landscapes that combine elements of the coastal, urban, and natural environment are the most popular. These landscapes include the Kapiti Beaches, the Catchpool,

Orongorongo, Kaitoke and Akatarawa Valleys, the Wairarapa coast and, perhaps supreme amongst these, the beaches and waters of Wellington Harbour (Eastbourne, Wellington City, and Petone) and the southern coastline.

These opportunities, and other amenity values of the landscape which people enjoy, need to be maintained for the regional community and for future generations.

The principal reasons for adopting these objectives are the following: to ensure the continued healthy functioning of ecosystems; to allow use and activity for the achievement of human social and economic needs; and to meet community aspirations for aesthetically pleasing regional landscapes of high quality, and the protection of regional heritage and amenity values.

10.4 Policies

Policy 1

To manage the use, development, and protection of natural and physical resources in ways which recognise and respect their contribution as elements of regionally outstanding landscapes.

Landscape
Methods 1-6,
18 and 19.

The purpose of **Policy 1** is to ensure that consideration is given to the contribution that resources make to regionally outstanding landscapes when decisions are made about their use, development and protection.

The emphasis of the policy is on the management of landscapes, rather than their preservation, because of the need to recognise the dynamic nature of the processes which constitute the landscape. In some cases, however, preservation might be the appropriate response.

Other chapters in this Policy Statement contain policies for the management of resources (e.g., freshwater, soil, ecosystems and the coastal environment) but those policies do not provide for the management of those resources for their landscape value. This is the purpose of this policy.

Policy 2

To avoid, remedy, or mitigate the adverse effects of subdivision, use, and development on regionally outstanding landscapes, and

Landscape
Methods 1-6.

nationally and regionally outstanding landforms, geological features, soil sites, and other natural features.

This policy requires those wishing to carry out activities with effects on regionally outstanding landscapes and natural features to avoid any adverse effects of their activities where possible, but otherwise to remedy or mitigate those effects.

See also
Ecosystems
Policy 4.

The appropriateness of avoiding, remedying or mitigating will depend on the vulnerability of the landscape to damage and the value attached to it by people. Landscapes which are highly vulnerable to change or of special significance to the regional community will require a management response towards the top of this hierarchy. More robust landscapes will not require the same degree of attention to the effects of activities.

Mitigation of effects will include a range of actions which will depend on the nature of the effect. However, they could include consideration of the impact on an area's natural character, limiting activities to a scale appropriate to the landscape, giving particular attention to any significant natural features, minimising the risk of natural hazards, maintaining the quality of the environment as far as possible, and ensuring iwi values are adequately provided for.

Nationally and regionally outstanding landforms and geological features are listed in Kenny, J A and B W Hayward, *Inventory of Important Geological Sites and Landforms in the Manawatu and Wellington Regions*, First Edition, 1993. Those to which the Policy applies are those in the Wellington Region which have an importance assessment of A to C and a vulnerability assessment of 1 and 2 (but excludes any buildings or other structures as these are not natural features).

Nationally and regionally outstanding soil sites are listed in Arand, J (*et al.*) *Inventory of New Zealand Soil Sites of International, National and Regional Importance*, Part Two, November 1993. Those to which the Policy applies are those in the Wellington Region which have an importance assessment of 1 to 3 and a vulnerability assessment of 1 to 3. Other regionally outstanding natural features may be identified by the Council through the operation of Method 1 (the preparation of a regional plan).

Policy 3

To manage the use, development and protection of outstanding landscapes of significance to the tangata whenua.

Landscape
Methods 1-6,

Policy 3 recognises the particular requirements of the tangata whenua in relation to outstanding landscapes.

Policy 4

To promote the maintenance and enhancement of the amenity and intrinsic values of regionally outstanding landscapes, and of nationally and regionally outstanding landforms, geological features, soil sites, and other natural features.

Landscape
Methods 1-6
and 15-19.

Landscapes are valued in different ways by different people. Recognition of this is required by s. 7 of the Act which refers to amenity values. Amenity values are defined in s. 2 of the Act. The nationally and regionally outstanding landforms, geological features and soil sites are the same as those in Policy 2. The amenity aspects of these features include their scientific and educational values.

The Act requires the Policy Statement to have particular regard to the intrinsic values of ecosystems (s. 7(d)). In this policy intrinsic values means the intrinsic values of the ecosystems that make up the regionally outstanding landscapes of the Region.

Policy 5

To recognise, when planning for and making decisions on new subdivision, use, and development, the heritage values of regionally significant cultural heritage resources and to manage those heritage resources in an integrated manner with other natural and physical resources.

Landscape
Methods 7-
13.

This policy seeks to ensure that the heritage values of the Region's cultural heritage are given appropriate recognition in resource planning and decision making. Heritage resources are natural and physical resources and their management should be integrated with other such resources. The regionally significant cultural heritage resources referred to in this Policy are given further definition in the explanation to Policy 6.

Policy 6

To avoid, remedy or mitigate the adverse effects of subdivision, use and development on regionally significant cultural heritage resources.

Landscape
Methods 7-
13.

This policy seeks to protect the heritage values of the cultural heritage resources of the Region which are of regional significance by requiring adverse effects on those resources to be

avoided, remedied, or mitigated. These resources are those places, buildings, structures, sites and other resources listed as Category 1 items in the Register of Historic Places, Historic Areas, W_hi Tapu and W_hi Tapu Areas (prepared by the New Zealand Historic Places Trust under s. 22 of the Historic Places Act 1993).

Category 1 entries in this Register are of outstanding or special value and are therefore worthy of recognition at a regional level.

The Policy recognises that change in the use of heritage resources is inevitable. Absolute protection which prevents any new use being made of them would be inappropriate. It could mean, for example, that the restoration or refitting of a heritage building might not be possible, even though it might retain or preserve the building's heritage values or extend its life. The heritage values of these resources can best be protected, therefore, by allowing use and development, but by requiring the avoidance or reduction of adverse effects, as well as recognising the importance of these heritage resources under Policy 5.

The Policy gives effect to the requirement of the Act for the Regional Policy Statement to have regard to any "relevant entry in the Historic Places Register" (s. 61 (2) (a) (iia)).

Policy 7

To manage and protect existing recreational opportunities of regional significance.

Landscape
Methods 6
and
14-17.

Recreational opportunities which are used by members of the regional community are spread throughout the Region. This policy aims to encourage local authorities to manage changes in land use, or the use of water, in ways which maintain those opportunities.

Policy 8

To promote, on behalf of future generations, the protection of the potential for recreation of open space, indigenous and exotic vegetation, water bodies, the coast, and regionally outstanding landscapes, and any other regionally or nationally outstanding natural features.

Landscape
Methods 6
and 14-18.

The purpose of this policy is to ensure that, as far as is practicable, future needs for recreational amenity are safeguarded in any decisions affecting regionally significant recreational opportunities. Regionally and nationally outstanding natural features include such features as landforms, geological features and soil sites (as described in Policy 2).

This policy is not designed to preclude the use of and development of sites in the name of future generations' recreational needs. Rather it is to ensure that the quality of the environment, in toto, which is handed on to succeeding generations offers the **potential** to meet their reasonably foreseeable needs. In particular, this means considering future generations in any decision relating to regional sites vulnerable to irreversible loss, for example, sites which are unique within the Region.

10.5 Methods

The Wellington Regional Council will:

Method 1	<ul style="list-style-type: none"> • <i>Prepare a regional plan for the outstanding natural features and landscapes of the Region, including those of significance to the tangata whenua.</i> 	Landscape Policies 1-4.
Method 2	<ul style="list-style-type: none"> • <i>Investigate landscape character assessment as a tool for identifying valued aspects of regionally outstanding landscapes.</i> 	Landscape Policies 1-4.
Method 3	<ul style="list-style-type: none"> • <i>Discourage development which is not in keeping with the character of any regionally outstanding landscape through comments on district plans and consent applications to territorial authorities.</i> 	Landscape Policies 1-4.
Method 4	<ul style="list-style-type: none"> • <i>Advocate for the sustainable management of regionally outstanding landscapes and regionally and nationally outstanding landforms, geological features, soil sites and other natural features.</i> 	Landscape Policies 1-4.
Method 5	<ul style="list-style-type: none"> • <i>Encourage the protection of privately owned land which is, or is a part of, a regionally outstanding landscape or a nationally or regionally outstanding landform, geological feature, soil site or other natural feature.</i> 	Landscape Policies 1-4.
Method 6	<ul style="list-style-type: none"> • <i>Where appropriate, prepare regional plans or management plans for landscapes or areas of open space which require management or protection, including on its own land, and include in relevant regional plans (such as a Regional Coastal Plan) provisions for the management of landscape values.</i> 	Landscape Policies 1-4 and 7 and 8.

Method 7	<ul style="list-style-type: none"> • <i>Investigate adopting the New Zealand Charter for the Conservation of Places of Cultural Heritage Value to guide any heritage conservation activities it carries out.</i> 	Landscape Policies 5 and 6.
Method 8	<ul style="list-style-type: none"> • <i>Provide for the management and conservation of any cultural heritage values relating to any land it owns and for the recognition and protection of these values in any plan it prepares (including a Regional Coastal Plan) and through the consent granting process.</i> 	Landscape Policies 5 and 6.
Method 9	<ul style="list-style-type: none"> • <i>Investigate the need for, and prepare if necessary, a regional plan for regionally significant cultural heritage matters.</i> 	Landscape Policies 5 and 6.
Method 10	<ul style="list-style-type: none"> • <i>Co-operate, where appropriate, with the Historic Places Trust and other relevant agencies to conserve the heritage values of places, sites and structures which are considered to be of regional significance, including sharing information and using its powers as a Heritage Protection Authority as appropriate.</i> 	Landscape Policies 5 and 6.
Method 11	<ul style="list-style-type: none"> • <i>Collect and maintain the information necessary to enable the Council to undertake its heritage policy and heritage protection authority functions.</i> 	Landscape Policies 5 and 6.
Method 12	<ul style="list-style-type: none"> • <i>Recognise the New Zealand Historic Places Trust as an affected person in relation to any non-notified resource consent which affects a Category 1 heritage resource on the Register of Historic Places, Historic Areas, W_hi Tapu and W_hi Tapu Areas.</i> 	Landscape Policies 5 and 6.
Method 13	<ul style="list-style-type: none"> • <i>Require, where relevant, that an assessment of effects, undertaken as part of an application for a resource consents affecting a cultural heritage resource of regional significance, has regard to its heritage values.</i> 	Landscape Policies 5 and 6.
Method 14	<ul style="list-style-type: none"> • <i>Continue to provide and manage a range of recreational facilities (including regional parks) for the purposes stated in the Local Government Act 1974 and the Wellington Regional Water Board Act 1972, including the management and protection of natural features, landscapes, and cultural values.</i> 	Landscape Policies 7 and 8.
Method 15	<ul style="list-style-type: none"> • <i>Prepare, if necessary, a regional plan to promote regional</i> 	Landscape Policies 7

	<i>recreational amenity and to manage the adverse effects of recreation on the environment.</i>	and 8.
Method 16	<ul style="list-style-type: none"> • <i>Prepare, if necessary, inventories of regional recreational opportunities, resources, and facilities.</i> 	Landscape Policies 7 and 8.
Method 17	<ul style="list-style-type: none"> • <i>Advocate for the preservation of recreational opportunities of a regional nature for future generations, particularly where they are vulnerable to irreversible effects.</i> 	Landscape Policies 7 and 8.
Method 18	<i>District plans would be an appropriate means of providing for Landscape and Heritage Policies 1 to 8.</i>	Landscape Policies 1-8.
Method 19	<p><i>To achieve integrated management, other means which could be used to implement Landscape and Heritage Policies 1 to 6 and 8 include:</i></p> <ol style="list-style-type: none"> <i>(1) Protecting regionally outstanding landscapes and nationally or regionally outstanding landforms, geological features, soil sites and other natural features through covenants under the Reserves Act 1977 (s. 77) and with the Queen Elizabeth II National Trust;</i> <i>(2) The voluntary retirement of land, assisted, where necessary, through rate remission under the Rating Powers Act 1988; and</i> <i>(3) The use of other mechanisms by territorial authorities to protect regionally outstanding landscapes from inappropriate development.</i> 	Landscape Policies 1-6 and 8.

The most immediate need in relation to the management, protection, and use of regionally outstanding landscapes is to identify them and the values that make them special to the regional community. This requires the preparation of a definitive list of these landscapes. It also requires an assessment of the values of these landscapes to identify those aspects which are of high value and which should be taken into account when resource management decisions are made by consent authorities. This will occur through the preparation of a regional plan (**Method 1**).

Further advocacy or service provision by the Wellington Regional Council will depend on the knowledge acquired through the

development of this plan. The Council also recognises that until this information is provided to territorial authorities, they will be limited in their ability to have regard to these policies.

Method 2 proposes the investigation of the technique of landscape character assessment as a tool for identifying values in relation to regionally outstanding landscapes. The identification of the character of these landscapes would enable the Wellington Regional Council to discourage activities which are not in keeping with or out of scale with the particular landscape in which they occur and to undertake its own works in sympathy with the landscape. However, such assessments for all of the outstanding landscapes of the Region may not be possible for reasons of cost. **Method 2**, therefore, will consider the costs and benefits of landscape character assessment at the regional level.

The Council will act as an advocate for the sensitive management of the landscapes and features in the plan through such means as commenting on district plan provisions and notified consent applications to territorial authorities (**Method 3**) and the promotion of the protection of vulnerable parts of the landscape (**Methods 4 and 5**) through such methods as education, encouragement and consultation. Other means could include the production of guidelines to show resource users how to avoid or remedy the adverse effects of their activities on important landscape values.

The Council's performance of **Method 5** will depend upon the circumstances of any individual situation which arises.

Methods 7 to 13 outline the steps the Council will take to take account of cultural heritage values of regional significance both on its own land and elsewhere in the Region. **Method 12** seeks to ensure that, for any proposed use or development requiring a resource consent from the Council which relates to a Category 1 listing on the Register of Historic Places, the Council will consider the New Zealand Historic Places Trust an affected person under s. 94 of the Act.

Where an assessment of effects is required (under s. 88 of the Act) relating to a cultural heritage resource of regional significance (**Method 13**), it should have regard to the heritage values of that resource. This could include such matters as a description of the proposal, an explanation of the heritage values of the resource affected (i.e., whether the resource is a heritage building, place,

site, or waahi tapu), a statement of the actual and potential effects of the proposal on the heritage values of the resource, an indication of how any adverse effects would be avoided, remedied, or mitigated, and a description of the consultation that has occurred with any affected persons. Any assessment of effects that might be required would be in such detail as corresponded with the scale and significance of the actual or potential affects that the activity had on the environment (s. 88(7)).

Territorial authorities could also provide for regionally significant heritage values in their district plans. Other methods such as rate relief, voluntary retirement of land, and covenants are appropriate to protect particular features or heritage values of regional significance. This could be done by territorial authorities, the Wellington Regional Council, the Department of Conservation, and through the Queen Elizabeth II Trust.

Methods 6 and 14 to 17 are concerned with the management of the regional recreational amenity of natural and physical resources. Recreational values are an integral part of land and water management. Regional plans (**Methods 1, 6 and 15**) are an effective means of providing policy and methods for sites, features or areas which are outstanding or of regional significance, the values of which require protection or are likely to be in demand in the future (s. 65, 3(b) and 3(d)). If a regional plan is prepared under **Method 15**, its focus is likely to be on such matters as existing regional parks and recreational opportunities managed by the Council, facilitating access to resources managed by the Council (rivers and the coast), linear recreation facilities, such as trails and scenic drives, and other regional recreational opportunities not currently provided for by territorial authorities. Where the Council undertakes management plans for land it owns or regional plans for resources it controls, recreational values will be considered and included where relevant.

The Council will continue to provide recreational facilities of a regional nature (**Method 14**) in line with its statutory responsibilities. Regional parks will be considered by the Council as a means of protecting the environment or key features within it where human activity or use of an area is causing adverse effects. Parks could be established where they are clearly the best means of dealing with these effects, having considered other options (such as covenants or arrangements with private landowners) and the costs and benefits of establishing a park. The Council's long term planning has identified coastal management, river corridors, and a number of high impact areas (such as the Palliser and

Rimutaka shorelines) as the foci for its future recreational activity. The extension of the regional park network is also dependent upon the development of existing parks and the provision of appropriate services and facilities for users (e.g., toilets, signage). The Council will also advocate for future generations' recreational amenity needs, particularly where recreational opportunities are vulnerable to irreversible loss.

The effective management and protection of regionally outstanding landscapes also lies with territorial authorities, given that most matters of this nature relate to site specific land use consents or effects which are their direct concern.

Method 18 refers to this responsibility. In reality there is an array of methods open to territorial authorities to give effect to these policies for which **Method 18** is only a convenient shorthand.

District plans are an appropriate means of providing for the management of adverse effects. However, avoiding, remedying or mitigating adverse effects could also be provided for by district and city councils through the consent process (e.g., subdivision), management plans, building controls, building design guidelines, and the promotion of an aesthetically pleasing and environmentally sympathetic urban form (**Method 19(3)**).

10.6 Anticipated Environmental Results

- (1) The adverse environmental effects of activities on regionally outstanding landscapes and nationally and regionally outstanding natural features are avoided, remedied or mitigated.
- (2) The heritage values attached to any regionally significant cultural heritage resource are recognised and adverse effects on them avoided, remedied or mitigated.
- (3) Regional recreational amenity values are maintained and enhanced.