



**WHAKATANE BUILT
HERITAGE STUDY
PART ONE**

PREPARED FOR

**WHAKATANE DISTRICT COUNCIL
NEW ZEALAND HISTORIC PLACES TRUST
ENVIRONMENT BAY OF PLENTY**

BY

MATTHEWS & MATTHEWS ARCHITECTS LTD
IN ASSOCIATION WITH
LYN WILLIAMS, SHIRLEY ARABIN
R.A SKIDMORE & ASSOCIATES

ISSUE 3, NOVEMBER 2007

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EXECUTIVE SUMMARY

The aim of the Whakatane Area Built Heritage Study is to carry out a comprehensive review of built heritage, and to use this information to look at the ongoing management of heritage resources from a base of understanding and knowledge.

The study has involved broad research into the main historic themes which have shaped development in central Whakatane so that individual places can be understood in context. It has also involved gathering information about a wide range of buildings and structures, from a range of periods in the central area. This preliminary research helped to identify important historic associations or values that needed to be investigated more fully.

There are aspects of central Whakatane's built environment which are typical of many New Zealand provincial centres and other elements that are unique. The key themes which have been significant to Whakatane's historic development include: pre-European settlement and cultural heritage, establishment, growth and development of the township, development of local and central government agencies and the extensive development of farming in the surrounding area.

These themes are associated with the places that are unique or distinctive aspects of Whakatane. There is little current recognition of heritage buildings and structures in the district plan or by the New Zealand Historic Places Trust. No buildings within the study area are scheduled or registered.

The district plan schedule was established in the 1980s and may have been periodically added to but has not been comprehensively reviewed since. Very little historic research is held by council in relation to those places which are scheduled.

Whakatane's central area is diverse and it is interesting because of this. Its built form demonstrates development from a range of periods, and provides evidence of important associations with people over time, and its historic pattern of development. Whakatane's surviving historic buildings and places are a primary asset of the central area and are a finite resource.

There is an opportunity to expand the understanding and information available about other significant places and important historic themes in the central area and to celebrate a broader range of places. Many of the places which have been researched as part of this study may already be valued by the community and users because of their historic character. The ongoing retention and sympathetic reuse of a range of places adds to the authentic qualities of the centre. Research about Whakatane's built heritage has provided a wonderful resource that will help in understanding what is there, what is special about it, and hopefully promoting that to the community, building owners and tourists.

As a result of the study options for statutory and non-statutory methods to enhance the ongoing management of the collective values of heritage resources and future development in central Whakatane are put forward.

The Whakatane Built Heritage Study report has two parts. Part One includes the thematic historic overview, a summary of cultural heritage values associated with the town centre as a whole and a review of management of heritage resources. It also proposes options for enhancing heritage management through statutory and non-statutory methods. Lastly the appendices contain supporting information.

Part Two contains an inventory of heritage places within the central study area which have been researched and assessed using heritage criteria from the Bay of Plenty Regional Policy Statement. This is supported by record forms for those places which have been researched in detail, as part of this Study and by the New Zealand Historic Places Trust. Partial record forms have been prepared for a large number of additional places to collate base information that was gathered during the study.

There is no doubt that the history of Whakatane is represented in its built heritage. The way this is managed in the future will affect the authenticity, character and urban qualities of the central area. There is an opportunity to develop a vision for Whakatane's built heritage that retains links with its past and sustains and enhances this for future generations while allowing for appropriate development and growth.

1.0 INTRODUCTION

The Whakatane Built Heritage Study is a joint initiative of Environment Bay of Plenty, Whakatane District Council and the New Zealand Historic Places Trust (NZHPT). These agencies have agreed that comprehensive information on the built heritage of central Whakatane is necessary for this resource to be protected and managed appropriately in the future.

The built heritage of Whakatane is a resource of national and regional importance. A number of sites and structures are associated with distinctive phases of New Zealand's history. These primarily relate to the township's role as a service centre for the Whakatane urban area and wider rural district.

The study provides an overview of the key historic themes which have shaped development in Whakatane. This thematic approach enables consideration of the cultural heritage values of places in the centre within a broader context. It also helps to identify the full range of types of heritage that may be present.

Based on an understanding of these themes, the surviving buildings and structures and the pattern of historic development within the study area have been analysed. Current heritage listings have been assessed to see if there are any gaps, or significant aspects of the area's history which may have been overlooked. This thematic contextual approach is being used increasingly in New Zealand as a way of reviewing the identification and assessment of heritage, and is well established overseas.

Currently there is no built heritage in central Whakatane that is formally recognised as being of heritage value through protection in the district plan or registration by the New Zealand Historic Places Trust. The study poses the question - what are the places that represent central Whakatane's unique historic development and character?

This integrated research approach enables progression beyond initial identification of heritage. Further research and assessment enables a better understanding of the relationship between places and people, the physical and historic context, the stories associated with the area, the value of continuity, and the collective contribution of groups of historic places which may be much greater than the value of each individually. It enables a clearer understanding of the unique, irreplaceable quality and character that the retention of heritage buildings and places provides.

A review of the current planning mechanisms for managing historic heritage resources in central Whakatane has been undertaken. Recommendations for potential options, both statutory and non-statutory, for the ongoing management and improved understanding of Whakatane's heritage are put forward.

Research has been undertaken on a number of significant places in Whakatane, to enable a more thorough assessment of significance, and to gather and record information for places of cultural heritage value.

1.1 PROJECT TEAM

The project team includes the following:

Matthews & Matthews Architects Ltd, project co-ordinators and conservation architects.
Lyn Williams and Shirley Arabin, historian, R.A Skidmore & Associates, heritage planning.

The team are very grateful for the work carried out by the Whakatane and District Historical Society in preparing the Whakatane Township Historic Heritage Resource

Study. This document covered the history of buildings in what has become termed area A of the study. This covered the area east of Pohaturoa.

The thematic overview has been prepared by Lyn Williams, and Shirley Arabin carried out research on buildings in area B.

1.2 ACKNOWLEDGEMENTS

The assistance of the following organisations and people during the study is gratefully acknowledged.

Whakatane District Council, Environment Bay of Plenty, The New Zealand Historic Places Trust, Whakatane Museum and Gallery and Teina Jordan.

The project team also gratefully acknowledge the interest and assistance of members of the community in Whakatane who came to the display and meetings, or provided information during the course of inspections and research.

1.3 BRIEF AND PROJECT OBJECTIVES

Key objectives for the study are:

- To identify the range of built heritage in central Whakatane.
- To complete an assessment of built heritage in the central Whakatane Study area.
- To provide recommendations for the protection and ongoing management of built heritage in the township.

Key project tasks include:

- Research and preparation of a contextual history for the study area to identify key themes in the historic development of Whakatane city centre.
- Review existing inventories and registers in light of identified themes.
- Identify potentially significant built heritage places.
- Prepare more detailed research to complete field survey record forms for particular historic places, including a summary of history and cultural heritage significance, and overview of condition.
- Review existing planning mechanisms for heritage protection and provide recommendations for future protection and management of built heritage resources in the study area.
- Assess the economic implications of identifying places as being of heritage value.
- Prepare a report summarizing research and investigation undertaken.

Whakatane and District Historical Society: Historic Heritage Resource Study

The Whakatane and District Historical Society, with Environmental Enhancement Funding from Environment Bay of Plenty, completed a study in 2006 entitled *Whakatane Township Historic Heritage Resource Study*. This study includes an archaeological assessment of sites in the township area and inventory of allotments comprising the 19th Century Central Business District (CBD).

1.4 THE STUDY AREA

The study area generally focuses on the central business area of Whakatane as defined in the district plan and shown on the following map. This includes the commercial heart of the city. The area was broken into two parts, A and B.

Area A is located east of Pohaturoa at the intersection of Commerce St and The Strand. This is the earliest settled and developed part of the township and contains many of the township's traditional heritage buildings and sites. This area was subject of the *Whakatane Township Historic Heritage Resource Study*

Area B is west of Pohaturoa and is generally land developed after draining of the estuary area from the 1950s forward.

Review of built heritage in the central area was addressed as a priority because of potential development pressure and the density of built fabric in the central area.



A map of Whakatane township showing the study area outlined in red

2.0 THEMATIC HISTORY - AN OVERVIEW OF THE HISTORY OF WHAKATANE

2.1 HISTORIC CONTEXT AND KEY THEMES

The outline thematic framework for Whakatane is based on the draft New Zealand thematic framework and includes the following key themes:

ENVIRONMENT

WHAKATANE PEOPLES AND THEIR INTERACTIONS

- Ngati Awa te iwi: before European contact
- Early relationships between Ngati Awa and Europeans
- Cultural upheaval
- Land issues for Ngati Awa
- Whakatane's recovery

GOVERNANCE, ADMINISTRATION AND LAND OWNERSHIP

- Land management post-1865
- Law and order
- The new governance structure
- Other authorities

BUILDING A NEW SETTLEMENT

- Architectural development
- Reclamation and new suburbs

CREATING AN INFRASTRUCTURE

- Post, Telegraph and Telephone
- Health care and related services
- Information services
- Water supply
- Electricity
- Schooling

PROVIDING TRANSPORT AND ACCESS

- Shipping
- Roading
- Air and rail transport

WORKING - INDUSTRY AND COMMERCE

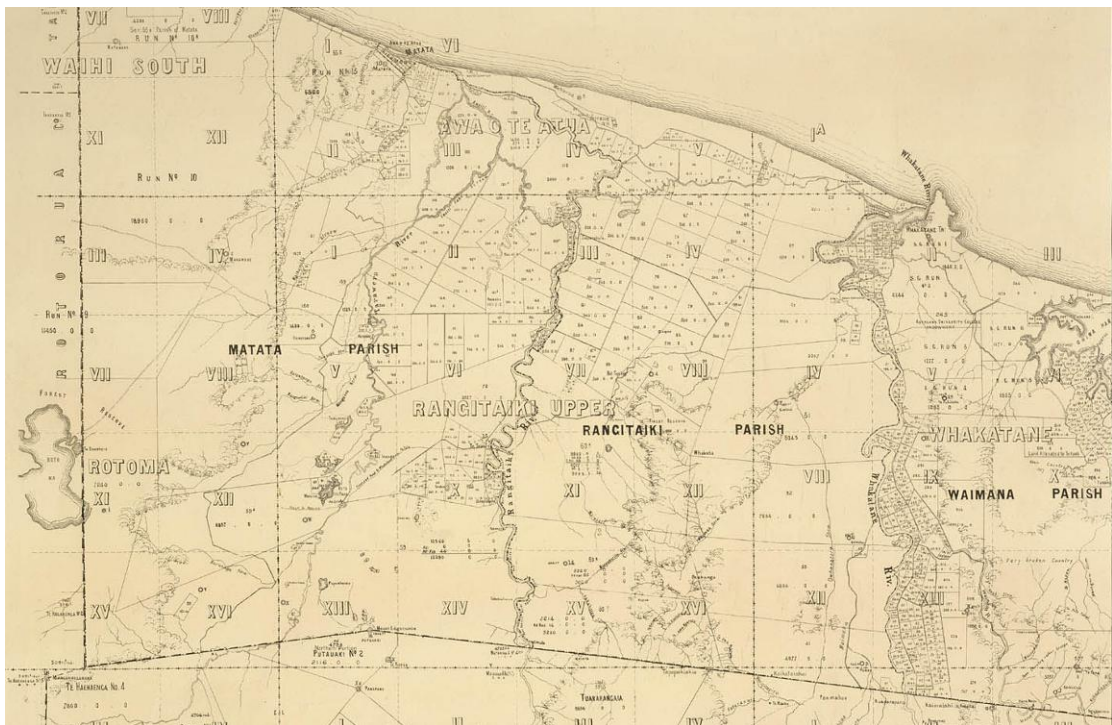
- Early businesses
- Early and minor industries
- Meat Industry
- Forestry
- Farming and fishing
- Building and construction industry
- Leisure, Tourism and Accommodation
- Expansion

DEVELOPING CULTURAL INSTITUTIONS AND WAYS OF LIFE

- Spiritual needs
- Community organisations and clubs
- Sport and recreation
- Social life, arts and entertainment

The social history of Whakatane can be divided into two widely different phases focussed on the mid-late 1860s: life for Whakatane's residents was vastly different before and after this period. Several hundred years of occupation by tangata whenua Ngati Awa leading a traditional Maori lifestyle had been slowly influenced over the first few decades of the 19th century by the introduction of European religion, material goods, livestock, crops, agricultural techniques and equipment, quicker boats, wider trading networks, alcohol and diseases. Initial Maori-Pakeha contacts in the settlements of the central-eastern Bay of Plenty were indirect and sparse; by the 1840s this had changed to more sustained, longer-term contacts with a few Pakeha living near to or amongst Ngati Awa at Whakatane. There were a few intermarriages, but the main relationships were through trade, shipbuilding and religious instruction. The relationships were equitable and harmonious, with Ngati Awa employing Pakeha men as shipbuilders, Pakeha missionaries and traders becoming part of the community, and the mutual interchange of resources.

In 1865 a major clash of cultures ended in Ngati Awa's land being confiscated. Whakatane became a European-style township with a predominantly European population, under the Auckland Province and adhering to New Zealand laws and customs. Over many decades Ngati Awa, including Ngati Pukeko, and other Maori moved back into Whakatane and today have a strong influence in local government and administration, in businesses and education and in cultural activities. Between 1916 and 1921 Whakatane was the fastest growing town in the country. This success was due not only to the congenial climate, the fertility of the surrounding alluvial plains and lower hill country, but to the port: the volume of freight that passed over the wharves was once considerable. Whakatane has developed into a large town serving the wider district and being involved in industries associated with forestry, fishing, dairying and tourism.



Plan showing Whakatane district 1894. Auckland Public Libraries Map 3649

2.2 ENVIRONMENT

*A green and smiling landscape bounded by the Te Urewera mountains, Tarawera and the Manawahe tableland, Whakatane stretches her verdant plains to the blue Pacific in rich abundance.*¹

Situated in the eastern-central Bay of Plenty (Te Moana-a-Toitehuatahi), Whakatane has a warm sunny climate with lots of rain and few frosts. The long summers provide excellent growing conditions for kumara, other traditional Polynesian crops and more-recently introduced grains and fruits as well as pasture. Although the climate is generally very mild, with fairly equitable temperatures year round, frosts are not unknown. In the summer of 1898 it was reported that maize crops had been damaged by frost.² An equally rare event was a drought suffered in the summer of 1887.³

Whakatane is situated at the mouth of a major river, the Whakatane River. The western head of the Whakatane River is a sand spit, the end of a long exposed beach that extends many kilometres to the west. The eastern head is the rocky headland Kohi Point; the rocky shore to the east from there is broken by a small sandy beach, Otarawairere Bay, before opening out into the 14-km stretch of Ohope Beach that extends to the mouth of the Ohiwa Harbour.

The Whakatane River is the easternmost of three major rivers flowing across the Rangitaiki Plains from the inland ranges, Te Urewera. Towards the coast, the Rangitaiki River branched into the Orini Stream that flowed into the Whakatane River close to the river mouth, while another branch flowed through to the Matata estuary. The alluvial plain was an extensive swamp stretching from beyond the Tarawera River in the west to the Whakatane River in the east, with a few raised 'islands' of drier land. In places the swamp formed small lakes, such as Kohika. The swamps, small lakes, streams and rivers provided communication routes inland for water transport. The Orini Stream was navigable through to the Rangitaiki River and travellers could then go up the Rangitaiki or continue out to the Matata estuary via the Rangitaiki's other outlet. The Whakatane-Rangitaiki was navigable by canoe for at least 50km, as estimated by Father Chouvet when he visited 'Tekoupenga' [Te Teko] from Whakatane; his journey took a whole day, including an overnight stop.⁴ The beaches also provided easy transport and communication routes for Maori and for colonial settlers.

The Whakatane River is prone to flooding, with major floods occurring in 1869, 1875 (twice), 1891, 1892 (three times), 1904, 1915, 1917, 1948, 1962, 1964 (twice), 1965, 1966, 1967 and 1998, with numerous and frequent lesser floods. A man and his horses were drowned in the flood of February 1892, and in other floods crops and forage were destroyed and stock drowned. Bridges and roads have also been casualties of heavy rainfall and floods. Stop banks and river diversions now protect the town from further flooding. However, such flooding led to the development of a fertile alluvial soil that was easily farmed for grain crops, root crops and pasture.

The wetlands also provided iwi with freshwater resources such as eels, fish, birds, mussels, raupo, cabbage trees and flax, plus the black mud (paru) used for dyeing flax prepared for weaving. Ohiwa Harbour immediately to the east and Matata estuary were easily accessible and provided a broader range of fish, shellfish and birds that prefer an estuarine environment. The open beaches are suitable for netting and surf-casting and are home to sandy shore shellfish species. The hills bordering the wetlands were once heavily covered in native bush, traditionally sources of food, timber and other materials for clothing and shelter.

Whakatane lies in a volcanic region, with Whakaari (White Island), Putauaki (Mt Edgecumbe), Moutohora (Whale Island) and Mt Tarawera being relatively near. The Tarawera eruption in 10 June 1886 was felt in Whakatane: the whole district was affected by its ash and extensive flooding that forced some people from their homes and destroyed some settlements.⁵ Severe

¹ *Whakatane; gateway to the fertile Rangitaiki Plains....* [1949]

² *Bay of Plenty Times* February 7 1898

³ *Bay of Plenty Times* February 10 1887

⁴ Rorke 1985: 28

⁵ McCallion et al [195-]: 38; Binney 1997: 350

earthquakes occur frequently, a very severe one occurring in March 1890 and another in December 1908. The 'Edgecumbe' earthquake on the 2nd March 1987 affected buildings and infrastructure throughout the region.

From the 1890s visions of creating fertile farmland by draining the great swamps of the alluvial plains had driven individual farmers and community groups in various attempts at constructing stop banks and cutting channels, but the scale of the undertaking required much larger machinery and resources than were locally available. Appeals to the government eventually resulted in the government taking control of the project by the passing into legislation of the Rangitaiki Land Drainage Act in 1910, applauded in 1922 as "No more liberal Act was ever passed by any Government".⁶ The first sod of the Rangitaiki Drainage Scheme was turned on March 16, 1911 and three years later the diversion cut at Thornton to release the waters of the Rangitaiki River directly to the sea was completed. The Orini Stream had been cut off from the Rangitaiki in 1901. The landscape and environment now is considerably different from that in the 19th century.

In Whakatane itself the landscape has changed also. The swamps, mud flats and tidal lagoons on the eastern side of the river have been filled in. The reclaimed land was added to existing alluvial flats and ancient sand dunes and made available for commercial and residential development. One of the major loops of the river was reduced to a backwater after the river was straightened in a flood-mitigation measure. The river entrance had a continually-shifting sand bar plus rocks and reefs but considerable modification over the decades, involving dredging, blasting of rocks and construction of groynes, has ensured deeper safer channels for easy access by sea. On the hills above the commercial district, subdivisions involving earthmoving and the construction of level areas for houses and roads have modified the natural terrain. Prior modifications, though on a much more limited scale, had been made by tangata whenua in the construction of living platforms, pa with defensive ditches and banks, and cultivations.

Natural features have played an important role spiritually and socially for Whakatane's residents, especially Pohaturoa, the large freestanding rock at the base of the cliffs. It marked a major bend in the river, which used to flow within a few metres of the base of the rock. Wharaurangi, a large flat rock near Pohaturoa, and another similar rock, Otuawhaki, on the edge of the shore also played significant roles in ceremonies.



Wairere Falls



Pohaturoa

⁶ *Whakatane press* Special illustrated issue, 22 April 1922: 6



View of Pohaturoa with memorial to Te Hurinui Apanui on the right
Alexander Turnbull (ATL) 36817 ac1 1



General store east of Pohaturoa near The Strand, 1890. Whakatane Museum and Gallery (WGM) Neg P670

2.3 WHAKATANE PEOPLES AND THEIR INTERACTIONS

Ngati Awa te iwi: before European contact

Ngati Awa have been based at Whakatane since the arrival of the Mataatua canoe, their rohe extending across the Rangitaiki Plains to include the Tarawera, Rangitaiki, Whakatane and Tauranga Rivers; east to Ohiwa Harbour and including Moutohora and at times, Whakaari. Moutohora was used as a fishing base and also provided fertile volcanic soils for gardening.

Ngati Awa oral tradition records that when the Mataatua canoe made landfall at Whakatane, the captain Toroa and his men went ashore to explore, leaving the women on the canoe which was tied to a manuka. The canoe slipped its moorings and although it was forbidden for women to touch or paddle canoes it was brought back to shore by the women on board, under the leadership of Toroa's sister Muriwai, who exclaimed "Kia whakatane au i ahau" (I must acquit myself like a man).⁷ The area got its name from this event. Some people say that it was Wairaka, Toroa's daughter, who saved the canoe. Toroa is acknowledged as one of the principal ancestors of Ngāti Awa.

In addition, however, Ngati Awa trace their ancestry back to people they believe were in the district before the arrival of the Mataatua: Tiwakawaka and his descendants who came to be known as Ngati Ngainui, the original people of Whakatane and later, Toitehuatahi (Toi), who lived at the pa Kaputerangi, above Whakatane.⁸

Places associated with these events are commemorated and considered whenua tapu. The site associated with the landing of the Mataatua is in Toroa Street, where manuka were planted to symbolise the well-being of the people of the waka. The site is referred to as "manuka-tu-tahi" recording the altar (tuahu) that was originally built there.⁹ Muriwai, who was very highly regarded, lived for many years in a cave near the river mouth; the cave is called Te Ana-o-Muriwai.¹⁰ Wairaka's name is given to land east from Pohaturoa.

The early date for the settlement of Whakatane is reinforced by archaeological evidence. In 1998, a salvage archaeological excavation of land being prepared for the Canning Place extension found evidence dating the site to the early Maori settlement period.¹¹ The site is believed to extend from Pohaturoa to the Wairere Stream. In addition, an early style of adze made of D'Urville Island argillite was found in a property in James Street.

The abundant marine, freshwater and forest resources, fertile soil for agriculture, and easy transport and communication routes up rivers and along the coast led to the region becoming heavily-populated. Traditional and archaeological evidence confirms descriptions of early European explorers that many settlements existed on the coast, inland near rivers and around harbours and river mouths, with extensive cultivations. In the early 19th century, and possibly much earlier, the villages Te Whare o Toroa and Tupapakurau extended along the shore of the Whakatane River on the flatter land between Pohaturoa and the Heads, with cultivations close by and extending up the slightly sloping ground at the base of the cliffs.¹² Other cultivations were on the flat land of the Kopeopeo area bounded by the large loop of the river, on the river banks in this area, and also on ancient ash-covered dunes on the west side of the river at Pupuaruhe and elsewhere.¹³ Other mid-19th century villages in what is now Whakatane included Pupuaruhe (currently the Board Mills area), Kopeopeo (across the river due south from Pupuaruhe), with Hawea, Otutamarau and Wharekahu downstream from there, and Otahuhu and Otamakaukau on the raised dune land to the southeast of Kopeopeo towards

⁷ Historical Review Vol 24 1976 p 94-101

⁸ Walker 2007: 24, *Te Ara*

⁹ *Whakatane Township historic heritage resource study* Inventory 2 Toroa St; *Historical Atlas* plate 21

¹⁰ Walker 2007 : 24

¹¹ Phillips in *Whakatane Township historic heritage resource study*

¹² Phillips in *Whakatane Township historic heritage Resource study*, record form site W15/1037

¹³ *Historical Atlas* plate 11

what is now Salonika Street.¹⁴ The villages may not have all been contemporary, but were mentioned by visitors in the early contact period.

Strongly-defended pa are sited along the ridges above the Wairaka area and along the ridge extending between Gorge Road and Kohi Point. Twenty-one pa have been recorded, making this one of “the most impressive landscapes in the Bay of Plenty”.¹⁵ Two of the most notable are Kaputerangi and Puketapu. Puketapu was one of a large complex of 10 discernable pa and undefended terraces in the Hillcrest area. These pa would have provided excellent vantage points along the coast to east and west and out to the islands Whakaari and Moutohora. The pa were probably not occupied permanently, nor all at the same time.

The local people used fissures and caves in the cliffs as burial places, probably for secondary burial of skeletons. In 1931 bones (ko iwi) from as many as 30 to 40 people were retrieved during the construction of Clifton Road.¹⁶ Other ko iwi have been found in the pa sites above.

At the turn of the 19th century, traditional Maori tikanga prevailed, governance being through chiefs of each hapu and seniority within each family or whanau. Land ownership was communal and territorial, with boundaries and ownership being disputed from time to time between hapu, and between Ngati Awa and other iwi. Ohiwa Harbour was a major asset and ownership of this resource was often disputed. Ngati Awa and Ngati Pukeko were involved in the slaughter of a group of Whakatohea at Ohope in 1828. The inland tribe Tuhoe raided Whakatane in 1832.

Early relationships between Ngati Awa and Europeans

Initial contact with Europeans was sporadic and indirect. On November 1, 1769 Captain Cook’s ship anchored on the landward side of Moutohora. In the 1820s Whakatane people would have had contact with the whaling stations operating at Moutohora (Whale Island), Te Kaha and Waihau Bay, possibly working with the whaling crews as well as trading food and other supplies.

A more drastic experience of European material goods was the raid by Ngapuhi in 1818. As a result of their close association with missionaries and traders in the Bay of Islands, Ngapuhi were armed with muskets at a time when iwi in the Bay of Plenty and East Coast still had only traditional weapons. Whakatane was invaded by Ngapuhi in February 1818, at which time Ngai Tai from the Maraetai area were living there as well. Ngai Tai, Ngati Awa and Ngati Pukeko fled up the Rangitaiki and Tarawera rivers but engaged in battle with Ngapuhi at Orahukura and defeated them. On a subsequent raid in 1823 Ngapuhi exacted revenge on the Ngati Pukeko village of Wharaurangi, sited just to the south of Pohaturua Rock on the shore.¹⁷

Ngati Awa’s first direct contact with Christianity occurred in 1828, when Henry Williams and party landed at Whakatane and preached to about 200 people, mainly women and children.¹⁸ They may also have had contact in the 1830s with Ngakuku (William Marsh), a convert who was teaching Christianity to Whakatohea at Pakowhai (Opotiki).

In March 1829 the trading brig *Hawes* was captured by Ngati Awa off Moutohora, and the crew slaughtered. The first mate, John Atkins, survived and was held captive. He was rescued in 1829 by a ransom comprising a blunderbuss, a double-barrelled gun and three canisters of gunpowder.¹⁹ Another Englishman, Jackson, was ransomed from the chief Apanui at Whakatane for £20 some time during the period 1820-1840. His ‘rescuer’ was Phillip (Hans) Tapsell, an Arawa Pakeha-Maori who operated as a flax trader at Maketu from 1830.

On the 16th June 1840, 12 chiefs at Whakatane signed the copy of the Treaty of Waitangi that was taken to the eastern Bay of Plenty by James Fedarb, a trader and former Church

¹⁴ See *Whakatane Township historic heritage resource study* Phillips Figure 19.

¹⁵ Philips in *Whakatane Township historic heritage resource study*

¹⁶ Philips in *Whakatane Township historic heritage resource study*

¹⁷ *Historical Review* May 1991: 56

¹⁸ *Journal of WDHS* Dec 1967: 162 citing *Early journals of Henry Williams*

¹⁹ Bentley 1999 : 72

Missionary Society (CMS) worker.²⁰ All those who signed were Ngati Pukeko, and as Fedarb stayed at Tautari's house, it may be that the actual signing was at Pupuaruhe although tradition has always been that it was signed at Wharaurangi and every year the Ngati Awa commemorate the signing at Pohaturoa. Ngati Pukeko had left Wharaurangi and moved to Kopeopeo and Pupuaruhe sometime in the 1830s.²¹

From 1837, when Tapsell set up a temporary trading post at Whakatane, Ngati Awa's contact with Pakeha and their culture became direct and more sustained, albeit with only a few Pakeha individuals. Tapsell employed an Englishman, Taylor, another Pakeha-Maori whom he had ransomed along with Taylor's Maori wife and their children. Taylor's impact on local Maori was brief, as he disappeared in the Urewera ranges soon after.²² Tapsell's influence was considerable however, as he ran a profitable business in the area for many years. Another trader, Jean Gueren, ²³ who lived with Ngati Pukeko as their Pakeha-Maori operated a water-driven power mill at Te Poronu just south of Whakatane in the mid-1860s²⁴. George Simpkins, who was married to Tapsell's daughter Katarina, had established a store at Pupuaruhe in the 1850s.²⁵ In 1853 he bought Tapsell's store on The Strand.²⁶ Another European, J. Preece, settled in Whakatane in 1854.²⁷

In December 1839 the Church Missionary Society sent John Wilson to Opotiki to set up a mission there. On the 19th January 1840 Wilson visited Pupuaruhe, "a pa of which Tautari is the head chief". The pa contained about 1200 people according to Wilson's estimate. He thought Tautari's house one of the best he had seen. After speaking to Tautari of the gospel, Tautari asked Wilson to tell his beliefs to others.²⁸

However it was the Roman Catholic Church who established a mission at Whakatane. In April 1840 Bishop Pompallier celebrated Mass at Kopeopeo or thereabouts. One of those he converted was Tautari, who was then living at Poroporo. On Pompallier's second visit, in 1841, he confirmed nine people and formalised the marriage of Tapsell and Hine-i-Turama of Ngati Whakau. Their six children were baptised at this time as well. Father Rozet was left at Pakowhai (Opotiki) to establish a mission there. The tribe built a church of reeds, and although its exact location is not known, in February 1844 the mission was established on a few acres of land at Kopeopeo, under the care of Father Lampila. Lampila's area of responsibility extended to Poverty Bay and into the Urewera ranges – he was often away from Whakatane. From mid-1843 Father Chouvet was at Pakowhai, the main settlement in what is now Opotiki. Father Chouvet reported that the Whakatane people felt neglected. Chouvet visited the village at Whakatane but observed: "the natives of this village, who had embraced Catholicism, had returned to paganism. They were angry at us for having abandoned them, and received me coldly. I cheered them up and gave them four books."²⁹ Chouvet also visited 'Awera' [Hawera], where he found the people friendlier, and gave out more books there. After Lampila's departure in 1850, Whakatane was without a resident priest until 1864, when Father Grange was stationed there intermittently until 1867.³⁰

Amongst the practical skills taught by missionaries was the cultivation of wheat, introduced into the Bay in approximately 1820. Wheat was ideally suited to the arable soils of the Whakatane plains and cropping was soon under way. Ngati Awa were quick to develop markets for their wheat and other produce such as flax, pigs, sheep and potatoes. Rather than relying on European traders, by 1843 they had acquired a ship of their own which could transport this produce to the growing population of Auckland. European goods and equipment were brought back.³¹

²⁰ McKinnon. pl.36a.

²¹ Historical Review May 1991: 56

²² Bentley 1999 : 114

²³ Sometimes spelt Guerin

²⁴ Historical Review Vol 25 p12

²⁵ Van der Wouden 1993: 6

²⁶ *Whakatane Township historic heritage resource study* Inventory sheet for 115 The Strand

²⁷ McCallion [195-]; timeline

²⁸ Wilson 1889: 60

²⁹ Rorke 1985: 28

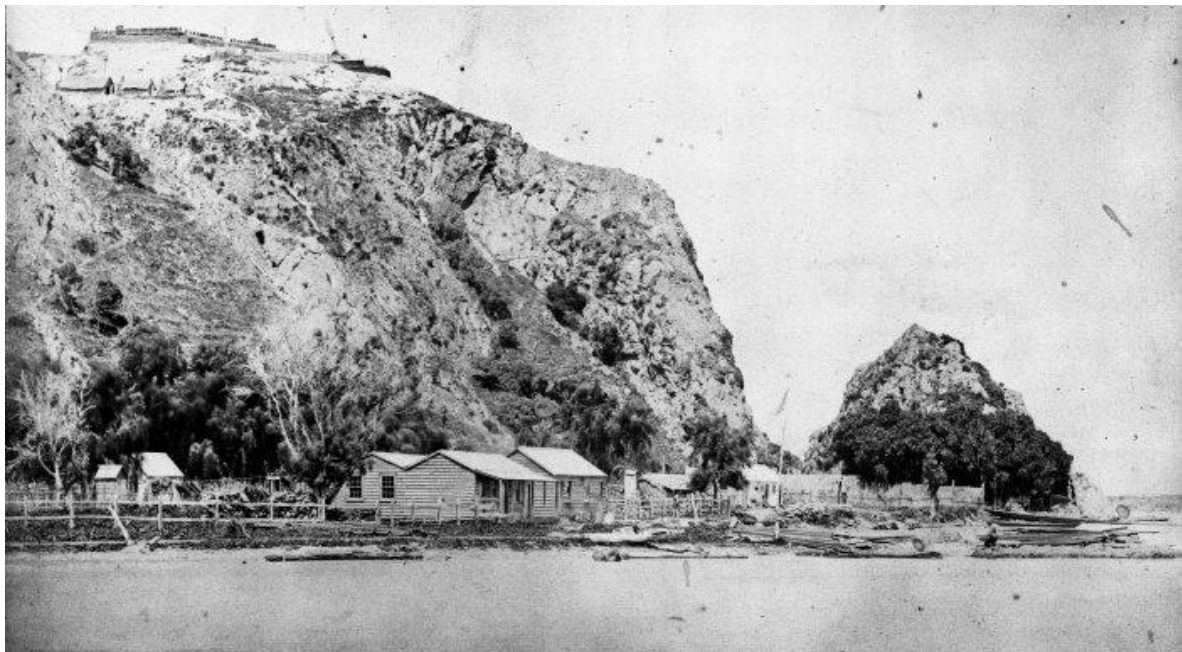
³⁰ Brosnahan 1993: 1-2

³¹ Van der Wouden, A. 1985:91 quoting Chouvet



Whakatane Redoubt

View of Whakatane showing the redoubt, the first store and early Maori dwellings on the shore line.
Auckland Public Libraries Neg 661 147



Early settlement along the foreshore adjacent to Pohaturoa. ALT 141 132 ac 1 1

Shipwright Richard Wadson White set up his yard near Pohaturoa Rock in 1849 and lived there until 1857 with his wife and children, some of whom were born in Whakatane.³² One schooner White built, the *Ophelia*, was sold to two chiefs from East Cape through the trader George Simpkins. Other boat builders based at Whakatane were George Banks in 1855, Abraham Marston in 1850, George Simpkins (possibly working with White) 1847-1853, William McDougall in the 1850s and William Short in 1864. One sailmaker, William Anderson, was also working at Whakatane in the 1850s.³³ Some of these men may have been working for the iwi directly. One of Simpkins' ships was owned by Kiwa of Whakatane. Five other Ngati Awa men were recorded as owning European-style vessels during the 1840s and 50s.³⁴ A further four ships are recorded as belonging to Ngati Awa in Whakatane in 1847, plus two others at Matata. Two of Whakatohea's ships are recorded as being based at Whakatane also.³⁵

Greater quantities of wheat were grown in the 1850s after ploughs were introduced. By the early 1860s, three tribally-owned flour mills run by waterwheel power were built in the Eastern Bay. One was owned by Ngati Pukeko who, after a disagreement with Ngati Awa over using the Wainui-te-Whara stream, began construction of a mill further up the Whakatane River in 1862. The mill was driven by water from the small Poronu [Poronui] Stream; it was built by Peter Wallace who lived with Ngati Pukeko at Kopeopeo with his sister while the work was being done. The mill was working by 1865.³⁶ The milled flour was sent to Auckland or directly to Australia by locally-owned ships. However, by the late 1850s wheat production began to decline because of soil exhaustion due to over-cropping, damage to ploughs, and the inability of Pakeha millwrights to maintain equipment. The Australian market declined also in the late 1850s-early 1860s, affecting Maori exports. According to the correspondent for the *Daily Southern Cross* in 1866, the people from the Whakatane and Waimana area had cropped 40-50 bushels of wheat per acre, as well as corn, potatoes, kumara and corn on the coastal strip at the foot of the cliffs.³⁷

By the mid-1860s Ngati Awa (including Ngati Pukeko and other hapu) had undergone much cultural change: large numbers had converted to Christianity in either the Roman Catholic or Anglican denominations; crops were a mixture of traditional and introduced vegetables, cereals and fruit; they had horses, pigs, sheep and cattle; and ownership of European clothes and goods was widespread. They were also more familiar with European ways, values and politics. Many Ngati Awa men (and some women) would have been on a visit to Auckland or the Bay of Islands by 1860. Pakeha residents in the Whakatane district were in very small numbers, not threatening ownership of land, but influencing spiritual beliefs and material lifestyle. These first interactions between and Europeans were amicable, based on religion and commerce. The situation changed radically in 1865.

Cultural upheaval

Ngati Awa had remained independent of the colonial government both politically and administratively, but by the end of 1861 they adopted the New Zealand government's system of runanga. "When Sir George Grey introduced his runanga policy in 1861 Ngati Awa embraced the idea with enthusiasm. The very first Runanga o Ngati Awa was established in 1862."³⁸

In 1863-64 three factors contributed to a less-enthusiastic acceptance of European influence: in 1863 the government passed the New Zealand Settlements Act; typhoid and measles were rife in the eastern Bay in 1864³⁹; and the Kingitanga movement was applying pressure for Bay of Plenty iwi to provide support for their anti-government campaigns in the Waikato and Taranaki. In April 1864 reinforcements from the Bay were prevented from reaching the Waikato by Te Arawa forces fighting for the colonial government.

³² Van der Wouden 1985: 91-2

³³ Van der Wouden 1985: 97-8

³⁴ Van der Wouden 1985: 100

³⁵ Van der Wouden 1985: 99

³⁶ Van der Wouden, 1984: 79-80

³⁷ Anon. 1993: 47

³⁸ Mead in Wepiha Apanui biography, DNZB website

³⁹ Grace 2004

These factors provided a fertile ground for the acceptance of the new religion of Pai Marire when it was introduced to eastern Bay of Plenty iwi early in 1865. Pai Marire began as a peaceful millennium movement following the teachings of the prophet Te Ua Haumene, but followers (termed Hauhau by Pakeha) became associated with war and violence as they sought justice for land grievances and the preservation of Maori sovereignty.⁴⁰ In February 1865 a large contingent of Pai Marire adherents arrived in Whakatane to teach the new faith. Around 150 people from Whakatane went with them to Opotiki on 25 February 1865 and as a result Ngati Awa were implicated in the execution of the Anglican missionary Reverend Carl Völkner a few days later.⁴¹ Subsequently, on 16 March 1865, Ngati Awa adherents of Pai Marire were responsible for the murder of James Francis (Te Mautaranui) Fulloon and others on board the government schooner *Kate* anchored off the bar at Whakatane.^{42,43} Fulloon was a licensed interpreter and government agent who had come to arrest those involved in the killing of Völkner.

After appeals for the murderers of Völkner and Fulloon failed, Governor George Grey issued a proclamation of martial law over the whole eastern Bay of Plenty area, effective from 4 September 1865. The proclamation was backed up with a military force of 500 colonial troops (including Te Arawa and other Native Contingents) which invaded Pakowhai on 9 September 1865. In subsequent months the military forces, supplemented by more men of the 1st and 2nd Waikato Regiments, maintained their occupation of Opotiki, erected other redoubts to the south and engaged Hauhau and their followers in several skirmishes. Whakatane was controlled from this Opotiki base.

On 17 January 1866 Governor Grey issued an Order in Council announcing the confiscation of Ngati Awa's lands under the 1863 Act, the grounds being that Ngati Awa and others had been engaged in rebellion.⁴⁴ Ngati Awa lost over 100,000 hectares of land.

More upheaval came in March 1869, when despite their earlier good relationship with Whakatane people, Te Kooti Arikirangi and his followers attacked Te Poronui mill near Whakatane in March 1869. Jean Gueren, the millwright, and his workers were killed. At the same time Te Kooti laid siege to Rauparoa Pa, which had been built by Ngati Pukeko on the opposite side of the river to protect their mill, and killed rangatira Heremia Tautari, Hori Tunui and 13 Ngati Pukeko. The remaining Ngati Pukeko surrendered.⁴⁵ The mill and wheat fields were burnt, and the following day, March 12, Te Kooti looted and razed the two trading establishments and houses at Whakatane (Wairaka). The European inhabitants, including George Simpkins and Charles Litchfield and their wives, escaped. By the time the militia arrived in force, Te Kooti and his followers had gone towards the Rangitaiki valley. In October 1869 the Opotiki volunteer force built a redoubt at Kopeopeo, and in 1870 the Armed Constabulary built the redoubt at Papaka Pa above the town as a strong defensive position.

Land issues for Ngati Awa

The loss of their land and main kainga had major economic, spiritual, social and physical effects on Ngati Awa's well-being. Their cultivations, their personal property and agricultural equipment, their wahi tapu including burial grounds, and significant cultural property had all been taken from them. Ngati Awa protested vigorously about the loss of their land, not just through further military engagements but in the courts. Ngati Awa made strenuous efforts to distance themselves from any association with Völkner's death. Paramount chief Wepiha Apanui wrote a letter to Grey saying Ngati Awa had no part in it and that Te Whakatohea had been totally responsible. The letter was signed by the chiefs of Whakatane including those of Ngati Pukeko.⁴⁶

⁴⁰ McKinnon pl.39a

⁴¹ Walker 2007: 79

⁴² WT Parham- "James Francis Faloon, a man of Two Cultures" Whakatane Historical Society Monograph 14, Nov. 1985 p 67-68

⁴³ Walker 2007: 82

⁴⁴ *NZ Gazette* 1866:17

⁴⁵ *Sketch map ... Mair's expedition...* 1869; Van der Wouden, 1984: 79-80; Binney 1997: 157

⁴⁶ Mead in Wepiha Apanui biography, DNZB website

Some of the confiscated land was returned as reserves. In 1867 a reserve was set aside at Whakatane for Ngati Pukeko and Ngatiawa and in addition “a reserve at Ohope was awarded to the Ngati Hokopu and Ngati Wharepaia hapu of Ngatiawa [sic]...” and the Rangitaiki reserve was made for Te Pahipoto Ngaitamaoke hapu.⁴⁷ Whakatane itself and the land to the east of the Whakatane River was retained by the Crown.⁴⁸ A large parcel of Ngati Awa land near the Tarawera River was awarded to Te Arawa who had fought alongside the government forces; 11 acres at Whakatane was awarded to the Roman Catholic Church at an 1867 Compensation Court hearing held at Whakatane.

By 1871, some Ngati Awa had been allowed back onto their confiscated land, presumably for economic reasons to grow crops on already-cultivated ground. However, once the land had been sold and taken up by European farmers, this practice had to stop.

In the 2001 Census, 13,044 people stated they were Ngati Awa; of these 6,036 lived in the Bay of Plenty and 2688 in Auckland. Currently the 22 Ngāti Awa hapu have communities in Whakatāne, Te Teko, Edgecumbe, Matatā and Kawerau with 19 marae including in Auckland and Wellington. The Ngati Awa tribe today is represented by Te Runanga o Ngati Awa, a body established under the Te Runanga o Ngati Awa Act 1988 as a Maori trust board under the terms of the Maori Trust Boards Act 1955. Te Runanga o Ngati Awa was the successor to a non-statutory Ngati Awa runanga established in 1981 under the Charitable Trusts Act 1957.⁴⁹

In 1999 the Waitangi Tribunal acknowledged the injustice of the loss of over 100,000 hectares of tribal lands and resources.⁵⁰ In the Ngati Awa Claims Settlements Act 2005 the Crown unreservedly apologised for the unconscionable injustices and stigma suffered by Ngati Awa. The Act’s purpose was “to record the acknowledgements and apology given by the Crown to Ngati Awa in the Ngati Awa deed of settlement dated 27 March 2003”.⁵¹

Whakatane’s recovery

After Te Kooti’s raid of 1869, Whakatane Pakeha and Maori began the task of re-establishing a settlement, community and means of making a living. During the 1870s Ngati Awa returned to Wairaka and re-established their settlement. The rangatira and master carver Wepiha Apanui helped to build and carve two important meeting houses, Mataatua, which took four years to build and was opened at Whakatane on 8 March 1875, and Hotonui, which was opened in 1878. “Hotonui was, in part, a tribute to Te Hura Te Taiwhakaripi of Ngai Te Rangihouhiri, one of the leaders in the wars of the 1860s ... so that the tragedy of the confiscation suffered by Ngati Awa is memorialised in the meeting house. It is even more surprising that Wepiha and his people were able to create these beautiful buildings during a time of traumatic change”.⁵² The houses stood for a while on their own marae, but for many decades they were in the care of Otago Museum and Auckland War Memorial Museum respectively. Mataatua was returned in 1996.

Unusually for a settlement that had undergone such turmoil, by the early 20th century the Wairaka area included a mix of European-style and Maori traditional buildings. The meeting house Wairaka was built in 1912 and remains the focal point of Te Whare o Toroa Marae today.

Te Kooti Arikirangi’s story continued to be linked with Ngati Awa’s in the latter decades of the 19th century. He returned, in peace, to Whakatane on several occasions during the 1880s to 1893 and it is inferred that it was on one of these occasions in January 1884 that he presented Wiremu Kingi Te Kawau from Torere with the large greenstone mere Te Maungarongo now in the care of the Auckland Museum.⁵³ In May-June 1885 Te Kooti brought back to the Whakatane area the bones of Ngati Awa chief Te Hura Te Tai who had been convicted of the murder of James Fulloon; he had died many years later and was buried in Te Kuiti. This was an

⁴⁷ Gilling 1994: 142, 147-8

⁴⁸ McKinnon: plate 39

⁴⁹ Ngati Awa Raupatu Report

⁵⁰ Ngati Awa Raupatu Report

⁵¹ Ngati Awa Claims Settlement Act

⁵² Mead in Wepiha Apanui biography, DNZB website

⁵³ Binney 1997: 329

act of reconciliation with Ngati Awa.⁵⁴ In November 1891 Te Kooti was granted a block of land at Te Wainui, just south of Ohiwa Harbour, and he became a familiar figure in Whakatane where he sat at the “stone wharf on the old mill-stones... and chatted with friends” as well as having horse races along Ohope Beach, sometimes with Gilbert Mair, the soldier who had pursued him through the Urewera and beyond in the 1870s.⁵⁵ He lived in the Ohiwa area until his death on April 17, 1893.

The 1901 census recorded the population of Whakatane County as 781 Pakeha and between 3000 and 4000 Maori, which was the highest Maori population of any other county. The population of the town was estimated in 1901 as 150 people⁵⁶ and by 1915 as 800.⁵⁷ In the census period up to 1922 the population of Whakatane County had increased by 150% to 4,800, the increase due to the influx of Pakeha.⁵⁸ By 1939 the population had risen to 1750⁵⁹ but within 10 years it had doubled to 3500. In 1949 the Whakatane County population was approximately 11000, of which 6000 were Pakeha and 5000 Maori. Approximately 500 people lived at Ohope.⁶⁰ During the 1950s the population of the whole country increased by 25%, but in the same period the counties of Tauranga, Whakatane and Taupo had a percentage population increase of 90%.⁶¹ In 1965 the Whakatane Borough had an estimated population of 8500.⁶² The population increased dramatically in the latter part of the 20th century and is now over 18,500.

Whakatane’s population is predominantly Maori and European. A few Chinese have been residents since at least the 1920s, establishing greengrocery and tobacconist businesses. Pacific Island immigrants in the 1960s came to work in the timber industry. The age structure of the population has been influenced by economic factors, young people having to leave for work, but during the 1970s new light industries plus more fruit growing improved employment opportunities. The quiet lifestyle and sunny climate also made Whakatane and Ohope popular as havens for retired people by the 1970s.

Whakatane people have close relationships with Opotiki, Edgecumbe and Taneatua, with several businessmen operating premises in these towns as well as Whakatane. Names familiar in Opotiki, such as Litchfield, Simpkins, Kelly, Duvall and Bridgers Ltd were familiar also in Whakatane, strengthening the association of the two towns. The road connection with Rotorua established a strong social link between to the south as well.



View along The Strand prior to reclamation. WMG no P1145

⁵⁴ Binney 1997: 339

⁵⁵ Binney 1997: 451-2

⁵⁶ *Cyclopedia of New Zealand* 1902: 943

⁵⁷ Bradbury 1915: 123

⁵⁸ *Whakatane press*; supplement: 2, 3

⁵⁹ *Directory* 1939

⁶⁰ *Whakatane; gateway to the fertile Rangitaiki...* [1949]

⁶¹ *Bay of Plenty Constructs* 1961:40

⁶² *Bay of Plenty Expands* 1965

2.4 GOVERNANCE, ADMINISTRATION AND LAND OWNERSHIP

Land management post-1865

A large proportion of the confiscated land was set aside for the purpose of establishing European settlers in towns and farms. In August 1867 the area around Whakatane was classified as being for this purpose: it included the land between the Waiotahi and Whakatane Rivers and followed the course of the Whakatane River to its mouth. Some of the land around the Ohiwa Harbour had belonged to Whakatohea rather than Ngati Awa, or been disputed between the iwi. Nearly all the land defined was fertile alluvial river flats that had been cultivated for wheat and other crops.⁶³

Soon after the confiscation government surveyors began the task of mapping the district and planning subdivision into plots for different purposes. The strip on the east side of the Whakatane River, from south of Ruatoki to what is now Domain Road in Whakatane was surveyed into plots suitable for farming. This included the large flat area enclosed by the loop of the River, the Kopeopeo area. In the northeast corner bounded by Domain Road and the hills, much smaller plots were surveyed, presumably to allow for higher-density settlement. Some of the area surveyed was swamp.⁶⁴ The Wairaka area was subdivided into smaller parcels of land for residences and businesses.

Law and order

For several years Whakatane and Opotiki remained under military occupation by the Waikato Militia, the Bay of Plenty Volunteer Cavalry and then the Armed Constabulary, as the towns were continually under threat of retaliatory invasion by Te Kooti. The Armed Constabulary remained at Papaka Redoubt above Whakatane for several years, assisting with administration, keeping the peace and building roads. A small contingent of about 10 Armed Constabulary was still in Whakatane in 1876.⁶⁵

During the military occupation, civil law was the realm of the militia, and later the Armed Constabulary. Major John Roberts was the Resident Magistrate for the wider district, his role being taken over by Inspector Goring in 1874 when the district was subdivided. Goring was based at Opotiki but had jurisdiction over Whakatane.⁶⁶

The military barracks were shifted down to Toroa Street in the mid 1880s, along with the small lock-up. A police station was built on the same site and later the courthouse added, one part being used as the post office. A new police station with senior constable's residence was built in 1939, another residence in 1949 and on 7 December 1970 the multi-storey police station was built in Boon Street.

The new governance structure

Local government in the Eastern Bay of Plenty was established at a meeting in the Opotiki Courthouse on January 9, 1877 under the name Whakatane County Council⁶⁷, but in 1899 the council was divided into Opotiki and Whakatane County Councils. The counties were responsible for the main roads and bridges, whereas within the townships, street construction was undertaken by their road boards. The Whakatane Highway Board's first meeting was reported on March 3 1877, and the Whakatane Road Board's first meeting was held in the Whakatane Library on 8th November 1885.⁶⁸ The County Council existed for its first six years on government grants, but a rate against landowners was struck in 1884. The original Council was responsible for the Ohiwa ferry as well, the responsibility defaulting to the Opotiki County

⁶³ Gilling 1994: 151

⁶⁴ Map *Whakatane & Opotiki* n.d.

⁶⁵ McKinnon pl 41

⁶⁶ Parham, WT: 79

⁶⁷ RW: 172

⁶⁸ BOPT index

Council after the split. The County Council Chambers were built on the foreshore on The Strand in 1915, replacing a small wooden building near the Post Office.

Whakatane was constituted a town board in 1914 and a borough on 25 August 1917. A municipal building was erected in Commerce St in 1916 to house the council meeting rooms, library and offices for the borough staff. As the population and the work of the Council grew, stores and workshops were built further down Commerce Street in 1921, and in 1965 new offices were opened. In 1991 the two-storey offices in Commerce Street were opened. The status (and name) changed to Whakatane District Council with the amalgamation of the Whakatane County Council, Whakatane and Murapara Borough Councils and the Whakatane Harbour Board.

The Whakatane Harbour Board was formed in 1913 and had wharf operations in Whakatane, Thornton and Matata. The Board had responsibility for all matters to do with the port, including the reclamation along the Strand and improving the harbour entrance. The Harbour Division of the District Council now deals with such matters.

Other authorities

Numerous other local authorities have assisted over the decades with local administration and the provision of services. In 1938 some were the Bay of Plenty Electric Power Board, the Hospital Board, the Fire Board and the Whakatane Domain Board. Name changes and boundary changes have complicated the documentation of these bodies. At the broader regional level, Whakatane has been (or in some cases still is) part of Auckland Province, the Rotorua Employment District, the Bay of Plenty Region, the Bay of Plenty Hospitals and Charitable Aid Board, Eastern Maori Electorate, the Gisborne Land District, Mataatua kohanga reo district, Waiariki Land Court District, Mataatua Maori Council the Waiariki District Maori Council and the Auckland, Thames and Rotorua Postal Districts. Under the Native Districts Regulation Act 1858 (intended to control Maori access to alcohol), Whakatane was in the Bay of Plenty Native District.⁶⁹

In November 1989 all or part of 25 authorities were amalgamated to form the Bay of Plenty Regional Council, known as Environment Bay of Plenty, with responsibility for managing and monitoring broader environmental (including heritage) resources.⁷⁰

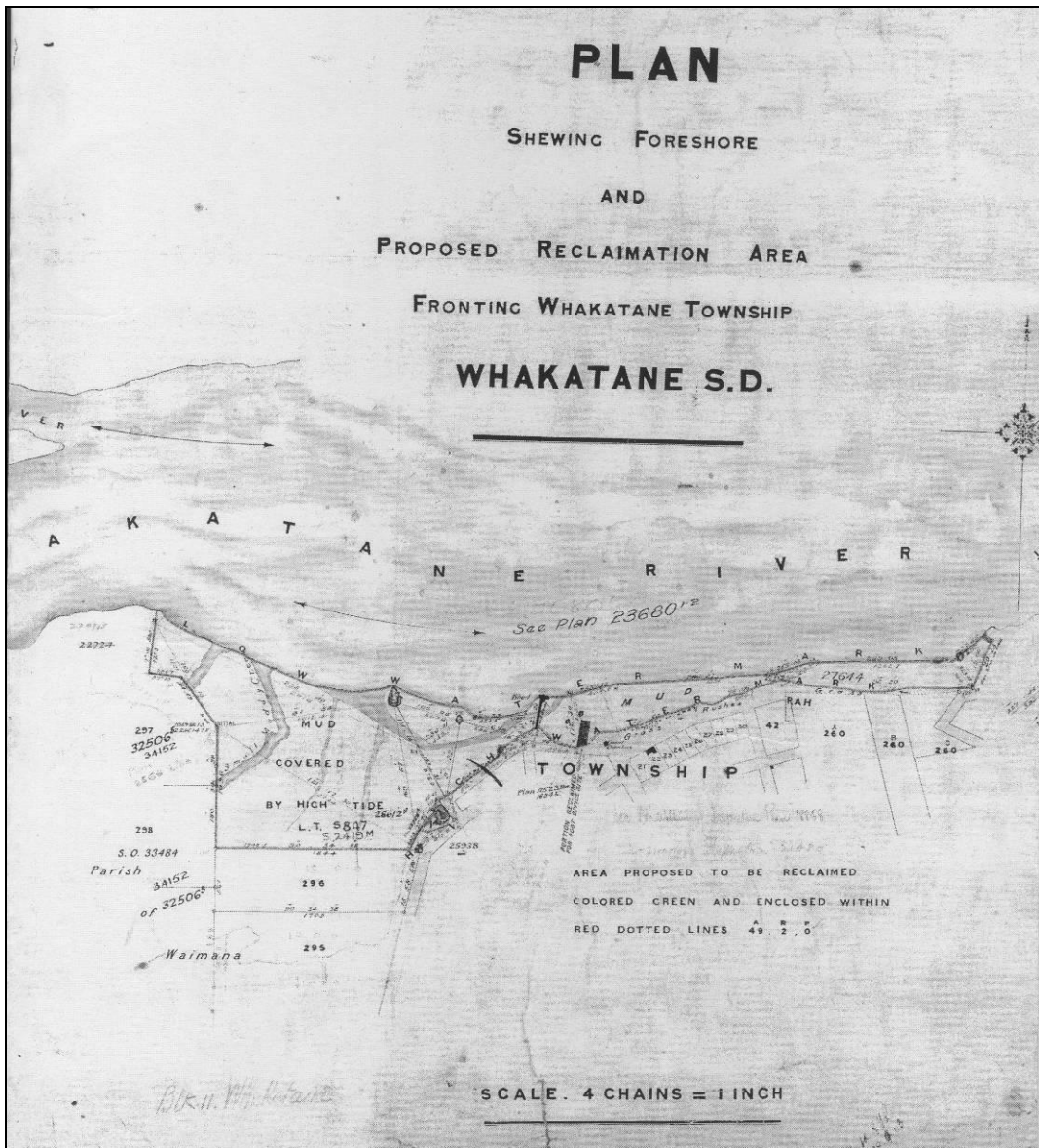
Maori political and administrative bodies have played a major role in the wider community as well as attending to specifically Maori issues. Te Rūnanga-o-Ngāti Awa provides education, social and health care services to its people, and in doing so is a major employer in the district.



County council office building on the right at the eastern end of the Strand which has now been demolished. WMG Neg No 1148

⁶⁹ Gilling 1994: 21, citing *NZ Gazette*

⁷⁰ EBoP website www.envbop.govt.nz



Survey plan of Whakatane Township showing are of reclamation proposed east and west of Pohaturoa. LINZ Survey Plan 12351



View of The Strand at the eastern end overlooking the River, 1907. The Post Office Site is on the left and the first council building on the right. WMG Neg 514

2.5 BUILDING A NEW SETTLEMENT

Mr Creeke recalls ... that ... the tide used to come right up to his shop. Throwing a line out from his counter he many a time enjoyed good fishing.⁷¹

In contrast with Opotiki, militiamen were not allocated town plots in Whakatane. They were given rural allotments in the Whakatane district, but were slow to take up these up, or in many cases, failed to take them up at all. The town itself was also slow to develop, partly due to the limited availability of land: the only dry areas were the coastal strip to the east of Pohaturoa and a narrow strip between what became Commerce Street and the foot of the escarpment. These areas were surveyed into small plots of land, some of which were allocated for government needs. After the devastation inflicted by Te Kooti and his followers, there were no buildings left on the area near Pohaturoa, but re-building began in 1870. William Kelly and George Simpkins shifted their stores from Kopeopeo and Simpkins brought over a house from Moutohora (Whale Island) and had it re-erected on The Strand.⁷² Miss M. Sturtevant, a visitor in 1894, reported the settlement consisted of Creeke's store, which contained the Northern Steamship Company's office, a baker, a butchery, two draperies and two hotels, plus "simple houses, set amid bright little gardens, not more than six of eight of them".⁷³ Access to Whakatane was primarily by sea and goods stores were built near the jetties and wharves.

As the town's business opportunities expanded and population numbers increased, the coastal strip at the base of the escarpment proved too confined and small an area, and many land development projects have been necessary. The first of these was in 1899, when tenders were called for reclamation.⁷⁴ It was a very small plot created specifically for the post office, but was followed by a much bigger project, the widening of the main commercial street, The Strand, in c.1912. With the river channelling and reclamation of swampland and tidal mudflats adjacent to the commercial district, and west of Commerce Street, large areas of land became available for occupation by commercial and residential properties. Along the waterfront, the Harbour Board leased the land to businesses, this role being taken over by the new District Council when the Harbour Board was incorporated into it in April 1976.

Causeways built west of Pohaturoa Rock were built relatively early, but the mudflats behind the causeways were reclaimed only in the 1970s, again allowing new land for commercial and residential development. River diversion by the Bay of Plenty Catchment Commission in early 1970, designed to prevent the town and surrounding farms being flooded, also provided new residential land.⁷⁵

Lots in the commercial area were subdivided as more shops and businesses were established. Houses were replaced with business premises and shops as the commercial area expanded.

Hillcrest was developed immediately after the Second World War, and Whakatane South was subdivided in 1960. Housing, was built in the new Awatapu subdivision the mid 1980s, more sections being built on as the need arose. Cloverlands low-cost housing estate was developed and Coastlands has opened up the sand-dune area on the western side of the river. Large industrial estates e.g. Te Tahī Industrial Estate in south Whakatane, have also been developed. The area between the wharf and the Heads did not become part of the Borough until 1950.⁷⁶

⁷¹ Bullen [1923]: 15

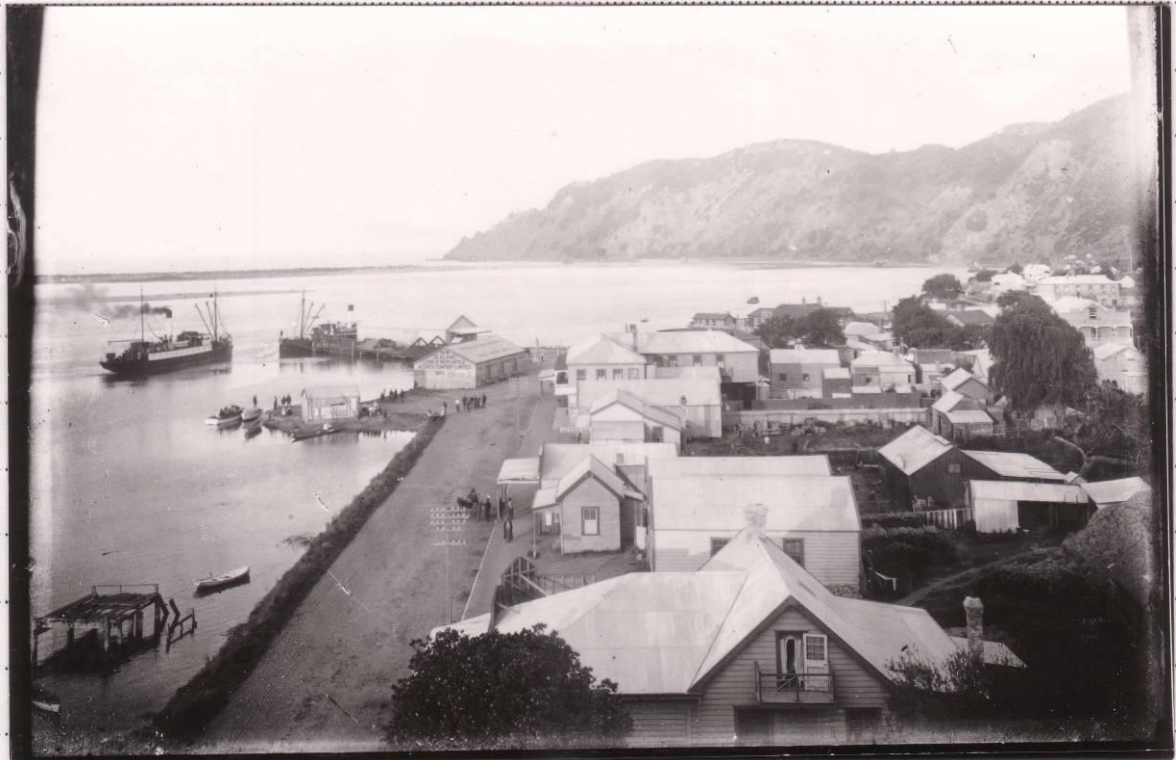
⁷² Bullen [1923]: 11

⁷³ *Historical review* v.47, no.1: 5

⁷⁴ *BoP Times*: July 3 1899

⁷⁵ *Weekly News* 9 Feb 1970: 6-7

⁷⁶ Van der Wouden ...*Trail* 1993: 10



View eastward along the Strand 1910 showing timber framed buildings. WMG 524



A similar View eastward along the Strand after reclamation on the northern side. The first theatre has been built WMG 524

Architectural development

Initially the commercial buildings were wooden with corrugated iron roofs, often hastily-built and of poor construction. Two hotels were amongst the first buildings; each was two-storeys with provision for accommodation, dining and entertainment including alcohol. They were similar to those in other ports or towns such as Raglan, Waiuku, Thames, Hamilton, Te Aroha, Tauranga and Opotiki that were all developing as European settlements in the 1850s, 60s and 70s. A few other buildings, such as Barry's auction mart were also two-storeys; this was replaced by the National Bank. Other simple structures were also replaced immediately prior to the First World War and through into the 1920s by more substantial two-storey buildings in plastered brick or reinforced concrete. The construction of the Bank of New Zealand and the Union Bank on intersections along The Strand gave the town some substance.

The construction of Kings Theatre and the Grand Theatre reflect that the first decades of the 20th century were a time of prosperity for Whakatane.

Houses changed in style from small raupo whare in the 1870s to simple wooden cottages, larger and grander villas and stucco bungalows. State houses were built at Kopeopeo. The need for rental accommodation for workers is reflected in buildings such as a semi-detached bungalow still standing in Clifton Road, and units of flats. Boarding houses, often occupied by single men on seasonal work, were also established, including Savage's Boarding House which was a large two-storey building in George Street, with 11 bedrooms.

As the popularity of the area grew for holidaymakers, a greater variety of accommodation was needed other than that offered by the licensed and private hotels. Many houses in the Wairaka area altered or enlarged to create short-term holiday accommodation for visitors. In the 1960s purpose-built motels were built not only in Wairaka but along the new route into Whakatane along Landing and Domain Roads.



Development on the north side of The Strand following reclamation. WMG Neg no P6736

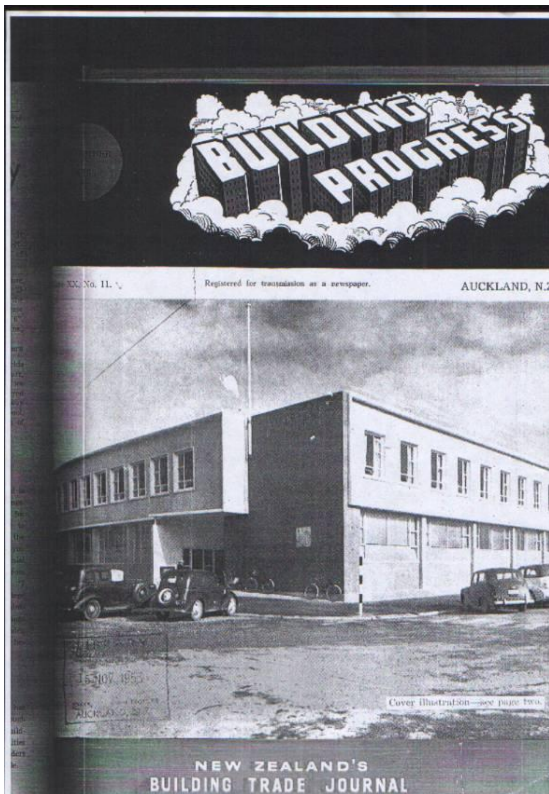
2.6 CREATING AN INFRASTRUCTURE

Post, Telegraph and Telephone

George Simpkins, manager of the general store, also operated the first post office services at Whakatane, from 7 January 1874. The post office was incorporated into the new police station, barracks and courthouse, built at Toroa Street, Wairaka, in June 15 1880. The constable served as postmaster. A purpose-built post office was finally opened in February 1907; this included a residence for the postmaster. The large wooden building was erected on the first reclaimed land on the foreshore, a quarter-acre plot constructed in 1901 and projecting out from the shore (see photograph on page 19).

Initially mails came by sea or by runners on land, but after the troubles of 1864 the military operated the overland service with despatch riders and in 1867 they employed Maori runners. They were dependent on tides as the main route was along beaches and rivers had to be forded. They were vulnerable to attack during the on-going anti-government feeling of the late 1860s, and in June 1867 Wi Popata (Arawa) and his companion Bennett White were killed at Waiotahi. In 1907 there was a thrice-weekly mail coach service to Rotorua, operated by Robertson and Co, that also carried some mail.⁷⁷ In 1910 mail arrived twice weekly by sea and also via Rotorua.⁷⁸ The service became daily in 1919.

The telegraph line from Maketu to Opotiki passed through Whakatane in January 1874⁷⁹ but an office was not established in the town until 1878. A telephone exchange was added to the post office building in 1911, replaced in 1948 by a new manual exchange in an additional building at the rear. A new post office was opened in Commerce Street in 1955 but the telephone exchange remained on The Strand. A new larger exchange was built in King Street, Kopeopeo in 1967. A separate house was built for the postmaster in c.1926 in Toroa Street. The Post and Telegraph Department had their depot, workshops and storage facilities in Toroa Street from c.1930.



Article on the New Post Office. *Building Progress* Vol 20 No 11

⁷⁷ CWI *Falling leaves*: 33

⁷⁸ 1910 directory: 698

⁷⁹ *BoP Times* index

Health care and related services

The prevalence of disease and illness is not well-documented for the pre-1865 period, but as with other areas of New Zealand after the arrival of Europeans, measles, typhoid, influenza and venereal disease affected local Maori populations. In the new settlement of Whakatane, medical care was limited, with no doctor immediately available, and even by the turn of the 20th century, the whole district was served by only one doctor. By 1910, S.H. Tippett and W.R. Sloane were practising as dentists and James C. Wadmore was listed as a surgeon.⁸⁰ In 1915 Duvall was advertising as a “Family, Dispensing and Veterinary Chemist; Horse and cattle medicines a specialty”.⁸¹

During the influenza epidemic of late 1918, tents were put up on Ken Buddle’s lawn on the corner of King Street and Landing Road, to provide shelter for patients in the emergency. Local women assisted in nursing the sick.

Whakatane Hospital was established in 1917 in a “Mission Home [leased] from the Anglican Diocese and equipped ... as a cottage hospital”.⁸² It was greatly expanded in 1923 in a suite of buildings designed by architect H. (Harry) L.D. West, who was based in Whakatane at the time.⁸³ By 1948 Whakatane Hospital had “100 beds and a normal nursing staff of 55”.⁸⁴ The complex included a nurses’ home and a doctor’s residence; these were demolished in 1994 to make way for a helipad. The hospital now has 160 beds, employs more than 800 staff and provides a wide range of associated clinical support and allied health services under the Bay of Plenty Health Board Hauora a Toi.⁸⁵

St John’s Hall, the Plunket Rooms and the Red Cross Hall provided additional forms of health facilities by 1948. The first Whakatane Plunket Rooms, also designed by H.L.D. West, were opened on the corner of Quay Street, perhaps as early as 1926. After the residential area spread west another Plunket service was opened at Kopeopeo in 1967.⁸⁶

Information services

On September 11, 1896 it was announced that a newspaper was to be started at Whakatane.⁸⁷ The *Whakatane Times and Opouriao Advocate* began in 1899, but lasted only two months.⁸⁸ In 1907 the more successful *Whakatane County Press* began, and despite name changes from *Whakatane Press* to *Bay of Plenty Beacon* to *Whakatane Beacon* the paper is still going.

Water supply

In 1915 the Whakatane Town Board was investigating installing a town water supply. Previous strategies had included making a small dam at the foot of Wairere Falls to pond the water. In 1919 a large loan was raised to pay for a water supply which by 1922 was nearly completed.⁸⁹ A water treatment plant was established and water was pumped from reservoirs to the treatment plant.

Electricity

The first electric power in Whakatane was generated in 1907 utilising the pelton wheel that had been installed for the flax mill, piping water from the top of the Wairere Falls; this was a short-lived experiment. In 1922 power was supplied from a small hydroelectric plant built by the

⁸⁰ *Directory* 1910: 1073

⁸¹ Bradbury 1915: 98

⁸² *Whakatane press* special supplement: 4

⁸³ *NZ Building Progress* Jan 1922

⁸⁴ *Whakatane Gateway to the Fertile Rangitaiki Plains & Eastern Bay of Plenty*

⁸⁵ Whakatane Hospital website

⁸⁶ CBD inventory

⁸⁷ *BoP Times* Sept 11 1896

⁸⁸ *Whakatane Township historic heritage resource study*

⁸⁹ *Whakatane press* special supplement: 2

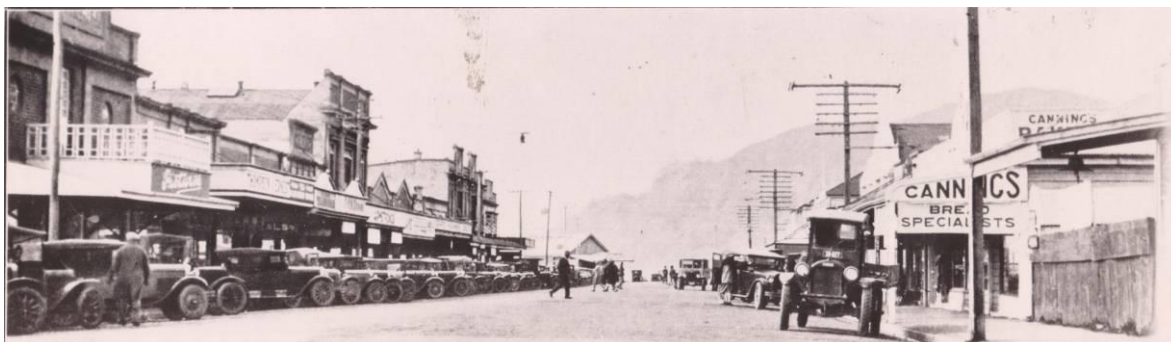
Borough Council at the Karaponga Falls, Manawahe.⁹⁰ Opotiki, Tauranga, Rotorua and Tauranga also had small generating plants. The need for rural reticulation was recognised along with the importance of electrically-powered milking machines and water heaters for cowshed use. On August 18, 1925, the Bay of Plenty Electric Power District was proclaimed; it included Opotiki borough and parts of Opotiki and Whakatane counties, but Whakatane borough was not included. In July 1968 the Power Board headquarters shifted from Opotiki to Whakatane.

Schooling

As early as December 1872 tenders were being called for a school house for Whakatane.⁹¹ This was a 'Native School'; when examined by Mr Brabant in December 1875, it had 67 pupils.⁹² The first school for Pakeha was opened in 1876 in a shack near the wharf; a private school, it was run by Robert Oliphant-Stewart with pupils ranged in age from 4 to 40 years.⁹³ In 1888 the Education Board took over the existing Native School buildings, whose pupils then went to Purupuru (Poroporo).

In 1891 the Whakatane School was built on the Domain. The average daily attendance increased rapidly from 161 in 1913 to 254 in 1918, reflecting Whakatane's expansion. In 1919 the roll for Whakatane School numbered 316, although average daily attendance was only 270 – due no doubt to the expectation that children would assist with haymaking and other seasonal farming tasks. These roll increases resulted in the establishment of the Whakatane District High School in 1920, on the same site. Previously, secondary school pupils had to board in Auckland or elsewhere, or do without. In 1950 Whakatane High School became a separate institution.⁹⁴

In 1890 the Roman Catholic parish opened a fee-paying school. Whakatane now has an intermediate school, five primary schools and two high schools as well as two tertiary education institutes, the Waiariki Institute of Technology and Te Whare Wananga o Awanuiarangi. In the Mataatua kohanga reo district, which includes the eastern Bay of Plenty, 15 kohanga reo were established between 1982 and 86, and 38 between 1986 and 1991.



View eastward along The Strand 1920. WMG Neg No P 682

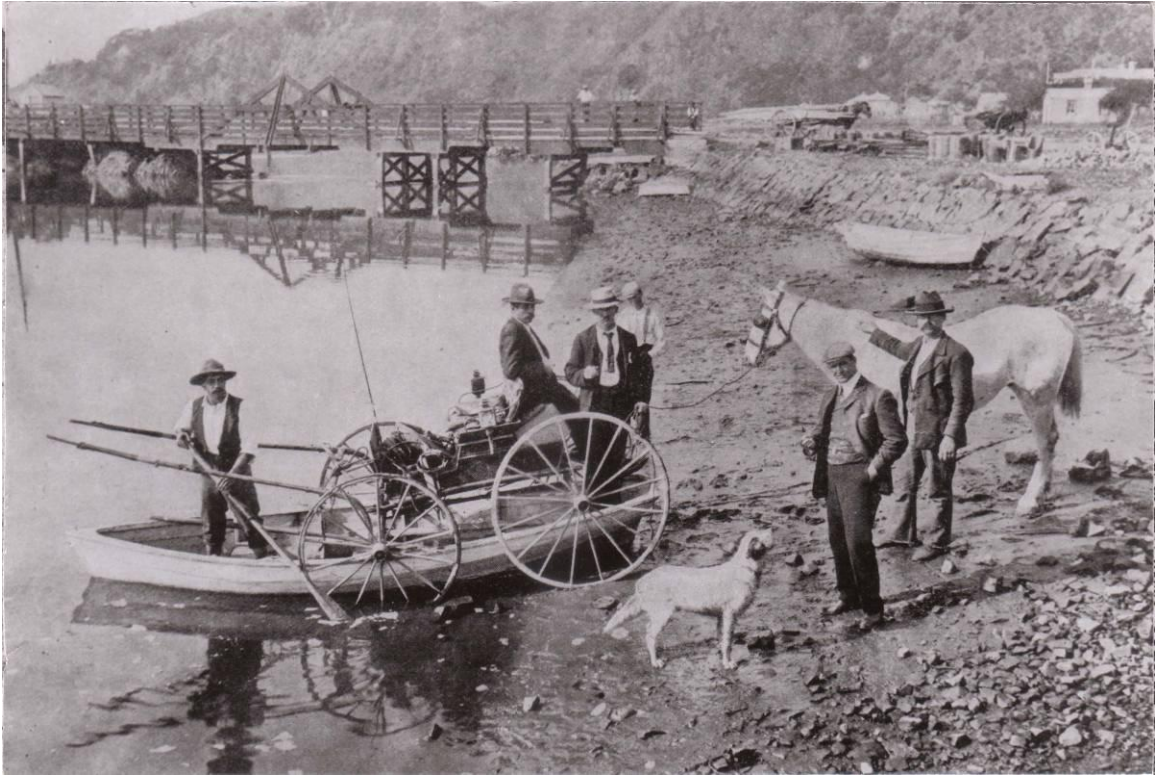
⁹⁰ Van der Wouden 1993 ...*trail*...: 19; *Whakatane press* special supplement: 11

⁹¹ *BoP Times* : Dec 4 1872

⁹² *BoP Times*: Dec 15 1875

⁹³ *Diamond Jubilee History*: 1

⁹⁴ *Diamond Jubilee History*: 1



Early ferry service across the Whakatane River, 1903. WMG P486



View from the wharf opposite the end of George Street 1910. ATL 49024ac1 1

2.7 PROVIDING TRANSPORT AND ACCESS

Shipping

A major factor in Whakatane's settlement by Maori and its development as a European town was its coastal situation on a navigable river mouth with a deep water anchorage. Until roads and rail tracks were constructed, it was easier to travel by sea, particularly for transporting freight. Whakatane became a major port in the Bay of Plenty for passenger services, exporting locally-made agricultural and other products and importing goods for local consumption. The first wharf built was a small wooden jetty extending from the shore close to Pohaturoa Rock and opposite the store. A natural rock platform extending from the shore served as a wharf until a much larger wooden jetty with stock races and fencing was built further downstream in 1900. As the need for better and larger facilities grew, a third wharf was constructed. By at least 1903 the river edge along the Strand and wharf area had been stabilised with a rock face, making access easier as well as managing tidal erosion.

Although the river mouth was navigable, groups of rocks and a sand bar at the entrance created hazards for shipping, depending on the draft of vessels and sea conditions. As early as 1885 rocks were being cleared by blasting⁹⁵, with further work in 1895, 1896, 1918, c.1930, 1948 and 1994. The work included the construction of groynes to direct the water flow. Despite these improvements a pilot launch was required to escort larger vessels through the channel. One pilot boat was called the *Port Whakatane*. A signal station and coastguard station was based at the Heads.

By 1881 the Northern Steamship Co. was providing a weekly service to Auckland. By 1902 they had a regular bi-weekly service Auckland to Whakatane via Tauranga, the trip taking less than 24 hours, compared with three days' travel overland. Other services connected Whakatane with Opotiki, Te Puke and Tauranga.

The last run for passenger steamers was in 1921, passenger traffic having dwindled as road and rail services improved, but the use of the port for freight was increasing. In 1922 it was reported that "the volume of trade through the port has doubled each year for four years The roadstead is one of the finest in the Dominion being protected in all weathers; with 6-16 fathoms of water and good anchorage".⁹⁶ Freight services continued until 1960, after the development of the Port of Tauranga, which provided better facilities, could accommodate larger vessels and had more reliable access. However, in the 1970s the Harbour Board continued to improve facilities at Whakatane wharf by further dredging and rock removal, plus installing more pile moorings for use by pleasure boats.⁹⁷

Roading

In the late 19th century, people travelling in the Eastern Bay from the west or east by land had to walk (or ride on horseback) along the shore, crossing the rivers and streams by fording, swimming, or hiring a ferry when one was available. The ferry was often only a canoe or a dinghy, but these coped with passengers, luggage and occasionally wheeled carriages - horses had to swim. The Whakatane River could be crossed at Whakatane by ferry, which was run by the hotel owner. Ohiwa Harbour was also crossed by ferry, from a wharf part way along the Ohope sand spit. The Ohiwa ferry (at various times a canoe, dinghy, punt, or motorized punt) was unreliable. It often depended on locals being bothered to help and the dinghy couldn't take vehicles, horses or stock (they had to swim). Drownings at river crossings were fairly common, especially at times of flood. Some travellers chose to divert inland to cross the Whakatane River where it was narrower. A ferry, simply a Maori canoe, operated at Otamakaokao. A punt was still in use at the Rangitaiki River in 1910.⁹⁸

⁹⁵ *BoPTimes*: Apr 14 1885

⁹⁶ *Whakatane press* special supplement: 3

⁹⁷ *Whakatane District, Eastern Bay of Plenty* [1977?]

⁹⁸ *Historical Review* Nov.1990: 108

Within Whakatane township, bridges had been built across the Wairere Stream at Toroa Street and The Strand by the early 1900s. Before the reclamations, the main road into Whakatane, Commerce Street, ran between the cliff and Pohaturoa Rock into the business area. But getting into Whakatane was less direct, with the road skirting the foothills from near Taneatua, or travelling along the shore and crossing the river by ferry.

As early as 1893 residents of Whakatane and district petitioned the government for a bridge to be built across the Whakatane River close to the township, but it was not until 1907 that the contract to erect the bridge was awarded. The bridge was funded by the government, local ratepayers and Opotiki County Council. The ferro-cement bridge was completed in 1911 at Otamakaokao, crossing the River into Bridge Street. The River at that time formed a major loop at this point, now just a backwater after the River was straightened in 1966. The new route to Whakatane utilised the roads built as a result of the Rangitaiki Drainage Scheme. The Awatapu bridge was demolished in 1984 and replaced by a causeway. The Landing Road bridge, completed in 1963, provided a more direct link to the airport, the Whakatane Board Mill and connected with a new road to Matata closer to the coast.

Bridges and better roads meant wheeled transport was possible. In the 1890s a buggy service ran from Whakatane to Paengaroa from where horse-drawn coaches were available to take the traveller either to Rotorua or Tauranga. Coaches also carried the mail. In late 1906 the Rotorua Motor Coaching Company expanded their business and began a coaching service to Whakatane and Opotiki, opening up a new route which became popular, as from Rotorua it was possible to catch a train for Auckland. Initially the service operated twice-weekly but by 1911 it was three times per week. Their stables were on the corner of Toroa Street. The horse-drawn coaches were replaced in 1917 by three special passenger model Buick cars for the Whakatane-Opotiki route.⁹⁹ In 1915 the Rotorua Motor Service advertised their garage as being in George Street.¹⁰⁰ In 1919, J. Edwards was running a daily motor service Opotiki-Whakatane-Rotorua with cars. Livery and bait stables hired out saddle horses, buggies and all classes of vehicles. In 1920 the Aard Service of Napier set up agencies in the Bay, and were so successful that other companies were formed e.g. the White Star Service and the Duco Service. The Labour Government rationalised the transport industry in 1937 and in 1940 took over local operators, forming the NZ Road Services.¹⁰¹ The bus depot was situated on The Strand until 1987.

One of the earliest blacksmiths was John Francis who had a smithy under the karaka trees by Pohaturoa then built his shop in George Street. His sons continued as wheelwrights and blacksmiths and owned the Whakatane Carriage Factory in 1917. The building was replaced by an Art Deco masonry building, still serving the transport industry as a motor garage and paint workshop.

The change of focus from sea transport to roads is traceable in the directories for the district. The 1910 Directory lists several occupations related to wheeled and horse transport: blacksmiths, carriage factory, carriers, saddlers, livery stables and manager of the Rotorua Motor Coaching Co. A further change is evident in the 1939 Directory that lists several motor garage owners, motor mechanics, motor car and truck dealers, a motorbike shop and a lorry driver.¹⁰²

Air and rail transport

Between 1946 and 1954, there were no air services operating in the Eastern Bay of Plenty. Scheduled air services to Whakatane began in 1956 when Tauranga Air Services (later known as Bay of Plenty Airways) started a route linking Tauranga and Auckland. Their landing strip, Bloor's Paddock, was a few kilometres south of Whakatane. Frequency of flights increased to six per week, and destinations at times included Opotiki, but the service stopped when the company went into liquidation in 1961. The following year James Aviation began a Whakatane-

⁹⁹ Van der Wouden 1993: 34-35

¹⁰⁰ Bradbury 1915: 114

¹⁰¹ Van der Wouden 1993: 34-35

¹⁰² *Directory...* 1910, 1939

Rotorua service, connecting with flights to Auckland and Wellington. At the end of 1962 two other airlines began services with much larger DC3s.¹⁰³

By c.1934 Whakatane Aero Club had formed, but it had no airstrip and no aircraft. In 1959 the Whakatane Gliding Club began operations. In 1968 the Whakatane-based Bell Air Executive Air Travel Ltd began operations including a charter service. In 1969 Geyserland Airways was given approval to land float planes on the Whakatane River for rescue work and for scenic flights to White Island. Early in 1959 an aerodrome was opened on sand dune land 13 km to the west of Whakatane. A terminal building was erected in 1960, the runway sealed and the airport received its public licence.¹⁰⁴ Services have continually improved with a new terminal building, better equipment and more frequent flights.

Whakatane's nearest rail connection was at Taneatua, opened in 1928 when the line was extended from Frankton Junction via Waihi. A slightly closer station, Whakatane West, also served the local community. Rail and road combined became an easier option than shipping, even for freight, and contributed to the demise of the port.



View of George Street showing the Wharf after 1920. WMG P623



Wairere Flax Mill Pre 1890. Ken Phillips Collection

¹⁰³ Avers 1985

¹⁰⁴ *ibid*

2.8 WORKING - INDUSTRY AND COMMERCE

Whakatane seems to possess all the necessary qualifications ... to cope with and serve the large fertile district. Every phase of business is represented here. Stock companies, agricultural agencies, financial institutions, etc, all appear to be amply catering for the available trade.¹⁰⁵

Whakatane's development as a centre for a rural district began relatively slowly compared with Opotiki, which had had a sudden influx of militia-settlers needing goods and services. However, the town did slowly develop, accelerating by the 1890s with the rising importance of dairying, and again in the 1910s. For many years Opotiki was the larger town. Large scale developments in Tauranga and the Western Bay of Plenty during the 1950s-early 1960s, particularly the Port of Tauranga, meant that the rate of growth in Opotiki and Whakatane was comparatively slower than most other local authorities in the region during that period.¹⁰⁶

Early businesses

George Simpkins was the first merchant to establish his business after the sacking of 1869. The history of the site of his store, immediately to the northeast of Pohaturoa, reflects the history of the town's development. The first wharf, merely a small wooden jetty, was immediately opposite Simpkins' store, but as the town's business grew, the location of the wharf was shifted further east and lengthened out into the stream to accommodate larger vessels. The commercial area also expanded east along The Strand: more stores, hotels and warehouses were built. The Strand was on the shore's edge and only had buildings on the south side. The Post Office was initially in Simpkins' store. Simpkins' nephew, also named George Simpkins, took over the store in 1879, but during the 1880s Simpkins' store was bought by George Creek and enlarged; in 1913 it was sold again to Alexander Canning, a baker and general merchant who also established an electrical business to provide for the new technology. A further reflection of Whakatane's developing prosperity was seen in the substantial building Canning erected on the same site by 1926. This building provided rental accommodation for eight separate businesses including a billiard saloon and Canning's own bakery.

Whakatane's economic development was agriculture-based, initially horticulture based on wheat, maize plus some tobacco, but by the mid-1890s dairying took hold. A cheese factory was established at Opouriao in 1899, followed by dairy factories at Waimana, Otangihaku, Ruatoki and Matata. The Rangitaiki Dairy Company was established first at Awakeri, in 1915, but moved to Edgecumbe. It eventually became the only dairy company in the Bay.

Whakatane became a service town for the region's farmers, as well as the port for export and import of goods and produce. Stock and station agents opened retail stores and offices for their stock agents and insurance agents. The New Zealand Loan & Mercantile Agency Co. was established by the wharf from at least 1910. They later had a retail outlet and warehouse on the south side of The Strand. Wright Stephenson's and Dalgety's also became established, assisting farmers with merchandise, seed, finance and advice about livestock.

With the dependence on horses for transport blacksmiths, saddlers, carriage makers and farriers were essential. Businesses that began as support industries for farming adapted to changing times. Two such were H. Muscutt and W. Lawrence, saddlers who also undertook car upholstery. Charles Garlick, a general carrier and forwarding agent, took passengers to connect with the Rotorua and Opotiki coaches and to the wharf to connect with steamers. Some carriers, such as J. Boynton, N.J. Semmens and T. Francis, had branches at the inland towns of Taneatua, Opouriao and Te Teko. Livery and bait stables were established as 'garages' for housing horses brought into town by visitors. T. Francis set up the Whakatane Carriage Factory and General Smithy where he not only made wheeled transport but made and mended farm implements and sold imported machinery.¹⁰⁷

¹⁰⁵ Anon. in *Advance Whakatane* [1923]: 21

¹⁰⁶ National Resources Survey 1962.: 308

¹⁰⁷ Whakatane Museum 1988

One of the more impressive buildings on The Strand was J.T. Barry's auction mart, a 2-storey corner site close to the wharf. Barry's were estate agents and general providers, selling "new goods arriving by every steamer".¹⁰⁸ Businesses such as The Price Merchandise Co., Bridgers Ltd, F.B. Cutler and P. Lury stocked a wide range of clothing, hardware and home merchandise.¹⁰⁹

The Union Bank of Australia was the first bank to open in Whakatane, in 1909 – considerably later than in Opotiki. It first occupied premises in a small wooden building on The Strand but within four years a larger purpose-built bank building was erected on the corner of The Strand and George Street. It was replaced in 1940 by a more substantial ferro-cement building. In 1951 the Union Bank and the Bank of Australasia merged as the ANZ Bank. The Bank of Australasia was in town by 1911. The Bank of New Zealand established an agency in a building in The Strand but in 1917 built an imposing classical styled masonry building on the corner of Tora Street and The Strand, adjacent to the Commercial Hotel and opposite the wharves.

Whakatane underwent a boom in the 1910s. When sections on the reclaimed land along the Strand were first made available only one or two sold, but by 1915 they were all taken up and all but one section had a permanent concrete building on it. According to Bradbury's guidebook "numerous enquiries for more [sections] are being pressed upon the [Town] Board".¹¹⁰ A Chamber of Commerce was inaugurated in c.1913. Comparison of directories for 1910 and 1939 shows the development of the commercial area and the increased range of commodities and services available, a greater number of shops, lawyers, dentists and land agents. Speciality shops became established instead of general shops, and more businesses were in competition offering the same products and services.

Early and minor industries

Early industries were bakeries, a flaxmill, a flour mill, coach building, sawmills and shipbuilding. One bakehouse was in Clifton Road (now Canning Place).

A flax mill was built at the foot of the Wairere waterfall, utilising the water power to drive the mill machinery. In 1871 Charles Litchfield "rented the Whakatane Mill and went in for flax, but lost heavily in the speculation".¹¹¹ The defunct mill was bought by the government who in 1879 agreed to assist Ngati Awa to build a flour mill on the site. Abbot and White of Opotiki were contracted to build the mill, which utilised water piped from the top of the waterfall.¹¹² The Ngati Awa flourmill was reported as completed and grinding wheat and maize in September 1880.¹¹³ However, by that time the production of wheat was falling as a result of soil exhaustion, over-cropping, sparrow predation and diseases, and by 1891 the mill was again used for processing flax, driven by a steam engine. It burnt down in 1910.¹¹⁴ (Ngati Pukeko were given assistance also but their mill, intended to use water from the Wainui-te-whara stream, was never completed.)

Kirk and Carter operated a dairy factory in 1910, producing butter, and also a bacon factory from 1910. In c.1923 the factory address was Valley Road.¹¹⁵ They had an outlet on The Strand and were proud to market their butter as "Whakatane" on the packs.¹¹⁶

In 1919 Hamilton's Factory produced aerated waters and cordials. In subsequent years the factory was run by Arthur Righton, then by C.L. Innes Ltd, then Innes Tartan. The factory, situated in Wairere Street, used water from the Wairere Falls.

¹⁰⁸ Bradbury 1915: 124

¹⁰⁹ *Whakatane press* special supplement; 1922

¹¹⁰ Bradbury 1915: 127

¹¹¹ Du Pontet [196-]: 56 (NB. On NZAA Record form W15/1033 the date is given as 1873.)

¹¹² Van der Wouden 1984: 80-81

¹¹³ *BoP Times*: Sept 16 1880

¹¹⁴ Van der Wouden 1984: 81

¹¹⁵ Advertisement in *Advance Whakatane*: 20

¹¹⁶ Whakatane Museum 1988

Boat building continued, e.g. in 1922 Eaddy Bros were advertising as “Shipwrights, Launch Boat Builders ... and Slip Proprietors” who did repairs and inspections¹¹⁷; in 1923 Henry Dent was also building boats.

In c.1950 Mac-Nit Limited originated as a small cottage-industry but by 1977 it had a staff of 35 producing a range of men’s and women’s knitwear. In the mid-70s the company diversified to establish Ryacraft Rug Yarns which supplied cut and hanked wool rug yarns. Their factory was near the base of Wairere Falls. Another clothing factory based in Whakatane was Kasule Clothing Manufacturing Company, in Peace Street, begun in 1975 with a staff of 36 women producing men’s and boys’ clothing and some lingerie.¹¹⁸

Meat Industry

An attempt by local entrepreneurs in 1883 to establish a meat export business with local beef and sheep failed due to insufficient quantities, and instead, farmers transported their stock live to Auckland. In 1909 a further attempt was made to establish a freezing works, as most of the easily-worked land was then in pasture and cattle and sheep numbers were increasing; again nothing eventuated. In 1917 the East Coast Co-Operative Freezing Company was established at Whakatane on the western bank of the Whakatane River opposite the Kopeopeo area. Subscribers came from as far as Katikati as it was the only works operating in the Bay. The stock was sometimes shipped in and then taken across to the works in the punt. Carcasses were taken by lighter from the Works’ own jetty.

For a few years the Freezing Company was a major employer in the Bay. However, a faulty product one year, followed by falling meat prices in 1921, led to the closure of the Works in 1924. The buildings were then used for a flax mill. In 1937 the plant was being stripped for conversion to the board mill.

In 1975 Bergs Game Ltd took over from Bergs Game & Seafoods Ltd and upgraded their McAlister Street factory to process deer carcasses. The company received carcasses from chillers based as far away as Napier, Wanganui, Gisborne and Coromandel and exported the frozen packaged product to Europe, China, Japan and the West Indies. The company assisted hunters with a helicopter recovery operation and in 1977 were intending to get into live deer recovery for supply to the increasing number of deer farmers.¹¹⁹

Forestry

Whakatane has been a major player in the forestry industry, with local sawmills and the huge pulp and paper mill; products from Whakatane and Kawerau were sent to the port of Tauranga for export.¹²⁰ Whakatane also serves as a service area for Kawerau.

Whakatane Paper Mills (subsequently Whakatane Board Mills, then Whakatane Board Mills Division of New Zealand Forest Products Limited, now Carter Holt Harvey) began producing cardboard in 1939, having taken over the buildings of the Freezing Works. The company was set up by Henry A. Horrocks, who is considered to be the founder of the pulp and paper industry in New Zealand; he had also set up Timberlands in the 1920s.¹²¹ The Whakatane Mill used radiata pine brought in from Matakana island until their own forest came to maturity. It undertook the first commercial pulping of radiata pine in the country. By 1959 the Mill employed over 500 personnel, a significant effect on Whakatane’s prosperity: “It is estimated that about one third of Whakatane is dependent on the company...”.¹²² By 1976 the company was employing more than 800 people and remains a major employer in the district.

¹¹⁷ *Whakatane press* special supplement: 10

¹¹⁸ *Eastern Bay of Plenty...* 1977

¹¹⁹ *Eastern Bay of Plenty...* 1977

¹²⁰ *Bay of Plenty Expands* 1965

¹²¹ *Kings Courier*. Autumn 2002

¹²² *Whakatane; sunshine town* [1959]

Another local business that was a major employer in the forestry industry was Tunncliffe & Company. Established in 1923, the company had several sawmills in the Bay that supplied sawn timber, but also started making caravans in the 1960s. In 1951-52 they established the Whakatane Joinery Company in Louvain Street. The engine from their Symes Mill is on display at the Whakatane Museum.

Farming and fishing

Until 1865, all locally produced wheat was Maori grown. Production had declined because of over-cropping; Pakeha settlers grew the same crops and also over-cropped. Diseases came in, and sparrows also affected production. The other major grain was maize; in the 1890s the price of maize fell.

Sheep farming began relatively early. In 1875, five bales of wool, the first wool clip since 1869 when Te Kooti and his followers burnt most of the clip, was shipped by George Simpkins per *The Hazard*.¹²³ The Whakatane Cattle Company and Opouriao Estate, operating by 1880, raised cattle and sheep and experimented with growing wheat. In October 1888 the Whakatane Cattle Company shored 20,000 sheep.¹²⁴ Sheep were reared on gently sloping land but were mostly inland on steeper country.

Dairying seemed a viable option with improvements in milking technology and hygiene, and overseas markets made more viable with the advent of refrigerated shipping. Before long, Whakatane was predominantly a dairying district: the arable land was nearly all improved, bush country was being opened up and farming was prosperous. By 1937-38 factories in the Whakatane area were producing 5000 tons of butter, a significant part of the Auckland land district's output.¹²⁵

Between 1885 and 1906 goods exported from Whakatane included wheat, cheese, butter, other dairy products, flax and tow, maize, cattle, bones, sheep, horses, potatoes and chaff. In 1919 the primary industries were maize, stock fattening and dairying. Maize yields were high and of good quality due to the fertile alluvial soil and the climate.

In 1965 the Bay of Plenty was experiencing a huge expansion in available land for pasture, as more bush was cleared and more and better fertilizers added. Dairying remained the main farming enterprise, but sheep farming (mostly fat lamb) was developing as a secondary enterprise. In an assessment related to the Port of Tauranga, it was predicted that the Whakatane district had reached its potential with young dairy stock, that numbers of dairy cows in milk and beef cattle would increase a little, but that numbers of breeding ewes and dry sheep would increase enormously by 1975. Sheep farming predominated in the coastal district of Whakatane County, and the coastal and hill lands were very suitable for fat lamb production. By 1965 the closest freezing works was at Te Puke.¹²⁶

By the 1960s horticulture was becoming established. Produce included strawberries, orchids, maize, melons, tomatoes and tobacco as well as other fruits. The orchids and strawberries found markets overseas.¹²⁷

In 1966 local industries included the manufacture of cardboard and container-board, wooden boxes (at Piripai), furniture and joinery, concrete products and knitwear, as well as bacon and ham processing, sawmilling and general engineering. There was a lime quarry at Awakeri, plus a cheese factory at Ruatoki and the large butter factory at Edgecumbe.¹²⁸

¹²³ *BoP Times* Dec 4, 1875

¹²⁴ *BoP Times* Oct 30 1888

¹²⁵ McKinnon: pl. 61

¹²⁶ *Bay of Plenty Expands* 1965: 35-39

¹²⁷ *Bay of Plenty* 1969: 61

¹²⁸ McLintock 1966: 637

In 1910 and 1939 a few men listed their occupations as fishermen in the directories, and the wharf provided facilities for off-loading catches. Commercial fishing enterprises included crayfish, very important in the 1960s with the frozen product being exported.¹²⁹

Building and construction industry

Architects known to have worked in the town prior to 1940 include H.L.D. West, who also designed buildings in Opotiki and Tauranga; Charles Reid who had offices in The Strand in 1915 and who was engineer and clerk for the Whakatane Town Board.¹³⁰ Architects from elsewhere in the Bay included C.H.D. Porter of Tauranga who designed the McKenzie's store in 1954 and St George's church extension was designed by Allerman, Verrall, Newnham and Partners; the post-tensioned tower is now something of a Whakatane landmark.¹³¹

Boon, Sullivan & Luke, builders and contractors, designed and built many of the Whakatane mainstreet buildings and undertook many construction jobs in the district.

The company was established by William Boon and (Sir) William Sullivan soon after the pair arrived in Whakatane from Taranaki in 1913. When Boon retired in 1932 the company amalgamated with A.L. Luke to become Boon Sullivan and Luke or BSL Ltd.

William Boon was a significant local businessman and local body representative. First elected to the Borough Council in 1917, he was a mayor of Whakatane from 1921-23. He had a number of other interests and was founding member of the local volunteer fire brigade, and served as chairman of the Whakatane Harbour Board, and chairman of the Bay of Plenty-East Coast Herd Improvement Association.¹³² He was awarded the Coronation Medal in 1953. He died suddenly in December 1962.

William Sullivan (later Sir) was also active in local body politics serving as chairman of the Harbour Board (1923-26), mayor (1925-38) and in 1930, chairman of the unemployment committee. He too was involved in the local fire brigade, as well as the Winter Show Association, the Historical Society and the yacht club.¹³³ He won the Bay of Plenty seat for the New Zealand National Party in a by-election in December 1941, and became a cabinet minister in the Holland Government after the 1949 election. He was minister of employment during the 1951 waterfront dispute and was given wide ranging powers when emergency regulations were enacted. He was made a KCMG in 1957 and died 17th March 1967.

A.L. Luke was also from Taranaki, and like Boon a farmer. He worked in the firm until his retirement in 1953.

Messrs Bigwood, Olsen and Newman as B.O.N. Construction Co., were among many other successful building firms. F.G. Mahy and Co., established in 1926 at Whakatane, was responsible for much of the construction work in the district, including building bridges and working for the Public Works Department. After World War Two the company diversified into specialised areas: joinery, aluminium framing, crane hire and land development.¹³⁴ Mahy's joinery factory was established to take advantage of the building boom. The firm of A.B. Hick & Co. Ltd, registered master builders in McAlister St, Whakatane, marketed themselves as: "We were the first firm in Whakatane to introduce the full use of brick veneer in residential construction." They constructed St George's church, Wally Sutherland's Panel Beating shop, R.M. Bisley & Co.'s showroom and workshop as well as residences, shops and office fittings.¹³⁵

¹²⁹ *Bay of Plenty 1969*: 61

¹³⁰ Bradbury 1915

¹³¹ *Bay of Plenty Constructs 1961*:79

¹³² Whakatane District Museum and Gallery – Biographical Files- W. R. Boon.

¹³³ Dictionary of New Zealand Biography. <http://www.dnzb.govt.nz/dnzb/>

¹³⁴ *Eastern Bay of Plenty...* 1977

¹³⁵ *Bay of Plenty Constructs 1961*:58

Leisure, Tourism and Accommodation

Visitors have always flocked to the Bay, the main attractions being its sunshine, surf, beaches and recreational fishing. Whakatane has seen the development of adventure tourism outlets, boat trips, etc, and the services that are required to look after visitors such as temporary accommodation. Accommodation provided has included the motor camps, motels, hotels, holiday flats; houses have been converted to bed and breakfast accommodation, flats to motels; or new premises have been built, particularly along the foreshore and on the main roads into town. Coastlands has recently been developed for holiday and retirement residences.

George Simpkins also owned the first hotel, the “Travellers’ Rest” in 1873 which was situated near Pohaturua Rock. In 1874 competition came from Joseph Merritt’s “Whakatane Inn” and the Masonic Hotel run by James Kelly, but the latter seems to have been short-lived.¹³⁶ In 1879 Simpkins built the large “Whakatane Hotel”, opposite the wharf, a building that remained until a modern replacement was built in 1939.

The Commercial Hotel was a two-storey wooden building transported from Waiorongomai in 1893. The hotel provided yards adjacent to the hotel for drovers to keep their cattle and a large warehouse used by commercial travellers to display their wares for customers called the Sample Rooms. The wooden hotel was replaced with an Art Deco building in 1939, an imposing two-storey building adjacent to the Bank of New Zealand, a building which it subsequently incorporated as the hotel’s business expanded.

By the mid 1960s the Travel and Holiday Association had intensified the drive for overseas tourists.¹³⁷

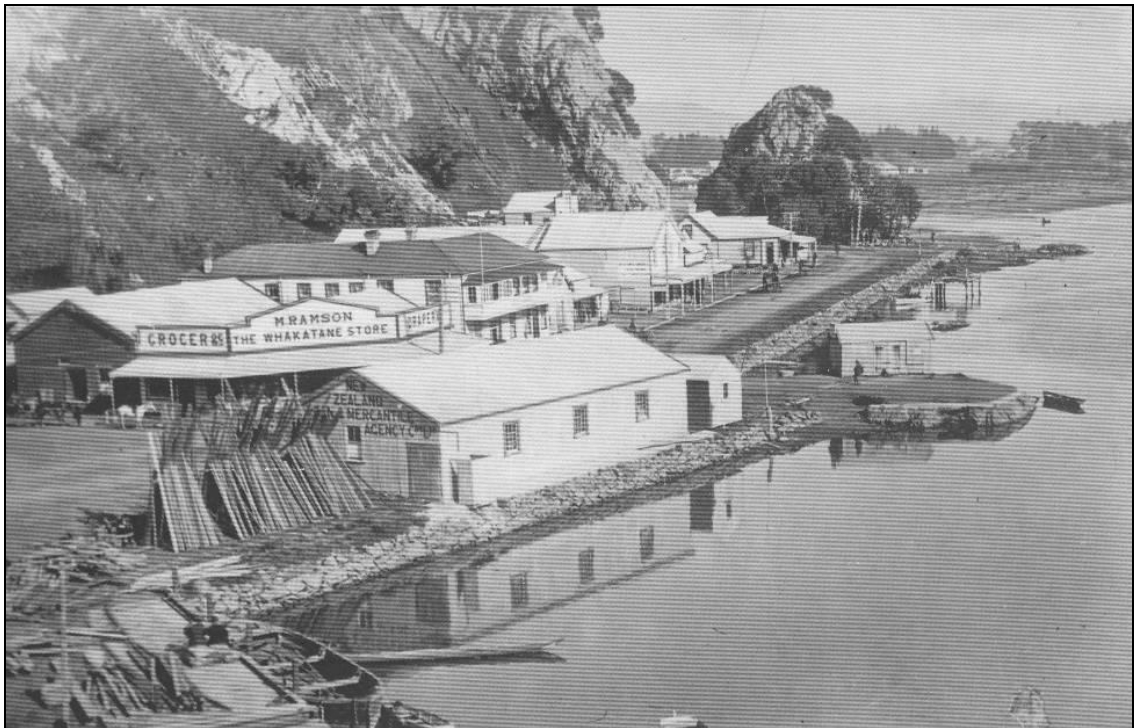
Expansion

Whakatane has continued to expand with assistance from the Whakatane and District Industrial and General Promotion Council formed in the early 1960s for promotional purposes and to encourage capital and labour interests. A statement from the Mayor In 1965, Mr H.G. Warren, reflects the spirit of the times: “Land for industry at Whakatane We who are fortunate enough to be residents of the glorious Bay of Plenty are experiencing a period of great prosperity.... We not only have grass land farming as our main industry but development has been accelerated by the wood pulp, paper and cardboard industries based on the adjacent man-made forests.”¹³⁸ Successors to the Promotion Council have continued to promote the district, with the effect that it is rapidly expanding in many areas of industry and commerce.

¹³⁶ *BoP Times* Ap 4: 2; also June 24 1874: 3

¹³⁷ *Bay of Plenty Expands* 1965

¹³⁸ *Bay of Plenty Expands* 1965: 115



An early photograph of the Strand showing stone faced breast work along the river bank representing the first efforts to reclaim the soft shore east of Pohaturoa. (Photograph from Ken Phillips private collection)



In 1917 the East Coast Co-Operative Freezing Company was established at Whakatane on the western bank of the Whakatane River opposite the Kopeopeo area. This later became the Board Mills WMG Neg No 14084

2.9 DEVELOPING CULTURAL INSTITUTIONS AND WAYS OF LIFE

Spiritual needs

Ngati Awa tradition states that from the arrival of the Mataatua canoe Pohaturua became a shrine for the performing of rites and ceremonies. Bodies were deposited in clefts of the rock and skeletons taken later for re-burial elsewhere. A grove of karaka trees that grew at Pohaturua's base are said to have grown from seed brought by the Mataatua. The cave under the rock was used for the tapu process of tattooing, and the water of the Waiewe Stream that once ran nearby was used in rituals associated with childbirth. The cultural importance of Pohaturua was reinforced by the placing nearby of the memorial to paramount chief Te Hurunui Apanui who died in 1924.¹³⁹

The Roman Catholic Maori Mission remained strong from the 1840s, although many Ngati Awa became converts to Ringatu, the religion Te Kooti founded while he was in exile in the Chatham Islands. Pai Marire (Hauhau) was also still predominant amongst the Maori communities in the district. As the new community became more diverse other denominations were established, such as Anglican, Presbyterian, Salvation Army and Methodist.

The first permanent church in the new settlement was not built until 1898: this was St Joseph's Catholic church in Wepiha Street, Wairaka. Most of the parishioners were Maori and services were held in the customary Latin but with an accompanying Maori translation. A second church and school was built at Kopeopeo in April 1932¹⁴⁰, but the Maori community found their old church more acceptable, and even when St Joseph's was placed under an interdict as the result of the Maori language being used, services were held in the meeting house. St Joseph's church was moved in the late 1950s to Piripai. The town centre was then notable for not having any churches. Further to the south in the residential area, however, are churches from several denominations. An Anglican Church was built in the Apanui area in 1892 and a Presbyterian Church one block away in 1906.¹⁴¹

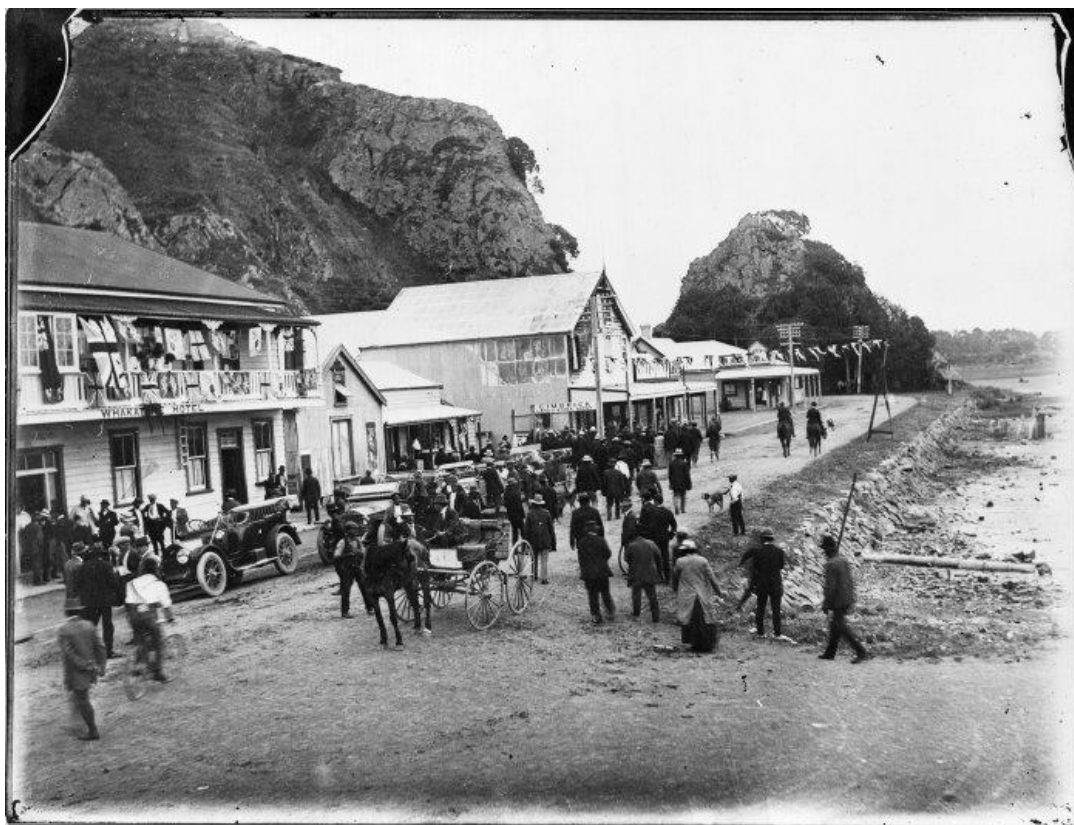


Grand Theatre on the northern side of The Strand WMG Neg No P10099

¹³⁹ *Whakatane 1917-1967: 2*

¹⁴⁰ Historical Review, vol 35 p112-126

¹⁴¹ Skelton 2002: 75



A visit by Sir William Herries to Whakatane in 1913. The view is taken looking along The Strand to Pohaturoa, with the Whakatane hotel on the left. ATL 4247 ac 1 1

Community organisations and clubs

Like every other New Zealand town, Whakatane has hosted a variety of clubs and societies, whether these were formed for pleasure and relaxation, from common interests, patriotic fervour or altruistic motives.

The Country Women's Institute movement started in the Bay of Plenty in July 1929, and became so popular that a separate eastern federation was established in 1934. The Whakatane branch was one of the earliest CWIs formed in the Bay. Other branches formed in the smaller towns such as Taneatua as well. The Whakatane CWI built their own hall in Lovelock Street in 1947, after considerable fundraising efforts. They competed successfully in drama and music festivals for many years. Their Eisteddford Choir competed at national gatherings.¹⁴²

The first company of Girl Guides began in 1926, their first meeting being held in the Mission House with the Senior Mission Worker, Miss Ida Clayton, being appointed captain: "Between 21 and 25 girls, both Maori and Pakeha, were enrolled in time to be in uniform and form a Guard of Honour for the Governor-General and his wife, Sir Charles and Lady Alice Fergusson". A Brownie Pack for younger girls was established in 1927. In 1956 the local Guides hosted a district rally of Guides, Brownies and Rangers at the Domain, with 300 attendees. The Guides and Brownies played a part in local activities, such as the welcome to the Duke of Gloucester in 1934.¹⁴³

The Masonic Lodge Whakatane No.198, constituted in 1914, met in rooms in the upstairs of the Theatre on the Strand. By 1939 other lodges in Whakatane were the Oddfellow Lodge, Forrester's Lodge (established 1919) and Druids Lodge. The Whakatane Club, a gentlemen's social club, was established by 1922 and had rooms above a retail shop on The Strand. The Rotary Club was the first service club in the town.

Sport and recreation

¹⁴² *50 Years of...* : 3, 13, 21 41

¹⁴³ Girl Guides history:6

Horse races were being held as early as 1879, and were held annually in January. Tauranga residents would come to Whakatane by special boat trips. Many excursions were run from Tauranga to Whakatane for annual events such as the A & P Show and the Whakatane Races.¹⁴⁴ The first A & P Show was held in Taneatua on 16 March 1908. Both Maori and Pakeha participated. A jockey club and racing club were established and several local men became successful horse breeders.

By the beginning of the 20th century inter-town or inter-county sports matches were an annual event as well, for instance cricket between Whakatane and Tauranga¹⁴⁵ and the Opotiki Rifle Match between Opotiki, Whakatane and Tauranga.¹⁴⁶

By 1915 Whakatane had “a beautifully situated Domain occupying a central position and containing 40 acres, a large proportion of which is set aside for recreation purposes ... [with] ... facilities for the various out-door sports, such as cricket, golf, football etc.”.¹⁴⁷ The Beautifying Society worked enthusiastically to improve the appearance of the town by initiating several schemes.

Edward Knowles, local fisherman, added a shooting gallery to his fish shop in 1909; Jim Bracken had a three-table billiard saloon from 1912. The Whakatane Hotel advertised a first-class billiard table.¹⁴⁸

The Whakatane Bowling Club was opened in 1909 in Merritt Street, on land donated to it. It was still doing well in 1959 with a new 2-storey clubhouse. By then there was also a Women’s Bowling Club.¹⁴⁹ A four-court tennis ground was established by 1915 and two tennis clubs had been formed.¹⁵⁰ In 1922, there were clubs for shooting, golf, croquet, hockey, motor cycle racing, rugby and sheep dog trialling. Surf-casting and trout-fishing were popular, with catches being plentiful.¹⁵¹

Regattas have long been a feature for the district. In 1907 the Regatta activities included a horse race across the Whakatane River and return. The Rowing Club was established relatively early, in 1913. The Rowing Club was able to improve their facilities in 1956 with “one of the most modern boat houses in N.Z. with an excellently equipped social and recreational hall above”.¹⁵² The Club held its first rowing regatta in 1954; it became an annual event. Whakatane is still a popular venue for water-oriented sports, whether sailing, sand yachting, surf casting, boating, trips to White Island or for big game fishing, kayaking and jet boating.

Social life, arts and entertainment

The flat rock Wharaurangi was the base for important discussions; this rock has now been buried under the road. It is believed that Wharaurangi was the gathering place for the signing of the Treaty of Waitangi.¹⁵³ Since Whakatane’s development as a European settlement, Pohaturoa (also called “The Rock”) has continued to be a significant part of the cultural landscape. In 1927 Pohaturoa was dedicated as the County War Memorial to the men who fell in the First World War and in 1934 Ngati Pukeko built a Memorial Shelter at the base of the rock to commemorate their soldiers; a plaque at the entrance to the shelter lists their names. The shelter itself was opened by the Duke of Gloucester in 1934. Pohaturoa has served as a focus for parades, public ceremonies, speeches and Anzac Day services. It was from Pohaturoa that the accession of Queen Elizabeth II was proclaimed.

¹⁴⁴ BoP Times Mar 13 1899, Feb 28 1896

¹⁴⁵ BoP Times 1902 Apr 7; Feb 1 1893

¹⁴⁶ BoP Times Mar 3 1903

¹⁴⁷ Bradbury 1915: 127, 119

¹⁴⁸ Whakatane Museum 1988 reproduction of advertisement n.d.

¹⁴⁹ *Whakatane; sunniest town* [1959]: 42, 46

¹⁵⁰ Bradbury 1915: 127

¹⁵¹ *Whakatane press* special supplement: 2

¹⁵² *Ibid*: 44

¹⁵³ *Whakatane Historical Trail*

In the 1870s Whakatane residents used an old hall at the flaxmill below Wairere Falls as their community hall for functions, however it burnt down in 1879. King's Theatre was built on the south side of The Strand by 1911 when singer Te Rangi Pai sang on stage. The theatre showed silent movies as well as hosting stage shows. In 1914 a hall was being built, with two rooms upstairs intended for the use of the Lodge Whakatane No.198, downstairs was a confectioners and a drapery-jewellery shop. In 1937 a new theatre, the Regent, was built with improved facilities. The Grand Theatre, built on the north side of The Strand in c.1923, had a stage for live performances and also a movie screen; it was later developed into Park Lane Arcade.

The Whakatane District War Memorial Hall was opened in 1955 and extended (as the War Memorial Centre) in 1978. It provided improved facilities for the town. The complex now contains a sports stadium with badminton courts, indoor basketball courts, indoor bowling facilities, a 273-seat theatre, and a reception lounge with bar and kitchen facilities and a dance floor that is available for hire for functions. The War Memorial Centre sits on the edge of Rex Morpeth Park, a large open space with fields for rugby and soccer, tennis and netball courts, and a swimming pool. The annual A & P show is held on the grounds. When the Whakatane A & P Association was first formed, the shows were held at Taneatua.

The Domain was a major asset for recreation, sport and leisure, with gardens, open grounds and a band rotunda. Another park, Warren Park, honoured Harry Warren a long-term borough councillor who was mayor from 1956 to 1965. Warren was involved in many community groups and organisations.¹⁵⁴ The ocean beach and Ohope were favourite places for picnic parties. Until an eruption in 1914 caused fatalities on the island, White Island was also a popular place for excursions.¹⁵⁵

Whakatane benefited from the services of a skilled photographer from as early as 1916, when C.G. Caisley opened his bookshop on the reclaimed part of The Strand. Caisley recorded the landscape, buildings, street scenes and people, now an important documentary source of local history. The Whakatane and District Historical Society Inc., established in 1952, helped establish the Whakatane District Museum and Gallery in Boon Street. The Museum was opened in 1972 and as well as preserving and interpreting aspects of the district's history, it contains a resource centre, the H.D. London Research Library. The public library was incorporated in January 1880.^{156 157}

After WWII the Whakatane Twenty Thousand Club was formed "to provide entertainment for the thousands of people who each year come to Whakatane and Ohope..."¹⁵⁸ The Club ran holiday programmes for many years, including the annual festivities over the Christmas-New Year period. The Christmas Carnivals included rowing regattas, athletic events, dances, beauty contests, tugs-of-war, golf tournaments, re-enactments of the landing of the Mataatua waka, hangi demonstrations and fishing contests. Marketing has focussed on catch-phrases such as "Playland of the Bay", "Just for Fun" and "Sunniest Town".¹⁵⁹

Whakatane participated in the Centennial celebrations in 1940, with a strong emphasis on celebrating Maori culture and all peoples of the local community. A major aspect was the "Historic Maori Pageant". The celebrations began with a powhiri at the showgrounds, then a procession to Pohaturoa Rock which served as the platform for official speeches by the Mayor, rangatira and other dignitaries. A special booklet was published locally to commemorate the 100th anniversary of the signing of the Treaty of Waitangi.

Whakatane was the base for Rudall Hayward's film "The Te Kooti Trail" released in 1927. The film was produced and backed by Whakatane Films Ltd, a group set up by stock agent R. Lees and a group of local businessmen. The film, which was made in just seven weeks, depicted Te

¹⁵⁴ *Historical Review* Nov.1983: 125

¹⁵⁵ Bradbury 1919: 171, 173

¹⁵⁶ *BoP Times*: Feb 10, 1880; Oct 20 1885

¹⁵⁷ Note book 1880 kept by AO Stewart on establishment of libraries.

¹⁵⁸ *Visit Whakatane, playground of the 'Bay'* " [n.d.]: 9

¹⁵⁹ Publicity brochures, Whakatane Museum collection

Kooti's 1869 attack on the Ngati Pukeko flour mill and the subsequent pursuit of Te Kooti by Lieutenant Gilbert Mair. The film company was reported to have made a few comedy films before it wound down in the early 1930s¹⁶⁰

In the June 1971 Whakatane got its own radio station, IXX; it remains as one of the longest-running private stations in New Zealand. Ngati Awa also have a radio station, Te Reo Irirangi-o-Te Mānuka Tūtahi.



Masonic Lodge Building

¹⁶⁰ Edwards 1993: 58-63

TIMELINE

- 1840 Jan. CMS missionary John Wilson arrived
 1840 Bishop Pompallier arrived, mission established at Kopeopeo
 1840 Treaty of Waitangi signed
 1842 Visit by Bishop Selwyn and Chief Justice Martin
 1863 Beginning of Waikato land wars
 1865 Father Garavel left
 1865, Feb. Kereopa and Parata visit Whakatane
 1865, March death of Rev. Volkner
 1865, Sept invasion by government troops
- 1866, Jan. proclamation of land confiscation
 1870 Armed Constabulary in residence
 1874 Telegraph services available
 1875 Wepiha Apanui carves Mataatua whare nui; Rewi Maniapoto visits.¹⁶¹
- 1877 Whakatane County Council formed in Opotiki
 1886, June 10 eruption of Mt Tarawera
 1899 WCC splits; Opotiki County Council formed
- 1914 Town Board established
 1916 Borough Council replaces Town Board
 1914 Beginning of First World War, many local men enlist
 1914 Visit by politician Sir William Herries
 1915, Mar 8 major flood
 1917 Major flood
 1917 Freezing Works established
 1918, November, end of WWI; influenza epidemic at its worst
 1922 Electricity supply to Whakatane
 1925 Establishment of Bay of Plenty Electric Power Board
 1926 Local Girl Guide company formed
 1928 Connection to national electricity supply, reticulation with AC to homes, farms, milking sheds
 Late 1920s-early 30s the great depression
- 1937 Board Mill established
 1939-45 World War II; many men away in services, Home Guard operating
 1948 Apr 17 major flood
 1948 Chief Guide Lady Baden-Powell received the local Girl Guides in a ceremony in The Strand
 1965 Feb. 13 major flood
 1968, April Wahine storm,
 1976 Amalgamation of Whakatane Borough Council, Whakatane County Council, and Whakatane Harbour Board to become the Whakatane District Council.
 1987 local body restructuring
 1987 Edgecumbe earthquake
 1989 Bay of Plenty Regional Council (Environment Bay of Plenty) formed
 1998 July 3 major flood

¹⁶¹ Parham, W.T. :81

3.0 IDENTIFICATION AND ASSESSMENT OF BUILT HERITAGE IN WHAKATANE

3.1 METHODOLOGY

The process of identifying and assessing heritage resources in central Whakatane has involved two key steps:

- Establishing the methodology to identify heritage places
- Establishing the criteria or values to assess heritage places

The thematic research has provided a framework for reviewing what is currently recognised as being of heritage value and considering other possible places which should be managed as heritage resources.

The thematic overview prepared for Whakatane provides a way of interpreting heritage values within a broader context and looking at the full range of types of built heritage that may exist. The use of a thematic approach provides an understanding of the key themes in the historic development of the centre and a context for identifying places that represent those themes. It enables a better balance between “representative” and “iconic” places, and provides a useful tool in reviewing existing inventories.

Section 6 (f) of the RMA requires Councils to, in relation to managing the use, development, and protection of natural and physical resources, recognise and provide for the protection of historic heritage from inappropriate subdivision, use, and development. The first step is to establish whether historic heritage values exist.

Detailed criteria for assessing heritage values and places in the Bay of Plenty region have been developed by Environment Bay of Plenty. These criteria are based on the identification of six key qualities which contribute to an understanding and appreciation of New Zealand’s history and cultures which are set out in the Resource Management Act. The criteria are set out in the Bay of Plenty Regional Policy Statement (RPS) and are organised to assist with assessing the qualities of heritage. One of these sets of criteria refers to historic heritage. The criteria developed for the RPS for historic heritage (set 5 in Appendix F) are intended to be used to identify whether historic heritage values exist. This enables decisions to be made about whether subdivision, use and development are inappropriate in relation to those values.

The consistent use of these assessment criteria by local authorities to assess historic heritage throughout the Bay of Plenty region is a key aim of the RPS. These criteria have been used to assess historic heritage in both the Opotiki, Tauranga and Rotorua town centres in separate heritage studies. They have also been used for the assessment of built heritage in this study.

The historic heritage value of a place will exist on a spectrum from those places where one or more of the qualities exist strongly, to those places where historic heritage qualities are weak. It is necessary for local authorities to determine the historic heritage values and the degree to which various qualities are present. Where the particular place or area sits in the spectrum of heritage value, will be relevant to the test of what is inappropriate development.

The criteria have been used to summarise the significance of the town centre as a whole (in the preparation of a summary statement of significance) and have also been used to assess individual places based on detailed research. The criteria have been used as the basis for developing the field record forms in this study. These forms include a summary of the particular heritage values which are represented by a particular place.

The historic heritage assessment criteria contained in the RPS include generic values which relate to key aspects of the historic area or place which are important to consider when assessing significance as follows:

PERIOD

The development sequence of a place or area, the likely age, duration of use or chronology of a place or area.

RARITY OR SPECIAL FEATURES

The unique, uncommon or rare features of a place or area.

INTEGRITY

The condition, quality and state of original features of a place or area. Comparison with other examples of its class. The quality of any restoration, addition or modification of the place or area.

REPRESENTATIVENESS

The characteristics and relationship of the place or area to other places or areas in its class, for example in respect of design, type, features, technology, use, activity, location or origin.

CONTEXT OR GROUP VALUE

Association with other places, areas or elements of its context. Association with and illustration of broad patterns of history. Places or areas in which evidence of the association or event survives in situ, or in which settings are substantially intact.

DIVERSITY (FORM AND FEATURES)

The characteristics, diversity and pattern of a place or area. The cultural influences which have affected the form and components of a place or area. Form, scale, colour, texture, and materials. The historical context of the place or area with particular reference to the ways in which it has been influenced by historical forces or has itself influenced the course of history.

FRAGILITY OR VULNERABILITY

The components, form and structure of the place or area and the effect of this on its survival. Its vulnerability to deterioration or destruction. The degree to which it is threatened and its context in terms of protection and services.

In addition to the preceding generic criteria, the following specific criteria relate to each of the six qualities of historic heritage identified in the RMA:

ARCHAEOLOGICAL QUALITIES**Information**

The potential of the place or area to define or expand knowledge of earlier human occupation, activities or events through investigation using archaeological methods.

Research

The potential of the place or area to provide evidence to address archaeological research questions.

Recognition or Protection

The place or area is registered by the New Zealand Historic Places Trust for its archaeological values, or it is recorded by the New Zealand Archaeological Association Site Recording Scheme, or it is an archaeological site as defined by the Historic Places Act 1993.

ARCHITECTURAL QUALITIES**Style or Type**

The style of the building is representative of a significant development period in the region or the nation. The building or structure is associated with a significant activity (for example institutional, industrial, commercial, or transportation).

Design

The building or structure has distinctive or special attributes of an aesthetic or functional nature. These may include massing, proportion, materials, detail, fenestration, ornamentation, artwork, functional layout, landmark status or symbolic value.

Construction

The building or structure uses unique or uncommon building materials or demonstrates an innovative method of construction, or is an early example of the use of a particular building technique.

Designer or Builder

The building or structure's architect, designer, engineer or builder was a notable practitioner or made a significant contribution to the region or the nation.

CULTURAL HERITAGE VALUE**Sentiment**

The place or area is important as a focus of spiritual, political, national or other cultural sentiment.

Identity

The place or area is a context for community identity or sense of place, and provides evidence of cultural or historical continuity.

Amenity or Education

The place or area has symbolic or commemorative significance to the people who use or have used it, or to the descendants of such people. The interpretive capacity of the place or area and its potential to increase understanding of past lifestyles or events.

HISTORIC QUALITIES**Associative Value**

The place or area has a direct association with, or relationship to, a person, group, institution, event or activity that is of historical significance to the Bay of Plenty or the nation.

Historical Pattern

The place or area is associated with broad patterns of local or national history including development and settlement patterns, early or important transportation routes, social and economic trends and activities.

SCIENTIFIC QUALITIES**Information**

The potential for the place or area to contribute information about a historic figure, event, phase or activity.

Potential – Scientific Research

The degree to which the place or area may contribute further information and the importance of the data involved its rarity, quality or representativeness.

TECHNOLOGICAL QUALITIES**Technical Achievement**

The place or area shows a high degree of creative or technical achievement at a particular time or is associated with scientific or technical achievements.

3.2 SUMMARY STATEMENT OF HERITAGE SIGNIFICANCE WHAKATANE CENTRE

Whakatane township has a unique character. Early settlement and subsequent growth and development of Whakatane has been greatly influenced and dictated by its natural setting. The township is located on a thin strip of land between the Whakatane river and the steep escarpment to the south and Pohaturoa at the western end of the original township.

This was the place early Maori settled on a fertile strip of land and was the location of first European settlement and subsequent growth and development of today's township. The natural environment provided a unique location for the township and has contributed to its distinctive and unique pattern of built heritage and pattern of development in the central area.

There are aspects of central Whakatane's built environment which are typical of many New Zealand provincial centres and other elements that are unique. The key themes which have been significant to Whakatane's historic development include: Ngati Awa settlement and cultural heritage, development of Whakatane after European contact and settlement, its role as a sea transportation base, consolidation and growth of the township based on the extensive development of forestry and farming in the surrounding area. These themes are associated with the places that are unique or distinctive aspects of Whakatane.

The history of Whakatane is evidenced in physical and material remains, represented by archaeological sites, cultural landscapes, historic buildings and other structures. Studying the architecture reveals evidence of different phases of its history and reveals important associations of people with particular places. The history is known also through people's memories, through traditions, through stories passed on within whanau and hapu, clubs and church groups and through the records of local individuals, councils, businesses and organizations.

The significance of central Whakatane has been assessed and summarised using the applicable heritage criteria in the Bay of Plenty Regional Policy Statement. Base information has been collected for a broad range of places. Criteria has been used to assess buildings or place on the individual record forms.

Period

Settlement and associated built development in the central area of Whakatane can be dated back to the earliest Maori settlement which occurred over several hundred years. Subsequent growth and expansion following European contact in the mid 19th century has consolidated development within this geographical area. Periodic reclamation of the Whakatane river is a feature of this growth and development and led to the form and shape of the town as it stands today.

Although there has been a long period of European development from the mid 19th century there are no buildings remaining from this early period. Existing built heritage in the study area generally dates from the 20th century. The exception to this may be some of the early villas at the eastern end of The Strand.

The earliest extant buildings in the study area date from around 1910s and the central area retains built development which progressively occurred after that. Significant periods of built development when substantial groups of buildings were constructed include the 1900s to 1910s, 1920 and 1930s, and 1950s-1960s. The pattern and location of development over these periods was linked to available land, with periods of expansion coinciding with land draining and reclamation.

Rarity or special features

Unique aspects of Whakatane that contribute to the character of its built heritage include its natural environment with the Whakatane river and high cliffs behind. The river provided a safe area to berth (although access is via a sometimes treacherous river mouth) allowing for

transportation and trade particularly prior to the development of roads and rail. The river side location together with proximity of the rock escarpments behind provides a unique setting for the township. The available developable land has always been limited, squeezed between the water and rock faces behind. This unique location is further enhanced with the location of Pohaturua the sacred rock, within the centre of the township. There are few townships or cities within new Zealand where a significant geographical feature is so much a part of a built urban environment.

Other aspects that contribute the unique qualities of the built heritage are the location of the Maori pa and Marae close to the township. Maori art and culture has been amalgamated into built development in Whakatane and this is evident in the war memorial shelter at the base of Pohaturua; memorial to chief Te Hurinui Apanui and until removed the waka at the base of Pohaturua.

Local government and associated organisations have played a significant role in the development of the township. Central, regional, and local governance has been administered from the township to the wider region and management of power utility operations have also been centred in Whakatane.

The ability of Whakatane town centre to develop and grow in the Post war period was enabled through the reclamation and draining of an area that was previously underutilised. This has resulted in a concentration of buildings from this date to be located within a clearly defined area, and allowed the historic core to remain relatively intact. Changes in design concepts and the introduction of modern planning mechanisms (such as zoning) that this coincided with, has resulted in an urban centre that has two identifiable areas and associated character. This has been sensitively done in that the modern area of the town followed the strip retail nature of the historic centre with small commercial sites, but was also zoned to allow larger scale development for civic and governmental use.



Maori carvings on the war memorial shelter at the base of Pohaturua



Seat at the base of Pohaturua



Aerial photo taken in May 1937. The top right corner is the location of the central shopping area. Commerce Street runs diagonally up the page and connects into the strand. Land north of Louvain Street is unreclaimed tidal estuary with rudimentary tracks. New Zealand Aerial Mapping 50 B/4



Aerial photo taken in the early 1970s showing the extent of development that has occurred west of Pohaturoa. Whakatane District Council

Integrity

The current commercial area is the result of more recent development since European contact in the mid 19th century, and much built fabric dates from the early part of the 20th century.

The distinctive and periodic redevelopment of the central area is evident in the existing built fabric and street patterns. The existing mainstreet pattern follows the original edge of the Whakatane river with The Strand originally being a river side road. The earliest commercial development occurred along the Strand east of Pohaturoa and faced the Whakatane River. None of the earliest wooden buildings remain.

Consolidation of the township occurred further eastward with the relocation of the wharf near the end of George Street. This eastern end of town became the commercial and administrative heart of Whakatane. The first Post Office, purpose built bank premises and a range of commercial buildings were constructed in the late 19th and early 20th century. The intact traditional pattern of this area has been compromised by successive changes in the development and growth of the town. Initially this occurred in the post World War II period with the relocation of the Post Office and commercial banks to the newly drained and reclaimed land west of Pohaturoa. Then again most recently remaining heritage buildings have been demolished or removed, and replaced with apartment blocks, motels or left as undeveloped land. This latest wave has significantly detracted from the traditional urban form, although key heritage buildings remain including the Commercial Hotel, original BNZ, garages and the Beacon building.

Reclamation of the river bed on the northern side of The Strand and widening of this main thoroughfare between George Street and Pohaturoa in 1912 provided additional commercial land. This was progressively developed in the early part of the 20th century along with redevelopment of the southern side of The Strand. It is this part of Whakatane that retains the most consistent and cohesive group of early or traditional buildings from this period of development. Generally all buildings are one or two storied, with plaster facades built to the street edge. This defines the existing commercial heart of the township

Further development was possible after WWII with the land west of Pohaturoa and north of Louvain Street drained and developed for commercial land. The Post Office, and banks relocated to the Strand extension and new commercial retail outlets and offices located in this precinct along with the District Council offices, Power Board and Police Station. This development coincided with the earliest formal planning mechanism, the district scheme in the late 1950s and early 1960s. This period and pattern of development is clearly evident in the age, type and scale of buildings in this area.

Representativeness

Whakatane's built development relates closely to its function as a town servicing much larger urban and rural catchments. Most of the built heritage relates to commercial and retail premises, covering all periods of development in the 20th century. Some of these such as Bridgers were built as department stores providing a range of products for a largely rural community.

In addition local central and local government administration is represented in buildings such as the council administrative offices, library and museum. The power board offices are the largest in the township and central government buildings include the courthouse, police station and Housing Corporation building. All these are post war buildings located in the area south west of the historic core.

Another significant building type is that related to visitor accommodation and entertainment. Whakatane has two large hotels located on prominent corner sites in the township. These are the Whakatane Hotel and Commercial Hotel.

Whakatane had two cinemas one of which, the Cinema Five Complex, remains in use as a theatre. (The Grand Theatre developed into the Park Lane offices and shops).

A range of other building types are located within the central area that contribute to the significance and authenticity of the heritage qualities of the township. The *Beacon* newspaper is still printed in a commercial building on The Strand East. There are three garage buildings including Garland Motors, Hamill Bros and Stewart Motors (now vacant) both located in buildings constructed in the 1920s. Hamilton's factory at the base of the Wairere waterfall was the location of bottling plant for aerated waters.

Early house and domestic dwellings are located close to the central area and within the study area to the eastern end of the commercial area in Toroa Street and Clifton Road. These are some of the earliest residential developments located close to the township. Toroa Street was land confiscated by the Government and utilised for crown functions including the first court, post and telegraph workshops, postmaster house and housing for Police constables.

Some aspects of central Whakatane's historic development were previously represented by places in the central area but now are not. For example there are no churches, public halls, or places associated with early administrative services.



View looking westward along The Strand from the George St intersection, c1920. WMG Neg no p672

Context or group value

The central area of Whakatane has clearly identifiable areas or precincts that relate to the different periods of development and re-development.

It has a clearly recognisable historic core in the buildings on The Strand between Pohaturoa and the Quay and George Street intersections. This is the clearest and most discernable group of early 20th century buildings that remain largely intact.

The area to the east of this, which had a clearly discernable urban form typical of a strip commercial development interspersed with buildings serving government and banking administration, has largely been eroded by recent development. There are individual buildings which are of some heritage value but the context and group value has been degraded with the most recent redevelopment and site clearance.

The area west of the historic core along The Strand extension continues the historic pattern of development with small lots and buildings constructed to the edge of the street. This continues along Richardson and Boon Streets. Beyond this the development is more open. It contains a recognisable group of post war buildings the key ones being the Post Office; BNZ bank; Police Station; office building on the south west corner of Richardson and Boon Street; the Presbyterian Church Centre on Boon Street, and commercial building on the eastern side of Commerce Street.

While the character of the central area has changed with growth over time it does retain quite clear groups of buildings, which are both typical of many small towns and cities, but others which contribute to the character and uniqueness of Whakatane. The central area retains groups of places related to key periods of development in the 20th century and also groups of places related to particular building typologies.

Diversity

There is a limited range of architectural periods represented in Whakatane Township and the overall scale is relatively consistent. Generally in the historic core buildings are single or two storied. Typically they are constructed of plastered brickwork giving a relatively uniform appearance. Significant development and redevelopment has resulted in a consistency of architectural styles most typically stripped classical and Art Deco.

Fragility or vulnerability

Whakatane township lies between the Whakatane River and the escarpment behind. Historically the township has been subject to periodic flooding, which is now less of a problem with flood management works carried out on the river.

The biggest risk to the built heritage in Whakatane is the lack of heritage protection measures and ongoing pressure for redevelopment. The effects of this can be seen with the redevelopment of the eastern Strand area.

The risk of fire and earthquakes is also significant. Heritage buildings generally have no fire protection and masonry buildings are potentially at risk in this seismically active area.

ARCHITECTURAL QUALITIES

Design

Whakatane's progressive development and redevelopment has resulted in a relatively consistent and limited range of architectural styles, which are typically associated with predominately 20th century architecture in New Zealand.

The earliest buildings are thought to be the houses at the eastern end of the township. There are typical single level timber villas – 19 The Strand and 14 and 18 Toroa Street. Other domestic styles represented are English Cottage (29 The Strand), Art Deco (23 The Strand) and various bungalow styled houses.

Within the historic area of the township east of Pohaturoa most buildings date from the early part of the 20th century and consequently a representative of the styles in vogue at the time. Edwardian Baroque influenced examples exist (Bridgers c 1921); classically based buildings of the early to late 1910s (former BNZ and 108-110 The Strand); stripped classical commercial buildings of the late 1920s and early 1930s: Art Deco buildings (Whakatane and Commercial Hotels and Cinema Five).

West of Pohaturoa the architectural styles employed are distinctive of the Post War period. The Post Office is typical of the government modern style being practiced by Gordon Wilson, Government Architect at the time. Other good modern examples are the Power Board Building (Leigh, de Lisle & Fraser), Police Station (architect FI Sheppard as Government Architect) and the Presbyterian Mission Building by Hocking & Verrall & Associates.

CULTURAL HERITAGE VALUE

Sentiment, Identity, Amenity or Education

Whakatane is typical of many small townships in that it has followed general development trends that have formed New Zealand's early settlements. Initial settlement by East Polynesians and subsequent development of Maori culture occurred over several hundred years. Cultural interactions occurred in the first half of the 19th Century as New Zealand adjusted to its inclusion as a British colony. Establishment of a bi-cultural community occurred over the next 150 years or so with the influence of developments in shipping, storage, manufacturing and new technologies; struggles over sovereignty and land ownership; participation of its citizens in wars overseas, the effects of epidemics, improved health care and the national economy to becoming a vibrant growing community that celebrates its diversity and its place in the modern world.

But Whakatane is also unique, being a product of its environment and geographical location, its tangata whenua, and its local responses to national influences. Initial European settlement was through trading services, shipping and missionaries. Whakatane township grew as a result of increased settlement in outlining areas and associated farming forestry and the requirement for transportation by water for these products. The boom times economically were the early part of the 20th century on the back of the growth of farming and forestry.

Physical remains of the first period of settlement and growth are limited to archaeological investigations, but the later period is evidenced by a range of substantial buildings that reflect a community that had grown in entertainment needs, commercial and industrial developments, and improvements in transport and utilities.

HISTORIC QUALITIES

Historical pattern and Associative Value

The social history of Whakatane can be divided into two widely different phases focussed on the mid-late 1860s: life for Whakatane's residents was vastly different before and after this period. Several hundred years of occupation by tangata whenua Ngati Awa leading a traditional Maori lifestyle had been slowly influenced over the first few decades of the 19th century by the introduction of European religion, material goods, livestock, crops, agricultural techniques and equipment, quicker boats, wider trading networks, alcohol and diseases. Initial Maori-Pakeha contacts in the settlements of the central-eastern Bay of Plenty were indirect and sparse; by the 1840s this had changed to more sustained, longer-term contacts with a few Pakeha living near to or amongst Ngati Awa at Whakatane. There were a few intermarriages, but the main relationships were through trade, shipbuilding and religious instruction. The relationships were equitable and harmonious, with Ngati Awa employing Pakeha men as shipbuilders, Pakeha missionaries and traders becoming part of the community, and the mutual interchange of resources.

In 1865 a major clash of cultures ended in Ngati Awa's land being confiscated. Whakatane became a European-style township with a predominantly European population, under the Auckland Province and adhering to New Zealand laws and customs. Over many decades Ngati Awa, including Ngati Pukeko, and other Maori moved back into Whakatane and today have a strong influence in local government and administration, in businesses and education and in cultural activities. Between 1916 and 1921 Whakatane was the fastest growing town in the country. This success was due not only to the congenial climate, the fertility of the surrounding alluvial plains and lower hill country, but to the port: the volume of freight that passed over the wharves was once considerable. Whakatane has developed into a large town serving the wider district and being involved in industries associated with forestry, fishing, dairying and tourism.

SCIENTIFIC QUALITIES

Information/ Potential- Scientific Research

The development of Whakatane provides information about Maori occupation, early contact between Maori and Europeans, more sustained contact, and the cultural clash which led to the

implementation of military rule, confiscation of land and establishment of an initial military settlement. There has been and is potential for further archaeological investigation in Whakatane to investigate evidence of the traditional Maori occupation sites and areas associated with early European development.

TECHNOLOGICAL QUALITIES

Technical Achievement

The place or area shows a high degree of creative or technical achievement at a particular time or is associated with scientific or technical achievements.

Historic buildings in Whakatane town centre generally demonstrate contemporary construction techniques, materials and changes in approach over time, typical of most New Zealand towns. As time progressed construction techniques and methods advanced. As a consequence most of the existing buildings in the township are now constructed with masonry walls and timber framed floors and walls. Most early timber framed buildings have been replaced by these later structures, a requirement in the centre of town.



View of Whakatane township, 1920. The Strand runs middle left to lower right. George Street runs diagonally from lower left. WMG Neg No P980

3.3 IDENTIFYING GAPS IN THE SCHEDULE (BUILT HERITAGE)

The Whakatane District Plan in Section 2.6 sets out the policy framework for cultural heritage. The chapter sets out a brief and relatively simple strategy in relation to managing the District's cultural heritage resource. It provides an overview of the District's cultural heritage resources.

Places of significant cultural heritage are included in Schedule 5.2 of the plan and cultural heritage features in schedule 6.4. Many of these are pa sites and archaeological sites. Within the study area there are two scheduled sites, Pohaturoa (CH97) and Wairere Stream and Waterfall (CH99). There are no buildings included in these schedules within the study area, but there are two homesteads, a church and school building outside the study area.

Using the thematic historic overview for Whakatane to review the built heritage in the township it is evident that the district plan falls short in the recognition of places of heritage value.

Research undertaken as part of this study has revealed important values and associations with significant people or organisations related to a number of places in central Whakatane, not currently recognised.

In addition to the individual scheduling of places it is also important that the *collective* character and values associated with the town centre be carefully considered. There are places in the town centre which form part of intact groups of traditional buildings which may not be of sufficient individual importance to warrant scheduling. Other mechanisms to protect the collective character need to be considered.

The following section reviews the key themes in the historic development of Whakatane town centre with a discussion of places which represent particular themes. A summary is provided showing places that should be considered for possible protection to ensure that a broad range of historic themes are represented in the District Plan.

Developing an understanding of the key themes in the development of the town centre is a way of interpreting heritage values within a broader context and looking at the full range of types of heritage that may be present. It also enables places of local importance to be appreciated and understood together with the more iconic buildings or structures. Based on this understanding it is possible to consider how key themes may be adequately represented and protected.

The thematic framework used in Whakatane as a basis for this review:

Land and People

Developing the Economy/ Infrastructure

Building Settlements and Communities

Working-Industry and Commerce

Government/ Administration

Developing Cultural Institutions and Ways of Life

Health and Social Services

The following section contains a brief discussion of each main theme, and identifies places which currently represent it. Research and historic information has been gathered for most of the buildings discussed within the central area and this information is presented in the individual record forms in Part 2. The forms provide summaries of the history and values associated with each place.

ENVIRONMENT

The location of Whakatane township has had a significant impact on its growth and development. Located on a thin strip of land at the base of volcanic cliffs and the edge of the Whakatane River has resulted in a lineal development along this edge and reclamation and draining of mudflats to make land available for growth.

The escarpment behind the township and Pohaturua are significant natural features that make a significant contribution to the character and qualities of the built urban area. Pohaturua has played an important role spiritually and socially for Whakatane's residents. The significance of this is recognised by the inclusion of Pohaturua in the District Plan schedule of heritage features.

Likewise Wairere Stream and waterfall is included in the district plan due to its cultural heritage values. Unfortunately the way in which the stream is edged and bridged as it runs through the town to the river detracts from this significance.

Most other natural features that relate to the urban area of Whakatane have been modified or lost by draining, reclamation and construction of buildings.

WHAKATANE PEOPLES AND THEIR INTERACTIONS

Ngati Awa has been based in Whakatane since arrival of the *Mataatua* canoe. Traditional sites related to their occupation and settlement is located within the township or on the escarpment above the township. Some of these have been identified as archaeological sites (refer Whakatane Township Historic Heritage Resource Study October 2006) In addition the site of the landing of Mataatua is located in Toroa Street and commemorated by planting of kumara. The site is referred to as 'manukau-tu-tahi'. Above the township on the escarpment are numerous pa, two immediately adjacent to the township being Papaka Pa and Puketapu Pa

Early European contact relating to the first missionaries, trading stores, the movement of goods via the wharf and shipbuilding occurred both within the township area and beyond. No built heritage remains related to these activities although archaeological evidence may exist.

Following the upheavals associated with Te Kooti's raids on Whakatane the Arm Constabulary built a redoubt at Kopeopeo and another at Papaka Pa above the township. The latter is an identified archaeological site, but not scheduled in the district plan.

After the raids of 1869 resettlement of the area occurred. Maori returned to Wairaka and re-established their settlement. A meeting house was built on Te Whara o Totaoa Marae in 1912. A memorial gate was also constructed at the entrance to the Marae.

GOVERNANCE, ADMINISTRATION AND LAND OWNERSHIP

Very few buildings or structures remain from the earliest government administration of the township. Earthwork remains of the redoubt are evident on Papaka Pa above the township.

Crown land set aside for the earliest court and post office are located in Toroa Street. The existing building at no 5 was built in 1939 as the Police Station and Senior Sergeant's house. Other houses in the immediate area were constructed as police housing. A new Police Station was built in boon Street in 1970 designed by the Government Architect FG Sheppard.

Local government administration buildings all date from the recent past, with no buildings remaining from the early part of the 20th century. The existing Whakatane District Council building was opened in 1991 on the Commerce St site.

The Post Office was originally located on The Strand in reclaimed land. The building remained on this site until recently when it was removed to make way for new apartments. A new Post Office was designed by the Government Architect Gordon Wilson and built on the corner of The Strand and Commerce Street in 1955.

The Bay of Plenty Electric Power Board had its head administrative office located in Opotiki until 1965 when it was relocated to Whakatane. A purpose built multi-rise office was designed by Leigh, de Lisle & Fraser. This was and remains the tallest building in Whakatane.

The Regional Council has been located in Whakatane since its formation in 1989 under local government restructuring and amalgamation. The Council occupies a purpose built office building on Quay Street.

BUILDING A NEW SETTLEMENT

Whakatane retains its original street layout with the main thoroughfare, The Strand, defined by the original edge of the river. The street pattern is distinctive with the bends and intersections together with the proximity of the steep cliff faces and Pohaturoa landforms contributing to a sense of enclosure within the historic area of the township. As the town developed and grew there has been a need for more land. Reclamation and draining of the river mudflats has occurred to satisfy this requirement.

Whakatane's town centre's building history follows a general, New Zealand-wide pattern, of the establishment of original wooden buildings, followed by incremental replacement with masonry buildings. More recent development has seen a wider variety of building techniques and materials used.

Progressive periods of redevelopment have occurred and consequently most of the built heritage in Whakatane township dates from all periods of the 20th century. The only pre 20th century buildings remaining in the study area are early villas. A concentration of good early 20th century buildings remain in The Strand east of Pohaturoa, which are generally plastered masonry. The construction of Kings Theatre and the Grand Theatre reflect that the first decades of the 20th century were a time of prosperity for Whakatane.

East of the George Street intersection the remaining built heritage is more variable and has been compromised by recent redevelopment of sites, although there are some key heritage buildings including the Commercial Hotel, former BNZ, and Stewart Motors. West of Pohaturoa development is largely mid to late 20th century and more variable in terms of building type and materials used. Key buildings in this area are the Power Board, Police Station, Presbyterian Maori Synod, BNZ and Post Office.

The establishment of hotels occurred soon after settlement by Europeans in the mid 19th century. The existing Commercial and Whakatane Hotels are located on the site of the first hotels. These existing buildings represent significant redevelopment of these facilities in the 1930s at a time of prosperity in Whakatane.

Generally individual scheduling of buildings and sites does not adequately protect the surviving historic commercial streetscape character or key groups of historic commercial, community, industrial and retail buildings which remain intact. These represent themes in the centre's development such as industry, commerce and shopping. Whakatane's significant individual buildings, and key areas retaining largely intact groups of historic commercial and retail buildings contribute to the uniqueness of the town.

CREATING AN INFRASTRUCTURE

Those places related to the initial establishment of infrastructure services have largely disappeared. This includes the first purpose built Post and Telegraph Office; the dam at the base of Wairere falls that provided the first water supply; the pelton wheel located at the flax mill at the base of the falls that provided the first power. The Postmaster's house built in 1926 remains in Toroa Rd.

Within the study area there are representative examples that relate to the later development and expansion of infrastructure within the township and outlining area with the Electric Power Board building being the key example constructed in 1965. The Post Office built a new depot on the corner of Mataatua and Toroa Roads in the 1940s.

The Plunket Building built on Quay Street is an early example of an architecturally designed purpose built rest room.

PROVIDING TRANSPORT AND ACCESS

Water transport and access has been a key aspect in the development and growth of Whakatane. Reclamation of the river bank has removed or buried any remnants of the original wharfs.

Bridges have played an important role in allowing access to the township. Wairere Stream was bridged from the early 1900s although this has now been replaced by a concrete culvert. Other bridges were constructed over the Whakatane River allowing more direct access. These are generally outside the study area but are worthy of further research.

There has never been rail transport to Whakatane and motor vehicles have played an important role in this respect. In the early 1920s Whakatane was the location of a long distance motor car stationing point.

The remaining early motor garages which include Garlands Motors, Stewarts Motors and Hamill Brothers are testament to the significance of motor transport in the area.

Commercial air transport commenced in 1968. The existing airport was designed in 1971 by Roger Walker and is regarded as one of New Zealand's more significant architectural designs.

WORKING - INDUSTRY AND COMMERCE

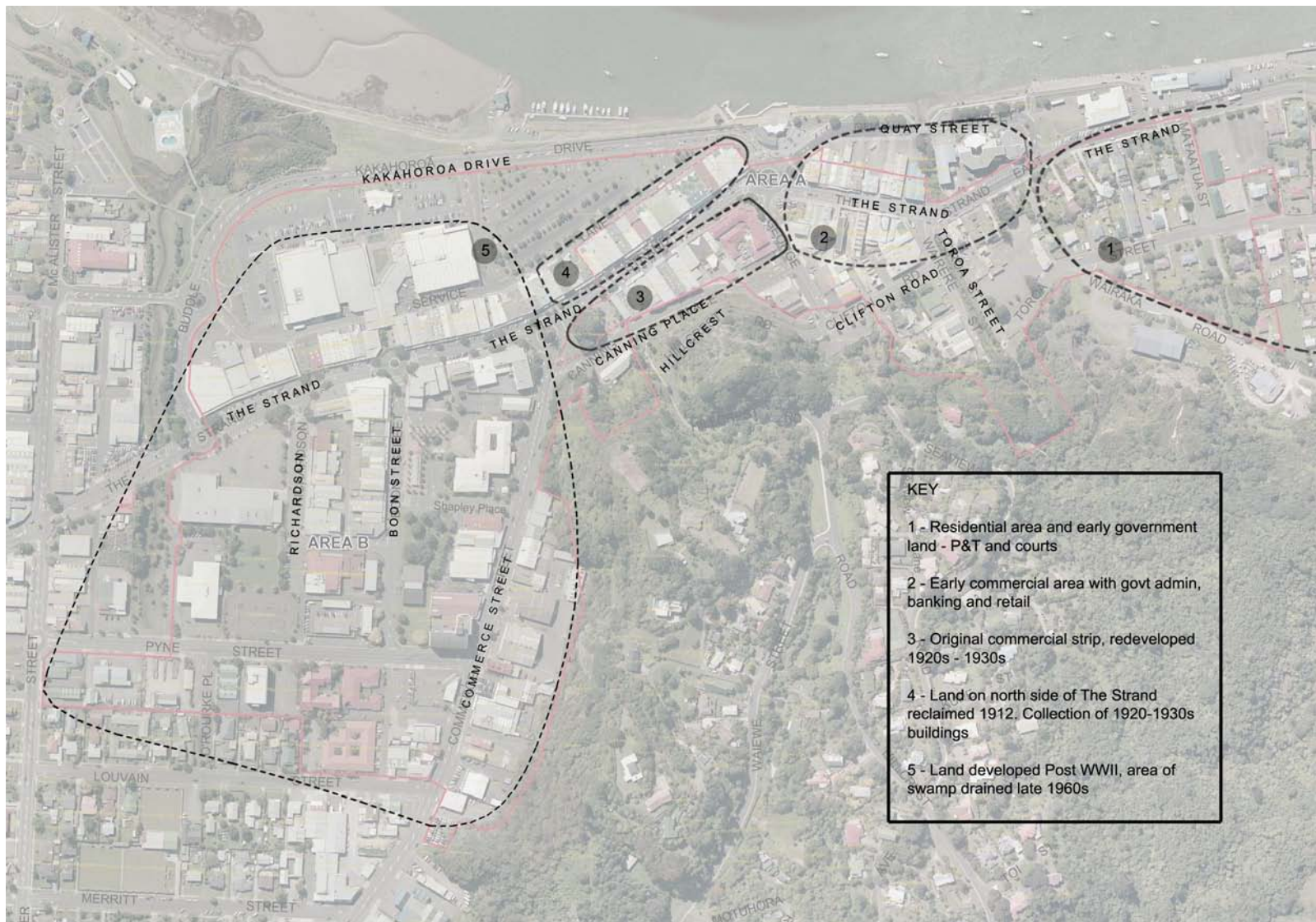
A significant number of places within Whakatane township relate to the commercial development and expansion of the area. Many of the buildings within the commercial area are retail premises, some purpose built by their owners that demonstrate the growing prosperity and economic confidence. Bridgers is a significant example.

Significant growth and prosperity occurred early in the 20th century. Sites were redeveloped and land reclaimed built on. Examples include the Loan and Mercantile building, the BNZ Bank (now Commercial Hotel). Further growth and development occurred after WWII and the evidence of this can be seen in the Banks. Post Office, commercial retail premises built west of Pohaturoa.

DEVELOPING CULTURAL INSTITUTIONS AND WAYS OF LIFE

As with many small provincial centres the townships were the centre of social activities supporting a wider geographical area. Whakatane had a number of clubs and societies including the Masonic lodge, Country Women's Institute, Guides and various sporting organisations including Rugby and Rowing. A War Memorial hall was constructed and opened in 1955. Hotels are probably the oldest building type associated with socialisation and entertainment within Whakatane.

Within the study area there are a few buildings that relate to this theme. These include the Whakatane and Commercial hotels, Regent (now Cinema 5) and Grand theatres (now park lane).



Map of Whakatane showing the general phases of development

4.0 REVIEW OF EXISTING PLANNING FRAMEWORK

This section provides an overview of the existing statutory framework that relates to the identification and management of heritage buildings and structures in the Whakatane study area and greater district. Three documents reviewed are the Operative Bay of Plenty Regional Policy Statement, The Whakatane Operative District Plan.

The Resource Management Act 1991 (RMA) requires each Regional Council to prepare a regional policy statement, which provides an overview of the region's resource management issues and enables an integrated approach with district councils to manage those resources. Regional policy statements establish a directional framework for regional and district plans.

Whakatane District Council is required to prepare a District Plan under the RMA. The District Plan is the primary document that manages land use and development within the Whakatane District. The plan is required to provide for the sustainable management of the District's natural and physical resources.

The Whakatane District Plan provides the rules by which the resources of the District are managed. The District Plan rules that control development in the district, and specifically those pertaining to heritage buildings and structures, are zone based.

In 2003 the RMA was amended to make the recognition and provision for the protection of historic heritage a matter of national importance. Section 6 (f) of the RMA specifically identifies the protection of historic heritage from inappropriate subdivision, use and development as a matter of national importance.

4.1 EXISTING PLANNING FRAMEWORK OPERATIVE BAY OF PLENTY REGIONAL POLICY STATEMENT

4.1.1 INTRODUCTION

The Bay of Plenty Regional Policy Statement (the BoPRPS) provides an overarching policy framework for the management of the Region's heritage resource. Of particular relevance is Chapter 13 – Physical Resources/Built Environment and Chapter 15 – Heritage.

Chapter 13 – Physical Resources/Built Environment

Chapter 13 of the Regional Policy Statement (RPS) relates to physical resources/built environment. In the background discussion it is noted that the nature and character of the region's physical and resources and built environment have evolved from a diverse range of factors, including 'the heritage, culture and resources of people'. The management of the built environment to protect heritage and cultural values is not identified as an issue for the Region in this chapter. The discussion of issues seems to focus on efficient infrastructure management and protection of natural resources. As a result, there are no objectives and policies that relate to urban form and character in relation to cultural heritage values.

Chapter 15 – Heritage

Chapter 15 deals specifically with heritage resources. The background discussion provides a thorough overview of: the role of heritage resources; the different types of sites, buildings and places that contribute to the heritage resource; the difficulty in identifying and determining the values of some heritage places; the role of education and awareness in promoting heritage management; and the different agencies involved in heritage management.

From this discussion a clear set of issues are identified. The overarching objective (15.3.1(a)) is identified as:

The protection of heritage places from inappropriate subdivision, use and development.

The associated policies are clear and relate to the identified issues.

A number of actions are clearly set out as methods for implementing the policy framework. A primary action set out for Environment BOP is to facilitate the establishment of criteria for determining the significance of heritage places and to promote, support and be involved in compiling a regional heritage place inventory bringing together and refining existing heritage place inventories. The importance of clearly communicating this information to various sectors of the community and integrating it with other aspects of resource management processes is also identified.

A clearly identified set of 7 anticipated environmental results are set out.

Plan Change 1

In May 2004, proposed Plan Change 1 to the RPS was notified. The Council has now released its decisions on the Plan Change. It makes considerable changes to Chapter 15 to tighten the wording and be more explicit about the intentions for heritage protection. Most significantly, the Plan Change introduces assessment criteria for: the assessment of heritage values (contained in Appendix F); the assessment of whether subdivision, use and development in regard to heritage values and places is inappropriate (contained in Appendix G) and the assessment of whether to protect a place by way of a heritage order (Appendix H). The Plan Change is accompanied by a User Guide.

Appendix F contains 5 sets of criteria:

- Set 1 Natural character;
- Set 2 Natural features and landscapes;
- Set 3 Indigenous vegetation and habitats of indigenous fauna;
- Set 4 Maori culture and traditions;
- Set 5 Historic heritage.

4.1.2 WHAKATANE DISTRICT PLAN

At a local level the Proposed Whakatane District Plan provides the dominant planning framework for management of the heritage resource. The Council has released decisions on the Proposed Plan. However, it is not yet operative. Following is an overview of current Proposed District Plan provisions that are relevant to a consideration of how the heritage resources are best managed.

Policy Framework

The issues, objectives and policies of the District Plan are set out in Chapter 2. This chapter is broken down into a number of sub-sections. Of greatest relevance to a consideration of the management of heritage resources within the town centre are the sections on: built environment; cultural heritage; landscape and coastal environment.

In Section 2.3, the degradation of amenity from inappropriate location and appearance of buildings is noted. However, there is no recognition of the value of the built heritage resource within the Town Centre and the risks of these values being lost or compromised. This section contains an objective (BE4):

To maintain and enhance the level of amenity and the overall quality of the environment within the business areas.

This is supported by a number of detailed policies. Particular reference is made to 'the Strand Character Area' and the need for development to be compatible with the scale and character of established buildings. Reference is made to design guidelines. However, there is no particular reference made to recognising or protecting any built heritage items or patterns within the Town Centre.

Section 2.6 sets out the policy framework for cultural heritage. The chapter sets out a brief and relatively simple strategy in relation to managing the District's cultural heritage resource. It provides a brief overview of the District's cultural heritage resources. It notes the requirements of the Resource Management Act 1991 for the Council to recognise and provide for the protection of heritage resources. No reference is made to the framework for assessing and managing heritage resources set out in the Regional Policy Statement. In setting out significant resource management issues, it is noted that the loss of significant cultural heritage features is exacerbated by the limited information publicly available.

This section provides a broad policy framework. The two objectives are:

Obj CH1 The protection in perpetuity of areas of cultural heritage value from inappropriate subdivision, use and development.

Obj. CH2 To protect and preserve a range of the district's cultural heritage.

While the focus of this study is on built heritage, it is also worth noting that Section 2.7 sets out a framework for managing the District's landscape resource. In the town centre of Whakatane, the built character and heritage is closely related to its landscape setting. Of particular relevance are the objective and policies relating to visual quality and natural character of scheduled outstanding landscapes. The objective (LS1) is:

To recognise, protect, and where appropriate enhance the existing visual quality and natural character of the scheduled outstanding landscapes.

Section 2.10 relates to the coastal environment. The focus of this section is on protecting the natural character values of the coastal environment, rather than recognising the role it plays in contributing and defining the structure and character of the settlement pattern, particularly of the Town Centre. This section does provide objectives, policies and a description of 'the Greenway Concept' which relates to the use of land on the Whakatane River bank. The area that the Greenway Concept relates to is set out in Appendix 6.20. The aims and objectives of the Greenway Concept are identified as:

To enjoy the full benefit of a distinctive local asset;

To increase public use of the river edge by a wider section of the community and their activities;

To improve visual character, microclimate and ecology of the river edge.

General Provisions

Chapter 3 sets out general provisions, including the zone framework for the District, the activity status for different activities in each zone and the assessment criteria to be applied to consents of different status. The main Whakatane Town Centre is zoned Business 1, with two peripheral areas (to the west around McAlister Street and south around Commerce Street) zoned Business 2. There is only one residential zone in the District Plan (Residential 1). The business zones are bounded by Residential 1 areas. The area around the Strand from Buddle Street to George Street has an overlay applying – the Strand Character Area. Other relevant annotations included on the map are:

Cultural heritage sites (the only two identified are CH97 - Pohaturua and CH99 Wairere Stream/Waterfall. There are no buildings identified as cultural heritage sites within the study area);

Outstanding natural features and landscapes (the hill behind the town (Kohi Point) is identified – L5)

Key urban spaces;

The extent of the Whakatane River Greenway Area;

Pedestrian streets.

The District Plan provides for a wide range of business activities as Permitted Activity in the Business 1 zone. The only exceptions are yard based activities and service stations which are provided for a Discretionary Activities. Of note, the demolition of buildings and structures (except scheduled items) is listed as a Permitted Activity. There is no reference to the status of the construction of new buildings and it's assumed that this is a permitted activity (with compliance with relevant standards). New buildings, external additions to buildings and accessory buildings with over 20m of road frontage in the Strand Character Area are a Controlled Activity. Buildings within the Greenway Concept Area are a Discretionary Activity. Subdivision that meets the relevant standards is a Controlled Activity.

Assessment criteria are also contained in Chapter 3. Of particular relevance are the criteria that relate to buildings with greater than 20m road frontage within the Strand Character Area (Rule 3.9.9.1). Reference is made to the Whakatane Town Centre Design Guidelines in Appendix 6.18, but no particular reference is made to the heritage values of the Centre.

Performance Standards

Chapter 4 sets out the performance standards that relate to different zones. For the Business 1 zone key standards of note include:

- 4.1.7.6 Subdivision – minimum lot size 300m²
- 4.3.1.1 Height – Different height applies to different areas within the Town Centre –
 - Area 1 – 10m (Permitted), 12m (Discretionary)
 - Area 2 – 10m (Permitted), 16m (Discretionary)
 - Area 3 – 15m (Permitted), 17m (Discretionary)
 - Area 4 – 15m (Permitted), 21m (Discretionary)

Height in relation to boundary control – 2.7m vertical plus the horizontal distance between that part of the building and the nearest site boundary with exception. For the Strand Character Area – no part of a building is to exceed a height equal to 10m plus the horizontal distance between that part of the building and The Strand street frontage.
- 4.3.1.3 Yards – no front yard, side yard – 3m where adjoining a residential zone;
- 4.3.1.4 Residential activity not to be located at ground level;
- 4.3.1.5 Maximum residential density – 1 dwelling per 50²;
- 4.3.1.6 For residential activity – requirements for minimum outdoor living space;
- 4.3.6 Tree protection for native species over 8m height, exotic species over 12m height and with a girth greater than 600mm (with the exception of a number of listed species);
- 4.3.12 For sites fronting streets annotated as Pedestrian Streets in the Planning Maps – requirement for verandas with a minimum depth of 3m. Also requirement for a minimum of 75% of ground floor wall to be glazed (non compliance t 50% Restricted Discretionary, less than 50% Discretionary);
- 4.3.1.14 Requirement for screening of storage and rubbish collection areas;
- 4.3.1.16 Standards for signage (quite generous provisions);
- 4.3.1.17 Requirement for on-site parking with ratio varying for different activities. Criteria for design of parking areas with an emphasis on convenience and safety. Requirement for landscaping of parking areas.

For the Residential 1 zone key performance standards include:

- 4.1.7.5 Subdivision – minimum lot size 350²;
- 4.3.1.1 Height – 9m (Permitted), 10m (Discretionary) or 12m against defined escarpment;
Height in relation to boundary control – 2.7m vertical plus the horizontal distance between that part of the building and the nearest site boundary with exception;
- 4.3.1.3 Yards for dwellings – front – 4m, side – 1.5m and 3m, rear – 3m;
Yards for accessory buildings – 1m;
Yards for other activities – 3m;
- 4.3.1.4 Minimum distance between dwellings on the same lot – 6m;
- 4.3.1.5 Maximum residential density – 1 dwelling per 350m²;
- 4.3.1.6 Requirements for minimum outdoor living space;
- 4.3.1.8 Maximum site coverage 40%;
- 4.3.6 Tree protection for native species over 8m height, exotic species over 12m height and with a girth greater than 600mm (with the exception of a number of listed species)

There are no scheduled buildings within the study area. However, the performance standards for cultural heritage items are contained in Chapter 4.6. Key features include:

Modification of any natural landform on a scheduled site – Discretionary Activity;

The placement, alteration or construction of any additional building or structure within a scheduled feature – Discretionary Activity;

Any change of use within a scheduled feature – Discretionary Activity.

Activities not otherwise provided for in the activity table area Discretionary Activity.

Rule 4.6.3 sets out the criteria for including places in the Schedule of 5.2 or 6.4 as a significant heritage feature. The rule notes that a Plan Change would be required to include any new feature in the schedules.

The Strand Character Area Design Guidelines

The guidelines are relatively simple, and generic to a commercial centre. However, they do encourage a consideration of context and a respect for the existing pattern of streets, blocks, grain and rhythm of development, and overall scale. There is no reference to particular heritage and character features of the Whakatane Centre. The guidelines generally promote well accepted good urban design practise.

5.0 ECONOMIC IMPLICATIONS OF IDENTIFYING PLACES AS BEING OF HERITAGE VALUE

The brief for this study required an investigation of economic implications of identifying places as being of heritage value. A review of literature published on this subject has been undertaken and in addition contact made with other similar town and cities in New Zealand that have protected built heritage.

Overview

“...the fundamental quandary that methods of economic valuation increasingly dominate society’s handling of the value of heritage, while the same methods are unable to account for some of the most salient values and virtues of heritage – namely, historical meaning, symbolic and spiritual values, political functions, aesthetic qualities, and the capacity of heritage to help communities negotiate and form their identity. In short, heritage cannot be valued simply in terms of price¹⁶²”

“Heritage is an essentially collective and public notion¹⁶³”

“Material heritage is valued in a number of different, sometimes conflicting, ways. The variety of values ascribed to any particular heritage object – economic value, aesthetic value, cultural value, political value, educational value – is matched by the variety of stakeholders participating in the heritage conservation process¹⁶⁴”

A discussion of Economics and Heritage Conservation must consider the benefits and costs to both the building owner and to “external beneficiaries” including society in general. Where a Heritage listing is added the building owner may lose some of the “rights” which would otherwise be associated with development of the building or site. These may include the right to make additions, alterations and adaptations of the building to a particular use which may be more economically lucrative for the building owner, or the right to demolition and redevelopment of the site. There may be a corresponding loss in resale value of the site, associated with the limited return from the building. Increased costs may be incurred in maintenance and conservation costs, as well as compliance costs in structural upgrades required under new Building Code requirements.

Benefits of scheduling to the building owner may include increase in value of an individual building which has its heritage recognised, or through the association of a group of buildings as a precinct which may attract increased custom for (for example) the retail or entertainment sector, with corresponding increases in revenue from rent or business. Resale values may accordingly increase as a building or precinct is seen as desirable to own or inhabit. This last effect is more pronounced in the residential market and less frequently seen in commercial precincts.

“External” benefits are more difficult to measure and affect non-stakeholders (those who do not hold a direct economic stake in the building and do not contribute towards the upkeep of the building). External economic benefits are centred on increased tourism with a corresponding increase in employment opportunities, and increased property values around a protected building or precinct. Less tangible effects may be an improved perception that a city or precinct is a desirable place to live, thus attracting new business or industry and generating economic growth in an area.

There is debate over the responsibility of external beneficiaries in terms of compensation to building owners, contribution towards increased maintenance and conservation costs, and reduction or waiving of compliance costs, (in New Zealand the cost of applications

¹⁶² *Economics and Heritage Conservation* p2

¹⁶³ *Economics and Heritage Conservation* p3

¹⁶⁴ *Economics and Heritage Conservation* p2

under the Resource Management Act). The New Zealand Historic Places Trust has consistently advocated the need for assistance for private owners, stating that “private owners cannot be expected to carry the full cost of the “public benefit” which heritage retention represents¹⁶⁵”. It also points to the fact that the lack of such financial support may lead to “demolition by neglect”, or the general degrading of heritage buildings and precincts.

This report gives an overview of the issues pertaining to Economics and Heritage Conservation in New Zealand and elsewhere in the world, followed by specific data and interpretation from Whakatane itself and from comparable centres in New Zealand.

Characteristics of Heritage Buildings¹⁶⁶

Over 75% of the 4,800 registered historic places in New Zealand are in private ownership, in contrast to the country’s natural heritage, which is mostly publicly-owned.

The four main Central Business Districts (Auckland, Wellington, Christchurch and Dunedin) contain 43% of registered Category I buildings. The high degree of private ownership inevitably produces tension between private property rights and the need to protect heritage buildings.

Statutory Background

The Resource Management Act 1991 provides the mandate to protect heritage buildings. Section 6(f) states that local authorities must have particular regard to “recognition and protection of the heritage value of sites, buildings, places or areas”. Protection under the district plan removes the right to compensation but is open to legal challenge and interpretation. Heritage orders under section 198 of the RMA confer a clear right to compensation.

Heritage legislation can harm property values by reducing the owner’s legal alternative uses of the property. A 1994 study by the UK’s Department of Land Economy demonstrated that heritage legislation had a negative effect on the value of commercial properties.

When legislation does not prevent the best economic use of the property it does not reduce property values and may have a positive effect, particularly in residential areas where a heritage listing may be associated with a faster rate of increase in property values.

Shortcomings of the Heritage Property Market

The Parliamentary Commissioner for the Environment’s report on heritage management warned that heritage buildings are being demolished at an unacceptable rate. If left to the market this trend will continue and even increase as demand for new building in city centres increases. New “earthquake-prone buildings” legislation may increase this trend.

Based on the free market principle of “the highest and best use” of an asset (defined as “the most probable use of an asset which is physically possible, appropriately justified, legally permissible, financially feasible and results in the highest value of the asset being realized”), in many cases the owner has a financial incentive to demolish the existing buildings leaving the site free for redevelopment.

In the case of built heritage there is argument that the free market model is not appropriate, that “market failure” will result, leading to an “undersupply of goods and

¹⁶⁵ *The Economics of Heritage Buildings – A contribution to the Historic Heritage Management Review*. New Zealand Historic Places Trust/Pouhere Taonga, Wellington, April 1998

¹⁶⁶ This section and those following are a resume of the above listed NZHPT report.

services” (in this case the non-renewable supply of heritage buildings) and justifying market intervention by government or local authority.

Problems with the free market model:

- Difficult to identify the costs and benefits associated with heritage buildings
- Short time horizon discounts the value of heritage to future generations
- Positive externalities (benefits not captured by the building owner)
- Negative externalities (costs not borne by the building owner)

Public good elements of heritage buildings allow people to enjoy the benefits without having to pay for them. Scarcity means that the market for heritage properties suffers from a degree of monopoly power.

Options for Market Intervention

Education increases the public good benefits of heritage buildings and may increase property values through increased demand.

Regulation that may encourage voluntary preservation:

- Transferrable development rights – permit owners to transfer the development rights for the site with a heritage building to another place.
- Plot Ratio Bonuses – remove an incentive for demolition by allowing an intensity of development on a site with a heritage building comparable to a clear site. Extensively used in Melbourne, and currently in NZ centres such as Christchurch.
- Town Planning or Regulations dispensations.
- Relaxation of rules such as car parking provisions.
- Historic District Designations. Frequently used in the USA, now also in Wellington and Christchurch CBDs. Enhance appeal and hence property values, also attract special controls, dispensations and/or plot ratio bonuses.

Financial Incentives

Central government does not currently offer incentives (such as tax relief) to private building owners. Local authorities may offer limited assistance to private property owners such as:

- Rates relief (including remission, postponement or a rates “holiday) is currently available only for community organizations rather than the private building owner.
- Loans or grants
- Free Information Service and Advice
- Acquisition of Heritage Buildings

The Limits of Legislation

Buildings including heritage buildings require a viable economic use to justify their retention and create an income stream to allow for maintenance and conservation. A heritage building that has no economic use will always be under threat from demolition by neglect, arson, vandalism or even abandonment by the owner.

Buildings lose their value due to physical deterioration, functional obsolescence (defects in design or changing market requirements) or economic obsolescence (factors outside the site including poor location, changing land patterns or market conditions).

The Costs and Benefits of Heritage

Public Benefits are both tangible in economic terms and intangible. The intangible values include:

- Spiritual value
- Aesthetic and architectural value
- Social cohesion and community spirit
- Historical value
- Scientific and technological value
- Existence value

Economic benefits include:

- Increased employment and economic activity
- Development of spin-off products and industries supporting heritage conservation
- Urban regeneration and regional development
- Sustainable development and environmental benefits
- Social welfare benefits
- Tourism benefits

Private Benefits:

- Increased success of business occupying the building, leading to increased revenue from rent, and a corresponding increase in the value of the building.
- Increased market demand for heritage buildings may lead to increased market value, particularly in the case of residential buildings
- Private Costs
- Increased maintenance costs
- Cost of compliance with legislation such as the Building Act (specifically the earthquake-prone buildings requirement, fire protection and disabled persons access requirements).
- Conversion costs in adaptation to new uses may also be substantial.
- “Opportunity cost” through retention of a heritage building and loss of opportunity to redevelop a site.

What effect does identification of a place as having heritage value have on property values – Studies

Studies on the effect of heritage listing on property values are scant, and often inconclusive in their findings. General trends are that heritage listing is likely to increase values in residential property, with the main driver being increase in interest in and demand for listed properties, and those in precincts identified as having heritage value and granted a measure of protection. In commercial property, however, the situation is reversed. As discussed elsewhere in this report, the main reasons for the reduced value are in the “opportunity cost” - the loss of opportunity to redevelop the site or the building; and “uncertainty factors” – uncertainty about which alterations are permitted, and unpredictability of application procedures.

A 1994 study by England’s Royal Institute of Chartered Surveyors (RCIS) found that listing reduces the capital value of commercial buildings by between 1% and 10% of market value. (It is noted however that the findings should be treated with caution as the sampling process was not fully representative.) This study found that listed buildings form part of the lower segment of the property market, because they have a less efficient cost structure. It also found that developers often used resources from elsewhere in their portfolio to cross subsidise heritage properties, with the altruistic intent of contributing to society. However although listed buildings were protected from demolition, they were often subject to deterioration because their upkeep was not financially justified.

A substantial study in New South Wales, Australia¹⁶⁷ was carried out in March 2001. Part A of the study deals primarily with case studies of seven significant buildings, nearly all in Sydney's CBD. The study identifies a range of options for measuring mainly external benefits, concluding that the most accurate measure is likely to be the "contingent valuation" methods, where people are asked what they would be prepared to pay for a particular good, in this case the existence of a heritage building. A review of the application of this method in various cities of the world is given.

Part B of the study separates the case studies into different types of projects and attempts to draw economic conclusions about each project type. It was noted that the heritage-listed status of the buildings was *not* the prime influence on decision-making processes in the development, but rather prime considerations were location, market conditions, and future potential of the development. The study discusses both initial development costs and profit, and future investment returns.

Four projects were redevelopment projects, with three of these significant buildings in central Sydney developed for the hospitality or tourism markets, with the impetus created by the Sydney Olympics. Specific costs or benefits to the building owners were difficult to measure or gain access to, as the financial data was commercially sensitive information. Conclusions reached were that there was an added risk to projects through uncertainty (for example in the existing condition of building elements), time delays and restrictions in permissible activities. Additional costs incurred (structural upgrades, compliance, restrictions to development) through the heritage nature of the buildings were estimated to be between 4% and 15% of the project cost. However in these Sydney case studies the additional costs were balanced out against substantial Floor Space Ratio or Heritage Floor Space bonuses offered. These bonuses were probably critical in achieving financial success in the projects. Indications were that of the four projects considered, only one showed an initial strong development profit, while all four developers spoke favourably of the potential for future investment return.

Of the three projects which constituted part of a property portfolio, three economic aspects were analysed – income levels, annual operating costs and life-cycle costs. Income levels seemed to be neither increased nor decreased by the heritage value of the property, apart from one hotel development in which a premium of about 10% was added to the heritage hotel room rate, compared to the regular rack rate. In the case of two of the properties there seemed to be little or no detrimental effects on annual operating costs due to extensive refurbishment improving efficiencies. In the third case, heritage conservation requirements have increased annual operating costs through increased air-conditioning, security and lower occupancy rates. However the property was purchased by the developer at a price which reflected these restrictions. The property is also eligible for an HFS entitlement which could be used as a "sinking fund" to counterbalance these added costs. It is also noted that heritage land tax discounts are applied in NSW, with the most significant buildings granted up to 50% discount, significantly reducing annual operating costs. Increased life-cycle costs through lack of efficiency of the original building structure were identified only in one case, that of a 1961 office building. However in most cases extensive renovation, particularly in "as new" interiors and mechanical plant placed life-cycle costs on a par with equivalent new-build projects.

Benefits or incentives available to owners of heritage buildings in New Zealand

New Zealand does not at this stage offer tax discounts or rates relief to private owners of heritage buildings, although the case is different for community organisations. Incentives offered are either from the NZHPT or local councils.

The National Heritage Preservation Incentive Fund administered by the NZHPT is available for private building owners of category one registered properties (or those that could satisfy the requirements for category one registration). Grants of up to \$100,000 are available.

¹⁶⁷ Abelson and Dominy, *Economics of Heritage Listing*.

The NZ Lottery Grants Board established its own Environment and Heritage Committee, which administers grants for conservation projects, but grants are not available for private owners.

Individual Local Authorities have funds available for grants and varying policies to assist the owners of heritage properties. A sample of policies is discussed below.

Christchurch City Council has an annual allocation of funds which is made available through grants for conservation, preservation and maintenance, as well as for professional fees incurred. There is also a policy of waiving application fees for Resource Consents for listed buildings, and of providing free specialist advice for owners of these buildings.

Wellington City offers rates reimbursement as the main mechanism for assisting the funding of conservation, maintenance and earthquake strengthening. It also offers free advice and funding for feasibility studies for earthquake strengthening, and assists with the reuse and relocation of heritage buildings. Council can also guarantee loan applications by owners or managers of heritage buildings. The cost to Wellington City Council of these incentives is currently \$360,000 per annum, and it is noted that the figure is inadequate. Policy also includes education and advocacy policies costing a total of \$70,000 p.a.

Dunedin has in place a "Rates Relief for Development" scheme which covers primarily development schemes including adaptive reuse of heritage buildings, which can qualify for up to 75% rates relief. A small percentage only (around 6%) of this relief is granted to projects where heritage preservation is the key objective. There is also a Dunedin Heritage fund established by the Dunedin City Council and the NZHPT which provides mainly interest-free short-term loans, but also grants (generally to non-profit organizations). Preference is given to restoration, reuse and conservation projects above routine maintenance.

Auckland City has a built heritage fund of \$50,000 per year which funds stabilization, restoration and repair projects, as well as professional services (research, conservation plans, heritage plans, conservation work specifications, management or supervision of work). This is available as grants to private building owners and community organisations. Auckland City also waives Resource Consent application fees for owners of listed heritage buildings.

Cultural Tourism effects

A study conducted in Wanganui¹⁶⁸ was examined as a comparable size centre. Conclusions of this study were that:

through tourism the built heritage asset had a direct economic value of \$14 million per year if properly exploited. This represents 5% of the annual visitor spend.

Indirect financial benefit through increasing district expenditure, income and employment through the servicing of direct spend was estimated at \$34 million for additional visitor expenditure, \$4 million in additional district income and 1000 full-time equivalent jobs annually.

Wanganui City did not at the date of the study apply a rates relief scheme and it was recommended that one be put in place.

Compliance costs for owners of heritage buildings

Compliance cost relative to scheduled or protected heritage buildings will primarily relate to Resource Consent cost for any work that would require consent. This would be

¹⁶⁸ Wheeler, Brent. *The Value of Built Heritage Assets in Wanganui City*. Brent Wheeler Ltd, 3 February 2004.

determined by the rules in the district plan. The nature and extent of the work would determine the likely magnitude of these cost, but they may include consent application and processing fees and consultants cost in the preparation of resource consent applications.

Many local authorities recognise the additional cost that heritage protection may impose and often waiver resource consent application fees.

Costs of maintenance and conservation

Maintenance cost for any building is proportional to the type of construction and scale of the particular building. Both heritage and non heritage buildings will require regular maintenance to ensure they remain in weather tight sound condition. This would include repainting works, repairs to window and door joinery, maintenance off roof areas etc. Building services too need to be maintained on a regular basis.

Any buildings that have suffered from deferred maintenance over a long period will have significant one-off cost to carry out restoration and maintenance work. In addition some work to buildings will trigger upgrading to meet current building code requirements This would be the case for both scheduled and non-scheduled buildings but the cost for older buildings is likely to be greater, but this will depend on the particular structure.

Adaptation of existing buildings/ green star ratings

Green Star NZ is New Zealand's first comprehensive environmental rating system for buildings, released in April 2007 after extensive industry and public consultation. Green Star NZ evaluates building projects against eight environmental impact categories, plus innovation. Points are then weighted and an overall score is calculated, determining the project's Green Star NZ rating. Reuse of materials and structure contribute to the overall score, gaining 2 and 4 points respectively out of a possible 24 for materials. Possible additional points could be gained from the original building design such as large windows improving natural lighting, and window design and higher ceilings enabling natural ventilation. Rated out of 100 points total, possible scores are 45-59, "Best Practice"; 60-74 "New Zealand Excellence"; and 75-100 "World Class". Building reuse can be a primary and highly visible element in the effort towards sustainability, and although a relatively small contribution to the overall rating in terms of a points rating, forms a significant primary step.

The Whakatane Situation

Currently in Whakatane there are no heritage listed buildings within the township and stydyarea. Development over the years has been limited to one or two storied buildings, with the main street being a typical early 20th century suburban strip, comprising generally single storied plastered facades, with the occasional two-storied building, and with the degree of decoration typically associated with the period. Recent development has primarily centred on apartment blocks or motel units, generally in area 3 of the CBD (see below) with little pressure in the CBD for new office space. Generally new office and commercial development has occurred on the edges of the residential areas.

Current zoning permits a height limit of 16 metres (equivalent to 5 stories) with discretionary limit of 21 metres (6-7 stories) in the Business 1 area within the CBD. Version 2 of the plan change, which is also operable, divides the CBD into four areas. Area 1 is limited to 10 metres (discretionary 12 metres); area 2 to 10 metres (discretionary 16 metres); area 3, 15 metres (17 metres) and area 4, 15 metres (21 metres).

For scheduled buildings or areas where an overlay is applied the existing height of the buildings would generally be protected at the existing one or two storied height. This represents a restriction in potential percentage floor area of:

Area 1 – 1-3 stories (discretionary 4 stories) 25-75%
 Area 2 – 1-4 stories (discretionary 5 stories), 20-80%
 Area 3 – 3-4 stories (discretionary 5 stories), 60-80%

Obviously the economic impact on owners of scheduled buildings will depend on the market situation. Where there is no pressure for development in an area, it would be expected that negative pressure on value would be limited, with the primary impact being uncertainty over redevelopment, and potentially increased compliance costs. Positive impacts on value could be expected from increased desirability of the precinct, increased rental and greater certainty over tenancy occupation. In a buoyant market, with greater development pressure, negative impact on value would be expected to be greater with uncertainty over redevelopment potential a disincentive for buyers, and an “opportunity cost” through loss of potential for development.

Redevelopment trends in Central Whakatane

Whakatane has seen considerable redevelopment in the last 5-10 years. In the central area this has included the construction of two new motel buildings and two new apartment blocks. In addition the site on the corner of George Street and The Strand has been cleared for development and another site in George Street has been marketed for sale as a development site for commercial offices.

This recent development has impacted on heritage sites. The apartment complex required the removal of the post office and demolition of the County Council buildings. The site on the corner of George Street and The Strand has been cleared for a proposed development, although at the time this report was prepared work has not commenced.

The construction of the Hub outside the central area has seen some movement of the larger scale retailers away from the centre such as Briscoe’s and Beta Electrical. This has left some vacant retail space within the centre.

Comparison with Similar New Zealand Centres

As noted elsewhere in this report, studies in NZ and elsewhere on impact on property values of heritage listing have focused on anecdotal evidence, with quantifiable data extremely limited and difficult to obtain. For the purposes of this study, the situation in four comparable New Zealand centres was examined, largely through anecdotal evidence in discussion with councils and private individuals such as real estate agents. The centres researched were Wanganui, Rotorua, Napier and Hastings.

Wanganui provides an interesting precedent. Around 10 years ago a district plan change was implemented which listed a number of buildings, nearly all in the “Old Town”, which has been designated a conservation zone. Currently 58 further buildings, mainly outside of this zone, have been proposed for addition to the list. The public consultation process is underway and a range of views have been expressed by stakeholders, from enthusiasm to extreme disquiet. A recent study, detailed above, has shown the cultural tourism market to be extremely valuable to Wanganui, both financially and in jobs created. The existing heritage environment is obviously a significant factor in the appeal to tourists. Public goodwill is generally behind the move to preserve the character and scale of the existing town centre, while affected individuals may be less enthusiastic.

A primary concern, as elsewhere in the country, is the new “Earthquake-prone Buildings” legislation which will require structural strengthening in many older buildings, which building owners may not be able to financially justify. The Wanganui District Council currently offers no financial incentives to heritage building owners for conservation work, maintenance or structural strengthening, although it does have a small fund available for advice and professional services. It has, however, been extremely lenient in allowing owners of heritage buildings 30 years to meet the Earthquake-prone buildings requirements, with the understanding that the incentive to demolish heritage buildings is thereby almost eradicated. Development pressure in the CBD is currently fairly weak,

although values have strengthened in the last 5 years as the town's population has grown.

Anecdotally there are a range of motivations from building owners, many of whom value the heritage of a building, while some groups own significant amounts of property and have ambitions to redevelop. Particular businesses in the Old Town trade on the heritage value of the historic buildings – including cafes, gift and antique shops, and general retail. Outside of the Old Town the built environment is less consistent with original shop frontages intermixed with later buildings. More general retail occupies this area, including larger retail outlets. Anecdotally property values have generally strengthened in the last few years, with no apparent difference between heritage buildings and others. Real Estate agents contacted in the course of the study commented that generally there was an extremely positive attitude towards the scheduling process and recognition from building owners and tenants that the occupation or owning of a heritage building was “a bit different and special”. The positive attitude from owners was attributed largely to the Council's leadership role in promoting heritage, and allowing leeway in compliance.

A District Plan Change in Hastings was developed in 2004 as a result of development pressures which led to demolitions and a public concern over the change in character in the CBD. The plan change provides greater protection for heritage buildings, and designates a “special character zone” in the CBD area. Hastings has a distinctive character owing to its development in the 1930s in a largely consistent “Spanish Mission” architectural style. It benefits from a degree of cultural tourism, both from its proximity to Napier and to the wine regions. Individuals interviewed however did not identify the tourism benefit as significant, stressing that the town serves a largely rural community surrounding it. Property values were felt to have hardened generally in Hastings, with no difference noted between heritage and other properties. The scheduling was felt to have little or no effect on property values, rental prices or desirability of properties, although it was noted that the closing of streets to traffic with the intent of creating a pedestrian precinct had actually had a negative value on amenity value of certain areas. Development pressure was felt to currently so limited that it was not a factor in determining property value, although it was noted that a few groups had development aspirations and were significant property owners. In general the perception amongst people interviewed was that there had been little or no economic implication of the scheduling thus far, and that there was general support in the community for the protection of the character of the town.

Napier since the 1980s has had a well-publicised Art Deco revival, and there is a general awareness and public goodwill towards the protection of built heritage. Development pressure is limited and the perception amongst key real estate agents was that building purchasers were attracted to buildings with heritage qualities and that the value was accordingly increased. Particular businesses in Napier, particularly those associated with cultural tourism such as antique shops, cafes and some retail shops, deliberately locate themselves in heritage buildings. The perception is that well-renovated heritage buildings attract a premium rental over non-heritage buildings, while poorly presented ones may be difficult to tenant. Napier presents a different case to other smaller centres in that the consistency and distinctive character of the architecture has been recognized as unique in New Zealand and even the world, and has been extensively used in marketing and promoting the city and in defining civic identity.

In Rotorua very few buildings in the central area are identified as being of heritage value, outside the Government gardens. Rotorua District Council leads by example and are owners and managers of a large group of significant heritage buildings which are well presented and cared for. Real estate agent contacted in the course of this study noted that recognition of places as heritage buildings was likely to have negative impact on value due to the uncertainty and limitations on development potential. Owners of some buildings in Rotorua have often been aware of their heritage value of properties and purchased them particularly to reinforce the business operating there. Others would not like to see any restriction placed on their properties.

Conclusion

Generally the impact of scheduling of heritage buildings in commercial areas would appear to impact on property values. This arises from the loss of development opportunities that otherwise would be permitted by the district plan rules. But this is not clear cut and the value is influenced by a range of factors. It is clear that in a number of situations where heritage protection is in place it has not limited the economic growth and development of an area and in some cases can be seen to be having a positive impact.

Within Whakatane the economic impact of heritage protection will depend on a number of factors. One is obviously the limitation of potential development, but other considerations that need to be assessed is the demand for development, the possible location of redevelopment to less sensitive heritage areas, and the positive spin-off from protection and promotion of an areas heritage values.

The area of highest heritage value is between Pohaturoa and the intersection of George St and the Strand. The nature of the lot sizes and its primary function as a commercial retail strip mean it is unlikely to see redevelopment similar to that at the eastern Strand area. Suitable infill development could occur with retention of key heritage buildings. Redevelopment outside this area has already occurred eastward where the commercial retail area had declined. There is potential for further redevelopment to the west and south of Pohaturoa.

6.0 MANAGEMENT OF HERITAGE RESOURCES

Whakatane District Council has the primary responsibility under the Resource Management Act for land use management including the management of heritage resources. They are supported in this role by Environment Bay of Plenty and the New Zealand Historic Places Trust.

Environment Bay of Plenty, through the Regional Policy Statement, have established clear goals for heritage protection in the region and have prepared detailed historic heritage criteria for determining the significance of heritage places, which will form the basis of assessment through district plans. These criteria assist in establishing whether historic heritage values exist.

The historic heritage value of a place will exist on a spectrum where one or more of the qualities exist strongly to places where historic heritage qualities are weak. The use of both broad research to understand places in context and detailed research enables an assessment of the relative value of places in this spectrum. The need for information about heritage resources and identification of heritage values and collective character was fundamental in the preparation of this Heritage Study.

Currently there are no buildings or groups within the central area that are afforded any formal heritage protection. This doesn't adequately reflect the range of heritage values associated with Whakatane, nor does it recognise the collective character of the town centre. There are clearly both individual buildings and groups that are of heritage value. No formal statutory or non-statutory recognition makes the protection, appreciation and conservation of heritage values very difficult.

The retention of heritage values and character of Whakatane town centre has been compromised by recent development pressure. Because there is no formal recognition and protection there are limited controls to protect or encourage the retention of heritage character. In addition there are few opportunities for Council or the community to comment on possible redevelopment proposals.

Whakatane's surviving historic buildings and places are a primary asset to the centre and are a finite resource. There is an opportunity to enhance the economic development of the centre with integrated management of heritage resources and ongoing development, particularly with regards to cultural tourism. Authenticity and good communication about Whakatane's historic heritage is the key to encouraging this growth.

The current District Plan framework gives limited opportunity for review or comment on redevelopment, no guidance on the spectrum of built heritage values, nor strong incentive for a high standard of maintenance and care. A range of statutory and non-statutory measures can be employed to allow heritage values associated with the town centre to be maintained and enhanced. While non-statutory incentives and guidelines can be used to advocate and advance heritage conservation, these are more effective when used in combination with some form of additional statutory control.

Consultation

Consultation with the community is an important component of the process. Initial consultation was undertaken with interest groups and the wider community at an "Open Day" held in Whakatane to provide an overview of the methodology for the heritage study and the key themes identified for the historic development of Whakatane. Consultation was undertaken again with public meetings updating progress on the study. Further consultation is intended including with building owners, and the wider community to discuss the information gathered, key findings of the study and potential options for future built heritage management. Consultation at this next stage is critical to ensure people are well informed of the issues and possible ways forward.

6.1 OPTIONS TO ENHANCE HERITAGE RECOGNITION AND PROTECTION

In order to better recognise and protect heritage resources in Whakatane it will be necessary to strengthen the existing District Plan sections which relate to heritage and the central area, and to consider potential new options for the ongoing management of heritage resources.

An overview of the main options follows with a discussion of advantages and disadvantages of each approach.

Key options for the protection of heritage resources in Whakatane township:

- Do nothing/ retain heritage management framework as it currently exists
- Utilise a range of non- regulatory methods to encourage heritage protection
- Make changes within the existing District Plan framework including adding to existing District Plan sections, and to the 'Strand Character Area Design Guidelines' and add to existing Schedule with inclusion of more individual places.
- Create particular Heritage / Character overlay zones to recognise collective values of specific groups of places.
- Use a combination of some increased scheduling, a Character Heritage Overlay Zone and non-statutory techniques and incentives

Option 1- Do nothing / retain heritage management framework as it currently exists

The advantages of retaining the heritage management framework as it exists include maintaining current expectations and concepts of what has been considered to be of heritage value (primarily natural and archaeological heritage), and no additional control on development.

Disadvantages of this approach are that it will not act on requirements under the RMA which has elevated protection of heritage to a matter of national importance. Having no built heritage scheduled in the district plan does not adequately reflect the range of built heritage values in the town centre. It is not consistent with the RMA, Regional Policy Statement or objectives and policies set out in the District Plan. It places heritage resources at potential risk through uncontrolled development, and does not necessarily reflect community aspirations. The existing District Plan framework provides limited statutory control over the protection and management of the townships' heritage resource.

Future redevelopment of sites that involve the removal of currently unrecognised heritage places could lead to community opposition, and unfairly or unwittingly placing developers who quite reasonably comply with current District Plan provisions in an adversarial position in the community. It is preferable to clearly define and recognise heritage resources valued by the community to provide certainty and clear understanding. Research undertaken as part of this study has revealed a number of places in the central area that are of value, but are not currently recognised.

Having no heritage protection leads to the impression that there are no buildings that are of cultural heritage value, and these can therefore be modified in ways that impact negatively on the heritage values or lead to their demolition.

Option 2 - Utilise a range of non-regulatory methods to encourage heritage protection

The main advantages of using non-statutory techniques to encourage heritage protection is that they can be used to raise awareness and enhance the ways in which places are valued by the community, without adding additional layers of statutory control and associated compliance costs such as resource consents.

A range of non-statutory techniques to expand the community's understanding and value of the history of the area could be developed. A broader range of heritage resources could be further promoted to build on current cultural tourism opportunities and initiatives.

Options include;

- development of heritage trail brochures for the central area;
- guided walks for visitors;
- developing a heritage website;
- publishing a brief history of the township utilising information gathered as part of this study;
- display of interpretive material such as copies of original architectural drawings within shops and buildings,
- production of education packs for schools;
- providing interpretive material within the central area.
- promote heritage events

Incentives and methods to encourage building owners to conserve and maintain heritage buildings include;

- waiving or reducing resource consent fees,
- reducing development levies,
- providing funding assistance for preparing conservation plans condition reports and colour schemes,
- preparing guidelines for maintenance and adaptive reuse,
- setting up a heritage award for restoration and adaptive reuse.

Use of non-statutory techniques is based on encouragement and incentives rather than additional controls.

The disadvantages of use of non-statutory techniques are that it provides no clear identification or certainty about what built heritage resources may be considered important by the community. It offers limited opportunity for the Council to review or comment on changes to places in relation to their heritage values and limited control of ongoing redevelopment.

Option 3- Individual Scheduling

Research carried out as part of the Heritage Study clearly establishes the values associated with specific historic places in the central area based on assessment criteria set out in the Regional Policy Statement. The research has highlighted places which are significant that are not currently recognised.

Inclusion of further individual places on the schedule recognises their heritage value, allows appropriate review and control over development to ensure it is sympathetic to the character of particular places, and provides information and knowledge about heritage places.

Scheduling would provide certainty and understanding about places that are particularly valued by the community. It would be based on the thematic overview to reflect a range of themes in the development of the place.

Strengthening of existing District Plan sections which relate to built heritage would also help to more clearly guide the approach to alterations and additions, maintenance and conservation. In particular amendments could be made to the policy framework and assessment criteria to assess changes to heritage items.

Any district plan schedule should identify particular heritage values associated with a place. It should also highlight whether the interior or intact parts of interiors or setting are included. Generally speaking the decision to include interior or and area around a building will require detailed assessment of individual places.

A disadvantage of scheduling of individual places is that it does not adequately acknowledge the overall/collective heritage character of some parts of the CBD and intact groups of buildings and places within it.

Inclusion in the district plan schedule of heritage places would add an additional layer of control over and assessment of proposed exterior alterations to a scheduled place. Building owners may resent any additional control, or potential compliance costs such as resource consent applications for exterior alterations.

In addition individual scheduling will have an impact on the potential development of sites, based on the current allowable height limits within the town centre. Generally buildings are single and two stories. Current heights limits allow 4-6 floors depending on the particular area of the town centre.

Option 4- Create Heritage Character Overlay Zones

There are places which have some heritage value and contribute to streetscape character and historic context of the centre but are individually not sufficiently important to warrant scheduling. In addition individual scheduling does not always properly recognise the unique local, everyday character of a place which is often highly valued by the community. Also, individual scheduling does not address the role of new development in respecting and reinforcing the overall heritage character of the town centre.

Recent surveys by English Heritage reflect similar acknowledgement in New Zealand towns and cities that communities really value their distinctive, local, ordinary places and the overall context created by the relationship of people to a particular place over time. Scheduling and inventories by contrast have tended to focus on the extra-ordinary, the best examples, and most significant places.

Specific heritage character areas or overlay zones could be applied to the distinct surviving groups of heritage buildings in the study area. This approach has been successfully applied in a number of other town centres. It is a way of acknowledging the collective values of groups of places and the contribution they make to the overall character of a place. It encourages retention and ongoing use and can ensure that new development responds to and enhances character.

The introduction of a heritage character overlay zone would address the relationship between the town centre's character and heritage items that are collectively important to retain and reinforce.

The aim of overlay zones would not be to freeze the built environment but to ensure that the particular character of the area as a whole is understood, and that future change can be managed to protect the distinctive character of the centre. The retention, conservation and adaptive reuse of historic buildings would be a primary aim, balanced against high quality, sympathetic redevelopment that would reinforce the character and form of the centre.

The advantages of this approach is that it could ensure the particular character of groups of heritage buildings are more closely considered in any redevelopment, and retention of these places would be more strongly encouraged. The collective contribution of these groups of places would be recognised.

The disadvantage would be that there could be resistance to an additional control on particular groups of buildings by owners.

Option 5 - Combination of statutory and non-statutory techniques and incentives

A range of options are available to improve the management of built heritage resources in Whakatane's town centre, in accordance with the findings of this study. A balance needs to be struck between regulatory controls, incentives, public awareness and education. It is likely that a combination of the possible actions outlined above will be the most effective means of maintaining and celebrating the townships built heritage resource.

7.0 RECOMMENDATIONS

A range of approaches will be required to enhance the recognition of heritage resources in central Whakatane and to make sure that they are adequately protected and that new development can be achieved in an integrated way. Based on the research and analysis carried out in the Heritage Study it is recommended that a combination of approaches including additional statutory and non- statutory techniques be considered, and that the community be consulted regarding options.

A preferred approach would involve some additional control balanced against non-regulatory methods.

This section includes a range of recommendations including:

- Recommendations to enhance/strengthen existing District Plan provisions related to heritage.
- Recommendations for new options to enhance the recognition and protection of heritage resources.
- Recommendations for non- statutory techniques to encourage the retention and care of heritage resources.
- Recommendations for further research and identification.

7.1 RECOMMENDATIONS TO ENHANCE/ STRENGTHEN EXISTING DISTRICT PLAN PROVISIONS RELATED TO HERITAGE

Whakatane's district plan does contain an appropriate framework for heritage identification and management however it needs to be updated and improved in some areas to address section 6(f) of the Resource Management Act, and the objectives and policies of the Regional Policy Statement including consistent use of the criteria for assessing historic heritage. Improvements could also be made to address more clearly the objectives and policies of the district plan itself as well as taking into account the findings of this study. Section 4.0 contained a detailed review of various sections of the district plan related to the management of built heritage in the study area. Recommendations to strengthen particular sections are set out below:

Policy Framework – Part 2

Part 2 of the District Plan sets out the resource management issues and policy framework for the District. There is little recognition of the value of the built heritage resource within the Town Centre and risks to these values being lost or compromised.

A more detailed discussion of the contribution of built heritage could be included in Section 2.3 (Built Environment) and Section 2.6 (Heritage). In particular the value of built heritage from a range of periods in the CBD's development should be discussed and the value of collections of buildings and their settings in relation to the CBD's overall structure and character/identity.

Part 2.3

The policy framework for the built environment (Part 2.3) could be strengthened to recognise the role of built heritage in contributing to the character and amenity of the CBD. In particular, the role of collections of buildings and their relationship to each other and the surrounding environment (including streets and other open spaces) should be recognised. The District Plan provides a detailed strategy for the management of the District's landscape values (set out in Section 2.7). Within the CBD there is a strong relationship between the built and natural heritage values. This relationship should be recognised in the policy framework.

Part 2.6

Part 2.6 sets out the policy framework for the District's cultural heritage. The chapter sets out a brief and relatively simple strategy in relation to managing the District's cultural heritage resource. There is no particular reference made to the role of the built heritage in defining the character of the CBD. It is recommended that the policies and explanation are expanded to recognise the role of cultural heritage in contributing to the community's identity, identifying the various elements that contribute to the cultural heritage resource. A hierarchy of values should be set out, together with an explanation of the values associated with how heritage resources come together and relate to their wider setting.

The section should include a clear statement about the desired outcome for scheduled built heritage items, that is that the objective is that these places be retained and carefully looked after so that they survive, retaining original fabric as far possible and with a minimum of damaging change.

Rules

An overlay of the 'The Strand Character Area' is provided within the Business 1 zone. A set of guidelines, 'The Strand Character Area Design Guidelines' provides a relatively simple and, generic guide for the design of new buildings within this overlay area. The design guidelines seek to reinforce and strengthen the identity and character of this part of the township. However they do not recognise the built heritage values of the area.

It is recommended that amendments are made to the guidelines to strengthen and more broadly embrace the town centres built heritage resource. Key findings of the Heritage Study research show that there are a number of intact groups of 1920's-1930's buildings on The Strand between Pohaturoa and George Street. The importance of these buildings in their groupings and their relationship to the adjoining street environment could be explained in the guidelines. It may be desirable to split the design guidelines into two distinct areas.

The demolition of buildings within the Business 1 zone is listed as a Permitted activity. Consideration should be given to altering this status, particularly within the built heritage focused area of 'The Strand Character Area'.

Heritage Schedule and Assessment Criteria

Schedule 5.2 includes the Significant Cultural Heritage Features for Whakatane. The inventory for buildings and structures should identify the reasons why places are considered to be of value, and the overall list of criteria on which the assessment is based. Use of the detailed heritage criteria from the Bay of Plenty Regional Policy Statement is recommended to be incorporated in the assessment criteria for assessing alterations to and removal of built heritage items (4.6.3).

7.2 RECOMMENDATIONS FOR NEW DISTRICT PLAN OPTIONS TO ENHANCE THE RECOGNITION AND PROTECTION OF HERITAGE RESOURCES

The key options for additional statutory mechanisms include both:

- Additional scheduling in the District Plan
- Developing specific heritage/ character overlay zones or amendments to 'The Strand Character Area' provisions.

Additional Individual Scheduling

The District Plan currently contains no scheduled heritage buildings and structures. Research carried out as part of the Heritage Study has identified a number of places within the town centre that should be considered for scheduling.

The District Plan only contains one category of scheduling. Because of the nature of heritage resources in the central area it may be worthwhile considering a two tier scheduling (Category A and B) as adopted by many Council's, and by the New Zealand Historic Places Trust. It would be desirable to achieve a degree of consistency in approach to management of heritage resources.

The Trust's registration reflects places which are of outstanding cultural heritage value and places which have significant cultural heritage value. Those places associated with the most unique aspects of its history have generally been identified by the Trust as of outstanding value. Important places which are perhaps more typical of many New Zealand towns and cities have been recognised as being 'of significance'. Destruction, alterations and additions could carry a different activity status for the different categories. It is also useful to provide an explanation in the schedule of the reasons the item has been scheduled or the values associated with it.

Recommendation

Based on the research and assessment undertaken a number of individual buildings should be considered for scheduling in the District Plan, to adequately recognise places with high built heritage values. Scheduling should note where interiors and/or setting are included. Suggested places have been researched and record forms are included in Part Two: Heritage Inventory.

The historic heritage value of a place will exist on a spectrum from those places where one or more of the qualities exist strongly, to those places where historic heritage qualities are weak. The record form for each place proposed for inclusion in the schedule provides a summary of the assessment against the historic heritage criteria, clearly setting out why each place has been considered important and which are the main criteria or values which contribute to that importance. It is important to read the following inventory in conjunction with the thematic overview and Summary Statement of Significance, and the research and assessment summarised for each place on the record forms.

Significant places which have been researched in detail during this study and which, in consultation with the community, should be considered for scheduling in the District Plan include:

- Commercial Hotel – both 1939 building and 1917 building
- Whakatane Hotel
- Cinema five Complex
- Loan and Mercantile Building
- Shelter by Pohaturoa Rock
- Stewart Motors 16 George St
- Plunket Building 35 Quay Street
- Former National bank Building 62 The Strand
- 84 The Strand
- Bridgers Building 88-92 The Strand
- 108-110 The Strand
- The Grand Theatre – 124-128 The Strand

The scheduling of Pohaturoa should be clarified and added to if required to include significant elements that contribute to the values of this feature. This would include all memorials and commemorative features and plaques such as the War Memorial Shelter, carved seat, Memorial to Te Hurinui Apanui and memorial plaque fitted to the rock face.

Character Precincts/Overlays

The Heritage Study has identified that there are groups of buildings that individually have some heritage value but may not be of such significance to warrant scheduling, but collectively represent considerable value to the town centre. This is particularly evident in the group of buildings east of Pohaturoa to the George Street intersection. Beyond this, the character has been eroded. The site on south east corner of George Street and The Strand has been cleared. On the north east side of the Strand new apartment buildings have changed the built character of this area. But there remains a cluster of buildings at the corner of The Strand and Toroa/Wairere Streets which includes the Beacon Building, Garland Motors and the Commercial Hotel.

Beyond this is another group of buildings with an identifiable character are the residential dwellings east of the commercial town centre. These represent some of the earliest dwellings associated with the settlement and housing for government employees.

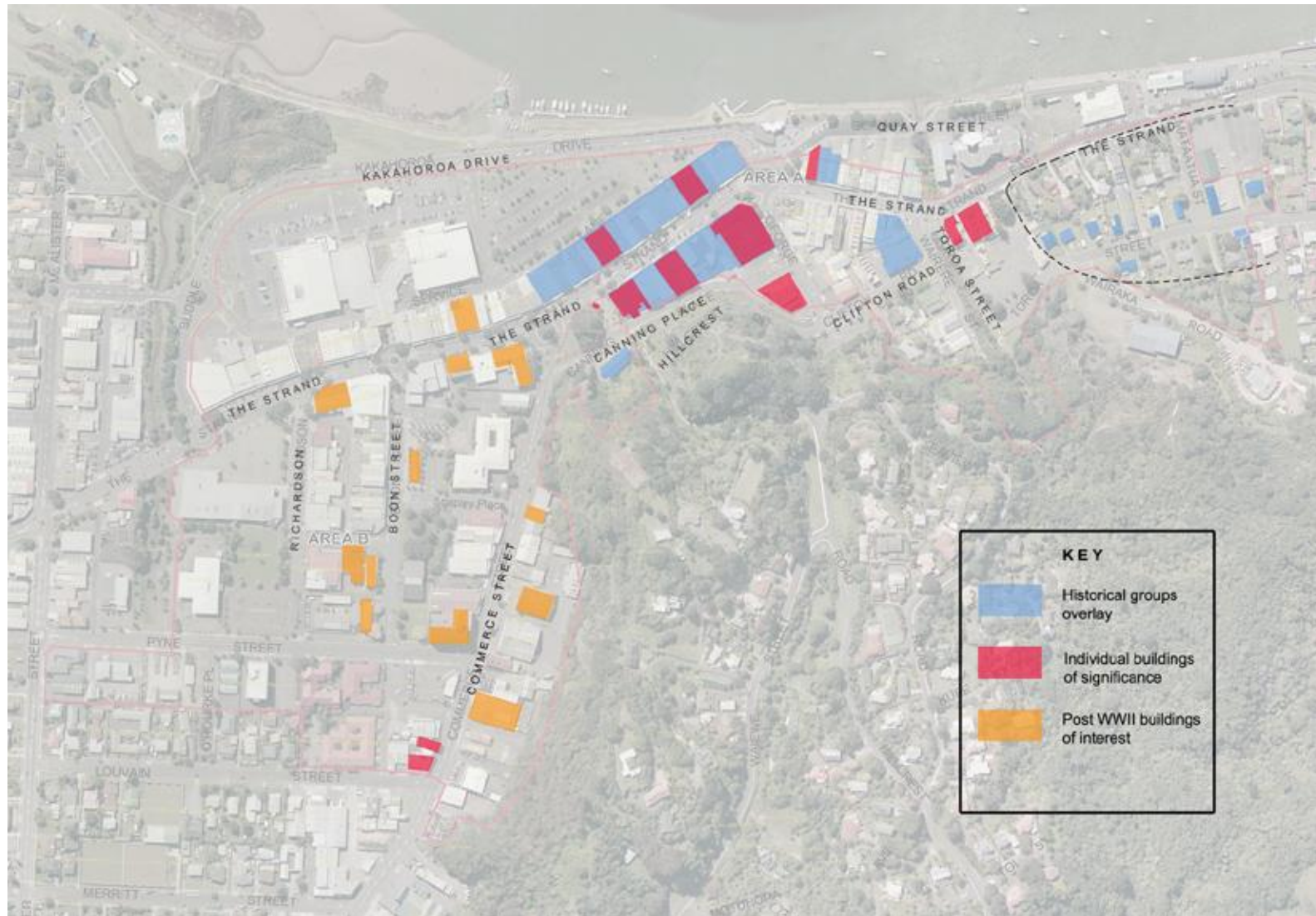
The identification of the town centre character precinct or overlay area could be included within the modified and strengthened existing Strand Character Area Guidelines. This approach would recognise the collective value of these groups of places within the centre and their particular role in contributing to 'The Strand Special Character Area'.

The residential area could have a separate overlay or character designation identifying the special attributes that contribute to the identifiable character of this precinct.

The aim is to encourage sympathetic adaptation, conservation and maintenance to a high and consistent standard, as well as high quality new development. Potential overlay zones would not necessarily freeze the built environment, but it would ensure that the particular character of these areas were understood, and particularly the relationship between the various built elements and surrounding spaces. Future change could then be managed to protect the identified special character. The retention, conservation and adaptive reuse of historic buildings would be the primary aim, together with complementary redevelopment that would further reinforce the character and the built contribution to the overall form of the town centre.

Recommendation

- Investigate the formation of two overlay zones. One could be an amendment to the existing 'Strand Character Overlay' covering the area of The Strand eastward of Pohaturoa and include the cluster of buildings at the eastern end near Toroa and Wairere Street intersection. The second overlay or character area is the residential area to the east of this.



Plan showing buildings of significance and groupings

7.3 RECOMMENDATIONS FOR NON- STATUTORY TECHNIQUES TO ENCOURAGE THE RETENTION AND CARE OF HERITAGE RESOURCES.

Non-statutory Promotion and Education

While non-statutory mechanisms do not guarantee retention and appropriate management of heritage resources, they are a very important complementary tool to both protect heritage resources and enhance the community's awareness and care for these resources. Rather than being seen as a constraint to development, if understood and valued, heritage resources can be seen as a valued asset for the town centre

A number of non-statutory mechanisms that promote the values of heritage resources are available:

The most obvious perhaps is the preparation of brochures that outline the heritage resource of the town centre and provide background to the values associated with individual places and areas. Brochures that outline heritage walks with different themes are a popular means for people to understand and enjoy a Whakatane's heritage.

The presentation of information relating to Whakatane's history could be expanded to highlight other places and historic themes in the town centre. A "Modern Whakatane" loop could feature some of the best post war development and highlight the reasons for the expansion at this time. Such heritage walks could be a useful resource to offer visitors to Whakatane. Connections could be made with local tourism organisations and local heritage groups to promote guided walks that would add another dimension to the self led tours. These walks could be enhanced by the use of interpretation panels in association with individual sites and areas.

Council could encourage the preparation of conservation plans for notable historic buildings. Research prepared as part of this study will be a useful starting point for conservation plans.

The promotion of an annual event celebrating Whakatane' heritage could be explored. City centre such as Auckland have a 'Heritage Week' in which a range of public functions events, talks and site visits are possible. This does not need to be limited to the central area but could encompass the whole of Whakatane. Such events can be arranged in association with a number of organisations that have an interest in promoting awareness and appreciation of cultural heritage.

Council could consider possible incentives to encourage building owners to retain and conserve historic buildings for ongoing use such as reduced resource consent fees, and providing free advice on architectural conservation or historic colour schemes, or waiving development contributions where heritage buildings are conserved in accordance with a conservation plan.

Guidelines could be prepared to assist property owners with appropriate maintenance and adaptive reuse and adaptation of heritage buildings, including the use of appropriate materials and colours.

On- site interpretation of important aspects of the town centre could include signage panels or low-tech, semi-permanent techniques which are being increasingly used in other centres as they are easy to install, cost effective and don't disrupt paths and services. Some of these approaches include sign-writing directly onto footpaths, applying adhesive labels directly onto footpaths, or sign-writing onto elements like walls. Auckland City recently had a series called "Secrets from the Closet", which presents some of the interesting and darker sides of its history by small blocks of text sign- written directly onto walls in public areas. In Karangahape Road in Auckland a series of proverbs from a variety of cultures have been printed onto adhesive labels the same size as new pavers, temporarily enlivening the pedestrian environment.

Understanding heritage resources could be promoted in schools by offering an education pack for school programmes and projects. Cultural tourism opportunities specifically for children could be developed, such as architectural and historical treasure hunts in the central area,

looking for particular details, solving clues and finding out about the stories associated with the area.

The City's built heritage could be celebrated by offering an annual award for innovative and successful restoration and adaptive reuse projects.

Heritage websites have been developed by a number of local business associations in Auckland. Extending the range of information about significant places and associations within central Whakatane could be explored. Including heritage walk brochures on-line provides another opportunity for the community to access available information. Examples of websites which feature information on heritage include www.ponsonby.org.nz, www.avondale.net.nz, or www.hotcity.co.nz.

Incorporating information on central Whakatane's heritage as part of the information provided at the I-Site stations in the central area could be considered.

The concept of business histories could be explored. The Business School at Auckland University have commenced a series of research studies focused on a range of historic and current Auckland businesses. It is an innovative approach where businesses are used as case studies for student programmes as well as building up a data base of a wide range of industries and businesses in the region. Some of the material has recently been published in a book, which looks at businesses within a broader historical context. It focuses on some of the key strands of Auckland's business history such as maritime history, leading companies, the timber trade, newspapers, Māori enterprise, the accounting and the stock and station agent industries. Businesses themselves sponsor the research. This approach could be explored in Whakatane. (refer www.businesshistory.auckland.ac.nz).

Post WWII and Government Administrative Area

The study has identified an area of Whakatane's town centre that was developed in the post war period and within this an area was set aside for government administration and commercial office purposes. As a result there a number of buildings that contribute the character of the post war area. These include the Post Office, BNZ Bank, Power Board Building, Police Station, and Presbyterian Mission Building.

Although not as significant these do contribute to the built heritage of Whakatane. Non-statutory protection could be encouraged with the implementation of a Modern Alert Inventory in which significant modern buildings are identified and guidelines provided that encourage the retention of the architectural values associated with particular designs.

A diagram showing the location of significant buildings could be included in the District Plan with accompanying guidelines relating to how the values of these buildings can be respected. These could be included in a heritage walk highlighting some of those buildings of particular architectural interest or with important associations for people or organisations.

Recommendation

Investigate a range of non-statutory measures to promote the protection and retention of values as outlined above.

Significant modern buildings should be recognised through inclusion in any heritage walk and design guidelines developed for the township.

7.4 RECOMMENDATIONS FOR ONGOING RESEARCH AND ASSESSMENT

The brief for this study focussed on the central commercial area of Whakatane; however there are areas outside this that warrant further research. The study focussed on the commercial area and a small residential area east of the township. Residential built heritage should also be assessed to ensure this resource is managed in a manner that maintains any heritage values associated with this resource. The wharf area was not included and specifically the former Drill

hall at the eastern end of Quay Street. Wairaka Marae was also excluded from the study as were areas containing schools, churches and other community buildings, all possible heritage resources important in the growth and development of Whakatane.

Recommendations

A similar process of research and identification of items of heritage significance should be undertaken for areas outside the central township

Continue with research on individual places that have been identified as significant during this study, but which were not able to be researched in detail, and other places outside the central area which are not currently recognised.

Conclusion

A thematic overview was firstly carried out to set the context in which to look at Whakatane's built heritage. This approach revealed important values and associations' with significant people or organisations that related to a number of places in central Whakatane, not currently recognised. From here an inventory of buildings in the study area was made (see part two). Buildings and places of individual and group values as well as those from the post WWII period were highlighted as being significant in the history of Whakatane.

The district plan was reviewed in relation to heritage provisions and development controls for the central area. Options were developed, both statutory and non-statutory for the ongoing recognition and protection of places within Whakatane that are of cultural heritage value.

There is no doubt that the history of Whakatane is represented in its built heritage. The way this is managed in the future will affect the authenticity and urban qualities of the central area. There is an opportunity to develop a vision for Whakatane's built heritage that retains links with its past and sustains and enhances this for future generations while allowing for appropriate development and growth.

8.0 APPENDIX 1

8.1 ARCHITECTURAL PRACTICES/ ARCHITECTS RESPONSIBLE FOR BUILDINGS IN WHAKATANE

The Government Architects

Throughout New Zealand towns and cities are numerous outstanding examples of the work of government architects division at the Public Works Department, each of whom have had their own distinctive style of design and unique areas of expertise.

The Architectural Division of the Ministry of Works evolved from the office of the first Superintendent of Works and first architect in New Zealand, William Mason who was appointed in 1839. Some provincial Governments employed their own architects however in 1870 the Central Government appointed the earliest Colonial Architect; William Henry Clayton. Initially directly responsible to the Colonial Secretary, he was transferred in 1873 to the new Public Works Department.

As the government's senior architectural advisor the role of the Government Architect has included directing the provision of architectural services for client departments of State and other Government agencies. New Zealand's Government Architects and their periods of service have included:

William Henry Clayton 1870-1877
 Pierre Finch Martineau Burrows 1877-1890
 John Campbell 1890-1922
 John Mair 1922-1942
 Robert A. Patterson 1942-1952
 Francis Gordon Wilson 1952-1959
 Fergus George Sheppard, 1959-1971
 John Patrick Blake – Kelly 1971-1973
 Frank Anderson Irvine 1973-1976

The Government Architect was supported by Assistant Government Architects responsible for operations, design, commissioning private practices, setting standards of design and documentation, and disseminating technical information. In addition to the head office in the 1960s and 70s the division had a number of District Offices as well as architects seconded to the Department of Education, Health, Maori Affairs, and Power Division of the Ministry of Works.

Government architects who have contributed to Whakatane's built environment include:

Frank Irvine Anderson

Frank Irvine Anderson (1913-) ANZIA. After studying architecture at Auckland University Anderson worked for five years in private practice then was taken on as a temporary staff member in the Public Works Department in 1941. He served as a WWII officer, later being commissioned to design an obelisk commemorating the kiwis who like himself were stationed in Maadi, Egypt. Upon his return to New Zealand in 1946 he was appointed the government's Resident Architect in Hamilton. In 1949 he moved to the MoW Head Office in Wellington, working as a sectional architect, and then returned to Hamilton as District Architect in 1952, where he was involved in the design of buildings in Rotorua, Taupo, Bay of Plenty as well as the Waikato. He earned a Diploma in Architecture in 1965, the same year he was elected a fellow of the NZ Institute of Architects. During his time in Hamilton he was Chair of

the South Auckland Branch of the Institute of Architects and vice-chairman of the Waikato committee of the Historic Places Trust. He was appointed Government Architect in 1973, a post he held until his retirement in 1976, overseeing a nationwide staff of around 950, spread between Head Office, seven district offices and architects to other government departments. His term as Government Architect was associated with a large volume of government construction and a greater proportion of work being subcontracted out to private architects than ever before (although this trend had begun by FGF Sheppard's time in the role). The increasing speed of technological change also led to the establishment of the Architectural Research and Development Unit in 1974. He had a particular concern about the impact of urban spread on New Zealand's land resource which had to be balanced against dissatisfaction with high-rise buildings and a desire to have buildings that are more in scale with the people who occupy them. Rotorua buildings he is associated with include: the Maori Land Court (1963), The District Court (1970) Post Office and Telephone Exchange (1971), Forest Research Institute (1969) and the Government Department Building (c1962).

PRIVATE ARCHITECTURAL PRACTICES

The following information has been gathered on private architects and architectural practises who have designed buildings in Rotorua.

Harold Elmslie Goodwin

Harold Elmslie Goodwin (b. c1897) ANZIA. Goodwin designed a number of buildings in Rotorua including Graeff's Building (1926) on corner of Tutanekei and Haupapa Streets; Musgrave's Building in Tutanekei St (1929); and Hannah's building in Arawa St (1937).and Mokoia Building on the corner of Tutanekei St and Hinemoa Street. In 1926 Goodwin built a house in Devon Street. He was responsible also for the extension of old St Luke's Church - the earlier wooden building that stood in Hinemaru St (1933). Other architectural work included the Postmaster's residence in Putaruru (c.1937) and Armstrong & Co. Ltd's garage in Whakatane (c. 1939). In 1934 his business was operating out of 76 Hinemoa Street, in 1935 Goodwin's business premises were located in Musgrave's Building, Tutanekei Street. On 8 May 1935 Goodwin advertised that he and architect H.L. Hickson had dissolved their partnership; it has not been established how long they had worked together. Goodwin Avenue was named after him.

In 1979 Goodwin was described as "a Clevedon farmer" on the occasion of his gifting 28.5 hectares of bushland on Waiheke Island to the Royal Forest and Bird Protection Society. Goodwin had previously donated five hectares of Kawau Island foreshore to the Hauraki Gulf Maritime Park as reserve (NZ Herald 19.12.1979)

Alleman, Land and Verrall, Verrall & Associates, Hocking & Verrall

The architectural practices of Alleman Land and Verrall, Peter Verrall and Associates, Verrall and Newnham and Hocking and Verrall are responsible for a substantial

number of buildings in Rotorua built during the 1950s, 1960s and onwards.

Buildings in Rotorua designed by Alleman Land Heeney and Verrall and related firms such as Verrall and Newnham, included the grandstand at Arawa Park, the Rotorua airport terminal, the Arts and Crafts Institute at Whakarewarewa, the Arawa Trust Board building, Lee Bros building, the Crematorium, motel units for the Regent Hotel in Pukaki Street, as well as many houses.

Other Rotorua buildings designed by the practice include the Regent Motel in Pukaki Street, 1964, The Torreador coffee lounge and motel at Lake Rotomana, the premises of James Aviation Ltd, Rotorua, Commercial Building, Tutanekei Street Rotorua, Doctors Rooms, Rotorua, the Ngongotaha Fire Station, the Bay Farmers Trading Society and Dunlop Tyre Co.¹⁶⁹

Peter Verrall

Peter Wyndham Verrall trained at the Architectural Association School in London qualifying ARIBA in 1949. He arrived in New Zealand in 1952 and joined the Railways Department, one of his jobs being the design of the railway carriages in which Queen Elizabeth toured the country. He moved to Rotorua in 1959, as resident partner in Alleman, Land Heeney and Verrall and later was a partner in the practice of Verrall and Newnham. John Newnham later left the practice to work in Wellington in the Government Architects office and worked on the New Zealand Pavillion at the EXPO in Japan.

Peter Verrall then practiced on his own for a period before forming a partnership with Garth Hocking in 1968. The partnership employed seven to ten staff at various times. Peter Verrall put forward a proposal in 1969 to turn part of Tutanekei Street into a pedestrian mall. Verrall toured Europe and Scandinavia studying dairy factory buildings. He was Chairman of the Waikato Bay of Plenty branch of the New Zealand Institute of Architects, and past president of Rotary, the Rotorua Little Theatre Society and the St John Ambulance Association. He became a Fellow of the NZIA in 1975.¹⁷⁰

Garth Hocking

Garth Hocking worked in Suva Fiji for five years with New Zealand architects and a large local construction company. He was associated with the design of many commercial and religious buildings throughout the South Pacific including Suva Cathedral and the school on the remote island of Pitcairn. He returned to New Zealand in 1951 and attended the Auckland University School of Architecture as a part-time diploma student. In 1960 he moved to Rotorua to join Sargent Smith and Partners, formerly Pipe and Sargent, where he participated in the design and supervision of a number of commercial buildings, including the National Bank and the Bank of New Zealand. The latter involved his collaboration with local master carver, Kima Hakaraia, in the concept and design of a feature carved shaft representing the eight sub-tribes of Te Arawa. It is now displayed in the Rotorua District Council Building.

In 1968 he went into partnership with Peter Verrall, as Hocking and Verrall and Associates, which practice was associated with many of the major buildings projects during a period of considerable growth, particularly in the Tourism and Dairy industries. Significant Projects included the Lake Plaza Hotel (formerly Travelodge), The

Grand Tiara (formerly The Sheraton) redevelopment of the Ward Baths to the Polynesian Spa, the Princess of Wales Children's Camp, the Acute Psychiatric unit at Rotorua Hospital, the public grandstand at Arawa Park, the Kawerau Sports Centre, the Orchid House in Hinemaru Street and many residential and accommodation buildings. From Peter Verrall's previous connection with the Dairy industry and arising through the significant changes resulting from new technology, the practice was associated with many of the large Dairy developments, including the Cambridge Dairy Factory and company offices and the Tui Dairy Factory at Pahiatua, both of which received N.Z.I.A. awards.

Following the retirement of Peter Verrall in 1988, when he moved to Australia, Garth Hocking continued in practice as Garth Hocking and Associates until 1990 when he too retired. He was made a Fellow of the NZIA in 1988 and now lives in Rotorua where he has served the community at various times as Chairman of the New Zealand Travel Association, Deputy Governor of Lions, Charter President Geysersland Lions Club and as a member of the Plunket Society's Board of Trustees.¹⁷¹

Sargent Smith and Partners

Sargent Smith and Partners were responsible for numerous ANZ Bank buildings in the North Island in the 1960s and 70s, together with tourist accommodation, school and kindergarten buildings, county council offices and a range of other commercial and medium density housing projects. The practice of Sargent Smith was established as Pipe Sargent. Ted Pipe ran the Rotorua office while George Sargent ran the Auckland Office. Charlie Smith ran an office in Wellington. The practice of Pipe Sargent and Associates operated from around 1955-1958 when it changed to Sargent Smith and Associates, offering both architectural and engineering expertise.

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- Information provided by Garth Hocking, May 2006.

¹⁶⁹ Sheppard Collection File, School of Architecture, Auckland University.

¹⁷⁰ Sheppard Collection File, School of Architecture, Auckland University.

¹⁷¹ Information provided by Garth Hocking, 20 May 2006.

NZ Building Register – Whakatane from Auckland School of Architecture Files

Air Terminal	R Walker WB 26/9/1972, Herald 3/10/73, ChCh Star 11/5/74, H&B Apr. 1975
Armstrong & Co Ltd (Garage etc.)	H E Goodwin Bldg Progress Apr. 1939
Bay of Plenty Catchment Commission	P Verrall & Assoc. NZTG 18/4/67
BOP Electric Power Board	Leigh, de Lisle & Fraser NZTG 23/1/65, 16/12/65
Church	Allemann Land & Verrall (c.1959)
Fire Station	F H Forge (1952)
Grandstand - Rugby	P C Marks & Ptnrs NZTG 13/11/68
Hospital	HCD West NZ Bldg Progress June 1922 Haughey & Fox (1961-62) wards & N. Home Haughey & Fox (1959) B.H. & laundry Chapel (1966) Haughey & Fox med services block NZTG 12/11/69, 3/12/69
Knox Presbyterian Church	1963 A Verrall
National Bank	Whaka Beacon 8/6/73
NZ Crippled Children Soc., Gouldstone St	P Verrall NZTG 13/10/66
Police Station	F I Anderson for GA (1970)
Post Office	G F Wilson Bldg Progress 1955
Presb. Church Centre (Maori)	Hocking & Verrall & Assoc. NZTG 29/3/69
Roman Catholic Church	D Angus (1958)
St George the Martyr Church	1892 (Waiapu:Rosevear) 1959 (adds./new building) Alleman Land & Verrall (1955) rebuilding scheme Hocking, Verrall & Ass. (extensions) NZTG 17/1/71
Whakatane & District Museum	Earle Mervyn for Murray North Ltd
Whakatane Civic Centre	Murray-North Ltd (1991)
Whakatane Country Club	F W Mountjoy (1915)
Whakatane Municipal Building	Chas Reid Progress March 1918 P C Marks & Ptnrs 1964 NZTG 5/3/64
Whakatane Paper Mills	Walker & Muston (1937)
Whakatane Golf Clubhouse	Alleman & Land & Verrall

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