

# ICOMOS NEW ZEALAND

## TE MANA O NGA POUWHENUA O TE AO

INTERNATIONAL COUNCIL ON MONUMENTS AND SITES  
CONSEIL INTERNATIONAL DES MONUMENTS ET DES SITES  
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### **Submission to the Environment Committee Komiti Whiriwhiri Take Taiao Inquiry into climate adaptation**

**14 October 2023**

#### **Introduction**

ICOMOS is a non-governmental international organisation dedicated to the conservation of the world's monuments and sites. Founded in 1965, the organisation is a principal advisor to UNESCO and includes over 10,000 members in 132 countries and territories.

ICOMOS Aotearoa New Zealand (ICOMOS NZ) is an incorporated society whose members include architects, engineers, heritage advisers, experts in Te Ao Māori, historians, archaeologists, lawyers, and planners.

The [ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value](#) is a benchmark for conservation standards and practice in Aotearoa New Zealand. The heritage conservation principles outlined in the Charter are based on a fundamental respect for significant heritage fabric and the intangible values of heritage places.

#### **Context of this submission**

Aotearoa New Zealand retains a unique assemblage of places of cultural heritage value relating to its indigenous and more recent peoples. More specifically, the people of New Zealand have particular ways of perceiving, relating to, and conserving their cultural heritage places.

Climate change is increasing surface temperatures globally, resulting in more frequent and severe storms; a greater risk of flooding, drought, and wildfires; a warming and rising ocean; loss of species, habitat, and productive farmland; more poverty and displacement; greater risks to health and wellbeing.<sup>1</sup> Although heritage is at risk from climate change it can also play a valuable role in helping communities adapt to a changing environment.

In light of this context ICOMOS NZ welcomes the opportunity to submit on the *Inquiry into Climate Adaptation* led by the Environment Committee Komiti Whiriwhiri Take Taiao.

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<sup>1</sup> "Causes and Effects of Climate Change", United Nations website accessed October 2023  
<https://www.un.org/en/climatechange/science/causes-effects-climate-change>

### **Scope of this submission**

ICOMOS NZ has read and supports the [Climate change risks and adaptation tools for Aotearoa New Zealand's cultural heritage](#) report prepared by Manaaki Whenua Landcare Research and Manatū Taonga Ministry for Culture and Heritage in June 2023. We ask the Committee to consider the report's content, findings, and recommendations as part of this inquiry.

We note the following findings, which are of particular concern:

- Significant gaps in our knowledge of where cultural heritage sites are located, and how they may be affected by climate change.
- A paucity of Aotearoa New Zealand-specific literature on heritage and climate change.
- A lack of coordination between organisations at local and central government level, and a lack of clarity of their roles.
- A lack of coordination and investment in people to create and implement plans for climate change (including by iwi and hapū) at a local level.

### **Issues and options**

ICOMOS NZ has read the [Community-led retreat and adaptation funding – issues and options](#) paper, published by the Ministry for the Environment in 2023. The report recognises that Māori will be disproportionately impacted by climate change and that significant cultural sites are threatened. We therefore commend the report for recognising the importance of Te Tiriti-based adaptation, and the rights of iwi and hapū to exercise kawa and tikanga Māori.

Although the report does not investigate the value or role of heritage to wider communities in any detail, it does consider funding for property-level retreat. ICOMOS NZ supports the proposal in Table 12 which proposes government adaptation funding for the protection or relocation of buildings of spiritual, cultural and community significance.

We agree with the supporting footnote which summarises the ICOMOS NZ Charter's position on relocation with the statement that:

*The site of a heritage structure, building or place of cultural significance is usually an integral part of its cultural heritage value. Retreat may therefore not be a viable or practical option in some cases, and it will be important to consider all options for preserving heritage, intangible values, community connections and identity where possible.*

A recommendation is to provide support and funding to identify, investigate, research and record heritage places that are at risk, as this is particularly important for heritage that cannot be relocated and where loss is inevitable.

### **Proposed system**

ICOMOS NZ has read the [technical report into retreat](#) published by the expert working group on managed retreat. Again, we agree with the emphasis on Te Tiriti-based adaptation, but note that the report is silent on planning for the cultural heritage of wider communities.

Heritage has a significant role to play in aiding communities in their adaptation to a changing environment, and in community resilience. As such, it should be incorporated into a holistic approach to local adaptation planning.

We consider that any proposals for climate change adaptation should include heritage within the context and framework for planned relocation, and within the funding and institutional frameworks.

### **Terms of reference**

We have responded to each of the points noted in the terms of reference raised by the select committee, and these are included in the attached Appendix. An overall summary is that:

- Cultural heritage can play an important role in the resilience of communities and their ability to adapt to a changing environment and recover from natural disasters.
- Cultural heritage has not been included in a meaningful way in many climate change policies, strategies, action plans, and risk assessments that have been prepared so far.
- There is a lack of information on the scale of the issue for heritage, including the number and location of places that will be affected by climate change.
- There are wider issues in the systems for disaster relief management of heritage places.

### **Recommendations**

Our recommendations are as follows, and we encourage the select committee to:

- Adopt the recommendations of the MCH/Landcare report, including providing for further Aotearoa New Zealand-specific research on heritage and climate change.
- Support the inclusion of cultural heritage in future climate change policies, strategies, and action plans.
- Support the provision of government adaptation funding for heritage places – to identify, research and record sites; for protection measures against natural disasters; and for the relocation of some buildings and structures where this is the best heritage outcome.

Thank you again for the opportunity to make a submission on climate adaptation and we look forward to reading the response by the Environment Committee Komiti Whiriwhiri Take Taiao.

Chairperson Stacy Vallis

**ICOMOS New Zealand**

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## Appendix: Response to the issues raised by the Environment Committee Komiti Whiriwhiri Take Taiao

For the purpose of its inquiry, the committee is particularly interested in:	Response	Recommendation
The current approach to community-led retreat and adaptation funding, its strengths, risks and costs.	<p>The current approach to climate adaptation is summarised in the <i>Climate Change Risks and Adaptation Tools for Aotearoa New Zealand's Cultural Heritage</i> report prepared by Manaaki Whenua Landcare Research and Manatū Taonga Ministry for Culture and Heritage. Relevant findings including that:</p> <ul style="list-style-type: none"> <li>• Cultural heritage has not been included in a meaningful way in many climate change policies, strategies, action plans, and risk assessments that have been prepared so far.</li> <li>• There is relatively little New Zealand specific literature and studies of the impact of climate change on cultural heritage.</li> <li>• There are significant gaps in our knowledge of where cultural heritage sites are located, and how they may be affected by climate change.</li> <li>• When emergencies occur, there is a lack of coordination between organisations at local and central government level, and a lack of clarity of their roles in the protection of heritage places.</li> </ul>	<p>Include heritage in the preparation for climate change adaptation.</p> <p>Provide funding to establish the scope of the issue, including the locations of vulnerable heritage places, and assessments of risk to these places.</p> <p>Improve the systems for disaster risk management for heritage places.</p>
Lessons learned from severe weather events and natural disasters in Aotearoa New Zealand for community-led retreat and funding climate adaptation.	Cultural heritage can play an important role in the resilience of communities and their ability to recover from natural disasters.	Identify the benefits of heritage in community resilience and include heritage in the preparation for climate change adaptation.
Effective mechanisms for community-led decision making.	There is not enough information available on where cultural heritage sites are located and how they could be impacted by climate change. This makes it difficult for communities to make informed decisions on climate adaptation.	Provide funding to establish the scope of the issue.
The role of the private sector in managing climate risk.	<p>There is a role for the private sector – particularly in developing new mapping technologies, and in the survey and identification of heritage places.</p> <p>Communities would benefit from access to funding for expert heritage advice for climate adaptation planning, and for post-disaster recovery.</p>	Provide funding to establish the scope of the issue.
Potential institutional arrangements, including roles and responsibilities of central and local government agencies, iwi and hapu.	<p>Heritage New Zealand Pouhere Taonga is New Zealand's government agency that provides resources on heritage management including risk management, and in disaster recovery.</p> <p>Manatū Taonga Ministry for Culture and Heritage has carried out limited research on climate adaptation.</p>	<p>Heritage New Zealand Pouhere Taonga should be funded and encouraged to provide guidance on climate change adaptation for cultural heritage places.</p> <p>Manatū Taonga Ministry for Culture and Heritage should be funded and enabled to complete the next steps of the <i>Climate change risks and adaptation tools for Aotearoa New Zealand's cultural heritage</i> report, and to progress the other recommendations of the report.</p>
Māori participation, Crown obligations, and how to best give effect to the principles of te Tiriti o Waitangi, and integrate matauranga Māori and te ao Māori across the adaptation system.	For Māori communities, a holistic approach to heritage should be taken, in a way that is underpinned by Māori cultural values.	Enable Te Tiriti-based adaptation.
Alignment and integration with existing legislation and regulatory framework, including the reformed resource management system and any changes needed to regulatory powers and potential economic or other incentives needed to support adaptation actions (both before and after extreme events).	<p>ICOMOS NZ notes that existing legislation with relevant heritage provisions includes:</p> <ul style="list-style-type: none"> <li>• Heritage New Zealand Pouhere Taonga Act 2014 – which includes the establishment of Heritage New Zealand Pouhere Taonga, the New Zealand Heritage List Rārangi Kōrero, and the</li> <li>• Marine and Coastal Area (Takutai Moana) Act 2011.</li> <li>• Conservation Act 1987</li> <li>• National Parks Act 1980</li> <li>• Reserves Act 1977</li> <li>• Wildlife Act 1953.</li> </ul>	Take the heritage provisions of the relevant legislation into consideration when designing new policies for climate adaptation.

For the purpose of its inquiry, the committee is particularly interested in:	Response	Recommendation
	<ul style="list-style-type: none"> <li>Resource Management Act 1991, including the matters of national importance - sections 6e, f and g:               <ul style="list-style-type: none"> <li>(e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:</li> <li>(f) the protection of historic heritage from inappropriate subdivision, use, and development:</li> <li>(g) the protection of protected customary rights:</li> </ul> </li> <li>Natural and Built Environment Act 2023 which including system outcomes for the protection and restoration of cultural heritage and the:               <ul style="list-style-type: none"> <li><i>...relationship of iwi and hapū, and the exercise of their kawa, tikanga Māori (including kaitiakitanga), and mātauranga Māori in respect of their ancestral lands, water, sites, wāhi tapu, wāhi tūpuna, and other taonga.</i></li> </ul> </li> </ul>	
<p>Funding sources, access to them and principles and criteria for cost sharing.</p>	<p>Heritage New Zealand Pouhere Taonga provides the following information on grant funding sources:</p> <p><b>Heritage New Zealand Pouhere Taonga</b>  <i>National Heritage Preservation Incentive Fund</i>  <a href="#">National Heritage Preservation Incentive Fund   Heritage New Zealand Pouhere Taonga</a>  <i>The National Heritage Preservation Incentive Fund (NHPIF) provides a subsidy for the conservation of privately owned places included on the New Zealand Heritage List/Rārangi Kōrero.</i></p> <p><b>Te Tari Taiwhenua Department of Internal Affairs</b>  <i>Te Tahua Taioa Ngā Taonga   Lottery Grants Board Environment and Heritage Fund</i>  <a href="#">Lottery Environment and Heritage » Community Matters</a>  <i>The Lottery Grants Board Environment and Heritage Fund provides funding for projects that promote, protect and conserve Aotearoa New Zealand's natural, physical and cultural heritage.</i></p> <p><b>Te Puni Kōkiri and Te Tari Taiwhenua Department of Internal Affairs</b>  <i>Oranga Marae</i>  <a href="#">Oranga Marae (tpk.govt.nz)</a>  <i>Oranga Marae is a programme of support, advice and investment for marae. The programme aims to strengthen the ability of marae to pass on their ancestral knowledge of whaikōrero, karanga and local mātauranga, tikanga and kawa.</i></p> <p><i>Cyclone Gabrielle Māori Communities Response Fund (now closed)</i>  <a href="#">Cyclone Gabrielle Māori Communities Response Fund (tpk.govt.nz)</a>  <i>Following the devastation caused by Cyclone Gabrielle funds were made available for rapid assistance to affected marae and hāpori Māori. These communities are mostly located in Ikaroa-Rāwhiti, Waikato-Waiariki (Coromandel), Te Tai Tokerau and Tāmaki-Makaurau.</i></p> <p><b>Manatū Taonga, the Ministry for Culture and Heritage</b>  <i>Regional Arts and Cultural Heritage Fund</i>  <a href="#">Regional Culture and Heritage Fund   Ministry for Culture and Heritage (mch.govt.nz)</a>  <i>The Regional Arts and Cultural Heritage Fund is a contestable fund of last resort which contributes typically no more than the last third of the qualifying capital project's cost.</i></p> <p><i>Heritage EQUIP (now closed)</i>  <a href="#">Heritage EQUIP</a>  Heritage EQUIP provided grant funding to assist owners of earthquake-prone heritage buildings.</p>	<p>Provide further sources of funding for climate adaption for heritage places.</p>

For the purpose of its inquiry, the committee is particularly interested in:	Response	Recommendation
	<p><b>Local authority heritage grants</b> Heritage grants are provided by a number of local authorities.</p> <p><b>Te Papa Tongarewa</b> Professional Development Grant <a href="#">Professional Development Grant   Te Papa</a> The Professional Development Grant funds access to local and international museum and gallery training programmes.</p>	
Targets or indicators for assessing progress to more resilient communities and infrastructure.	Cultural heritage has not been included in many climate change policies, strategies, action plans, and risk assessments that have been prepared so far.	<p>Include heritage targets and indicators when assessing progress to more resilient communities and infrastructure. These should include targets for;</p> <ul style="list-style-type: none"> <li>• identifying at-risk heritage places;</li> <li>• research to identify the scope of the issue for heritage places;</li> <li>• the provision of tools for communities to manage their heritage places;</li> <li>• post-disaster evaluation of the response to emergencies, including the effects on heritage places.</li> </ul>