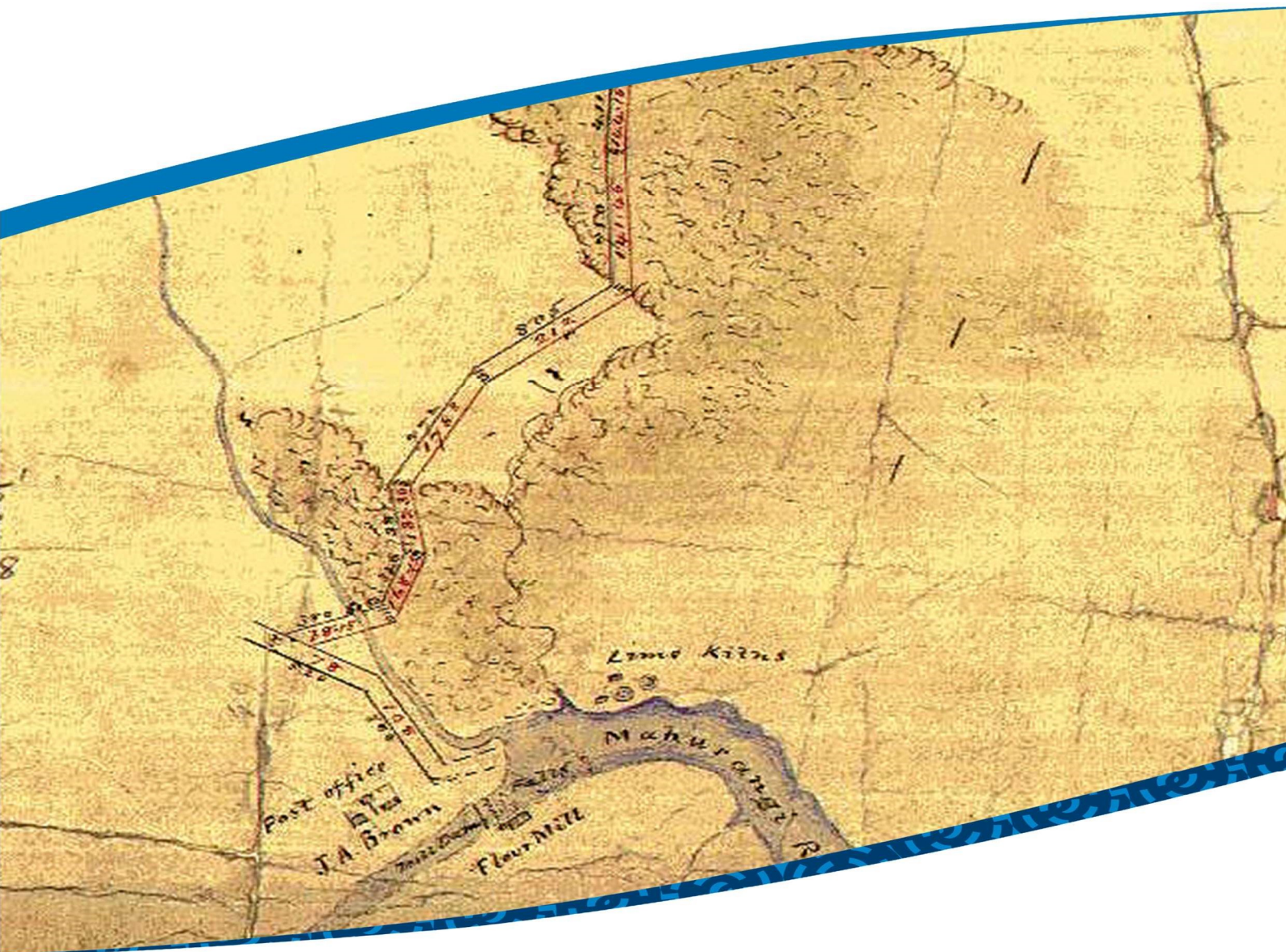


# Historic heritage assessment report

## Draft Warkworth Structure Plan

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Prepared by: Robert Brassey (Principal specialist- Cultural Heritage) and  
Megan Walker (Specialist – Historic Heritage), Plans & Places Department

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# 1 Executive Summary

This report provides recommendations for managing historic heritage in the Warkworth structure plan area (WSPA) (Fig. 1). It also includes a summary of current knowledge in relation to historic heritage in and adjacent to the structure plan area (the study area).

There is currently one scheduled historic heritage place in the study area. Several other places of interest or significance have been identified through research undertaken in preparing this topic report.

The key places of actual or potential historic heritage significance known to exist within the study area are:

- The site of Combes and Daldy's lime works and related features (ca 1862-1870s). The lime and cement industry contributed significantly to the development of Warkworth. This was the first lime works in the Warkworth area to successfully produce lime from limestone for construction purposes. It potentially contains the earliest surviving evidence of lime burning in the district. This site is included in the Schedule of Historic Heritage in the Auckland Unitary Plan (AUP) but requires the extent of place to be added to the historic heritage overlay;
- An early (1913) reinforced concrete dam built for Wilson's Portland Cement Company. This dam should be evaluated for potential inclusion in the Schedule of Historic Heritage in the AUP;
- WWII US military camp sites. The US WWII camp sites and related places in the vicinity of Warkworth (including the headquarters at *Riverina* and *Little Riverina*) are collectively of historical significance to the district.

We do not consider that individual camp sites would meet the criteria for scheduling or that that scheduling of the substantial areas that were occupied by the camps would provide reasonable use within the context of the proposed structure plan. We have instead proposed alternative mechanisms for recognizing the significance of these places. These include installing markers adjacent to former camp locations, and interpreting the history of the camps. The site of one of the US military camps (Wyllie Road D2 at 346 Woodcocks Road) is contiguous with an Auckland Council reserve along the Mahurangi River. Although this camp is not, in itself, of identified individual significance, it was part of one of the biggest groupings of camps in the district. There is a potential opportunity to interpret the camps that once existed on this and the surrounding land from this vicinity, or the opposite side of the river. This opportunity could potentially be enhanced if the part of this property where the camp was located was able to be acquired or protected as public open space.

*Riverina* is a large early 20th century villa which is outside the study area. It has significance in relation to the lime and cement industry in addition to its role during World War II. The property is currently not scheduled. It should be evaluated for potential inclusion in the Schedule of Historic Heritage in the AUP.

- The route of a Māori pathway, later used by European settlers and travellers, connecting the head of the Mahurangi River with the Kaipara/west coast is also of some historical /traditional significance. It is unlikely that any tangible evidence of this pathway has survived more recent development within the study area and we have not recommended scheduling of this route. We have proposed alternative mechanisms for recognizing and/or interpreting the past significance of the pathway. A suitable location may be in the vicinity of the Falls Road ford over the Mahurangi River.

The Combes and Daldy lime works site and Wilson's cement company dam appear to be substantially intact and have value as part of a grouping of buildings, structures and sites associated with the historic lime industry in the Warkworth-Mahurangi district. These include a distinctive assemblage of late 19th and early 20th century buildings (including *Riverina* and *Little Riverina*) that incorporated local cement and other products.

Other places of heritage interest or value identified with the study area include:

- The sites of early (1850s-70s) settler dwellings. Six of these have been identified and recorded as archaeological sites. Two of these sites, at 360 Sandspit Road and 190 Matakana Road, have early plantings (mature English oak trees) associated with them. These plantings should be considered for evaluation for potential inclusion in the AUP schedule of notable trees;
- One previously recorded possible Māori terrace site with taro surviving as a relic of cultivation. This record has been updated following a site visit. The possible terraces appear to be natural landforms. The taro is still present;
- The Falls Road ford, and Cherry's bridge, which are associated with early transport networks in the area. We have recommended that a standard sign identifying the name Cherry's Bridge and the name of the river (Mahurangi right branch) be installed to remember the history of this place;
- Dwellings located at 66 McKinney Road, 317 Woodcocks Road, 190 Matakana Road, 25 Francis Place and 76 Matakana Road.

The potential exists for further archaeological sites or other historic heritage places to be identified through additional research or survey. However, it is considered unlikely that any additional places of significant historic heritage value will be present in the study area. Appendix A of the Historic Heritage Topic Report identifies sites within the study area, including those listed above, that have potential for further research. This does not necessarily indicate that they are places of significant heritage value, but rather that they contribute to the history of Warkworth. Consideration should be given to further documenting these places where warranted as part of that history.

## 2 Introduction

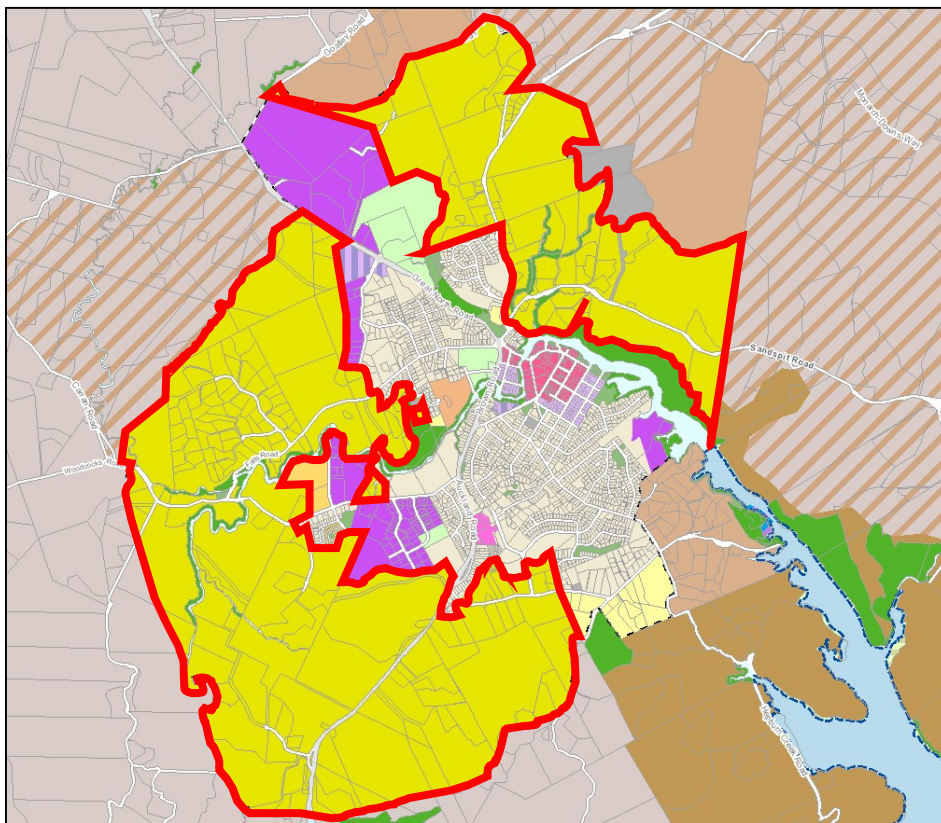
### 2.1 Purpose and scope of the report

This is one of a number of reports that have been prepared for the draft Warkworth Structure Plan as part of the supporting information behind the draft structure plan document. This report outlines the existing environment in the study area with regards to Historic Heritage and assesses the Draft Warkworth Structure Plan in relation to Historic Heritage.

### 2.2 Study Area

The study area for the draft Warkworth Structure Plan is the Future Urban zone around Warkworth. It comprises around 1,000ha of land. The study area is shown outlined in red on Figure 1 below.

**Figure 1:** Warkworth structure plan study area (outlined in red)



## 3 Existing environment

### 3.1 Description of study area

#### 3.1.2 Physical environment

The study area comprises two spatially separated areas of rolling to flat rural land to the north and west/southwest of the town centre of Warkworth. Warkworth is situated at the limit of navigation on the Mahurangi River, a tidal waterway which flows in a south-easterly direction into the Mahurangi Harbour<sup>1</sup>. Upstream, beyond the town centre, there is a series of low waterfalls and the river narrows before dividing into two branches at 'the junction' just before Falls Road

The presence of this navigable river has facilitated transport inland, first by canoe by Māori, and in the historic era, by small sailing vessels and steamers.

Geologically the district is underlain by Waitemata Group rocks, which in the study area comprise sandstone and siltstone of the Pakiri Formation. A pocket of Mahurangi Limestone belonging to the Northland Allochthon outcrops within a localized area along the river and to the north of the town. Alluvial deposits are present along river and stream flats and valleys in the study area.

The limestone outcrops have been the basis of a lime and cement industry which has in the past contributed significantly to the economic development of Warkworth and continue to be quarried adjacent to the study area today.

The soils within the study area are a mix of clay-rich, poorly drained soils on weathered parent rocks, with better soils developed on alluvial deposits. Soils developed on Waitemata Group rocks exhibit a low permeability. Limestone soils are silty clays which are weakly to strongly leached and are wet in winter and prone to pugging and ponding. Such soils were not suited to traditional Māori horticulture, and this was reflected in the lack of extensive forest clearance by Māori in the district.

The Mahurangi catchment was predominantly in mature kauri forest when first visited by Europeans<sup>2</sup>. Localised areas of cleared land would have been present in areas of Māori habitation, particularly closer to the coast. The Mahurangi was notable for the presence of very large trees suitable for ships spars. The extensive forests close to a safe harbour attracted the interest of European sawyers and traders from the 1830s, and at various times supported a range of timber-based industries including the preparation and export of spars, sawn timber, piles and shingles; shipbuilding; as well as the cutting of firewood for the Auckland market.

#### 3.1.3 Historical overview

At the time of the arrival of the first Europeans in the early 19<sup>th</sup> century, the Mahurangi district was occupied by the sub-tribal groups Ngāti Rongo, Ngāti Kā and Ngāti Raupō. They were often referred to generally as Te Kawerau and were also related to Ngāti Whātua. The Hauraki-based Marutūahu confederation of tribes also frequented the Mahurangi coastline to fish for sharks during the summer, a right that had earlier been established by conquest.

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<sup>1</sup> The Māori name for the river was Waihē. The harbour was known as Kiaho after the rock stack at the entrance (now known as Pudding Island).

<sup>2</sup> As late as 1866, the land to north of the Mahurangi River is shown as 'wooded land' (Wayte and Batger 1866).

Māori occupation and use of the district focussed on the harbour and other locations close to the coast. The area at the head of the Mahurangi River, which was known by Māori as Puhinui, was only ever occupied to a limited extent but provided canoe access to inland resources, and to an overland ara (pathway) to the Kaipara harbour and the west coast.

In 1841 the entire coastline between Takapuna and Te Arai Point was sold to the Crown by the Hauraki tribes who claimed the land through their control of the area established in the eighteenth century. Land around the river, including the present urban area, was part of this Mahurangi purchase. Ownership of the land remained in dispute, and the Government was obliged to pay twice for most of the Mahurangi block. It would not be until the 1850s that the purchase was finalised with Ngāti Rongo<sup>3</sup>.

Europeans were present in the Mahurangi district prior to the Mahurangi purchase. Gordon Browne's spar and timber station, a collaborative venture with Hauraki Māori, was established in the Mahurangi Harbour in 1832. Although Browne's operation was short-lived it was followed, during the 1840s and 50s, by the issue of Crown timber-felling licenses to a number of sawyers. The timber industry, and subsequently shipbuilding, remained the principal activities in the district for many years. Shipbuilding activity in the Mahurangi district had declined by the late 1870s and ended in 1880.

One of the earliest holders of a Crown timber licence was John Anderson Brown. Brown is thought to have arrived in the area around 1843. By the following year Brown had established a water-powered sawmill beside the waterfall on the north bank of the Mahurangi River just below Elizabeth Street. Brown also held a licence to graze stock in the area.

The transition of Warkworth from timber camp to a planned settlement came in 1852-3 when the Government drew up land blocks at Lower Mahurangi (Te Kapa Peninsula<sup>4</sup>), and Upper Mahurangi (Warkworth vicinity) for sale to prospective settlers. Brown and his daughter Amelia were amongst the first wave of settlers; purchasing 234 acres. Within months Brown had subdivided his allotment, set up the grid-pattern of settlement, and named the township Warkworth, after the town in England near his supposed birthplace in England (Fig. 2). The principal streets were named after certain Northumberland families, i.e. Neville, Percy, Bertram, Lilburn etc. or villages close to the original Warkworth.

Although a number of first phase settlers bought Crown land in the Upper Mahurangi vicinity, sales of lots in the town were slow during the first decade (1854-). Unsold lots sold successfully at auction in 1864 (Keys1953:41).

The town developed around the wharf, with settlers supplying goods and services to both the local market and to Auckland. The township continued to be widely known as (Upper) Mahurangi, rather than Warkworth, until the 1870s.

Much of the study area has been in small farms and used for stock grazing since the land came into European ownership (*Southland Times* 12 March1898: 5 [Supplement]). Orchardng was also a significant early economic activity, with sea transport providing access to the Auckland market. The major orchards, Morrison's Red Bluff nursery and orchard and Glen Kowhai orchard, were

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<sup>3</sup> Ngāti Manuhiri, a Ngāti Wai hapū with strong links to Te Kawerau, are acknowledged as Mana Whenua today. Up until the mid-19th century, Ngāti Rongo and Ngāti Manuhiri were considered to be hapū of Te Kawerau (McBurney 2009).

<sup>4</sup> Often referred to as Mahurangi Heads



outside the study area, but the Morrison family still operate an orchard within the study area north of SH1 (see Appendix A of the Historic Heritage Topic Paper).

Gum digging does not appear to have been a significant activity in the vicinity of Warkworth. Although there were scattered workings in the district including on the Matakana and Auckland roads, Mahurangi was never a major gum field. The closest substantial field was at Kaipara Flats (Locker 2001:226). Two storekeepers in Warkworth were gum buyers, and gum diggers operating in surrounding districts gum fields contributed to the economy of the town (*Southland Times* 12 March 1898: 5 [Supplement]).

The lime and cement industry has had an important influence on the development of Warkworth and was for many years contributed significantly to the economy of the settlement. Lime for construction purposes was being produced from calcined (or burnt) shell in the Mahurangi district from the 1840s. The origins of the limestone-based lime and cement industry that developed in the vicinity of Warkworth are obscure. John Sullivan applied for a licence to burn lime in 1849<sup>5</sup>. In November 1850 he made an application to quarry limestones, and on 23 December 1851 applied for a renewal of his licence. John Anderson Brown was also involved in lime production and may have preceded Sullivan (Locker 2001:276). The firm of Combes<sup>6</sup> and Daldy were also involved in selling lime from the Warkworth district by 1850 (Fig. 3).

The locations of the earliest limestone-burning operations are currently unknown. Recorded information about later kiln sites can also be confusing because through time there were kilns at three sites owned by the same company (Combes and Daldy) and managed by the same individual, John Southgate. Southgate is thought to have commenced operations at the site that would later become the Wilsons cement works, in 1853 (Clough and Tatton 1992:3; see also SO1150E). In 1862<sup>7</sup> he established a lime works on the north bank of the river opposite the town, before commencing a further operation at a new site below Southgate Road on the south bank of the river where Robertson's boatyard is now located (see SO1110E). Southgate is credited with pioneering the production of hydraulic lime, in 1863 (Keys 1953:81; *New Zealand Herald* 10 December 1898: 5 [Supplement]). Further kilns operated in what is now Kowhai Park during the 1880s.

In 1883, using knowledge of the English cement production industry, and after considerable local experimentation, Nathaniel Wilson produced Portland cement at the Wilson's Cement Works. The works were amongst the first to produce Portland cement in commercial quantities in the Southern Hemisphere.

Wilson's Portland Cement Company eventually acquired other land and local lime works, including those of the Warkworth Cement Company (the kilns in Kowhai Park) and further consolidated the enterprise with the establishment of a cement works in Whangarei to the point where the company supplied almost all of the cement for the Auckland and Northland construction industry.

Other industries were established on the south bank of the river beside the township to take advantage of water power. These have included a flour mill built by John Anderson Brown around 1855 and later converted to an oatmeal mill (*Daily Southern Cross* 15 December 1866:4; Keys 1954:42; Locker 2003:75; *New Zealander* 23 May 1855:2; *New Zealand Herald* 26 November

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<sup>5</sup> Sullivan may not have been actively involved in this lime burning operation (Locker 2001:276)

<sup>6</sup> Sometimes misspelt Coombes

<sup>7</sup> One source gives the date as 1859.

1867:4), and a second three storey flour mill built 1866-7 by Henry Palmer & a Mr. Jakins. A water-powered bone mill owned by John Trethowen also briefly operated on the south bank of the stream from 1866 (*Daily Southern Cross* 15 December 1866:4; *New Zealand Herald* 19 November 1866: 5, 16 February 1867:6), before being turned into a flour mill (*Daily Southern Cross* 7 September 1867:4) and destroyed by fire in 1877. The site of the bone mill is understood to be just upstream from the Brown Road bridge (Waters n.d.).

The ready availability of lime and cement products in the Warkworth district generated local interest in experimenting with and promoting new construction methods employing locally available materials. These included lime cement and concrete; beach gravel, shell, burnt clay and limestone for aggregate and roads, and glazed tiles and locally produced bricks. This has resulted in a distinctive grouping of late 19<sup>th</sup> and early 20<sup>th</sup> century buildings made of materials that contrast with those in other rural towns and districts where timber construction prevailed.

The Warkworth cement industry gradually declined and all local production ceased with the closure of the Wilson's cement works in 1924.

The road between Auckland and Warkworth had been metalled by 1915 (*Rodney and Otamatea Times, Waitemata and Kaipara Gazette* 24 March 1915:5), and the final section tar-sealed in 1933 (Keys 1953:151), reducing the need to rely on transport by sea. The steamer service to Warkworth ceased shortly afterwards, in 1937. From then on, Warkworth assumed the role of being more a central commercial and service centre for the immediately surrounding hinterland.

During World War II New Zealand served as a staging post for operations by US forces against the Japanese in the Pacific, and a place of rest and recuperation for personnel returning from the theatre of war. Camps and hospitals for American troops were established in various locations in the Auckland region within marching distance or a short train journey from the port.

The Warkworth district was selected as the location for a brigade camp which comprised 41 small farm encampments, headquarters buildings and a 30 bed hospital. Construction commenced in December 1941 and would eventually cost £191,029. In all there were 1714 buildings built in the district (Cooke 2000:627), many of them small prefabricated 2 or 4 man huts (Fig. 4, 5), providing accommodation for some 5,000 servicemen.

The historical legacy of Warkworth is reflected today in the layout, character and built fabric of the town centre and surrounding farming area, which still retains a significant number of individual heritage buildings and other places. The river has always been a vital part of the town, as a source of industrial and domestic water, and also in determining the town centre's character.

## 4 Draft Warkworth Structure Plan

### 4.1 Overview of draft Warkworth Structure Plan

The draft Warkworth Structure Plan sets out the pattern of land uses and the supporting infrastructure networks for the Future Urban zoned land around Warkworth. In preparing the draft Warkworth Structure Plan, the following were considered:

- the context of the existing town in Warkworth
- the opportunities and constraints of the structure plan area as identified in 16 technical papers<sup>8</sup>
- the feedback received from various stakeholders and public engagement events<sup>9</sup>.

The draft structure plan is show in Figure 2

Some of the key high-level features of the draft Warkworth Structure Plan include:

- Ecological and stormwater areas are set aside from any built urban development.
- The new residential areas across the Future Urban zone enable around 7,300 dwellings and offer a range of living types from spacious sections around the fringe to more intensive dwellings such as town houses and apartments around the new small centres and along public transport routes
- Warkworth's local and rural character is protected through various measures including provisions to protect the bush-clad town centre backdrop by the Mahurangi River and retaining the Morrisons orchard as a rural feature of the town.
- New employment areas are identified, comprising land for new industry (e.g. warehousing, manufacturing, wholesalers, repair services) and land for small centres (e.g. convenience retail, local offices, restaurants/café's). The existing Warkworth town centre by the Mahurangi River will remain as the focal point of the town.
- The land uses are supported by infrastructure including:
  - A separated walking and cycling network providing connectivity to new and existing centres, employment areas, schools and public transport stations.
  - An arterial road network connected to a southern interchange on Ara Tūhono - Pūhoi to Warkworth, along with a possible collector road network.
  - A public transport network built upon the recently introduced 'New Network for Warkworth'. In the long term the network has a bus interchange in Warkworth's southern local centre and a Park and Ride near the southern interchange.
  - Other infrastructure such utilities, parks, schools, and community facilities have plans underway to service the planned growth of Warkworth.

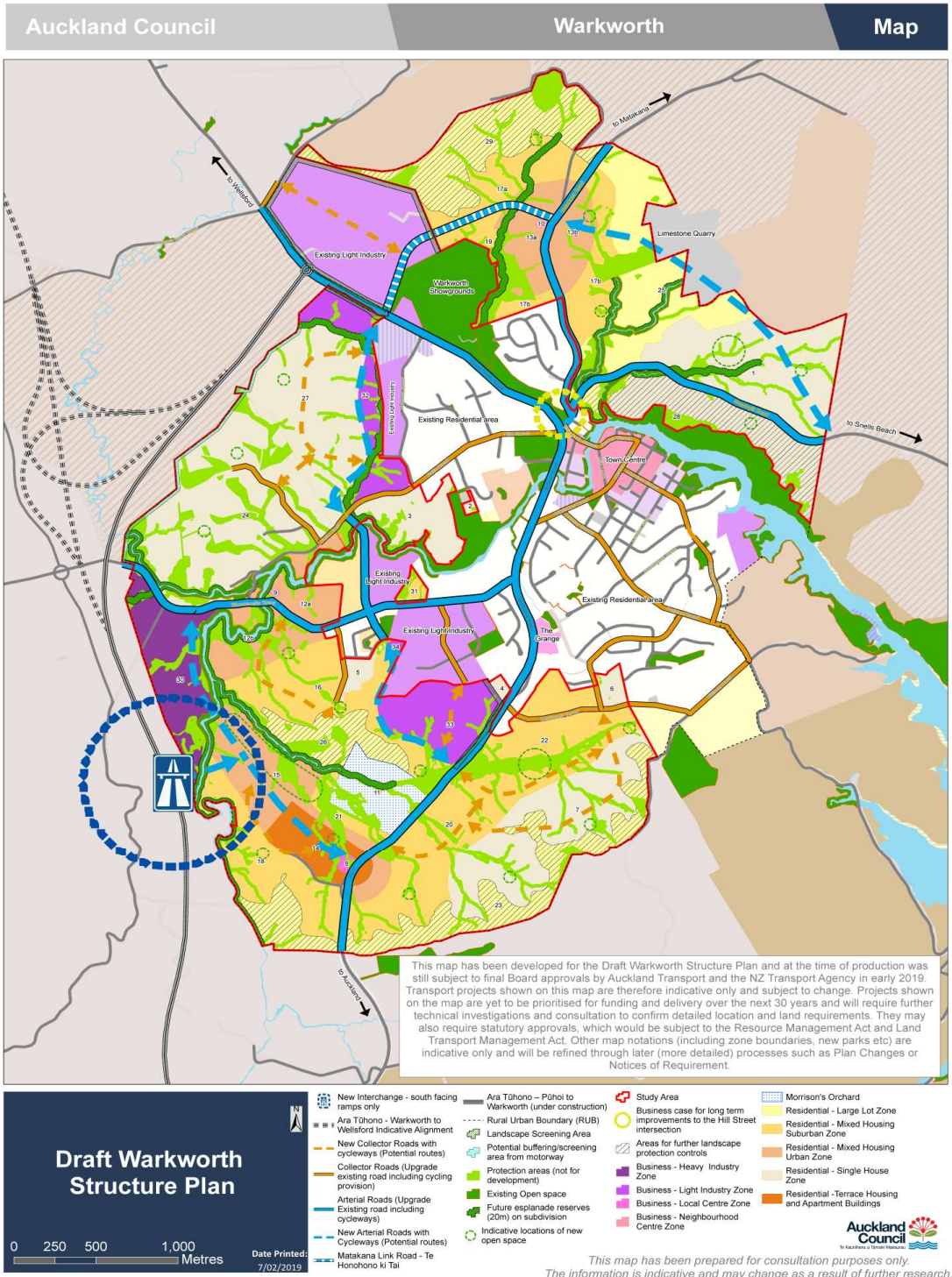
Further details on the draft Warkworth Structure Plan can be found in the draft structure plan document on the project website.

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<sup>8</sup> 16 topic papers that were prepared in February 2018 as part of initial consultation of the draft structure plan

<sup>9</sup> This includes feedback from mana whenua, business, resident and community groups, engagement survey findings and community workshops held to generate land use ideas for the Warkworth area.

Figure 2: Draft Warkworth Structure Plan



## 4.2 Assessment of the draft Warkworth Structure Plan

### 4.2.1 Assessment of the draft plan against the Warkworth Structure Plan principles

The principles that relate to historic heritage are those that appear under Character and identity. These are:

- Celebrate and protect Warkworth's heritage, both Māori and European, and its relationship with mana whenua
- Retain the current town centre as the focal point and 'beating heart' of Warkworth
- Protect the views from the current town centre to the bush clad northern escarpment of the Mahurangi River and the rural views out from the Future Urban zone that contribute to Warkworth's rural character
- Apply lower density residential zones to areas valued for their landscape, character or heritage significance
- Use the Future Urban zone efficiently to protect against the need for further urban expansion into Warkworth's valued rural hinterland

The draft plan applies a low density zoning (Residential – Large Lot) to the property in which the scheduled Combes and Daldy lime works is situated and shows this as a 'protection area'. The protection area will assist in protecting both the views from the town centre and the lime works site. The Wilsons Cement Company dam is within a council esplanade reserve and is not zoned for urbanisation.

We consider that the draft Warkworth Structure Plan gives effect to the principles.

### 4.2.1 Resource Management Act 1991 (RMA)

Section 6 (f) of the RMA recognises the protection of historic heritage from inappropriate subdivision, use, and development as a matter of national importance. All persons exercising functions and powers under the RMA in relation to managing the use, development, and protection of natural and physical resources are required to recognise and provide for the protection of historic heritage when managing the use, development and protection of natural and physical resources.

The RMA requires historic heritage to be sustainably managed by avoiding, remedying, or mitigating any adverse effects of activities on the environment (section 5(2)(c)).

The historic heritage topic report identifies adverse actual or potential effects on historic heritage arising from the proposed plan change within the WSPA. The draft structure plan addresses these by avoiding potential adverse effects on the two identified places of historic heritage significance - the Coombs and Daldy lime works site and the Wilsons Cement Company dam. These places have been identified as 'protection areas'. Part of the lime works site has been identified as future esplanade reserve, while the dam is currently within an esplanade reserve. The balance of the property within which the lime works is located has been zoned Large Lot Residential, which will assist in avoiding potential adverse effects associated with future development.

We have identified trees on two properties that may meet the criteria for inclusion in the AUP Schedule of notable trees and have recommended these for evaluation as a method of avoiding potential adverse effects arising from future residential development.

Mitigation measures are proposed for a number of other heritage places within the WSPA. These include recognition by installing markers identifying the locations, interpreting the history and significance, and use of place names as mechanisms for retaining the history of these places. We note that various mitigation measures are proposed for WWII camp sites in or adjacent to the WSPA that will be modified or destroyed during construction of the Ara Tūhono – Pūhoi to Wellsford road (see Sec 9 in the Historic Heritage topic report).

In addition, database records have been created or updated for places identified both within and adjacent to the study area during preparation of the topic report. This will provide a long term record of these places and assist with compliance with the Heritage New Zealand Pouhere Taonga Act, where relevant. That act provides for mitigation in the form of recovery of information as a condition of archaeological authorities, where sites are unable to be avoided during future development.

## **4.2.2 The Auckland Unitary Plan (Operative in Part) (2016)**

### **4.2.2.1 The Regional Policy Statement (RPS)**

Chapter B.5 sets out the Regional Policy Statement objectives and policies that apply to historic heritage and special character. We have not identified any areas of special character in the study area.

There are also relevant/applicable provisions in Chapter B2 (Urban growth and form), B4 (Natural heritage) and B6 (Mana Whenua).

#### Chapter B5

The following objectives and policies are considered to be of particular relevance to the preparation of the structure plan:

Objective B5.2.1 (1) Significant historic heritage places are identified and protected from inappropriate subdivision, use and development.

B5.2.2. policies:

(6) Avoid significant adverse effects on the primary features of significant historic heritage places which have outstanding significance well beyond their immediate environs including:

(a) the total or substantial demolition or destruction of any of the primary features of such places;

(b) the relocation or removal of any of the primary features of such places away from their original site and context.

(7) Avoid where practicable significant adverse effects on significant historic heritage places.

Where significant adverse effects cannot be avoided, they should be remedied or mitigated so that they no longer constitute a significant adverse effect.

(8) Encourage new development to have regard to the protection and conservation of the historic heritage values of any adjacent significant historic heritage places.

## Chapter B2 (urban growth and form)

Chapter B2 contains policies that manage the development of new subdivision regarding their form, design and use with regard to heritage. Policies include provision of low residential intensification and avoiding intensification in areas where there are historic heritage places that have been scheduled in the AUPOP, along with historic heritage areas and special character areas.

The draft plan is consistent with these policies. The property upon which the Combes and Daldy lime works site is located has been zoned Large Lot Residential. The site of the works is identified as a 'protection area' and in part identified as future esplanade reserve. In addition to avoiding intensification this will potentially provide future public access to the site, and the potential for interpretation and education. The other place of identified significance (the Wilsons Cement Works dam) is within an existing Auckland Council reserve and is not zoned for residential development, while adjacent land is identified as protection areas.

### **4.2.2.2 Assessment of the draft plan against any relevant provisions in the Regional Policy Statement**

The Historic Heritage and Urban Growth and Form regional policy statements (B5, B2) include objectives and policies that are of particular relevance to historic heritage. These provisions apply to significant and/or scheduled historic heritage places. Within the study area there is one scheduled place (the Combes and Daldy lime works site) and one other place (Wilson's cement Co. dam) that is potentially of sufficient significance to meet the threshold for scheduling.

Policies B2.4.2 (4) (c) and B2.4.2 (5) (a) require lower residential intensity to be provided where there is scheduled historic heritage and for intensification to be avoided where it is inconsistent with the protection of the scheduled place. B2.6.2 (2) requires expansion of rural towns and villages in and adjacent to areas that contain scheduled historic heritage to be avoided, unless the growth and development protects or enhances scheduled places.

In our opinion it would not be practicable to undertake residential development within the proposed extent of the Combes and Daldy lime works site without significant adverse effects on the place. We consider that it would be inappropriate therefore for the proposed zoning over and adjacent to the scheduled place to provide for intensification. The proposed zoning for the property in the draft structure plan is Residential - Large Lot, while the extent of heritage place is shown as a protection area. In addition, a future 20m esplanade reserve is provided for along the Mahurangi River frontage of the site. This is consistent with B2.6.2 (2) (a-b) and will potentially enable public access to part of the site and provide future opportunities for interpretation.

We consider that these measures will address the potential negative effects of urbanisation on the Combes and Daldy limes works site).

The Wilsons Cement Co. dam has not yet been evaluated to determine if it meets the criteria for inclusion in the AUP schedule of significant historic heritage places. We consider that it will potentially meet the threshold for scheduling and have recommended that it be evaluated. Subject to resourcing and evaluation, scheduling (if appropriate) could potentially be undertaken as part of the plan change to implement the first section of the Warkworth Structure Plan, in 2019.

The dam is located within an Auckland Council Reserve. Adjacent forested land is shown as a protection area. As it is not zoned for urbanisation it is unlikely to be directly affected by inappropriate subdivision or residential development.

#### Chapter B4 Natural heritage

Chapter B4 contains objectives and policies in relation to outstanding natural landscapes and notable trees that are relevant to historic heritage because heritage value, historical associations and importance to Mana Whenua are amongst the factors that are to be considered in the identification, evaluation and protection of outstanding natural landscapes and notable trees (B4.2.2; B4.5.2).

##### B4.5.1. Objectives

- (1) Notable trees and groups of trees with significant historical, botanical or amenity values are protected and retained.

Overall we consider that the draft Warkworth Structure Plan is consistent with the AUP RPS objectives and policies that are relevant to historic heritage. We have not identified any areas of special character within the WSPA.

While the RPS provides for management of scheduled historic heritage places and character areas, it does not provide any means to manage places of local historic interest. Such places have been found in the Warkworth Structure Plan study area, which do not meet the criteria to afford protection from future development. These properties are still perceived as an important part of the historical landscape of Warkworth. To avoid their loss altogether, in the face of future subdivision and development, it would be preferable that they escape the fate of demolition and are encouraged to be kept and adaptively reused to suit the purpose of the new zoning or be relocated to another site, preferably in Warkworth to maintain the historic relationship they have with the place.

There are a number of places just outside the study area that would potentially meet the threshold for scheduling. We consider that it would be beneficial to include these places for scheduling within the future plan change as a means of retaining and protecting Warkworth's heritage.

### **4.2.3 District Plan**

#### D17 Historic heritage overlay

Scheduled historic heritage places are included in Schedule 14.1 (schedule of historic heritage places) and are shown on planning maps. Scheduled places are subject to the activity rules and other provisions in Chapter D17. There is currently one scheduled historic heritage place within the WSPA.

Of particular relevance is Policy 23 (Subdivision), which provides for the subdivision of scheduled historic heritage places only where:

- (a) the subdivision will support use and development that is complementary to the heritage values of the place;
- (b) all the potential effects of the subdivision and any associated development on the heritage values of the place have been considered and any adverse effects on these values are



- avoided to the greatest extent possible, and any other effects are remedied or mitigated;  
and  
(c) the subdivision contributes to the retention of the place.

Under Rule A17 in D17.4.1 subdivision of land within the scheduled extent of place is a Discretionary activity.

#### E38 (subdivision – urban)

Objective E38.2 (7) requires that subdivision manages adverse effects on historic heritage or Maori cultural heritage. Policy E38.3 (4) requires subdivision to be designed to retain, protect or enhance scheduled features including those in the Historic Heritage Overlay and Sites and Places of Significance to Mana Whenua Overlay.

Policy E38.23 (e) (Esplanade Reserves and Strips) includes adverse effects on any scheduled historic heritage places and sites and places of significance to Mana Whenua as one of the criteria to be considered when considering a reduction in the width of an esplanade reserve or strip, or the waiving of the requirement to provide an esplanade reserve or strip.

#### Assessment against the draft plan

The draft WSP provides for a 20m esplanade strip upon subdivision along the frontage to the Mahurangi River and the two unnamed side streams on the property where the scheduled Combes and Daldy lime works site is located. The draft plan is therefore consistent with E38.23 (e). The Large Lot zoning applied to the property is consistent with E38.2 (7).

While the Wilsons Cement Company dam is currently not scheduled, it is within council a council esplanade reserve.

#### **4.2.4 National Policy Statement**

There is no national policy statement on historic heritage.

#### **4.2.5 Auckland Plan (2050)**

The Auckland Plan 2050 comprises a development strategy and six outcomes which set Auckland's strategy to 2050. The plan is intended to set high level direction for Auckland and does not contain a detailed set of actions. It identifies six important areas in which we must make significant progress. For each area the plan describes the desired outcome, why it is important for Auckland's future and what we need to focus on to bring about change.

The Auckland Plan 2050 does not explicitly address historic heritage or special character. The plan does make reference to 'cultural heritage' which encompasses air, land, water, biodiversity, significant landscapes and 'historic features'. The following outcome and direction is considered to be of relevance to historic heritage and special character:

Environment and cultural heritage outcome:

Direction 1: Ensure Auckland's natural environment and cultural heritage is valued and cared for

Focus Area 4: Protect Auckland's significant natural environments and cultural heritage from further loss

The draft WSP is consistent with this direction and outcome. It proposes measures to protect one existing scheduled historic heritage place. It also recommends evaluation and addition (if

appropriate) of the Wilsons Cement Company dam to the AUP historic heritage schedule, and of trees associated with two other historic heritage places in the notable trees schedule, through a future plan change.

To be fully consistent with the Auckland Plan provisions this process will need to be completed.

#### **4.2.6 Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA)**

Heritage New Zealand (HNZ) has both an advocacy and a statutory role in relation to the conservation and protection of historic heritage.

Heritage New Zealand maintains the New Zealand Heritage List/Rārangi Kōrero which is a list of historic places, historic areas and wāhi tapu areas. Heritage New Zealand is also required to establish and maintain the list of National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu. Heritage New Zealand is considered an affected party for any consent that involves a listed or landmark place under the AUPOP.

There are currently no HNZPTA listed places located within the boundaries of the WSPA.

In addition to the requirements of the AUP that apply to historic heritage, the HNZPTA requires an authority to be obtained from Heritage New Zealand to modify or destroy any archaeological site meeting the criteria set out in that Act, whether or not it is recorded or scheduled.

Heritage New Zealand provided feedback on an earlier draft of the Historic Heritage topic report. Council heritage staff have met with HNZ to discuss the feedback and have addressed this feedback, where appropriate, in the revised topic report.

#### **4.2.7 Other Mechanisms**

There are other forms of legal protection which are less common, and usually site specific. Sites may be protected through a legal covenant which is applied to a title or land parcel. At this stage, it is unknown whether any such legal restrictions apply which relate to historic heritage within the subject study area, but this is considered unlikely.

### **4.3 Non-statutory**

#### **4.3.1 Cultural Heritage Inventory (CHI)**

The CHI is a non-statutory information resource managed by Auckland Council. It is a database linked to the council GIS viewer that currently contains information on more than 17,000 historic heritage places and areas in Auckland, both scheduled and non-scheduled. It also contains bibliographic entries and shows which areas have been subject to archaeological survey. Survey coverage has not been updated since 2010. More recent surveys will therefore not be displayed on the council GIS or included in the CHI bibliography. Surveys undertaken for private clients may not be in the public domain.

At the time of commencement of the study there were five places recorded in the CHI within the study area. Six additional places identified during the study have subsequently been added, along with four beyond the boundary of the WSPA. Records of others have been updated and corrected as necessary (see Appendix B and Appendix C of the Historic Heritage Topic Report).

### 4.3.2 ArchSite

ArchSite is the New Zealand Archaeological Association's Archaeological Site Recording Scheme website. It is the national inventory of archaeological sites in New Zealand. It is an online database that contains information about recorded archaeological sites. ArchSite uses GIS technology to manage and display information on maps. The information is used for research, site management and protection. There are currently over 60,000 sites across New Zealand in ArchSite.

At the commencement of the structure plan study there was one archaeological site recorded in ArchSite within the study area. Six additional sites have been recorded within the study area as part of the study, along with several beyond the study area boundaries. Others have been updated.

## 5 Conclusion

Overall, we consider that there are few constraints associated with historic heritage in relation to the development of the study area. However, we do not consider urbanisation of the Combes and Daldy lime works site to be consistent with the provisions of the AUP.

It will be difficult to avoid the loss of some heritage places including several World War II camp sites. We have identified where avoidance or mitigation measures should be considered in section 10.3 of the topic report. These include identifying the former locations of some places and providing interpretation on or off site. Other methods that could be considered include the adaptation of identified buildings for a new purpose or relocation of these buildings, preferably within the Warkworth area.

A number of archaeological sites are recorded within the WSPA and other unrecorded sites are likely to exist. These are protected under the archaeological provisions of the HNZPTA and compliance with this legislation will be required in addition to any other consents that are necessary before development can occur.

### Out of Scope recommendations

During research undertaken to inform the historic heritage topic paper a number of historic heritage places have been identified just outside the boundaries of the study area. Some of these appear to be of sufficient significance to potentially meet the threshold for inclusion in the schedule of historic heritage in the Auckland Unitary Plan. These may be affected by urban or other development in the future. If possible, we consider that it would be beneficial to include these as in the plan change that implements the first stage of the Warkworth Structure Plan, currently expected to be notified in 2019.

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