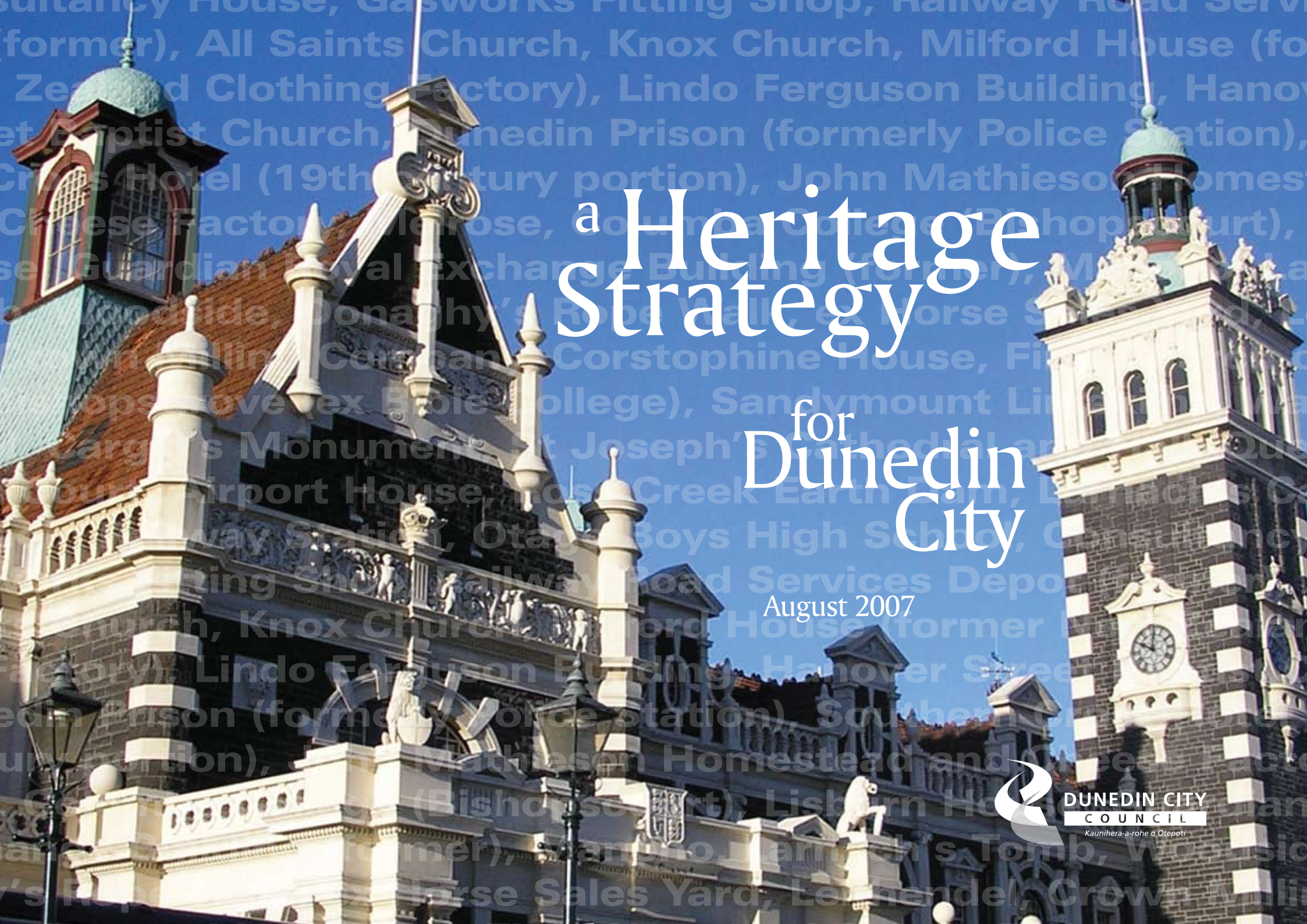




a Heritage Strategy

for
Dunedin
City

August 2007



DUNEDIN CITY
COUNCIL

Kaunihera-a-rohe o Otago

Vision for Heritage in Dunedin

Dunedin is a city that treasures its heritage as a living inheritance from its past and a legacy for future generations.

Dunedin is a city where townscape character is dependent to a significant degree on irreplaceable historic buildings and heritage wealth is a key contributor to the city's economic prosperity.

Dunedin is a city that recognises the value of these assets and seeks to encourage their continuing use in sustainable ways in expectation of maintaining Dunedin as New Zealand's premier heritage destination.



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Foreword

Dunedin has been fortunate in retaining much of its built heritage. Elsewhere in New Zealand when such buildings or structures were considered obsolete or unwanted, demolition was the usual course of action to clear the sites and rebuild something more modern. While Dunedin, from time to time, may have lamented a lack of new investment and the subsequent rash of new buildings, the city's character has, perversely, been preserved. Today our city has a unique identity, a distinct sense of place, and an enviable charm and dignity which makes a unique contribution to a steady economic growth and social development. While other communities may trade their built heritage for new investment, Dunedin is able to recycle its historic buildings to give the old and familiar a new role.

Dunedin's heritage is rich and varied, based on a wide range of historic themes. Archaeology continues to reveal much of the original Maori settlement in and around the harbour and adjacent coastal sites, along with later evidence of the first European pioneers. Within its bounds Dunedin has New Zealand's earliest farm buildings, at Matanaka just north of Waikouaiti. Gold brought some of our most significant heritage buildings

to the city, aided by the Scottish Presbyterian movement, the establishment of Otago University, the coming of the railways, the need for early defensive works, and New Zealand's first industries and commercial ventures. All contributed to the historic architectural assets we now enjoy. Dunedin is a city regarded by tourists and other visitors for a wide range of reasons, but foremost amongst these is our built heritage. Thus, heritage has become a major element in our local tourism industry.

Dunedin's residents find such traditions reassuring – there's something dependable in our old buildings and what they represent, so it is important that we do all we can to preserve them. While our heritage icons like First Church, the Railway Station, the University buildings, Otago Boys High School and the Town Hall are well-known and well-preserved, more needs to be done to recognise and preserve the entire span of our heritage assets that contribute so much to the city. We need to identify, acknowledge, preserve and protect them, and at the same time give them a useful life in order that they can be largely self-sustaining.

This heritage strategy will guide us and future generations by setting out all the actions

needed to meet the stated goals. It expresses the Dunedin City Council's approach to heritage and encapsulates a wider Council approach than measures set out in the Dunedin City District Plan. Most importantly it seeks your involvement, and involvement from all who have an interest in our built heritage.



Peter Chin
MAYOR

PART A:

The Strategy



Introduction

– why Dunedin needs a heritage strategy



Heritage is widely recognised as an important element in defining the character and identity of Dunedin and its hinterland, in contributing to the unique 'sense of place' associated with the city, and providing a tangible link with the past. Heritage also plays an important role in the economic well-being of the City in contributing to its attractiveness as a place in which to live and invest, and in helping create a desirable destination for domestic and international tourism.

Sustainable management of natural and physical resources requires that heritage be protected, maintained and, where possible, enhanced for future generations. This requires the identification of Dunedin's heritage resources, both urban and rural, and the co-ordination of community involvement and political support to ensure the effective protection of our heritage. The management of Dunedin's heritage today faces a number of challenges, however, including the loss or degradation of heritage items through unsympathetic development or poor maintenance, and the problems of putting some under-utilised heritage buildings to further economic uses.

In 2002, the Council agreed to develop a heritage strategy as a framework to help guide the

management of the City's heritage. By having such a strategy, the Council is able to state its intentions with regard to heritage, and enable input from all interested parties in order to arrive at a range of regulatory and non-regulatory actions that can be co-ordinated between the Council and non-Council agencies. The strategy recognises that collectively the city and its residents have a shared responsibility to ensure that the benefits heritage provides to the city and the community are maintained and enhanced for tomorrow's people. This requires action extending beyond the limitations of statutory controls such as the District Plan. Community and Council interaction is the key to effective heritage management.

Purpose of Strategy

The Council has a statutory responsibility as a regulatory authority to sustainably manage the natural and physical resources of the City under the Resource Management Act 1991 (RMA 1991). The protection of historic heritage from inappropriate subdivision, use or development is identified as a matter of national importance. The Council plays a number of significant roles in the management of the City's heritage resources:

as a regulator, funder, provider, promoter and facilitator. As a property owner, the Council can promote best practice in the management of its heritage and influence the way the community perceives heritage and the values placed upon it. As a leader, Council can promote, provide, facilitate and fund information, education and a range of other non-statutory measures to promote, protect and enhance historic items that are valued by the community.

This strategy sets out the vision and goals for the sustainable management of Dunedin's heritage. It also provides the framework to guide the Council's future work programmes and initiatives for heritage across the entire District, which will involve working with property owners and other organisations concerned with heritage management.

The strategy is structured in two parts:

- Part A establishes the challenges and role of Council and, within the vision, goals and actions to meet these challenges.
- Part B provides a brief overview of what is special about Dunedin's heritage.

In order to make this strategy work and achieve the goals expressed, some seventy actions are presented in the strategy as options that are available to Council towards these ends. The goals and action plans within the strategy are capable of being prioritised and programmed for implementation. The range of options proposed also has the capacity in a number of instances for joint action and partnership arrangements to share the costs of implementation. Heritage promotion need not be regarded as the preserve of Council

alone, and can be pursued with associated bodies, including Government, to seek and achieve best outcomes. The strategy is intended to be an evolving document that will be regularly monitored, and reviewed every three years.



What is Heritage?

Heritage is a term generally applied to buildings, sites, places, objects and other elements that are of historical significance and valued by people and communities. It is a term we commonly use to describe the things we value from the past that we want to pass on to future generations.

The protection of historic heritage from inappropriate subdivision, use and development is a matter of national importance under the terms of the Resource Management Act 1991. Heritage has been defined broadly under the Resource Management Amendment Act 2003 (RMAA 2003) as follows:

“Historic heritage –

(a) means those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures, deriving from any of the following qualities:

- (i) archaeological;*
- (ii) architectural;*
- (iii) cultural;*
- (iv) historic;*
- (v) scientific;*
- (vi) technological; and*

(b) includes –

- (i) historic sites, structures, places, and areas; and*
- (ii) archaeological sites; and*
- (iii) sites of significance to Maori, including wahi tapu; and*
- (iv) surroundings associated with the natural and physical resources.”*

To this, the ICOMOS (International Council on Monuments and Sites) New Zealand Charter for the Conservation of Places of Cultural Heritage Value adds: aesthetic, spiritual, social and traditional values. The definition applies broadly to rural and urban areas alike.

The RMA definition encompasses a range of elements, including both the natural and built environment. There are also cultural heritage matters of significance to Manawhenua and other cultures, as recognised by the ICOMOS New Zealand Charter. Due to the breadth of the RMA definition, it is considered appropriate to focus this heritage strategy on the built environment (buildings and structures) and archaeological sites both pre- and post-contact. While the focus of this strategy is upon the built environment and archaeological sites, it is acknowledged that ‘heritage’ has a wide meaning and therefore Council is currently addressing other aspects of heritage as follows:

- Natural heritage – Biodiversity Strategy
- Heritage landscapes – Landscape Section of the District Plan
- Maori heritage – included in ‘archaeological qualities’ and ‘sites of significance to Maori’ above, but also under the Cultural Landscape assessment
- Heritage trees – Trees Section of the District Plan
- Heritage records – McNab New Zealand Room, Dunedin Public Library; Dunedin Public Art Gallery; Otago Museum; Otago Settlers Museum; and the Dunedin City Council, together with Otago University and the Hocken Library.

There is growing appreciation that heritage extends beyond Dunedin's architectural set pieces like First Church and the Railway Station to include many other aspects and structures. Industrial and engineering, mining and agricultural, maritime and military and other purpose-built buildings, although sometimes individually unassuming, may reflect other important aspects of New Zealand's economic and social history. Our understanding and appreciation of heritage now stretches beyond buildings. Cemeteries, for example, are now recognised as part of our heritage, as well as the spaces and open areas that provide contexts that are often inseparable from

buildings themselves. Such contexts would include the Octagon, Queens Gardens and the broader university campus, but less obvious spaces such as lanes, stairways and courtyards can also be significant. The pattern of roading, townscapes, open spaces and the views they create within the City may be as valuable as the buildings themselves. Heritage landscapes have been viewed recently as an increasingly important context in which entire historic communities, based on agriculture or gold mining for example, had their origins.



Kai Tahu Philosophy

Of Cultural Heritage

Pre-historic and Maori heritage in and around the City of Dunedin and relationships to it is central to the culture of Kai Tahu ki Otago, the Manawhenua of Otago.

The KTKO philosophy of cultural resource management is reflected in the concept Ki Uta Ki Tai ('Mountains to the Sea'), which applies especially throughout the Dunedin City District from the summits of the Rock and Pillar Range to the South Pacific coast.

The very distinctive and unique culture and lifestyle of tupuna, the ancestral peoples of the southern half of the South Island, included permanent settlements and seasonal migrations inland over often vast distances to harvest and collect food and resources. The cultural, spiritual, historic and traditional relationship that Kai Tahu ki Otago has with these resources is recognised in the Ngai Tahu Claims Settlement Act 1998.

To the earliest settlers of the District the practice of mahika kai, literally meaning 'food works', became the cornerstone of their culture, which in time left many facets of their presence, both physical and spiritual. These are still evident within cultural landscapes as mountains (mauka), rock formations

(wahi kohatu), places of residence (kaika nohoaka), cooking sites (umu), quarry sites (wahi mahi kohatu), ancient trails (ara tawhito) or place names (wahi ingoa), though not all are yet recognised for their significance to Maori.

Under the foregoing definition of 'historic heritage' KTKO especially values wahi tapu and indigenous archaeological sites in cultural landscapes. All persons exercising functions and powers under the Historic Places Act 1993 are therefore required to recognise the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taoka, and to seek consultation in the first instance with the Papatipu Runanga through Kai Tahu Ki Otago Ltd.



Community Outcomes

– Long Term Council Community Plan

In response to the 2005 Dunedin Residents Opinion Survey and Community Plan consultation, a range of outcomes relating to heritage were identified by the community in expectation that they would contribute to its on-going well-being and quality of life. Feedback from residents identified “Promoting the City as an eco-tourism, heritage-tourism and business destination” and “Fostering and improving public amenity and heritage management”

as priorities where the Council should put greatest additional emphasis. Some further emphasis was suggested for “Protecting and enhancing the unique natural and built environment of Dunedin”. The challenge now is to ensure that heritage is sustained as part of Dunedin’s natural and physical environment for future prosperity and the needs of future generations.

The following community outcomes are relevant to the vision and goals of the Heritage Strategy:

Community outcome and vision	Contribution of strategy towards the community outcome	Achieved by the strategy vision and following goals:
Wealthy Community “a city that encourages strong local business growth and employment growth, and attracts increasing numbers of new businesses and tourists”	Heritage items enrich our quality of life and add to the appeal of the City as a place of residence, for business location and for visitors, thereby contributing to our ongoing prosperity	1. Identify and enhance Dunedin’s heritage 2. Seek recognition and protection of Dunedin’s heritage 3. Promote awareness and appreciation of heritage in Dunedin
Sustainable City and Environment “a city that makes the most of its natural and built environment”	- Retention of Dunedin’s heritage is integral to the character and identity of Dunedin - By encouraging and providing for the adaptive reuse, and therefore economic viability of, heritage buildings they can be sustainably managed and retained for future generations - Funding is available to help in the maintenance and restoration of historic buildings	1. Identify and enhance Dunedin’s heritage 4. Clarify and manage relationships between heritage and townscape 5. Develop and maintain strong working relationships with key agencies involved in heritage
Culture and Learning “a city that celebrates and supports culture and excellence in the arts and education”	- Heritage contributes to the culture and character of the City - The celebration of Dunedin’s cultural and heritage treasures is encouraged - Cohesive historic townscapes enhance the awareness of a rich cultural heritage	1. Identify and enhance Dunedin’s heritage 3. Promote awareness and appreciation of heritage in Dunedin 4. Clarify and manage relationships between heritage and townscape
Supportive Community “a city where residents feel included and connected with their wider community”	- Opportunities are provided for participation. - Heritage events are organised as a means of demonstrating and sharing our heritage	1. Identify and enhance Dunedin’s heritage 3. Promote awareness and appreciation of heritage in Dunedin 5. Develop and maintain strong working relationships with key agencies involved in heritage

The Role of the Council

The Council has taken on the following roles to deliver its response on community outcomes and expectations for achieving the sustainable management of heritage assets within Dunedin:

Promoter and Facilitator

- Provide information, guidance and act as an advocate to maintain and enhance Dunedin's heritage resources
(refer to Actions 1.1.3- 1.1.5, 1.1.7; 1.2.1; 1.3.1-1.3.3, 1.3.5-1.3.8; 1.4.1, 1.4.3-1.4.8; 2.1.2-2.1.3; 2.2.1, 2.2.4-2.2.5; 2.4.2; 3.1.2-3.1.6, 3.1.8; 3.2.4, 3.2.6; 4.1.2-4.1.3; 5.1.6)
- Promote public awareness and appreciation of the city's heritage and need to work with property owners
(refer to Actions 1.1.2-1.1.5; 1.2.2; 1.3.2, 1.3.5-1.3.6; 1.4.3-1.4.4; 2.2.6; 2.3.1-2.3.3; 2.4.6; 3.1.6-3.1.7, 3.1.9; 3.2.1-3.2.4, 3.2.6; 5.1.6-5.1.7)
- Promote and facilitate co-operation and co-ordination between agencies (both governmental and non-governmental), property owners and business
(refer to Actions 1.1.3-1.1.6; 1.3.5-1.3.6; 1.4.1, 1.4.5, 1.4.7; 2.4.6; 3.2.6; 5.1.2, 5.1.5)
- Work in partnership with New Zealand Historic Places Trust, Kai Tahu ki Otago, property owners and community organisations to identify heritage items that need protection, and co-ordinate resources to give effect to that protection
(refer to Actions 1.1.2-1.1.3, 1.1.5-1.1.6; 1.2.1-1.2.2; 1.4.4, 1.4.8; 2.1.1; 2.3.1- 2.3.3; 2.4.1, 2.4.3-2.4.6; 3.1.1; 3.2.5; 4.1.1; 5.1.1-5.1.7)

Provider

- Lead by example by protecting, maintaining and enhancing Council-owned heritage assets
(refer to Actions 1.1.4-1.1.5; 1.3.1, 1.3.4-1.3.5, 1.3.7-1.3.8; 2.2.3; 2.4.5; 3.1.2-3.1.3, 3.1.5; 3.2.1-3.2.2, 3.2.4, 3.2.6)

Regulator

- Identify and protect heritage
(refer to Actions 1.1.1-1.1.6; 1.2.1; 1.3.5, 1.3.8; 2.1.1-2.1.3; 2.2.1-2.2.6; 2.3.1-2.3.3; 3.2.4; 4.1.2-4.1.4; 5.1.2-5.1.3)
- Manage the effects of land use activities which impact on heritage items
(refer to Actions 1.2.2; 1.3.5-1.3.6; 2.4.4-2.4.5)
- Monitor the state of heritage within Dunedin
(refer to Actions 1.1.1-1.1.2, 1.1.6; 1.2.1; 1.4.8; 2.1.1; 2.4.1-2.4.6; 3.2.4-3.2.5; 5.1.2-5.1.3)
- Promote and facilitate the continuing sustainable use of heritage items, as well as sympathetic design and development within townscape precincts
(refer to Actions 1.3.5-1.3.8; 1.4.1, 1.4.6; 3.1.6, 3.1.9)

Funder

- Provide incentives to property owners and seek funding to manage the city's heritage resources
(refer to Actions 1.4.2-1.4.3, 1.4.5-1.4.8; 2.2.6; 3.1.7; 3.1.9)
- Provide resources and staff and maintain a budget to implement heritage management activities
(refer to Actions 1.1.1, 1.1.6-1.1.7; 1.2.1; 1.3.3; 2.1.1; 3.1.1-3.1.5; 3.2.1-3.2.3, 3.2.6; 4.1.1; 5.1.1-5.1.2, 5.1.4, 5.1.6)

Challenges to the Management of Heritage in Dunedin

A number of challenges face the protection, maintenance and promotion of heritage in Dunedin City. The response to these challenges will require integrated planning and input from a range of sectors in the community. The goals and actions which follow are intended to ensure both.

CHALLENGE 1 >>

How can we value and prevent Dunedin's heritage from being lost?

The continued retention and maintenance of Dunedin's heritage resources is at risk through:

- Lack of protection when not listed in the District Plan;
- Limited protection when this is restricted to facades only, or when surrounding grounds are not included;
- Lack of appreciation of heritage values;
- Failure to realise the economic opportunities inherent in heritage buildings;
- Vandalism, and poor or lapsed maintenance which may lead to demolition by neglect;
- Unsympathetic new development
- Compliance costs associated with legislation

that may require remedial work to enable the continued use or adaptive reuse of some heritage buildings. Such remedial work has cost implications, which may be significant, impacting on the overall viability of adaptive reuse. This applies in particular to the Building Act 2004, and to a lesser extent, the Smoke-free Environments Act 1990.

The Schedule of items listed in the Dunedin City District Plan is the key instrument in identifying heritage items for protection. In the past, there has been a focus on protecting Victorian and Edwardian built heritage, while heritage items from other eras and themes are under-represented. There is therefore considerable scope for including later styles such as 1930s Art Deco, of which Dunedin has some fine examples, or the post-war Modern movement. Given the broader definition of heritage under the Resource Management Amendment Act 2003, and the large number of public nominations received to extend the Schedule, a rigorous and comprehensive methodology needs to be developed for identifying and protecting such heritage items. Amongst other things, the methodology should

include identification of the interiors of Category I buildings on the NZ Historic Places Trust national register.

Protecting built heritage is not about locking it up. While a few items can be protected for their own sake, retention of many heritage items is best facilitated by their continued sustainable economic use, possibly requiring adaptation of the buildings. More information is needed in connection with comparative costs of adaptation and refurbishment rather than demolition and rebuilding. Such works need to be designed and undertaken sensitively to avoid loss of heritage values.

(Challenge to be met by Goal 1)



CHALLENGE 2 >>

How do we ensure comprehensive and viable protection of heritage in Dunedin?

Current heritage protection under the District Plan applies at two levels of significance:

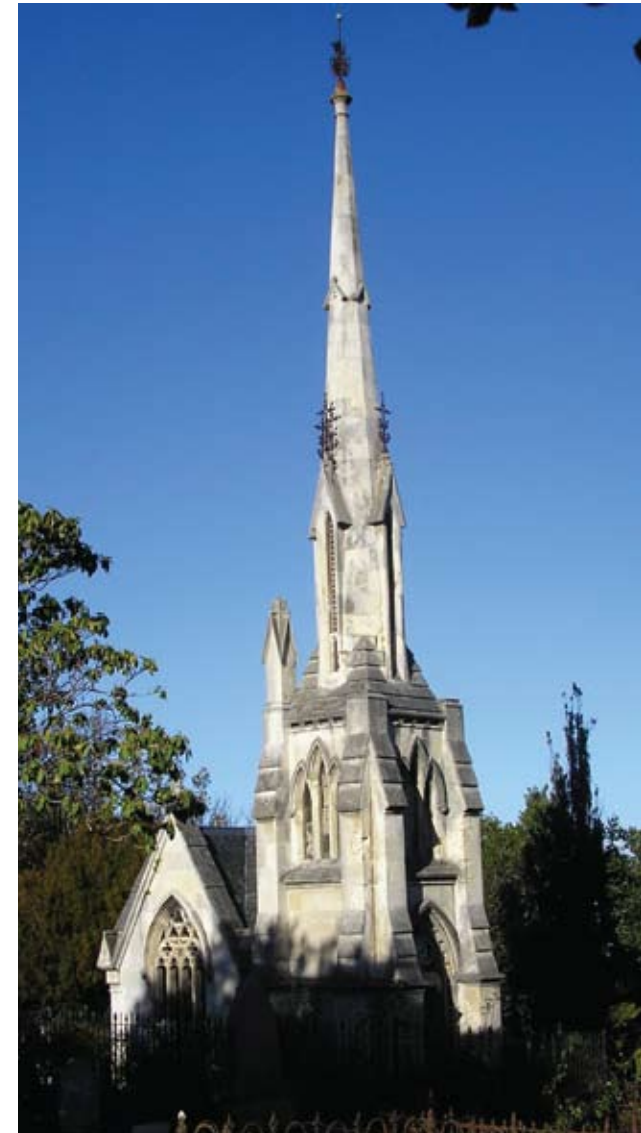
- a) historic places recorded as Category 1 or 2 on the New Zealand Historic Places Trust (NZHPT) National Register, provided these have been added to the District Plan by way of a plan change; and
- b) historic items of local or regional significance that have been assessed against the Dunedin City District Plan's criteria for inclusion.

New NZHPT registrations will be added progressively to the District Plan through the plan change process. However, other heritage places may exist that are important at a local or regional level that may also warrant protection. Current protection largely focuses on Dunedin's Victorian and Edwardian commercial and residential buildings, but may under-represent other aspects and phases of the City's history. These will clearly need further study.

Given the geographic extent of Dunedin City (as far north as Waikouaiti, inland to Middlemarch and Hyde, and as far south as Taieri Mouth) and the wide definition of heritage, it is highly unlikely that all heritage items that are worthy of protection have been identified and considered for inclusion in the NZHPT National Register and/or the Dunedin City District Plan. Improved information on the location of archaeological sites and the importance of currently unlisted heritage items may benefit the community. It can reduce uncertainty amongst developers and property owners where heritage may be a constraining factor in a potential development, or identify needs and opportunities for maintenance requirements or adaptive reuse prospects in heritage places.

The current approach in the District Plan is only to protect the heritage building (or facades thereof) or structure, and not the context or curtilage that contributes to its heritage value and can be an integral part of the heritage asset. This limited approach needs to be reviewed, particularly where the curtilage of a listed building is extensive.

(Challenge to be met by Goal 2)



CHALLENGE 3 >>

How can we raise the level of appreciation for heritage values?

There is a range of actions that can be taken to improve the appreciation for heritage values, including:

- Continuing the identification, registration and listing of outstanding heritage places
- Including later architectural styles such as 1930s Art Deco and post-war Modern
- Promoting opportunities for adaptive reuse of heritage buildings
- Realising the uniqueness and economic values of historic properties
- Providing information and education
- Encouraging heritage tourism
- Extolling qualities of life associated with heritage
- Offering incentives and awards

Effective heritage management is easier when heritage is appreciated as an asset, and is perceived to enhance property values and development potential. Often, heritage protection is seen as an imposition on property rights, with restrictions on the use and development

of the building or site together with heightened costs for ongoing maintenance. Heritage protection need not be restrictive, however, nor would maintenance costs necessarily be any greater, while recognition of heritage elements in a property can in fact raise its value. A good understanding of the principles and promotion of opportunities for adaptive re-use can also overcome such negative perceptions. The role of education in promoting heritage conservation should not be underestimated. Increasing public appreciation of heritage places not only increases the benefits to public good in retaining heritage, but can also be translated into higher market demand and values for heritage buildings.

In conjunction with nature-based tourism, Dunedin's historic places have featured significantly in the city's on-going tourism marketing campaign that differentiates Dunedin from other domestic and international visitor destinations. It is important that the contribution of the city's built heritage to the growth of tourism is recognised, and Dunedin's reputation as a memorable visitor experience continues to be maintained. A city that has a distinctive and vital built environment is likely to appear a more



attractive destination for potential migrants, and become a desirable address for business location. Heritage plays a major role in determining Dunedin's appeal.

It is acknowledged that NZHPT registration of a heritage item may result in maintenance options that could incur additional costs, though Government incentives may be available to offset these. More than that, the requirements of the Building Act 2004 for seismic upgrading will certainly need to be taken into consideration. Conservation incentives can encourage heritage enhancement and adaptive reuse.

(Challenge to be met by Goal 3)

CHALLENGE 4 >>

How do we distinguish between heritage and townscape?

Council acknowledges the lack of clarity and subsequent concern over the distinction between townscape and heritage. However, it should be accepted that while heritage can often be a major contributor to the concept of townscape, townscape is not necessarily heritage. Heritage in fact dominates Dunedin's townscapes. Even though the seventeen precincts identified in the Dunedin City District Plan are divided into Townscape Precincts (7) on the one hand and Heritage Precincts (10) on the other, heritage buildings and streetscapes still feature largely in the seven Townscape Precincts. The distinction between the two is therefore blurred. The Resource Management Act clearly defines historic heritage, though it does not define townscape. In general terms 'townscape' is concerned with the quality of the urban environment, and includes aesthetic, cultural and natural, as well as historical and architectural aspects, and as such is more than just the physical built environment. At present, this concept of townscape as applied throughout Dunedin inevitably incorporates many heritage features. This is therefore likely to require more

explicit criteria by which to differentiate the two, together with some re-assessment of existing townscape and heritage precincts in the District Plan.

(Challenge to be met by Goal 4)



CHALLENGE 5 >>

How do we share the responsibility to retain and maintain heritage in Dunedin?

Heritage items are apparent throughout Dunedin in a variety of rural and urban forms, ranging from rustic stone fences to our most substantial buildings in a variety of ownerships. While Council or other organisations own some important heritage items, many others are privately owned.

While Council can promote best practice for the on-going management of those heritage items under Council ownership, it is important to identify heritage items in private ownership and encourage their owners to maintain them to the same degree, and provide the necessary mechanisms to protect them. Both Council and Government can offer advice and incentives as well as regulatory controls. In order to retain and maintain heritage in Dunedin it will therefore be vital that the Council works co-operatively with any groups or individuals who have interests in heritage.

Four key organisations in Dunedin involved in heritage assessment are: Dunedin City Council; the New Zealand Historic Places Trust; Kai Tahu ki Otago; and the New Zealand Archaeological Association. Other contributory groups include the Departments of Conservation and Internal Affairs; the Ministries for the Environment and Culture and Heritage; the Southern Heritage Trust; the Historic Cemeteries Trust; the NZ Institute of Architects; the Institute of Professional Engineers; and the University of Otago.

(Challenge to be met by Goal 5)

Goals and Actions

Fulfilling the vision will involve commitment by the Dunedin City Council, its partners, community groups and residents of Dunedin. The vision for heritage in Dunedin will be achieved through the following goals and actions.

Goal 1 >> Identify and enhance Dunedin's heritage

Indicators for Goal 1 include:

- Number of new built heritage items identified for protection
- Number of items identified within thematic classes
- Number of archaeological sites identified for protection
- Amount of incentives paid by funding organisations to enhance heritage
- Number of guidelines publications produced/distributed
- Number/occupancy of successful adaptive re-use projects for heritage buildings
- Amount of staff time dedicated to heritage identification and enhancement



Options available to Council as actions for achieving Goal 1 include:

Action		Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
1.1	Identifying Dunedin's heritage items by:				
1.1.1	Preparing a work program to address Goal 1's action statements and identifying the necessary resources to implement them	Regulator, Promoter & Facilitator	December 2007	Staff time - City Planning, A.U.D.	Heritage agencies
1.1.2	Undertaking further work to identify heritage items needing protection, in accordance with established criteria in the Dunedin City District Plan	Regulator, Promoter, & Facilitator	On-going	Staff time - City Planning, A.U.D.	Heritage agencies, Property owners, Community
1.1.3	Extending the range of heritage listings to include other architectural eras and styles than Victorian and Edwardian, eg Art Deco, Arts and Crafts, Modern, etc	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZ Historic Places Trust (NZHPT), Property owners, Interest groups
1.1.4	Considering the addition of significant movable heritage items to the District Plan Heritage Schedule, eg transport items	Regulator, Provider, Promoter & Facilitator	On-going	Staff time - City Planning	Property owners, Consultants, Interest groups

Action		Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
1.1.5	Giving greater recognition to specific features of heritage buildings such as interiors, ornate ceilings, stained glass, and gardens	Regulator, Provider, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT, Property owners, Interest groups
1.1.6	Undertaking a composite thematic study of Dunedin's heritage from data in Schedule 25.1 following input from 1.1.2 above	Regulator & Funder	December 2008	\$30,000 estimated. Staff time- City Planning, A.U.D.	NZHPT, Other heritage groups
1.1.7	Undertaking appropriate studies to produce interpretive documents, to distinguish thematic trends or to fill information gaps in the data record	Promoter & Facilitator, Funder	On-going, with annual studies	Staff time - City Planning, Consultants	Expert contributors
1.2	Identifying archaeological sites in Dunedin by:				
1.2.1	Continued participation in the NZ Archaeological Association Site Recording Programme updating information on archaeological sites	Regulator, Funder, Promoter & Facilitator	December 2007	Staff time - City Planning - for on-going administration and discussions.	NZ Archaeological Association (NZAA), ORC, Property owners
1.2.2	Initiating a District Plan change to regulate earthworks in order to identify and protect 'accidental discoveries' of archaeological sites	Regulator	March 2008	Staff time – City Planning	Contractors, Property owners, NZHPT, NZAA
1.3	Using best practice conservation by:				
1.3.1	Adopting ICOMOS NZ	Provider, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	ICOMOS NZ, Property owners
1.3.2	Promoting ICOMOS NZ to private owners of heritage items	Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	ICOMOS NZ, Property owners
1.3.3	Preparing, producing and distributing a series of advisory guidelines to address issues of heritage maintenance, alterations and additions, restoration or conservation	Promoter & Facilitator, Funder	On-going	Staff time - City Planning, A.U.D.	NZHPT, Other expert advisers & contributors
1.3.4	Ensuring property management practices (ICOMOS NZ) are adopted for Council assets to achieve good heritage outcomes	Provider	On-going	Staff time – A.U.D.. Community & Recreation Services	Asset occupiers
1.3.5	Undertaking an initial screening, or requiring subsequent screenings as necessary, of heritage buildings to assess possible earthquake proneness where a) the number of storeys totals four or more; or b) normal occupancy exceeds 500 people. Alterations to and changes of use in heritage buildings are subject to specific policy determinations for earthquake-prone buildings	Regulator, Provider, Promoter & Facilitator	On-going	Staff time - City Planning, Building Control	NZHPT, Property owners, Consultants
1.3.6	Assessing development proposals likely to impact on heritage properties or sites to avoid unsympathetic design, mock heritage, modern replications or other undesirable impacts on such sensitive sites	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT, Property owners, Consultants

Action	Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
1.3.7 Considering the need for disabled access provisions and other services in assessing plans for building rehabilitation and re-use	Regulator, Provider, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D., Building Control	NZHPT, Property owners, Consultants
1.3.8 Being concerned that, as far as is possible, any repairs to heritage buildings should be undertaken using similar materials to the original	Regulator, Provider, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT, Property owners, Consultants
1.4 Providing incentives for maintaining or enhancing heritage by:				
1.4.1 Modifying planning controls which would enable heritage buildings re-use, eg parking requirements	Regulator, Promoter & Facilitator	December 2008	Staff time - City Planning, Transport Planning, A.U.D.	---
1.4.2 Giving rates relief for undertaking approved maintenance or restoration of heritage items	Funder	Ongoing	Variable costs. Staff time - City Planning, A.U.D., Economic Development	Property owners
1.4.3 Promoting the availability of the Dunedin Heritage Fund and increasing its value to encourage higher levels of buildings restoration amongst private owners.	Promoter & Facilitator, Funder	On-going	\$40,000#/annum – Heritage Fund	Staff time - A.U.D., City Planning, and NZHPT, Property owners, Conservation groups
1.4.4 Identifying and promoting the availability of others sources of funding from Government (National Heritage Preservation Incentives Fund), Community Trusts, private and corporate funders	Promoter & Facilitator	On-going	Staff time - City Planning	NZHPT, Internal Affairs, Community Trusts, Other sources of funds
1.4.5 Reviewing and publicising the Council policy on remission of rates to ensure that it continues to be an effective incentive to property owners	Funder, Promoter & Facilitator	December 2007	Staff time – City Planning, Economic Development	Property owners
1.4.6 Continuing to waive resource consent fees for minor works on heritage items listed in the District Plan	Regulator, Funder	On-going	Variable costs. Staff time - City Planning	Property owners
1.4.7 Examining and implementing a range of financial and non-financial incentives to encourage property owners to maintain and enhance heritage	Funder, Promoter & Facilitator	On-going	Staff time – City Planning, Finance An initial \$20,000# per annum has been set aside to establish a contestable fund#	Property owners, Other funding agencies
1.4.8 Identifying particular issues as priorities for specific studies and investigations	Regulator, Funder Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT, Consultants, Interest groups, Funding agencies

Note: # under "Implementation - budget" refers to items that are already included in existing budgets. Other costs are estimates only and are subject to the Council's annual budget process, which includes public consultation through the Annual Plan

Goal 2 >> Seek recognition and protection of Dunedin's heritage

Indicators for Goal 2 include:

- Establishment of effective monitoring procedures
- Number of registered heritage items added to District Plan, Schedule 25.1
- Number of other heritage items added to District Plan Schedule 25.1
- Number of heritage items demolished/deleted from District Plan Schedule 25.1
- Number of archaeological sites added to District Plan Schedule 25.2
- Amount of staff time dedicated to heritage recognition and protection

Options available to Council as actions for achieving Goal 2 include:

Action	Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
2.1 Recognising Dunedin's heritage items by:				
2.1.1 Preparing a work program to address Goal 2's action statements and identifying the necessary resources to implement them	Regulator, Promoter & Facilitator	December 2007	Staff time - City Planning, A.U.D.	Heritage agencies
2.1.2 Completing and regularly updating the detail and imagery in supplementary records associated with items for protection under Schedule 25.1 of the District Plan	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT
2.1.3 Encouraging and co-operating with NZHPT in undertaking the registration of Dunedin's most outstanding or significant heritage items	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning	NZHPT
2.2 Protecting Dunedin's heritage items by:				
2.2.1 Initiating District Plan changes as required to address heritage protection provisions and update Schedule 25.1 of the District Plan to include all identified heritage items for protection	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	NZHPT
2.2.2 Moving towards the protection of entire buildings and their surrounding land curtilage wherever possible, rather than only the facades or building envelopes	Regulator	On-going	Staff time - City Planning, A.U.D.	NZHPT
2.2.3 Reviewing existing Schedule 25.1 listings to identify significant surrounding land and gardens, eg First Church, Larnach's Castle, Glenfalloch, Botanic Gardens, etc.	Regulator, Provider	On-going	Staff time - City Planning, A.U.D.	NZHPT, Property owners

Action		Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
2.2.4	Promoting the use of covenants on Certificates of Title to prevent demolition or limit the extent of alterations to significant heritage items	Regulator, Promoter & Facilitator	On-going	Staff time – City Planning	NZHPT, Property owners
2.2.5	Making use of heritage orders to protect heritage items of special interest where they are considered to be at extreme risk	Regulator, Promoter & Facilitator	As required	Staff time – City Planning	NZHPT, Property owners
2.2.6	Considering, though only as a last resort, the prospect of Council purchasing important heritage buildings deemed to be under dire threat	Regulator, Funder, Promoter & Facilitator	As required	Staff time - City Planning, A.U.D., Finance	NZHPT, Property owners, Other funding agencies
2.3	Protecting archaeological sites in Dunedin by:				
2.3.1	Initiating a District Plan change as required to add NZAA identified sites to the District Plan	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning	Property owners
2.3.2	Mapping identified archaeological sites in association with plan changes in 1.2 and 2.3.1 above	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, GIS	NZHPT, NZAA
2.3.3	Developing protocols in association with Kai Tahu ki Otago and Papatipu Runanga in recording and mapping, for internal reference only, identified Maori archaeological sites	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning	KTKO, NZAA, NZHPT
2.4	Establishing robust monitoring procedures by:				
2.4.1	Establishing access to appropriate heritage databases or other information records with such bodies as NZHPT, NZAA, Kai Tahu ki Otago, etc	Promoter & Facilitator, Regulator	On-going	Staff time - City Planning, Council's Integrated Monitoring Strategy	Other heritage agencies, Policy Analysts Team
2.4.2	Establishing meaningful indicators for monitoring the effectiveness of Council's provisions for the enhancement and protection of Dunedin's heritage	Promoter & Facilitator, Regulator	December 2007	Staff time - City Planning, Council's Integrated Monitoring Strategy	Policy Analysts Team
2.4.3	Undertaking regular (eg annual) reviews of Council's implementation of heritage provisions to ensure that effective compliance and updating is carried out	Promoter & Facilitator, Regulator	On-going, with annual reviews	Staff time - City Planning, Council's Integrated Monitoring Strategy	NZHPT, NZAA, Policy Analysts Team
2.4.4	Undertaking appropriate inspections at sensitive heritage sites and in connection with major developments on or adjacent to heritage sites	Promoter & Facilitator, Regulator	As required	Staff time - City Planning, Council's Integrated Monitoring Strategy	NZHPT, Policy Analysts Team
2.4.5	Creating a system with which to implement monitoring of repair and maintenance requirements and actions in Council's heritage assets	Provider, Regulator, Promoter & Facilitator	December 2007	Staff time – Council's Integrated Monitoring Strategy	NZHPT, Policy Analysts Team
2.4.6	Monitoring the application of Building Act 2004 requirements and standards to all heritage building changes	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning	NZHPT, Property owners, Consultants, Policy Analysts Team

Goal 3 >> Promote awareness and appreciation of heritage in Dunedin

Indicators for Goal 3 include:

- Number of promotional brochures produced/distributed
- Amount of incentives paid by funding organisations to enhance heritage
- Number of guidelines publications produced/distributed
- Number of heritage signs and plaques installed
- Number of promotional events arranged
- Number of awards presented in recognition of heritage promotion or conservation
- Additional numbers of heritage items on District Plan Schedule 25.1
- Additional numbers of archaeological items on District Plan Schedule 25.2
- Amount of staff time dedicated to heritage promotion and awareness raising

Options available to Council as actions for achieving Goal 3 include:

Action	Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
3.1 Promoting awareness of heritage values in Dunedin by:				
3.1.1 Preparing a work program to address Goal 3's action statements and identifying the necessary resources to implement them	Promoter & Facilitator	December 2007	Staff time - City Planning, A.U.D.	Heritage agencies
3.1.2 Assisting in the production of the brochure "Historic Dunedin"	Promoter & Facilitator, Provider, Funder	December 2008	Staff time - City Planning, Marketing & Communications	NZHPT Otago Branch, Funding agencies
3.1.3 Updating the content of the "Heritage Walks" brochure to publicise Dunedin's heritage trails	Promoter & Facilitator, Provider, Funder	December 2007	Staff time – A.U.D., City Planning, Marketing & Communications	NZHPT + Otago Branch
3.1.4 Preparing, producing and distributing a series of advisory guidelines to address issues of heritage maintenance, alterations & additions, restoration or conservation	Promoter, Facilitator & Funder	June 2008	Staff time – A.U.D., City Planning	NZHPT, Other expert advisers & contributors
3.1.5 Continuing the program of events and themed festivals designed to promote Dunedin's varied heritage	Promoter & Facilitator, Provider, Funder	Biennially	Staff time – Marketing & Communications, Events strategy	NZHPT Otago Branch

Action	Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
3.1.6 Providing advice on the reuse or renovation of heritage items	Regulator, Promoter & Facilitator	On-going	Staff time – City Planning, A.U.D.	NZHPT
3.1.7 Providing incentives for maintaining or protecting heritage as in 1.4 above	Promoter, Facilitator & Funder	On-going	Staff time - City Planning, Economic Development	NZHPT
3.1.8 Encouraging the establishment of training courses in heritage conservation, restoration and management in appropriate tertiary institutions	Promoter & Facilitator	December 2008	Staff time – City Planning	Tertiary institutions, NZHPT, NZAA, Heritage specialists
3.1.9 Undertaking and maintaining a study to identify the potential amongst Dunedin's historic commercial buildings for rehabilitation and re-use	Regulator, Funder, Promoter & Facilitator	December 2007	\$10-12,000# budgeted Staff time – City Planning	Consultants
3.2 Promoting appreciation of heritage values in Dunedin by:				
3.2.1 Continuing to place heritage plaques at appropriate locations throughout the City	Promoter & Facilitator, Provider, Funder	On-going	Staff time – A.U.D.	NZHPT Otago Branch
3.2.2 Installing tourism signage and interpretations panels identifying important heritage buildings, which when linked with the heritage plaques will enable visitors to undertake self-guided tours	Promoter & Facilitator, Provider, Funder	On-going	Staff time – City Planning, A.U.D., Marketing & Communications	NZHPT + Otago Branch Transit New Zealand
3.2.3 Establishing a system of heritage awards for individuals or groups in recognition of their restoration or protection of heritage items	Promoter & Facilitator, Funder	Annually	Staff time - City Planning, A.U.D., Marketing & Communications	NZHPT Otago Branch
3.2.4 Developing a heritage website for Dunedin in collaboration with other groups	Promoter & Facilitator, Provider, Regulator	December 2008	Staff time – City Planning, Marketing & Communications	Heritage agencies, Property owners
3.2.5 Developing and maintaining strong working relationships with key agencies involved in heritage	Regulator, Promoter & Facilitator	December 2008	Staff time – City Planning	Heritage agencies, Major property owners
3.2.6 Supporting/encouraging the establishment of such heritage tourism-related projects as the proposed Dunedin Railway Heritage Network	Promoter & Facilitator, Provider, Funder	December 2009	Staff time – City Planning, Economic Development Unit	NZHPT, Railway heritage groups, Tourism Dunedin, Middlemarch interests

Note: # under "Implementation - budget" refers to items that are already included in existing budgets.

Goal 4 >> Clarify and manage relationships between heritage and townscape

Indicators for Goal 4 include:

- New criteria to define differences between heritage and townscape in the District Plan, together with the creation of a separate Heritage section in the District Plan
- Clear distinctions between heritage and townscape precincts in the District Plan
- Full understanding between heritage agencies of the differences between heritage and townscape
- Identification of new townscape precincts not influenced by heritage
- Amount of staff time dedicated to addressing heritage and townscape issues

Options available to Council as actions for achieving Goal 4 include:

Action	Role of Council	Initial Target for Completion	Implementation (Budget & work Programme)	Who else may have a role
4.1 Promoting clearer managed relationships between heritage and townscapes by:				
4.1.1 Preparing a work program to address Goal 4's action statements and identifying the necessary resources to implement them	Promoter & Facilitator	December 2007	Staff time - City Planning, A.U.D.	Heritage agencies
4.1.2 Clearly defining the differences between heritage and townscape in the District Plan and creating a separate section for Heritage in the District Plan	Regulator, Promoter & Facilitator	June 2008	Staff time - City Planning, A.U.D.	NZHPT
4.1.3 Establishing clear criteria in appropriate sections of the District Plan for identifying separate heritage and townscape precincts	Regulator, Promoter & Facilitator	June 2008	Staff time - City Planning, A.U.D.	NZHPT
4.1.4 Applying the new criteria to create new townscape precincts that are not influenced by heritage	Regulator, Promoter & Facilitator	June 2008	Staff time - City Planning, A.U.D.	NZHPT

Goal 5 >> Develop and maintain strong working relationships with key agencies involved in heritage

Indicators for Goal 5 include:

- Number and frequency of meetings with key agencies involved in heritage
- Number of protocols established with key agencies
- Number of joint initiatives agreed for heritage management
- Amount of funding offered between agencies in support of approved heritage restoration or maintenance
- Amount of staff time dedicated to building and maintaining relationships in heritage

Options available to Council as actions for achieving Goal 5 include:

Action	Role of Council	Initial Target for Completion	Implementation (Budget and work Programme)	Who else may have a role
5.1 Developing and maintaining strong relationships with key heritage agencies by:				
5.1.1 Preparing a work program to address Goal 5's action statements and identifying the necessary resources to implement them	Promoter & Facilitator	December 2007	Staff time - City Planning, A.U.D.	Heritage agencies
5.1.2 Working with key agencies to co-ordinate the management of heritage within Dunedin	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	Heritage agencies
5.1.3 Participating in regular (eg quarterly) meetings with other heritage agencies to be informed of developments within/between these agencies as they impact on Dunedin's heritage	Regulator, Promoter & Facilitator	On-going	Staff time - City Planning, A.U.D.	Other heritage agencies
5.1.4 Establishing joint partnerships with specific heritage agencies for the purpose of undertaking particular heritage studies of mutual interest or need	Promoter & Facilitator, Funder	On-going	Staff time – City Planning	Specific heritage agencies
5.1.5 Establishing partnerships with heritage property owners and other stakeholders to ensure sustainable management of Dunedin's heritage resources	Promoter & Facilitator	On-going	Staff time – City Planning, A.U.D.	Property owners, Stakeholders
5.1.6 Encouraging the organisation of heritage conferences and workshops by professional bodies and heritage agencies	Promoter & Facilitator, Funder	On-going	Staff time – City Planning, Marketing & Communications	NZHPT, NZPI, NZIA, IPENZ, NZILA, NZAA, ICOMOS and similar bodies
5.1.7 Supporting the initiatives of heritage agencies and private sponsors in arranging lectures on heritage by prominent international speakers and others	Promoter & Facilitator	On-going	Staff time – City Planning,	Heritage agencies

Implementation,

Monitoring and Review

This Heritage Strategy will be implemented through various methods, which include the Council's planning tools, education and collaborative initiatives with organisations, property owners and the wider community. Implementation will include a comprehensive Council work programme to undertake the actions identified in the strategy. This will have resource and budget implications which will be processed through the Annual Plan in relation to the Long Term Council Community Plan.

It is intended that the list of actions will be regularly reviewed by way of an annual internal review, at which time comment will be sought from key stakeholders, as well as community responses from Council's regular Residents Opinion Surveys. The annual reviews will assess the progress and results of individual actions, measured against performance indicators established under their respective goals. At the time of these reviews the effectiveness of the overall resource allocations will be assessed.

It is also intended to review the strategy at large three years after its adoption by Council to monitor its effectiveness in working towards the vision, and every three years thereafter. The indicators for each goal will be used to measure performance towards achieving the goals and vision of the strategy over the course of the preceding three years, while the indicators themselves will undergo a critical review to ensure that they are still relevant to the desired outcomes. At this time a greater input will be sought from key stakeholders and the community by means of open discussions and workshops, and survey questionnaires to heritage property owners and interest groups. It needs to be stressed that Dunedin's heritage is there for everyone both now and into the future. By continuing to seek input from heritage owners, heritage organisations and the wider community, all our efforts will combine in ensuring that the City's historic character and ambience is preserved for the enjoyment of residents, visitors and business people alike.



Appendix 1:

Glossary of Common Terms Used

<i>Adaptive re-use</i>	means modifying a building, structure or place to suit new compatible uses, involving the least possible loss of cultural heritage values
<i>Aesthetic significance</i>	sensual attributes perceived in terms of beauty, evocativeness, expressiveness, grandeur, landmark presence, picturesqueness, symbolism or similar qualities of nature or human endeavour
<i>Archaeological significance</i>	the potential to reveal, upon examination of a place and/or its associated documentary materials and artefacts through archaeological methods, information that contributes significantly to our understanding of New Zealand's past
<i>Archaeological site</i>	is defined in the Historic Places Act 1993 as: Any place in New Zealand that (a) either (i) was associated with human activity that occurred before 1900; or (ii) is the site of a wreck of any vessel where that wreck occurred before 1900; and (b) is or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand.
<i>Architectural significance</i>	the principal features or achievements in architectural design, form, construction techniques, and decorative detailing, or of particular classes of architectural style or period; or of notable applications, innovation or extrapolation of these; or of association with notable architects.
<i>Building envelope</i>	the external profile and ground plan of the building(s) as determined by the placement of exterior walls
<i>Built environment</i>	"The built environment encompasses the buildings, spaces, places and structures in which we live, work and play. It is the house you live in; the office, factory, school or shop you work in; the gym, café or playground you socialise in; and it's the connecting spaces between these places. The built environment is what makes our towns and cities hum. It contributes to the activity and energy that people choose to live in cities and towns for." (Ministry for the Environment, 2006)
<i>Cultural significance</i>	broadly means possessing historical, archaeological, architectural, technological, aesthetic, scientific, spiritual, social, traditional or other special cultural significance associated with human activity (ICOMOS NZ, 1992)
<i>Facade</i>	the principal face of a building, often subject to distinctive architectural detailing
<i>Heritage</i>	see the definition for "historic heritage" in Section 2 of the Resource Management Act, as reproduced on pages 8 and 9 of this strategy

<i>Historical significance</i>	people, organisations, events, phases, movements, ways of life or other activities that have made an acknowledged contribution to the development of New Zealand's society or its environment
<i>ICOMOS NZ</i>	International Council on Monuments and Sites. In 1992 New Zealand became a signatory to the International Charter for the Conservation and Restoration of Monuments and Sites (Venice Charter 1964)
<i>Indigenous cultural heritage</i>	the indigenous heritage of Maori relates to family (whanau), local (hapu) and tribal (iwi) groups and associations. It is inseparable from identity and well-being and has particular cultural meanings. The Treaty of Waitangi is the historical basis for indigenous guardianship. It recognises the indigenous people as exercising responsibility for their treasures, monuments and sacred places (ICOMOS NZ, part 2, 1992)
<i>Scientific significance</i>	the potential to reveal, upon examination of a place and/or its associated documentary materials and artefacts by scientific techniques, information that contributes significantly to our understanding of New Zealand's past
<i>Social significance</i>	perceived symbolic, spiritual or moral value or meaning that is important to a particular part of society or community group that generates a strong locational attachment. Includes tradition as the mores, beliefs and stories passed from generation to generation as part of a culture
<i>Technological significance</i>	technological accomplishment, excellence, extension, innovation or creative adaptation at a particular period in the fields of engineering, industrial or scientific design, construction, manufacture, craftsmanship or other technical field
<i>Townscape</i>	the physical structure and appearance of a city, town or precinct. Townscape includes aesthetic, cultural, natural, historical and architectural aspects, and as such is more than just the physical built environment
<i>Urban design</i>	Urban design is concerned with the design of the buildings, places, spaces and networks that make up our towns and cities, and the ways people use them. It ranges in scale from a metropolitan region, city or town down to a street, public space or even a single building. Urban design is concerned not just with appearances and built form but with the environmental, economic, social and cultural consequences of design. It is an approach that draws together many different sectors and professions, and it includes both the process of decision-making as well as the outcomes of design. (NZ Urban Design Protocol)
<i>Wahi tapu</i>	a place sacred to Maori in the traditional, spiritual, religious, ritual, or mythological sense

Appendix 2:

Policy and Legislation Relating to Heritage

The economic, social and cultural importance of heritage is recognised through legislation and is reflected in policy documents at national, regional and local levels.

National Level:

New Zealand Urban Design Protocol

The New Zealand Urban Design Protocol provides a platform to make New Zealand towns and cities more successful through quality urban design. It is part of the Government's Sustainable Development Programme of Action and Urban Affairs portfolio. Urban design seeks to ensure that the design of buildings, places, spaces and networks that make up our towns and cities works for all of us, both now and in the future.

The Urban Design Protocol identifies seven essential design qualities that together create quality urban design:

Context:	seeing buildings, places and spaces as part of whole towns and cities
Character:	reflecting and enhancing the distinctive character, heritage and identity of our urban environment
Choice:	ensuring diversity and choice for people
Connections:	enhancing how different networks link together for people
Creativity:	encouraging innovative and imaginative solutions
Custodianship:	ensuring design is environmentally sustainable, safe and healthy
Collaboration:	communicating and sharing knowledge across sectors, professions and with communities.

The Urban Design Protocol is a voluntary commitment by central and local government, property developers and investors, design professionals, educational institutes and other groups to undertake specific urban design initiatives. The actions that individual signatories take will, together, make a significant difference to the quality of our towns and cities.

To support the implementation of the Urban Design Protocol, the Government will provide leadership through a suite of supporting resources and a programme of action. These will build the capacity of organisations to deliver quality urban design, provide guidance, raise community awareness, and ensure that the key messages of the Urban Design Protocol are firmly grasped and put into action.

Historic Places Act 1993

The Act promotes the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand, and specifically seeks to register historic buildings, sites or areas, or wahi tapu sites or areas, and to protect archaeological sites.

ICOMOS New Zealand (International Council on Monuments and Sites [Charter for the Conservation of Places of Cultural Heritage Value])

The Charter sets out principles to guide the conservation of places of cultural heritage value in New Zealand.

Building Act 2004

The Act provides for the regulation of building work, the establishment of a licensing regime for building practitioners, and the setting of performance standards for buildings. This is to ensure that people who use buildings



can do so safely and without endangering their health and can escape from the building in case of fire, and to ensure that buildings are designed, constructed, and able to be used in ways that promote sustainable development.

Resource Management Act 1991

The Act charges the Council with a statutory obligation for the protection of heritage and identifies the protection of heritage as a matter of national importance.

Local Government Act 2002

The Act provides for local authorities to play a broad role in promoting the social, economic, environmental and cultural well-being of communities, taking a sustainable development approach. Maintaining heritage is one of the critical measures of sustainability. Along with environmental benefits, the retention of heritage also has social, economic and cultural benefits.

Local Level:

Dunedin City Community Plan 2006/07-2015/16

The Council’s community plan has been prepared under the Local Government Act 2002. The Community Plan document identifies a range of "outcomes" the community wants, and shows how the Council will contribute towards achieving these outcomes. The Council is committed to improving the economic, social and cultural, and environmental wellbeing of the people of Dunedin.

Dunedin City District Plan

The Council uses the District Plan as the main method to achieve its statutory obligations under the Resource Management Act 1991. The District Plan identifies heritage buildings and structures within Schedule 25.1 of the Plan, and archaeological sites within Schedule 25.2. Issues, objectives, policies and rules relating to heritage buildings and structures are currently located within Section 13: Townscape.



PART B:

Heritage in Dunedin

– what makes Dunedin so special?



Dunedin City Statistics

Area:

3,340km² - encompassing Waikouaiti and Hyde to the north and west, through to Berwick and Taieri Mouth in the south

Population:

122,400 (as at July 2005)

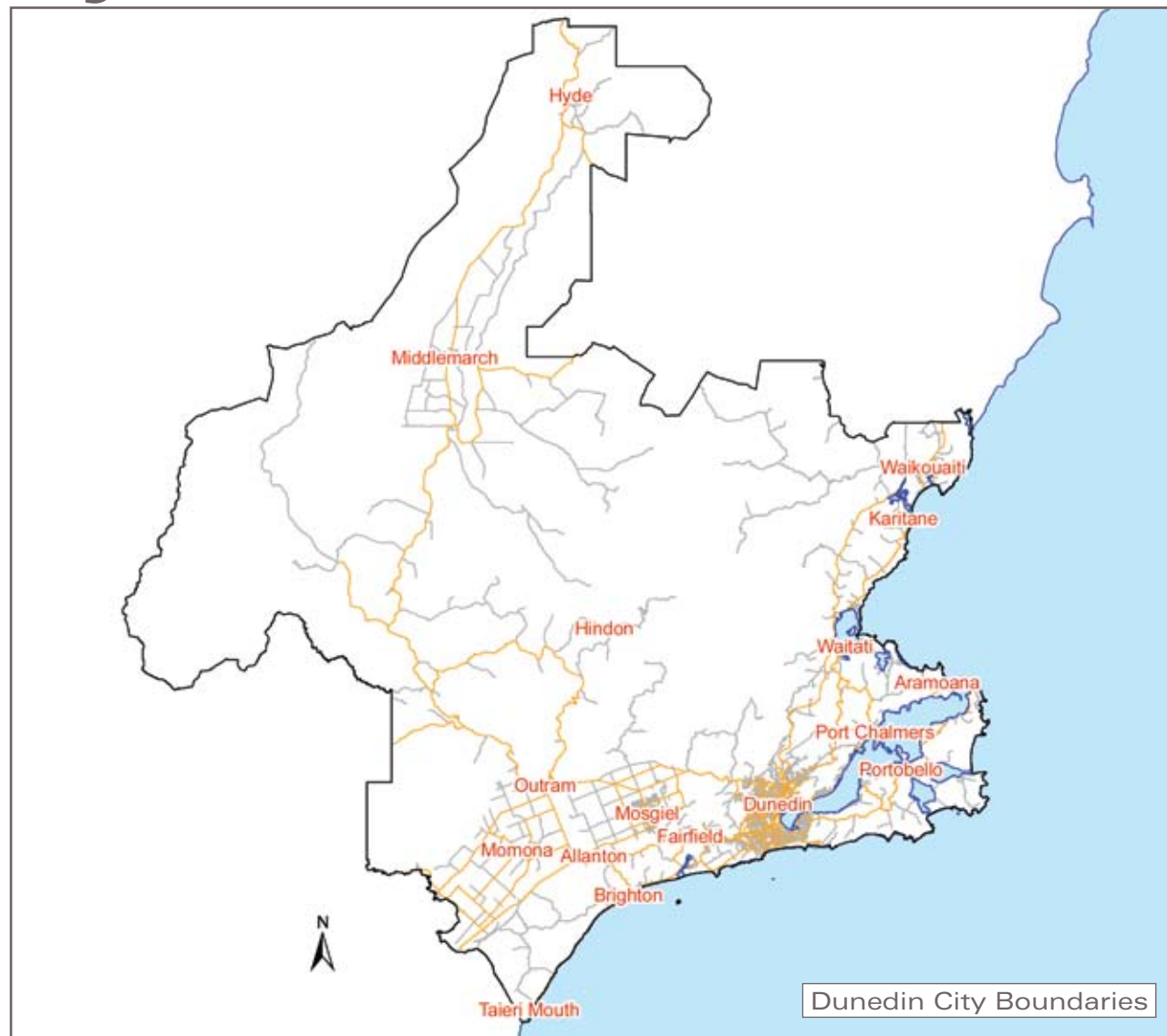
Historic buildings:

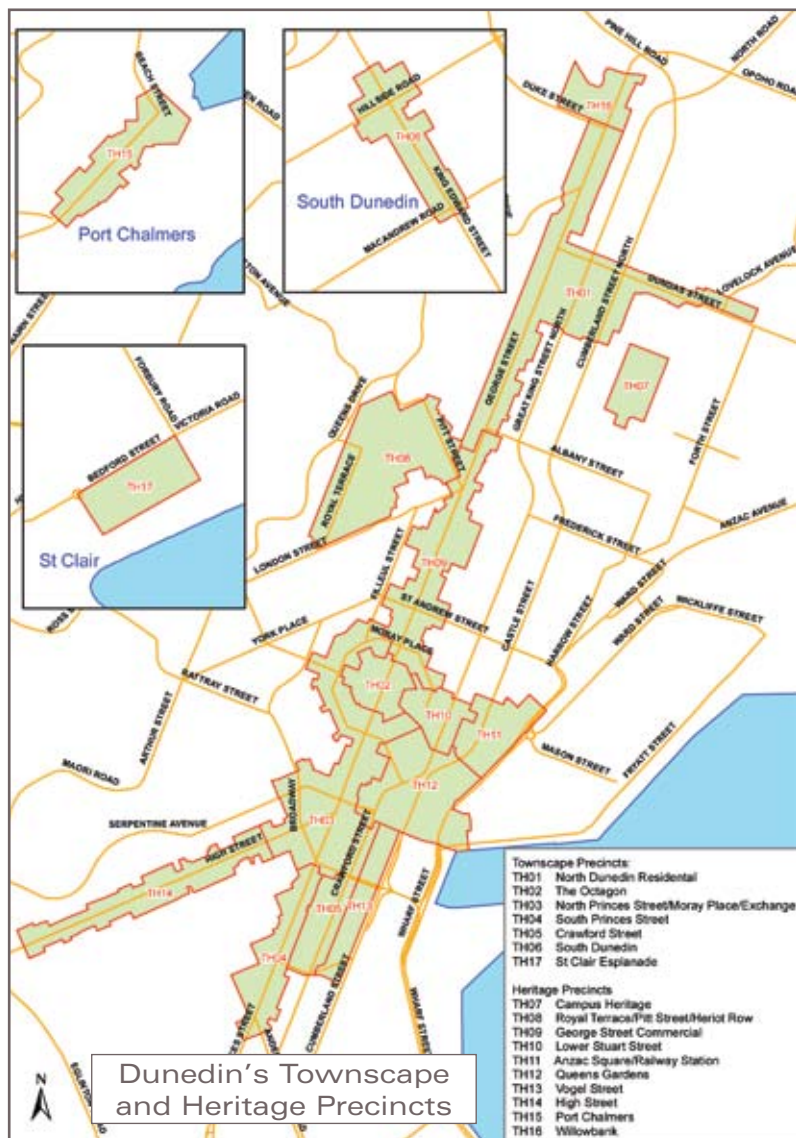
Number in Dunedin City District Plan (Schedule 25.1)	740
Number rated Category 1 by NZ Historic Places Trust	89
Number rated Category 2 by NZ Historic Places Trust	239
Numbers and proportions, urban	684 (92.5%)
Numbers and proportions, rural	56 (7.5%)

Archaeological sites

Number in Dunedin City District Plan (Schedule 25.2)	36
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Dunedin is a city founded largely on gold, like Melbourne, Ballarat and Bendigo in Victoria, Australia. Within three years of Captain Cargill stepping ashore on Otago Harbour at the site proposed for his village of New Edinburgh, gold was discovered in Australia, followed a decade later by rich discoveries on Dunedin's own





doorstep. Historically, therefore, Dunedin has much in common with the three Victorian cities, particularly in terms of architecture, heritage, historical development and early growth. Australian architects like R.A.Lawson, W.Mason and W.Armson designed many of Dunedin's outstanding landmarks, so there are strong physical similarities between Dunedin, Ballarat and Bendigo today. And for a time, just like Melbourne, Dunedin was the largest city in the country on account of its own gold wealth, its burgeoning population, and its emergent manufacturing and commercial economy.

As a result of its late 19th century Victorian and early 20th century Edwardian architecture, Dunedin acquired much of the urban character that is still evident today. Unlike Auckland, Wellington and Christchurch, over the last thirty years or so the City of Dunedin has been spared the pressures of development that have seen so much change in New Zealand's other urban townscapes, coupled with the loss of so much of their former inner city commercial heritage. Dunedin has benefited thus in having most of its historic inner city still intact, with the ability now to promote itself as New Zealand's leading heritage tourism destination. The Dunedin railway station recently achieved the status of being one of the world's top 100 'must see' destinations, for instance, while Otago University's clock tower is one of the best-recognised in the country; First Church, one of Lawson's early ecclesiastical masterpieces, was recently a contender for World Heritage status; and on the headland just north of Waikouaiti lie Matanaka's cluster of farm buildings which, as the oldest in New Zealand, pre-date Dunedin's settlement by several years.

At present some 740 heritage buildings and structures are listed on the Dunedin City District Plan, as well as a number of significant archaeological

sites. The New Zealand Historic Places Trust has registered many notable items amongst them, but many more are deserving of this recognition and/or inclusion in the District Plan. Indeed, much more remains to be done throughout the entire District to be sure that the scope and range of Dunedin's heritage assets can be fully known, especially with regard to the underlying archaeology.

Dunedin prides itself on its heritage image and recognises the economic advantages of its heritage assets - particularly in supporting its various tourism enterprises. However, it also recognises that these assets cannot be preserved in such a way that they are unchanging, both in terms of their physical appearances or their uses. Given the dynamics of economic change, the shifting needs of new enterprises and locational requirements as businesses grow or decline, what once housed thriving industrial and commercial establishments in their heyday have since become prospects for redevelopment, refurbishment and re-use in many instances.

Dunedin's economic base has thus been subject to some distinct shifts over the last fifty years. Most marked have been the movement of commerce and retailing away from Princes Street and towards George Street; the decline of Dunedin's waterfront in favour of Port Chalmers; and the growth of industry and warehousing on land reclaimed between Andersons Bay Road and Portsmouth Drive. Burnside has declined considerably as a former industrial area, while the airport development at Momona gave rise to new opportunities on the industrial estate that once was Taieri airfield. In consequence, while our landmarks are sustained, many of our other heritage elements are either under-utilised or even vacant now, and in need of new life.

There are signs though, that the imbalance of the Princes Street/George Street duality is beginning to change again towards Princes Street, following the refurbishment of the former Wain's Hotel (now the Mercure), current moves to redevelop the former Chief Post Office, and the promise of a new future for the former Bank of New Zealand. This part of Dunedin contains a number of similar redevelopment prospects amongst the historic commercial buildings still located there – notably along Bond, Crawford and Vogel Streets. As part of its heritage strategy, Council wishes to promote the opportunities for residential or commercial re-use that exist in this and other parts of the city still to be identified, as well as encouraging greater appreciation of our heritage at large.



Resources

for Local Heritage Conservation Action

Statutory or other formal protection for Dunedin's heritage:

Dunedin City Council

As the territorial authority responsible for planning through the Dunedin City District, under the Resource Management Act 1991 the DCC maintains a District Plan which identifies issues and develops objectives, policies and methods to manage the effects of land use activities on the environment. Of special concern is the impact of these activities on historic heritage. DCC protects its historic heritage by listing items on Schedules 25.1 and 25.2 of the District Plan, which currently include some 740 heritage buildings and structures and 36 archaeological sites.

New Zealand Historic Places Trust

NZHPT is the leading historic protection agency in New Zealand. Under the Historic Places Act 1993 the Trust's mission is to promote the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand. The national office for the Trust is in Antrim House, Wellington, with regional and area offices located in Kerikeri, Auckland, Tauranga, Wellington, Christchurch and Dunedin. The Trust maintains a register of historic places containing more than 5,200 items of national significance.

New Zealand Archaeological Association

The objectives of the NZAA are to promote and foster research into the archaeology of New Zealand. The Association is active in lobbying Government and Local Government for the protection of New Zealand's cultural heritage. The Archaeological Association is an incorporated society with a membership spanning students, amateurs, professionals and institutions involved or interested in archaeology. NZAA runs a national Site Recording Scheme, which records over 50,000 archaeological sites. The records are used for the purpose of research and protection of the sites.

Kai Tahu ki Otago Ltd

KTKO is based in Dunedin, and specialises in environmental health, resource management, iwi planning, environmental evaluation, Maori cultural health, cultural knowledge and values. In connection with heritage, information is held on archaeological sites, wahi tapu, wahi taoka and parts of the Kai Tahu ki Otago Resource Inventory. KTKO seeks to promote the establishment of processes to enable accurate identification and protection of wahi tapu, protection of sensitive information, and to ensure KTKO is consulted

before granting consents or confirming permitted activities.

Department of Conservation

Under Section 6 of the Conservation Act 1987, the Department of Conservation (DOC) aims to conserve the many significant historic heritage sites on public conservation land, which totals one third of New Zealand's land area. Nationally around 12,000 historic heritage sites reflect a wide range of themes. DOC has prioritised 660 key sites, a representative selection, for active management based on international best practice which will entail a summary of the cultural heritage values of each site. DOC is a corporate member of ICOMOS NZ.





Support and voluntary heritage bodies:

Ministry for Culture and Heritage

The Ministry provides advice to the New Zealand Government on culture and heritage matters. It assists government in its provision and management of cultural resources and undertakes a number of activities that support and promote the history and heritage of our country. It is responsible for administering the Historic Places Act 1993, and funds the NZHPT to this end. It also administers the Protected Objects Act 1975.

Department of Internal Affairs

Lottery heritage grants are available to not-for-profit organisations for projects which promote, protect and conserve New Zealand's cultural heritage, including the conservation of historic buildings, structures, rolling stock, archaeological sites, wahi tapu sites, or for historical publications. Preference is given to items registered by NZHPT or local territorial authorities, or otherwise identified by the community as having significant heritage value.

Ministry for the Environment

MFE works to achieve good environmental leadership and decision-making at all levels to

deliver the environment that New Zealanders expect and deserve. The Ministry monitors various aspects of the environment to prepare State of the Environment Reports. A report on New Zealand's cultural heritage was included in chapter 2 of the 1997 State of the Environment report.

Southern Heritage Trust

SHT occupies the Sexton's Cottage in Dunedin's Northern Cemetery. Formed in December 2002, it became a charitable trust in May 2003. Its mission is to foster the conservation and promotion of Otago's social, cultural and architectural heritage, to develop heritage related activities in collaboration with other agencies, and to seek the enhancement of Otago's heritage infrastructure

Historic Cemeteries Trust

Formed in January 2002, the Trust was established with the objective of identifying and preserving our historic cemeteries as important cultural and historic symbols and resources, and an essential element of this nation's cultural heritage. The Trust's aims include gathering information, establishing conservation plans and priorities, and encouraging and co-operating with interest groups.

Institute of Professional Engineers

IPENZ maintains a strong interest in engineering heritage. As an objective it seeks to inspire and teach present and future generations about New Zealand's engineering heritage by preserving the legacy of the past through its identification, maintenance and promotion. Its National Engineering Heritage Database is a searchable listing of many engineering items of note.

New Zealand Institute of Architects

The NZIA is a signatory to the New Zealand Urban Design Protocol. It is thus committed to sustaining those elements of earlier urban design that helped form the character of our historic towns. Modern urban design seeks to preserve non-renewable resources such as heritage buildings from unnecessary destruction through adaptation and re-use, and protection from adjacent development.

Otago University, Departments of Geography, Anthropology, History and Tourism

Each of these Departments at Otago University holds heritage interests in varying degrees. While Geography maintains an interest in cultural

landscapes, Anthropology, History and Tourism combine to present Heritage Studies within the University with the objective of becoming New Zealand's leading Heritage Studies Research Centre.



Books on Dunedin's heritage:

Allen,R. *Motif and Beauty: New Zealand Arts and Crafts architecture of Basil Hooper*. Harptree Press, Dunedin, 2000

Croot,C. *Dunedin Churches – Past and Present*. Otago Settlers Association, Dunedin, 1999

Galer,L. *Houses of Dunedin – An illustrated collection of the city's historic homes*. Hyndman Publishing, Dunedin, 1995

Galer,L. *Houses and Homes*. Allied Press, Dunedin, 1981

Galer,L. *More Houses and Homes*. Allied Press, Dunedin, 1982

Galer,L. *Bricks and Mortar*. Allied Press, Dunedin, 1982

Galer,L. *Further Houses and Homes*. Allied Press, Dunedin, 1984

Knight,H. *Buildings of Dunedin: an illustrated architectural guide to New Zealand's Victorian city*. John McIndoe, Dunedin, 1988

Martin,B. *Dunedin Gaol – a community prison since 1851*. Bill Martin, Dunedin, 1998

Stacpoole. *William Mason, the First New Zealand Architect*. Auckland University Press, Auckland, 1971

Tod,F. *Pubs Galore*. Historical Publications, Dunedin, 1984

Tyler,L. & Barsby,A. *Inspired: The Dunedin Architecture of R.A.Lawson*. University of Otago and Otago Settlers Museum, 2006

Useful websites:

www.cdgo.govt.nz

www.cemeteries.org.nz

www.dcc.govt.nz

www.dia.govt.nz

www.doc.govt.nz

www.historic.org.nz

www.ipenz.org.nz

www.ktkoltd.co.nz

www.icomos.org

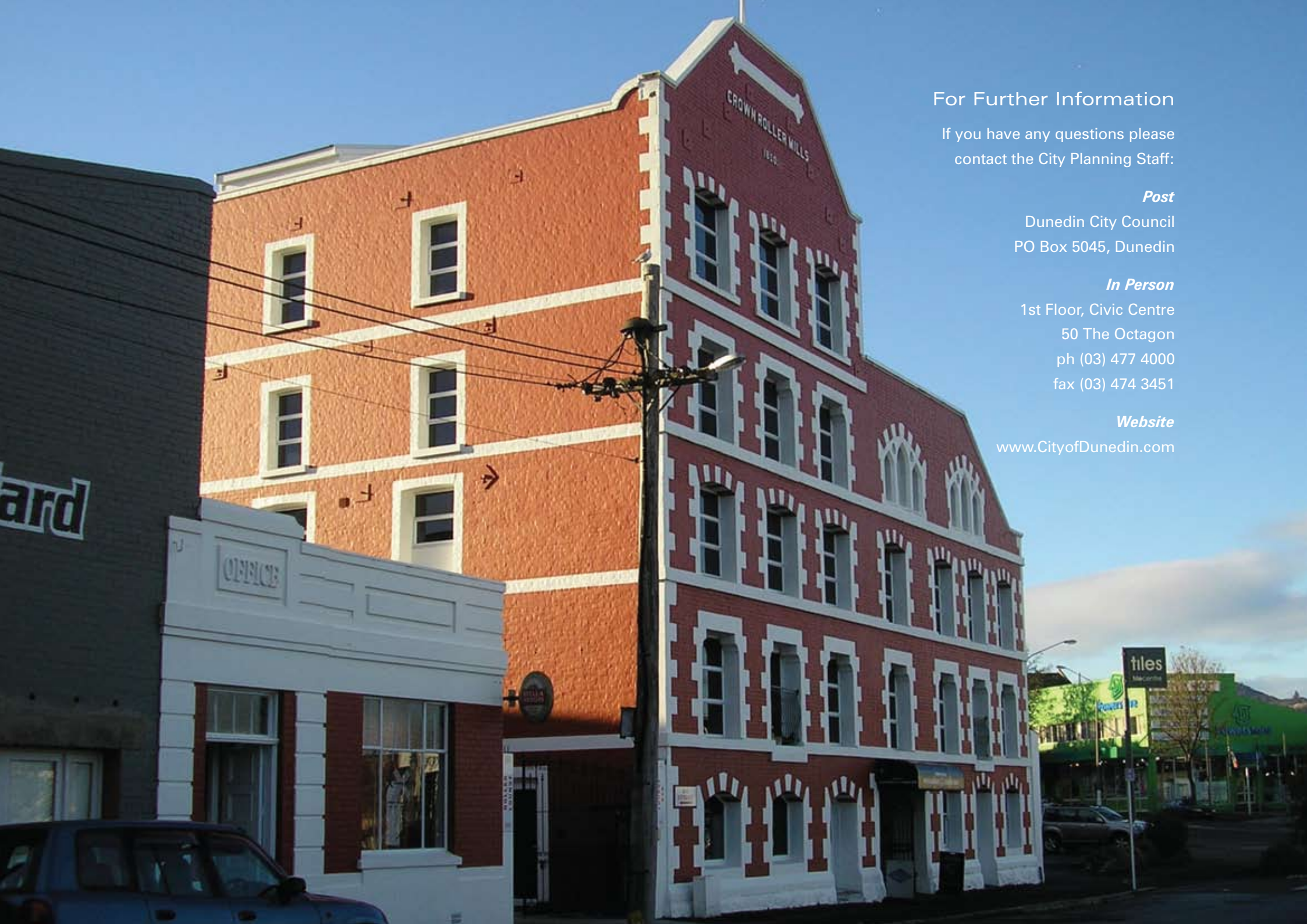
www.mch.govt.nz

www.nzarchaeology.org

www.southernheritage.org.nz







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