

# Heritage Strategy

March 2010



From Queenstown Gardens, 1875  
Photo courtesy of Lakes District Museum

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*Use of Dialect-The Southern Ngāi Tahu dialect in some areas replaces “Ng” with “k” for example “Ngāi Tahu” is written and pronounced “Kāi Tahu”. In this report the “Ng” is used rather than “k” unless the situation deems it inappropriate for example traditional whakataukī, statute titles, Geographic Board names and particular Papatipu Rūnaka dialect.”*





***Nga tapuwae o nga  
tupuna***

**The footsteps of our  
ancestors remain on  
the land forever**

ROCK CUTTING SKIPPERS ROAD N 2

# Executive Summary



## Background

The need for a heritage strategy was identified in the 2006-16 10-Year Plan. This activity is linked primarily to the following Community Outcome:



***The preservation and celebration of the district's local cultural heritage.***

In May 2008, the Strategy Committee appointed a working party to develop the strategy. The members of the working party are Councillors Lyal Cocks and John R Wilson, joined by Eimear O'Connell, Brian Bayley, & David Clarke.

## Why do we need a heritage strategy?

A Heritage strategy is essential to the proactive future management of historic heritage in the Queenstown Lakes District.

While there is no statutory requirement to prepare a heritage strategy, there is a mandate from the wider community that local heritage should be preserved and celebrated.

A heritage strategy will help by:

- defining what heritage is in the context of the Queenstown Lakes District and what it means to the community;
- helping identify community aspirations and direction for managing our heritage resources;
- creating a long term vision for heritage management and a framework of actions to implement the vision;
- fostering communication and coordination between the different organisations interested in heritage; and
- providing a mechanism to meet the heritage outcomes in the 10-Year Plan.

## What is heritage?

Our perceptions of heritage are often influenced by our cultural background, personal perceptions and areas of interest. So, defining heritage simply and how it influences each of us can be difficult.

Essentially heritage is something of value from the past to be safeguarded and handed on from one generation to another.

For this strategy the definition of heritage includes the following:

- built heritage, including fixtures, fittings, decorative schemes and chattels, gardens and associated open space,
- archaeological sites,
- cultural sites,
- places or areas of special significance to Māori,
- trees,
- landscapes,
- cemeteries,
- archival records.



The Kingston Flyer



# Executive Summary



## Why is heritage important?

The Queenstown Lakes District has a long and important history which has shaped the development of the district. This history needs to be recognised.

Important elements include:

- Māori
- Explorers
- Run holders and settlers
- Industry (such as timber milling, mining & power generation)
- Gold
- Early visitors



Pembroke Post Office about 1908

Photo courtesy of Upper Clutha Historical Records Society

Our heritage gives an identity to our time and place in history, connects us to past and future generations, contributes to our sense of national identity, and reflects human achievement. It influences our values and behaviour, and structures our present lifestyles.

Heritage can contribute to our social, economic, cultural and environmental wellbeing. In particular heritage is of value to the Queenstown Lakes District as it is unique and it is increasingly recognised that it can stimulate investment, regeneration and tourism.

However heritage is finite. Once it is gone it is gone. It's important that we preserve and protect heritage now so future generations can continue to appreciate and enjoy our unique cultural heritage.

Heritage values need to be managed in accordance with best practice. There are a number of key documents that provide clear guidelines and best practice for the management of heritage values, listed in the main strategy.

## Vision

The Strategy includes a vision for the future of heritage values, places and items in the district. All of the actions outlined in the strategy seek to achieve this vision:

***Heritage values, places and items are identified, promoted and sustainably managed for the appreciation of present and future residents and visitors.***

# Executive Summary



## Goals

The following goals have been identified to achieve this vision:

- The district's heritage values, places and items are identified and documented.
- Heritage values, places and items are protected.
- Robust processes and enforcement are put in place to ensure that heritage values, places and items are protected.
- Heritage agencies and groups have a strong relationship and work together to protect heritage values, places and items.
- Residents and visitors are aware of, appreciate and protect heritage values, places and items.
- Accurate up to date information on the extent and condition of heritage values, places and items in the district.

## Actions

The strategy includes 82 actions in six categories. All of the actions will work towards achieving the above goals and vision. The categories are:

- Identification of heritage values, places and items.
- Recognition and protection.
- Processes for implementation and enforcement of protection mechanisms.
- Relationships and partnerships.
- Promotion and education.
- Monitoring and review.

The strategy identifies which goals each action will address and sets priorities and costs.

## Priorities

The current economic climate and the relative importance of heritage against other Council projects will influence the implementation of these actions. Therefore the projects identified in this strategy will need to be staged across a number of years.

Many of the projects identified require new or improved processes to be developed. These projects do not require such large budgets as much of the work can be done in house rather than paying for consultants. It makes sense in these times to concentrate on projects that are a high or medium priority but are of low or medium cost.

Other projects will be implemented either jointly with other agencies/groups or staged alone when funding is available.

## Other organisations and groups

There are a number of organisations responsible for managing heritage. Effective management is best achieved by a cooperative and collaborative approach where Councils, organisations, communities and individuals work in partnership to protect, enhance and promote heritage assets.

It is important that these organisations recognise their role in implementing the strategy, by ensuring resources and budget is included in their business planning.

Some organisations have indicated that while they support the strategy and the actions it promotes, issues such as funding cuts mean their involvement will depend on aligning their own priorities and capacity with those of the strategy



# 1. Introduction



Our heritage contributes to a sense of who we are and what makes our district different from somewhere else. It is something of value from the past to be safeguarded and handed on from one generation to another. Heritage gives an identity to our time and place, connects us to past and future generations, contributes to our sense of regional and national identity, and reflects human achievement.

In the Queenstown Lakes District, we are proud to have a rich and varied history central to the identity of the local community and enhancing visitor experience.

Heritage places also contribute to our culture. The protection and enhancement of heritage places can benefit from wide publicity and critical acclaim. They may become a focus for the curious visitor as well as those committed to experiencing our heritage. The value of heritage in creating a unique product is increasingly recognised and can stimulate investment, regeneration and tourism.



Kawarau Bridge



# 2. Background



The need for a heritage strategy for the Queenstown Lakes District was highlighted in the 2006-16 10-Year Plan to contribute towards achieving the following community outcome:

 ***Preservation and celebration of the district's local cultural heritage.***

In May 2008, the Strategy Committee appointed a working party to develop the heritage strategy. The members of the working party are Councillors Lyl Cocks and John R Wilson, joined by Eimear O'Connell, Brian Bayley and David Clarke.

In June 2008 a meeting of heritage stakeholders agreed that a heritage strategy was necessary and agreed the scope of the strategy. A discussion document was released for public comment in July 2008.

In September 2009, a draft heritage strategy was released for community feedback. Following the consultation period, further meetings were held with submitters and other stakeholders. All feedback received from the community has been taken into account while revising and finalising the strategy.



One Mile Powerhouse  
Photo courtesy of the Lakes District Museum



TSS Earnslaw



# 3. Purpose of the heritage strategy



The purpose of a heritage strategy is to provide for the proactive future management of historic heritage in the Queenstown Lakes District.

At the moment, heritage is mentioned in the 10-Year Plan and the Queenstown Lakes District Plan. The District Plan identifies the resource management issues for heritage and identifies methods to address these issues. However there is no one document that identifies all the heritage issues, an overall direction and management that stretches beyond the RMA requirements.

While there is no statutory requirement to prepare a heritage strategy, there is a mandate from the wider community that local heritage should be preserved and celebrated.

The strategy will guide the Council and stakeholders future work programmes and initiatives for heritage across the whole of the district. Essentially it will move the management of heritage from a reactive to a more proactive footing.

This heritage strategy can assist in the management of our heritage resources by:

- defining what heritage is in the context of the Queenstown Lakes District and what it means to the community;
- helping identify community aspirations and direction for managing our heritage resources;
- creating a long term vision for heritage management and a framework of actions to implement the vision;
- fostering communication and coordination between the different organisations interested in heritage; and
- providing a mechanism to meet the heritage outcomes in the Community Plan.



Robert Studholme plaque on rock  
Photo courtesy of Upper Clutha Historic Records Society



Telephone Box, Arrowtown

# 4. What is heritage?



Our perceptions of heritage are often influenced by our cultural background, personal perceptions and areas of interest. Consequently defining heritage simply and how it influences each of us can be difficult. Essentially heritage is something of value from the past to be safeguarded and handed on from one generation to another.

Heritage specialists often draw a distinction between natural heritage and cultural heritage:

- **Natural heritage** includes indigenous flora and fauna, terrestrial, marine, and freshwater, ecosystems and habitats, landscapes, landforms, geological and geomorphic features, soils, and the natural character of waterways and the coastline.
- **Cultural heritage** is made up of human experience. It includes tangible heritage - the physical evidence of human presence in an area, and intangible heritage - the oral traditions, stories, legends and spiritual associations with an area or people.

We often recognise old buildings as representing our heritage. However the significance of other heritage features is often overlooked unless we are made aware of the reasons for their importance.

In the past we have tended to focus on age and beauty as measures of heritage values. This has been replaced by a more values centred approach, looking at a wider range of qualities (e.g. archaeological, architectural, cultural etc) associated with a heritage site.

Today there is a growing appreciation that heritage extends beyond grand architectural buildings such as Eichardts Hotel, the Colonial Bank and the former Lakes County Council Buildings, to include other structures and values. For example our rich Ngāi Tahu, industrial, mining, engineering and agricultural heritage reflects some important aspects of our cultural, economic and social history.

## Resource Management Act 1991 Definition of Heritage

The Resource Management (Amendment) Act 2003 introduced a broad definition of 'historic heritage' that encompasses both natural and cultural heritage.

*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 Māori, including Wāhi tapu; and*
- (iv) surroundings associated with the natural and physical resources.”*



# 4. What is heritage?



## Our definition

For this strategy the definition of heritage includes the following:

- built heritage, including fixtures, fittings, decorative schemes and chattels, gardens and associated open space
- archaeological sites,
- cultural sites,
- places or areas of special significance to Māori,
- trees,
- landscapes,
- cemeteries,
- archival records.

Each element of the definition is described in more detail below:

### Built heritage

This includes buildings and structures such as dwellings, bridges, churches, memorials and civic buildings. Some examples include Williams Cottage, Paradise House, the Gaol at Arrowtown, the Explosives Magazine on Malaghans Road, the Kawarau Gorge Suspension Bridge and the Kawarau Falls Dam.

It is not just the exteriors or facades of these buildings or structures that are important. Often what is not visible from the street or outside is of equal if not greater heritage significance. This includes fixtures and fittings and decorative schemes and chattels.

Often the setting of the building or structure including the gardens and associated open space can also have heritage significance.

### Archaeological sites

Any place in New Zealand that—

(a) Either—

- (i) Was associated with human activity that occurred before 1900; or
- (ii) Is the site of the 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:

Structures can also be archaeological sites if they were associated with human activity that occurred before 1900. Some examples of archaeological sites are the Wyuna/Koch site circa Glenorchy (a site of significance to Ngāi Tahu), the battery at Invincible Mine, water races, lime kilns, Ah Lums Store and a mining tunnel at Arthurs Point.

### Cultural sites

Areas with aesthetic, historic, scientific, social or spiritual values that are important for past, present or future generations. For example the Chinese settlement in Arrowtown and the first bungy site in Queenstown.

### Places or areas of special significance to Māori

These may be Wāhi tapu or other places associated with ancestors such as Wāhi tipuna. They may also be archaeological sites.

Alternatively they may not be associated with any physical archaeological evidence and be largely natural features such as a lake or a mountain. Some examples are Lake Wakatipu and archaeological sites consisting of ovens and settlement locations, like the Dart River transit site.

# 4. What is heritage?



## Heritage trees

Trees that have historical significance. Either they were planted for a specific occasion, in memory of a prominent person or event, or they represent a past age.



Protected tree, Queenstown Town Centre

## Heritage landscapes

Landscapes that define significant past patterns of land use, relationships and experiences of humans with their surroundings. They may include cultural, spiritual, historic, aesthetic, ecological and scientific values.

Heritage landscapes may encompass natural terrain, physical structures and processes, archaeological sites or remains, pathways and habitats. The context and setting of these areas and cultural meaning (beliefs and practices, histories and myths) change with elements of these overlaying one another over time.

Examples of heritage landscapes are Skippers, Macetown, Sefferton and Moke Lake landscapes. The UNESCO Convention of Cultural Landscapes provides for three classifications for understanding of patterns of land use, relationships and experiences of humans and their surroundings.

## Cemeteries

These include cemeteries controlled by local authorities, churchyards, lone graves and small family cemeteries. Cemeteries are important cultural and historical symbols and resources.

## Archival records

This means the information held about heritage values, places and items. The items or places themselves may not survive but often the archival records of those places do.

It is important that these records are protected. Archival records can also inform us about our heritage values, places and items. For example marriage and burial registers, local newspapers such as the Lake County Press, photographs, electoral rolls, mining records, survey plans, reference books and oral archives.

## In conclusion

There is often considerable overlap between the types of heritage. For example some places will have built heritage, archaeological and cultural heritage values. An example of this is Ah Lum's Store.



# 5. Why is heritage important?



The Queenstown Lakes District has a long and important history which has shaped the development of the area. This history needs to be recognised. Important elements include:

- Māori
- Explorers
- Run holders and settlers
- Industry (such as timber milling, mining & power generation)
- Gold
- Early visitors

Our heritage gives an identity to our time and place in history, connects us to past and future generations, contributes to our sense of national identity, and reflects human achievement. It influences our values and behaviour and structures our present lifestyles.

Heritage can contribute to our social, economic, cultural and environmental wellbeing. There are opportunities to increase the contribution that heritage makes to these four well beings. In particular, we promote our landscapes and adventure activities but our history and heritage lack recognition.

Promoting the district's heritage will increase awareness, appreciation and stewardship of the history of the area. It will create a unique point of difference from which heritage related tourism and economic activity can develop.

Heritage is something that is inherited. It is a legacy and includes things that have been passed on from one generation to the other. It is an all encompassing term that includes the cultural past and helps us understand that which has been before us. It informs the present and paves the way for the future.

Heritage has tangibles and intangibles. For example an object might be destroyed or damaged, but archaeological evidence, oral history, photographic evidence, and family stories may remain.

Heritage resources are constantly under threat from the pressure of urban growth in this district. It's important that we preserve heritage now so future generations can continue to appreciate and enjoy our unique cultural heritage.

There are a number of key documents that provide clear guidelines on best practice for managing heritage values, in particular:

- The New Zealand ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (1993)
- NZ Historic Places Trust's Sustainable Management of Historic Heritage Guidance Series (August 2007).



Paradise House, Diamond Lake  
Photo courtesy of Lakes District Museum

# 6. Working together



The Council has prepared this strategy with input from the community and other heritage stakeholders, including:

- The NZ Historic Places Trust Otago/Southland office in Dunedin
- The Queenstown and District Historical Society
- The Otago Conservancy of the Department of Conservation
- Kāi Tahu ki Otago Ltd (KTKO Ltd.)
- Te Ao Marama Inc.
- The Lakes District Museum
- The Upper Clutha Historical Records Society
- The Historic Cemeteries Conservation Trust of New Zealand
- Local individual heritage experts.

This recognises that there are many organisations that are important to the effective management of heritage. In particular without the commitment of the community, heritage will not be managed well.

Effective management is best achieved by a cooperative and collaborative approach. There are opportunities where Councils, organisations, communities and individuals can work together to successfully protect, enhance and promote these assets. This strategy relies on the whole of Council and community working in partnership.



Archaeological students at Rum Curries Hut, Gibbston  
Photo courtesy of Gibbston Community Association



150 year celebration of the arrival of W G Rees and N von Tunzelmann  
Photo courtesy of Rees Hotel



# 7. Roles and responsibilities



## Queenstown Lakes District Council

The Local Government Act (the Act) promotes the social, economic, environmental and cultural wellbeing of communities in the present and in the future. It also promotes a sustainable development approach to strategic land use and planning.

The Act requires Councils to create a 10-Year Plan, which sets out priorities over the medium to long term. It outlines how the Council intends to contribute to community wellbeing over the life of the plan, sets out community outcomes and how the Council intends to achieve them.

The principal Act defining the role and responsibility for the Council in the management of heritage is the Resource Management Act 1991 (RMA). The RMA identifies the protection of historic heritage from inappropriate subdivision, use and development as being a matter of national importance. Under the RMA the Council is required to produce a District Plan to set out how the natural and physical resources of the District are to be managed.

The Queenstown Lakes District Plan identifies that heritage values can be adversely affected by existing and new development, which results in a loss of character and historical understanding in the District.

The District Plan seeks to address this issue by:

- Identifying those heritage and archaeological resources worthy of protection; and
- adopting suitable measures, including where appropriate, rules to secure the preservation of the identified heritage and archaeological resources.

The District Plan does this by having a list of heritage items and rules which allow for different levels of protection for different categories of items. However this relates mainly to the identification and protection of heritage features. It does not cover other aspects of heritage management such as process, relationships and partnerships with other stakeholders, promotion and education about heritage.

The Council has a number of other roles in managing heritage values, including funder, provider, promoter and facilitator as well as a regulator. The heritage strategy will enable these roles of the Council to be established for heritage values.

## New Zealand Historic Places Trust (NZHPT)

The NZHPT is New Zealand's lead heritage agency, with statutory powers of action, under the Historic Places Act 1993 and the Resource Management Act 1991.

Its roles and responsibilities are:

- To identify, record, investigate, assess, register, protect and conserve Wāhi tapu, Wāhi tapu areas, historic places and historic areas, or to assist in doing any of those things and to keep permanent records of such work.
- To advocate the conservation and protection of Wāhi tapu, Wāhi tapu areas, historic places and historic areas.
- To foster public interest and involvement in historic places and historic areas and in the identification, recording, investigation, assessment, registration, protection and conservation of them.
- To furnish information, advice and assistance in relation to the identification, recording, investigation, assessment, registration, protection and conservation of Wāhi tapu, Wāhi tapu areas, historic places and historic areas.
- To manage, administer and control all historic places, buildings and other property owned or controlled by the NZHPT or vested in it, to ensure the protection, preservation and conservation of such historic places, buildings and other property.
- To manage the archaeological authority process as provided for under the Historic Places Act 1993.

# 7. Roles and responsibilities



Registration for protection under the Historic Places Act 1993, is fundamentally a process of heritage recognition. Protection of most heritage values is only achieved when registered places are listed in District Plan schedules and protected through rules in the District Plan.

## Ngāi Tahu

Ngāi Tahu are the principal iwi of the southern region of New Zealand. The iwi's takiwā extends from Kaikoura in the north to Stewart Island/Rakiura in the south and includes Canterbury, Otago, Southland and West Coast areas.

### Kāi Tahu Ki Otago

Kāi Tahu Ki Otago includes the following Te Rūnanga o Moeraki, Kati Huirapa ki Puketeraki and Te Rūnanga o Otakou and Hokonui Rūnanga. In 1997, the four Papatipu Rūnaka of Otago worked cooperatively to establish Kāi Tahu Ki Otago Ltd (KTKO). It is responsible for assessing and processing resource management inquiries in an efficient and timely manner on a user pays basis. KTKO has also developed a GIS based Resource Inventory detailing sites and landscapes of cultural significance.

The Kāi Tahu ki Otago Natural Resource Management Plans, 1995 and 2005, are the principal planning documents for Kāi Tahu ki Otago. They contain issues, objectives and policies for Kāi Tahu ki Otago for the Otago region. They also refer to a resource inventory that has site specific details and resource specific information of sites of significance.

### Ngāi Tahu ki Murihiku

Te Ao Marama Inc was established in 1996. It represents Murihiku tangata whenua for resource management purposes and is made up of representatives of the four Murihiku Rūnanga.

The role of the organisation is to:

- Give effect to the partnership developed between local authorities and iwi in Murihiku.
- Assist in the understanding and appreciation of Tikanga Māori
- Enhance the consultation process required.

The Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 –Te Tangi a Tauira is a living, working document that assists Ngāi Tahu ki Murihiku to participate effectively in environmental policy and planning.

The plan ensures that:

- Ngāi Tahu ki Murihiku issues and policies are clearly visible in local and regional planning documents;
- Determines the natural and extent of consultation that may be required with regards to particular activities or places of importance; and
- Determines the kinds of information Ngāi Tahu ki Murihiku may require to make informed decisions.

The purpose of the plan is to:

- Describe the values underpinning the relationship between Ngāi Tahu ki Murihiku and the natural environment;
- Identify the primary issues associated with natural resource and environmental management in the takiwā from the perspective of Ngāi Tahu ki Murihiku; and
- Outline Ngāi Tahu ki Murihiku policies and management guidelines for natural resource and environmental management, Wāhi tapu and Wāhi taonga.



# 7. Roles and responsibilities



## The Department of Conservation

The Department of Conservation is the leading central government agency responsible for the conservation of New Zealand's natural and historic heritage. Its legislative mandate is the Conservation Act 1987 and other key statutes such as the National Parks Act 1980 and the Reserves Act 1997. Like other government departments, the Department of Conservation has the responsibility to advise Ministers and the Government and to implement government policy.

The Department's key heritage functions as set out in the Conservation Act are:

- To manage land and other natural and historic resources;
- To advocate conservation of natural and historic resources;
- To promote the benefits of conservation;
- To provide conservation information; and
- To promote recreation and allow tourism, to the extent that use is not inconsistent with the conservation of any natural or historic resource.

The Department has a particular responsibility to give effect to the principles of the Treaty of Waitangi. This involves building and supporting effective conservation partnerships with tangata whenua at the local level.

The Department also contributes to the conservation and sustainable management of natural, and historic heritage in areas for which it is not directly responsible. It does this through its roles under other statutes including the Resource Management Act 1991, the Biosecurity Act 1993, the Forest and Rural Fires Act 1977 and the Crown Pastoral Land Act 1998.

## Queenstown and District Historical Society

The Society is a charitable trust with around 300 members. The members have a particular interest in preserving historical sites, artefacts and documents and in furthering research aimed at improving the knowledge of the region's history.

Where appropriate, the Society will comment on and challenge property developments that threaten or compromise existing historic sites or buildings.

A summary of the Society's specific objectives (as set out in the Trust Deed) include:

- To educate, nurture and grow knowledge of and awareness in objects and places with historical interest within the Wakatipu Basin.
- To take any action in support of or incidental to the retention and preservation of historic buildings, sites, precincts, landscapes, records and memorabilia and any endeavours for their continuing protection.
- To support the New Zealand Historic Places Trust in all aspects of its responsibilities, duties and initiatives in the Wakatipu Basin.
- To undertake any action the Board may decide in respect of issues or proceedings arising in connection with the Resource Management Act 1991 and any other current or subsequent planning legislation.
- To seek any plan changes to the Queenstown Lakes District Council District Plan which may offer further protection of matters historical.

# 7. Roles and responsibilities



## The Lakes District Museum

The Lakes District Museum, established as the District museum in 1948, manages an extensive collection of artefacts as well as primary and secondary sources of archives for the District. The museum's mission statement is "to provide a professionally run history museum for the benefit of the residential and the visitors to the Queenstown Lakes District. The Museum will be to the highest level possible: curate, educate and inform".

## The Upper Clutha Historical Records Society

The Upper Clutha Historic Records Society collects and preserves historical records relevant to the Upper Clutha area - from the Crown Range Pass, to the Haast Pass to Tarras. Its collection is housed in a purpose built facility in the Wanaka Library. The Society is also involved in enhancing sites of historical interest and increasing public awareness of the history of the area.

## New Zealand Archaeological Association (NZAA)

The NZAA is an incorporated society with a membership spanning students, amateurs, professionals and institutions involved or interested in archaeology. It aims to promote research into the archaeology of New Zealand. The NZAA runs a national Site Recording Scheme, which contains records of over 50,000 archaeological sites. These records can be accessed for the purpose of research and protection of the sites.

## Historic Cemeteries Conservation Trust of New Zealand

The trust seeks to create a greater awareness of the need for conservation of cemeteries in New Zealand and to preserve the memorial places of our forebears.

## Other Heritage Groups and Societies

There are also a number of volunteer based heritage groups in the District such as the One Mile Powerhouse Trust, the Rotary Shotover Bridge Restoration Trust and the Queenstown Heritage Trust. These heritage groups seek to recognise, protect and enhance heritage values, places and items. They are usually focused on a specific type of heritage or a particular place or area.

Undeniably, the roles of the heritage agencies and stakeholders are unclear and often overlap.



Working party at Cascade Hut

Photo courtesy of Upper Clutha Historic Records Society



# 8. Implementation and priorities



This strategy outlines a large number of actions that need to be implemented. Funding for Council's involvement in these projects will be allocated through the 10-Year Plan process.

The current economic climate will influence the 10-Year Plan and it is anticipated that non-essential investment and programmes will be deferred in the early years of the 10-Year Plan. Therefore these projects will need to be staged across a number of years.

The strategy identifies the priority actions that require urgent attention. It also identifies whether projects are likely to have high, medium or low costs. In a normal economic situation, priority actions for implementation would be those identified as high priority irrespective of cost. However in the current economic climate and given the relative importance of heritage against other Council projects this may not be the case for the next three years.

Many of the projects identified in this strategy require new or improved processes. These projects do not require large budgets as much of the work can be done in house. It makes sense in an economic recession to concentrate on projects that are a high or medium priority but are of low or medium cost.

Other projects will be implemented when funding is available either alone or jointly with other agencies/groups. This strategy includes an implementation plan indicating which projects will be undertaken and when.

There are a number of organisations responsible for managing heritage. This is best achieved by a cooperative and collaborative approach where Councils, organisations, communities and individuals work in partnership to protect, enhance and promote heritage assets.

Funding for managing heritage is limited and it is important that these organisations recognise their role in implementing the strategy, by ensuring resources and budget is included in their business planning.

Some organisations have indicated that while they support the strategy and the actions it promotes, issues such as funding cuts mean their involvement will depend on aligning their own priorities and capacity with those of the strategy.



Archaeological site near Rum Curries Hut, Gibbston

# 9. Monitoring



The strategy will be an evolving document that will need to be regularly reviewed and monitored. This is important to keep track of whether the identified actions are being implemented.

A strategy document is only useful if it is seen as the beginning of a process. The strategy will achieve very little unless the actions identified are implemented.

It is proposed that a small focus group of stakeholders be set up to regularly monitor and report on the actions in the strategy.

Also it is anticipated that the issues facing heritage may change over the years so regular review and monitoring of this document is essential.

It is proposed that the strategy will be reviewed every three years. The progress and list of priority actions will be monitored and reviewed annually.



Buckingham Street, Arrowtown 1905  
Photo courtesy of Lakes District Museum



Buckingham Street, Arrowtown 2005  
Photo courtesy of Lakes District Museum



# 10. Vision



***Heritage values, places and items are identified, promoted and sustainably managed for the appreciation of present and future residents and visitors.***

The goals of the strategy include:

- Residents and visitors recognise and value heritage and acknowledge our past.
- Heritage values, places and items are protected.
- There is a balance between protection and development.
- Owners are aware of their rights and responsibilities for their heritage place and the processes required to alter their heritage place.
- Residents and visitors are aware of the different heritage agencies and groups and what their individual roles and responsibilities are.



TSS Earnslaw 1912  
Photo courtesy of Lakes District Museum

# 11. Implementation and priorities



This strategy contains 80 actions, 30 of which have been identified as high priority actions.

Although these actions are high priority, it is clear that a more achievable list of priority actions is required in the short term. Therefore two priority actions have been identified for each issue to create an action plan for the next three years.

Also some heritage organisations and groups have noted, through submissions on the draft strategy, that while they support the strategy and the actions it promotes, given their recent funding cuts, their involvement in implementing the strategy will depend upon the alignment of their priorities and capacity with those of the strategy.

These priorities are based on the importance of the action and the funding available over the next three years. Actions that are a high priority but do not require high levels of funding to implement have been prioritised in this short term action plan.

Actions that are a high priority but have high costs are still important so the scoping of some of these actions has also been included in this action plan.

Once these priority actions have been completed, the next priority actions will be listed and implemented.

The priorities for the next three years are:



Ngāi Tahu roopu at Whatatōrere Historic Reserve (the natural bridge on the Kawarau River) during the Cultural Mapping Wānanga March 2010.  
Photo courtesy of the Office of Te Rūnanga o Ngāi Tahu

# 11. Implementation and priorities



Once these priority actions have been completed the next priority actions will be listed and implemented.

Action number	Action	Key Participants	Timing	Costs
<b>Issue 1 - The District's heritage values, places and items are identified and documented.</b>				
1.3	Scope and undertake a tangata whenua Heritage Study, the Queenstown Lakes District Resource Inventory Project. The study will include mapping of sites and recording the associations etc that are relevant as well as recommending appropriate mechanisms to project such small sites.	Kāi Tahu ki Otago, Te Rūnanga o Ngāi Tahu and & Ngāi Tahu ki Murihiku through Te Ao Marama Inc. with support and assistance from QLDC. Consultation with NZHPT, DOC and NZ Archaeological Association as part of the scoping of the project.	2010/2011 scoping  2011/2013 Undertake study	Low - scoping Medium - study
1.6	Consider purchasing the NZ Archaeological Association online digital site recording scheme which will allow archaeological sites and information about them to be shown on the Council GIS system. Other features include automatic regular updating.	QLDC	2010/2011	Low
<b>Issue 2 - Heritage values, places and items are protected.</b>				
2.1	<p>Convene a group including representatives from NZ Historic Places Trust, the Lakes District Museum, the Queenstown and District Historical Society and the Historic Cemeteries Conservation Trust of NZ. to:</p> <ul style="list-style-type: none"> <li>• identify the threats to heritage buildings and structures;</li> <li>• identify and assess mechanisms for the protection of heritage buildings and structures from the threats identified.</li> </ul> <p>Ensure that a suite of methods is identified and that incentives are used as well as regulation. This group should ensure that mechanisms are identified for the protection of interiors and curtilage where required. A combination of both regulatory and non regulatory mechanisms including incentives will be identified. Mechanisms to encourage adaptive reuse will also be identified by this group.</p>	QLDC coordinating and facilitation with input from NZ Historic Places Trust, the Lakes District Museum, the Queenstown and District Historical Society and Historic Cemeteries Conservation Trust of NZ. Consult with DOC at scoping of the project to determine if funding and priorities permit their involvement.	2012/2013	Low



# 11. Implementation and priorities



Action number	Action	Key Participants	Timing	Costs
2.20	Annual training day for all those involved in the planning process from QLDC, Lakes Environmental and representatives from community heritage groups.	QLDC to organise. Input from ICOMOS, NZHPT, Ngāi Tahu	2011/2012	Low
<b>Issue 3 - Robust processes and enforcement to ensure that heritage values, places and items are protected.</b>				
3.1	Investigate processes available to Lakes Environmental to use for processing resource and buildings consents to ensure that they take into account heritage and Ngāi Tahu values. If required work with Lakes Environmental to amend these processes to ensure that they are efficient and effective for protecting heritage values of places and items.	QLDC and Lakes Environmental	2011/2012	Low
3.2	Identify what heritage expertise and information (including Māori values) is required and available to Lakes Environmental.	QLDC and Lakes Environmental	2011/2012	Low
<b>Issue 4 - Heritage agencies and groups have a strong relationship and work together to protect heritage values, places and items.</b>				
4.7	Put heritage sites on the Council GIS and make them available to the public and all departments of the Council including Council Controlled Organisations.	QLDC	2012/2013	Low
4.9	Provide opportunities for Ngāi Tahu to provide training and guidance to QLDC & Lakes Environmental staff and Councillors regarding Ngāi Tahu culture, values and heritage.	QLDC, Lakes Environmental & Ngāi Tahu	2010/2011 and ongoing	Low

# 11. Implementation and priorities



Action number	Action	Key Participants	Timing	Costs
<b>Issue 5 - Residents and visitors are aware of, appreciate and protect heritage values, places and items.</b>				
5.1	<p>Formulate a heritage education/awareness group to identify what heritage promotion is currently occurring and identify what needs to be done. The group should write a public awareness plan for heritage and should consider the following ideas:</p> <ul style="list-style-type: none"> <li>• Heritage trails;</li> <li>• Heritage talks;</li> <li>• Exhibitions and displays;</li> <li>• Heritage tours;</li> <li>• Plaques on buildings and footpaths;</li> <li>• Information panels and audio visual/listening posts;</li> <li>• An outpost of the museum in Queenstown and Wanaka;</li> <li>• Promotion through DVDs, website, brochures and booklets and using existing booklets;</li> <li>• Involving accommodation providers;</li> <li>• Working with Destination Queenstown and Lake Wanaka Tourism;</li> <li>• A heritage week/festival;</li> <li>• Recording of oral history</li> <li>• Opening heritage buildings to the public at certain times of the year;</li> <li>• Education packages for schools;</li> <li>• Working with trusts;</li> <li>• Distributing information on heritage values, places and items to owners; and</li> <li>• Ensuring that real estate salespeople have access to information on heritage values of places they are selling.</li> </ul>	<p>QLDC to organise and facilitate. Destination Queenstown, tourism operators, NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Queenstown and District Historical Society, the Lakes District Museum and Department of Conservation.</p>	<p>Form group and have initial meetings 2010/2011. Consultant to assist plan writing 2011/2012</p>	<p>Medium</p>
5.3	<p>Hold all inventory sheets on heritage places, sites and items in one place that is accessible to all including through the website and linked to the Council's GIS system.</p>	<p>QLDC. Contact NZHPT and DOC for any information they have on heritage places, sites and items.</p>	<p>2012/2013</p>	<p>Medium</p>

# 11. Implementation and priorities



Action number	Action	Key Participants	Timing	Costs
<b>Issue 6 - Accurate up to date information on the extent and condition of heritage values, places and items in the District.</b>				
6.5	Create a small focus group with stakeholder representation to monitor the effectiveness of the strategy by monitoring progress on actions every year.	QLDC with assistance for other heritage stakeholders.	2010/2011	Low
6.6	Report the result the progress on actions to the Strategy Committee and heritage agencies and groups every year.	QLDC	2011/2012 and then ongoing	Low



Hulbert House, 68 Ballarat Street, Queenstown



# 12. Issues, goals and actions



## 12.1 Identification of heritage values, places and items

### Goal

The District's heritage values, places and items are identified and documented.

### Issues

1. Many heritage values, places and items have not been identified as there has been no regular systematic survey or process in place to do so. If heritage values, places and items are not identified they are likely to be lost. In particular the following themes need to be assessed to identify heritage values, places and items:

- Industrial (including mining, milling, power generation, water reticulation and engineering works);
- Farming (including cropping, stock, forestry, horticulture and viticulture);
- Tourism (both domestic and international);
- Māori.

In looking at these themes we must be aware of all aspects of heritage. Namely heritage buildings/structures, archaeological sites, Māori sites, cemeteries, heritage trees, heritage landscapes and places and items that may be heritage of the future.

2. Certain heritage themes and locations have in the past been overemphasised with other themes under-represented. This has often been a result of relative accessibility and visibility of heritage.

3. Archaeological sites are being lost because people do not recognise them or know where they are. Some of the information held by the NZ Archaeological Association on archaeological sites in the District has not been updated by the Council and so is inaccurate in terms of location (up to 100 metres), condition and whether the site still exists.

Some areas have never been surveyed for archaeological sites. If sites are not identified early in the development process they may be illegally modified, damaged or destroyed.

4. It is not always clear why places and items have been identified as having heritage value. The identification of heritage value must use consistent and clear heritage criteria.

5. It is not always clear what part of the place is protected when heritage places and items are identified in the District Plan. For example: for a building - is just the façade protected or the whole exterior of the building, and are the interior of the building and the curtilage and outbuildings protected?

### Explanation of issue

If heritage values, places or items have not been identified it is difficult to protect them. Also what constitutes heritage will change over time. In the past there has been a concentration on old, picturesque buildings, whereas now we recognise that many places have heritage values and important heritage associations with people and/or events. Examples of these are heritage buildings and structures, archaeological sites, sites of special significance to Māori, trees, landscapes and cemeteries.

While heritage values, places and items have been identified over the years there is no process for updating the list of heritage items.

# 12. Issues, goals and actions



## 12.1 Identification of heritage values, places and items

Also a consistent list of criteria is needed to identify heritage values, places and items. Criteria are outlined in the District Plan but they need to be reviewed to check that they are consistent with current best practice.

When heritage values, places and items are identified, information about the place needs to be documented and accessible to all.

A process needs to be established to ensure there is regular review of the list of heritage values, places and items. Survey work to identify heritage values is expensive and so cannot be done across the whole District or every year.

Areas that are, or will be, under pressure and likely to have heritage values should be the initial focus of survey work. Because of expertise in other agencies, overlapping roles and funding constraints survey work should be done in conjunction with other heritage agencies and groups.



Stones and Pick at Cardrona  
Photo courtesy of New Zealand Historic Places Trust



Skippers Landscape  
Photo courtesy of New Zealand Historic Places Trust

# 12. Issues, goals and actions



## 12.1 Identification of heritage values, places and items

### Actions

Action number	Action	Key Participants	Priority	Costs
1.1	Review the criteria outlined in the District Plan against current best practice for heritage criteria to assess whether they need any amendment. Amend if necessary.	QLDC with input from NZHPT, Kāi Tahu ki Otago, Ngāi Tahu ki Murihiku through Te Ao Marama Inc. and the Parks Department.	High	Medium
1.2	<p>Undertake the following thematic studies:</p> <ul style="list-style-type: none"> <li>• industrial</li> <li>• farming</li> <li>• tourism</li> </ul> <p>to identify heritage values, places and items that relate to these themes that meet the criteria and need to be protected. Ensure that where buildings are identified that their interiors as well as their exteriors and curtilage are all assessed. Also identify mechanisms to protect these heritage items and places. This work needs to be undertaken with other heritage agencies and groups and tangata whenua.</p>	QLDC with input from NZHPT, the Lakes District Museum, the Queenstown and District Historical Society and consultation with the Department of Conservation.	High	High
1.3	Undertake a tangata whenua Heritage Study, the Queenstown Lakes District Resource Inventory Project. The study will include mapping of sites and recording the associations etc that are relevant as well as recommending appropriate mechanisms to protect such sites and areas.	Kāi Tahu ki Otago, Te Rūnanga o Ngāi Tahu and Ngāi Tahu ki Murihiku through Te Ao Marama Inc. with support and assistance from QLDC. Consultation with NZHPT, DOC and NZ Archaeological Association as part of the scoping of the project.	High	Medium



# 12. Issues, goals and actions



## 12.1 Identification of heritage values, places and items

Action number	Action	Key Participants	Priority	Costs
1.4	Undertake a study of all cemeteries in the District to survey where cemeteries and lone graves are and to assess their heritage values against established criteria and recommend methods for protection of cemeteries that are identified as having heritage value.	QLDC in conjunction with, Historic Cemeteries Conservation Trust of New Zealand. Contact, NZHPT and DOC at the scoping of the project to determine if funding and priorities permit their involvement.	High	High
1.5	Commission a study that visits the 254 archaeological sites that are identified in the report NZ Archaeological Association Site Recording Scheme Upgrade Project Queenstown Lakes District Council Stage 1 Review. June 2007. The purpose of this field work will be to obtain up to date and accurate information on the archaeological site location and condition. This project will also involve consultation with landowners, hapu and other relevant agencies about the project and to enable access to sites.	QLDC in conjunction with Kāi Tahu ki Otago, Te Rūnanga o Ngāi Tahu and & Ngāi Tahu ki Murihiku through Te Ao Marama Inc. and landowners. Consultation with NZHPT and NZ Archaeological Association.	High	High
1.6	Consider purchasing the NZ Archaeological Association online digital site recording scheme (ArchSite) which will allow archaeological sites and information about them to be shown on the Council GIS system. Other features include automatic regular updating.	QLDC. Consultation with NZHPT and NZ Archaeological Association.	High	Low
1.7	Assess the areas that will be developed in the future (urban growth areas etc) to ascertain whether these areas have had archaeological surveys undertaken. If they have not, either commission archaeological surveys or ensure that these assessments are done prior to and inform any rezoning of land.	QLDC and developers. NZHPT may hold archaeological assessment reports for these areas.	Medium	Low High if survey work commissioned by Council
1.8	Use the criteria identified in Action 1.1 to identify and assess heritage and cultural landscapes in the District.	QLDC	Medium	Medium

# 12. Issues, goals and actions



## 12.1 Identification of heritage values, places and items

Action number	Action	Key Participants	Priority	Costs
1.9	Review currently identified heritage features in the District Plan to ensure that they meet the criteria and are accurately described and located. As part of this project collate all the information held about these heritage values, places and items in one place (Database).	QLDC	High	High
1.10	Review and where appropriate comment on the publicly notified reports produced on the District's pastoral leases which have completed or are going through tenure review under either the Land Act 1948 or Part 2 of the Crown Pastoral Land Act 1998.	QLDC	Ongoing	Low
1.11	Maintain the Register of Historic Places, Historic Areas, Wāhi Tapu and Wāhi Tapu Areas.	NZHPT	Ongoing	
1.12	Provide regular updates of the Register to Queenstown Lakes District Council.	NZHPT	Ongoing	
1.13	In conjunction with other agencies and groups, research and assess places proposed for registration as resources permit.	NZHPT	Ongoing	

### Indicators

- Number of new heritage values, places and items identified through thematic studies, tangata whenua heritage study and cemetery study.
- Number of archaeological sites accurately located on Council's GIS.
- Reviewed criteria in the District Plan.
- Number of queries regarding heritage places that we do not hold information on.
- Number of queries regarding location and extent of heritage features that are listed in the District Plan.
- Up to date copy of the NZHPT Register available to the public at the reception of Council's Queenstown office.
- Number of heritage landscapes identified.

# 12. Issues, goals and actions



## 12.2 Recognition and Protection

### Goal

Heritage values, places and items are protected.

### Issue

1. Heritage values, places and items are being lost because they are not legally and/or physically protected.

Protection is required from the following:

- Natural decay (where this is considered inappropriate);
- Inappropriate development/alteration, removal, demolition or earth-works;
- Inappropriate adjacent development;
- Neglect;
- Vandalism and theft;
- Pressure from use and overuse;
- Infestation from wilding conifer species and plant pests;
- Poor project management;
- Strict enforcement of the Building Code compliance;
- Strict building or planning requirements;
- Inadequate identification of protection options;
- Low expectation of heritage protection; and
- Loss or deterioration of information and knowledge about heritage values, places and items.

### Explanation of issue

Heritage values, place and items can be lost if they are not protected or the protection mechanisms used are not effective. Regulation is an important tool but is not responsive enough to protect values, places and items that are threatened but are not scheduled. Also regulation does not protect heritage values, places and items from neglect or inappropriate management.

Too often in the past heritage has been lost because developers have not properly considered options to adapt the proposed use to the existing structure. Adaptive reuse is important to ensure that heritage buildings have an economic use and are appropriately maintained.

Heritage values, places and items can be adversely affected by inappropriate development or alteration, both of the place itself or development adjacent to the place. It is important to recognise that the setting of a heritage place can be an important part of the heritage values of that place.

Owning a heritage item should be regarded as positive. It can be seen as negative because protection mechanisms are often viewed as an infringement on individual property rights. This is due to restrictions on the use and development of heritage places and items and the associated high costs for maintenance.

These high costs relate to expensive repairs and maintenance of buildings as well as added expense to bring heritage buildings up to modern standards to enable reuse of the building.



# 12. Issues, goals and actions



## 12.2 Recognition and Protection

Sometimes this can result in the building not being reused and falling into disrepair. However provided repair and maintenance is undertaken regularly this is often cheaper than demolishing the building and constructing a new building. If funds are limited, it is better *'to have a crutch than a lost limb'*, for example build a protective structure that shelters a place from the elements, clean objects annually, or make sure that paper documents are stored away from harsh light and pestilence.

Heritage items and places may be at risk from neglect, pressure by visitors, overuse, unsympathetic urban planning, vandalism or theft. They can deteriorate quickly if they are not looked after and managed adequately.

Heritage items and places are sometimes neglected until repair and maintenance costs are high to justify their demolition. In these situations, regulation is likely to be ineffective unless it is combined with other non-regulatory methods, such as funding, discounting and remission-type options.



Opening of restored Shotover Bridge



Arrowtown Miners' Cottages  
Photo courtesy of Lakes District Museum

# 12. Issues, goals and actions



## 12.2 Recognition and Protection

### Actions

Action number	Action	Key Participants	Priority	Costs
2.1	<p>Convene a group including representatives from NZ Historic Places Trust, the Lakes District Museum, the Queenstown and District Historical Society and the Historic Cemeteries Conservation Trust of NZ to:</p> <ul style="list-style-type: none"> <li>• identify the threats to heritage buildings and structures; and</li> <li>• identify and assess mechanisms for the protection of heritage buildings and structures from the threats identified.</li> </ul> <p>Ensure that a suite of methods is identified and that incentives are used as well as regulation. This group should ensure that mechanisms are identified for the protection of interiors and curtilage where required. A combination of both regulatory and non regulatory mechanisms including incentives will be identified. Mechanisms to encourage adaptive reuse will also be identified by this group.</p>	<p>QLDC coordinating and facilitation with input from NZ Historic Places Trust, the Lakes District Museum, the Queenstown and District Historical Society and Historic Cemeteries Conservation Trust of NZ. Consult with DOC at the scoping of the project to determine if funding and priorities permit their involvement.</p>	High	Low
2.2	<p>Convene a group including representatives from NZ Historic Places Trust, NZ Archaeological Association, the Lakes District Museum and the Queenstown and District Historical Society and tangata whenua to:</p> <ul style="list-style-type: none"> <li>• identify the threats to archaeological sites;</li> <li>• identify and assess mechanism for the protection of archaeological sites from the threats outlined.</li> </ul> <p>The group will recommend a suite of protection methods to be used. This group should also note that pre 1900 buildings are treated as part of an archaeological site where complete or substantial partial demolition is involved. This is likely to be a combination of both regulatory and non regulatory mechanisms.</p>	<p>QLDC coordinating and facilitation with input from NZ Historic Places Trust, Kāi Tahu ki Otago, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., NZ Archaeological Association, the Lakes District Museum and the Queenstown and District Historical Society. Consult with DOC at the scoping of the project to determine if funding and priorities permit their involvement.</p>	High	Low

# 12. Issues, goals and actions



## 12.2 Recognition and Protection

Action number	Action	Key Participants	Priority	Costs
2.3	Undertake tangata whenua Heritage Study, the Queenstown Lakes District Resource Inventory Project. The study will include mapping and recording of sites and associations etc. It will also research and assess mechanisms that can be used to protect these sites. It will then recommend mechanisms to be used for the protection of Tangata Whenua heritage values.	Kāi Tahu ki Otago & Ngāi Tahu ki Murihiku through Te Ao Marama Inc. with support and assistance from QLDC. Consultation with NZHPT, DOC and NZ Archaeological Association as part of the scoping of the project.	High	Medium
2.4	Undertake a study that researches mechanisms used (both nationally and internationally) to protect heritage landscapes. The study should assess the appropriateness of using these mechanisms in this District and ultimately recommend a suite of mechanisms to be used for the protection of heritage landscapes. The following documents should be used: The Burra Charter, ICOMOS 1999; Australian Natural Heritage Charter 2003; and UNESCO Cultural Landscape Convention 1992.	QLDC in conjunction with NZHPT	Medium	Medium
2.5	Implement the actions in the Wakatipu Wilding Conifer Strategy 2008-2012.	QLDC and partners	Ongoing	High
2.6	Advocate that methods for control of pest plants in the Pest Management Strategy for Otago are implemented	QLDC	Ongoing	Medium
2.7	Work with Community Services – Parks Department and the Historic Cemeteries Conservation Trust of NZ to identify suitable mechanisms for the protection of heritage cemeteries identified in Action 1.4 above.	QLDC & Historic Cemeteries Conservation Trust of NZ	Medium	Low
2.8	Work with Community Services – Parks Department to define what the purpose of the protection of heritage trees is and identify suitable mechanisms for protection and mitigation when heritage trees become unsafe, die or are removed.	QLDC	Medium	Low
2.9	Implement the methods identified in the actions 2.1 to 2.4, 2.7 and 2.8 above.	QLDC	High/Medium	Medium/High



# 12. Issues, goals and actions



## 12.2 Recognition and Protection

Action number	Action	Key Participants	Priority	Costs
2.10	Review the issues, objectives, policies and rules in Chapters 4.3 and 13 of the District Plan to incorporate the results of actions 2.1 to 2.4, 2.7 and 2.8 above and correct the existing inconsistencies.	QLDC	High	Medium
2.11	Assess the items recommended for further research as a result of Plan Change 3: Heritage II (2006) and the items that have been collected for assessment since Plan Change 3: Heritage II (2006) against the criteria. If they meet the criteria determine the appropriate mechanisms to protect them and implement them.	QLDC with input from NZHPT, the Lakes District Museum and the Queenstown and District Historical Society and owners.	Medium	High
2.12	Purchase or contribute to the purchase of heritage values, place and items where appropriate.	QLDC	Ongoing	High
2.13	Work with other agencies and groups to identify sites that are subject to damage from overuse, neglect or vandalism. Work together to formulate site specific management plans or protocols for each of these sites to ensure that damaged is stopped or reduced. E.g. continue to work with DOC re Macetown.	QLDC, Ngāi Tahu (KTKO Ltd and Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Queenstown and District Historical Society and Department of Conservation and tourism operators.	Medium	Medium
2.14	Permit exemptions to Building Code requirements and other standards when and where user safety will not be compromised.	QLDC	Ongoing	Medium
2.15	Assess the effectiveness of the Heritage Incentive Fund for protecting and enhancing for heritage values, items and places. Consider changing the policy if amendment is required and undertaking more promotion.	QLDC	Medium	Low
2.16	Identify and promote the availability of other sources of funding for heritage e.g. from government, community trusts e.g. Arrowtown Trust, and private funders.	QLDC	Medium	Low

# 12. Issues, goals and actions



## 12.2 Recognition and Protection

Action number	Action	Key Participants	Priority	Costs
2.17	Advocate for and support groups that hold knowledge and information about heritage values, places and items and encourage them to promote their work.	QLDC	Medium	Low
2.18	Advocate for and support all groups that hold knowledge and information about heritage values, places and items to work together and use compatible records management systems.	QLDC	Medium	Low
2.19	Provide opportunities for Ngāi Tahu to provide training and guidance to QLDC & Lakes Environmental staff and Councillors regarding Ngāi Tahu culture, values and heritage.	QLDC & Lakes Environmental	High	Low
2.20	Annual training day for all those involved in the planning process from QLDC, Lakes Environmental and representatives from community heritage groups.	QLDC to organise. Input from ICOMOS, NZHPT, Ngāi Tahu	High	Low
2.21	Provide comments on resource consent applications that affect heritage places and values. (This includes formal submissions via the resource consent process, Section 94 RMA sign offs and preliminary advice to developers)	NZHPT	Ongoing	
2.22	Work with owners to protect heritage places through covenants (mainly under Section 6 of the Historic Places Act 1993 although others are also used).	NZHPT	Ongoing	
2.23	Continue to assist owners of Category 1 registered heritage buildings to obtain funding assistance via the national Heritage Preservation Incentive Fund	NZHPT	Ongoing	
2.24	Continue to process applications for archaeological authorities to damage, destroy or modify archaeological sites pursuant to Sections 11 and 12 of the Historic Places Act 1993.	NZHPT	Ongoing	

# 12. Issues, goals and actions



## 12.2 Recognition and Protection

### Indicators

- Number of heritage values, places and items destroyed, demolished or modified.
- Number of heritage values, places and items damaged.
- Number of heritage values, places and items protected and/or sensitively modified
- Mechanisms for protection of heritage buildings and structures, archaeological sites, Māori values, heritage landscapes, cemeteries and trees identified.
- Mechanisms for protection of heritage buildings and structures, archaeological sites, Māori values, heritage landscapes, cemeteries and trees implemented.
- Heritage Plan Change completed to include additional heritage values, places and items.
- Level of satisfaction about the protection given to local heritage by the District Plan in the residents' and ratepayers' satisfaction and opinion survey.
- Amount of funding awarded through the Heritage Incentive Fund, the types of heritage protected/maintained by it and types and geographical spread of recipients.
- Number of groups that hold knowledge and information about heritage values, places and items working together and using compatible records management systems.
- Information sheet on the sources of funding for heritage produced and put on the website. Number of hits on website and number of information sheets given out.



Archaeological site mapping around Rum Curries Hut  
Photo courtesy of Gibbston Community Association



# 12. Issues, goals and actions



## 12.3 Processes for implementation and enforcement of protection mechanisms

### Goal

Robust processes and enforcement are put in place to ensure that heritage values, places and items are protected.

There will always be some people who are aware of the rules regarding the protection of heritage values, places and items but ignore them and damage or destroy heritage values, places and items. In such situations enforcement must be pursued by the relevant agency to ensure that they and others are discouraged to undertake illegal damage or destruction.

### Issues

1. It is important that the processes used by the Council to protect heritage values, places and items are robust, especially through resource and building consent processes.
2. Some people are aware of heritage values, protection mechanisms and processes to obtain approval to undertake work on them but continue to contravene the rules in the District Plan. Effective enforcement is an issue.

### Explanation of issue

It is important that the processes used by the Council to protect heritage items and places, especially through resource and building consent processing, are efficient and effective.

Even great processes can be limited by access to information and expertise. Regular review of these processes, including access to information and expertise is necessary to ensure this. For example; changes and amendments can be made to development proposals easier in the early stages.

If there is any possible effect on heritage values, developers need to be encouraged to discuss their proposals with the Council and NZHPT, and if these proposals are on Public Conservation Land with DOC, early.



Scheelite Mine Waiuna  
Photo courtesy of New Zealand Historic Places Trust

# 12. Issues, goals and actions



## 12.3 Processes for implementation and enforcement of protection mechanisms

### Actions

Action number	Action	Key Participants	Priority	Costs
3.1	Investigate processes available to Lakes Environmental for processing resource and buildings consents to ensure that they take into account heritage and Ngāi Tahu values. If required, work with Lakes Environmental to amend these processes to ensure that they are efficient and effective for protecting heritage values of places and items.	QLDC and Lakes Environmental	High	Low
3.2	Identify what heritage expertise and information (including Māori values) is required and available to Lakes Environmental.	QLDC and Lakes Environmental	High	Low
3.3	Investigate processes available to QLDC & Lakes Environmental to obtain information from archival sources regarding possible heritage values, places and items.	QLDC, Lakes Environmental, Lakes District Museum & Upper Clutha Historical Records Society.	High	Low
3.4	Examine other processes within the Council (such as works undertaken by Parks and Infrastructure Services Departments) to ensure that the processes used to assess where and how these works are undertaken take into account heritage and Ngāi Tahu values. How mitigation work is undertaken and processes for ensuring that contractors are aware of the conditions of approvals or archaeological authorities also needs to be examined.	QLDC	High	Low
3.5	Identify all the heritage values, places and items that are located on Council land and ensure that the Department of Council that manages that land is aware of these heritage values and has a copy of this information.	QLDC	High	Low
3.6	Develop a check list for heritage values that can be used by Council staff in their work processes.	QLDC	High	Low

# 12. Issues, goals and actions



## 12.3 Processes for implementation and enforcement of protection mechanisms

Action number	Action	Key Participants	Priority	Costs
3.7	Ensure that there is a management plan for heritage values, places and items managed by the Council (e.g. Skippers Road). Implement processes to ensure that staff and contractors working on these sites know what these management plans require them to do and process they need to undertake. Sometimes it will be relevant to get agreement from other parties/users for compliance with these management plans (e.g. Tourist operators, NZHPT, contractors etc) or to implement processes to ensure that they are complied with.	QLDC. Consult with NZHPT, DOC and Ngāi Tahu	High	Medium
3.8	Ensure that a protocol and processes are established so that where heritage rules are contravened this is reported to Lakes Environmental and enforcement action is taken and publicised.	QLDC and Lakes Environmental	High	Low
3.9	Ensure that Lakes Environmental promote early discussions with developers about development of heritage items and places.	QLDC and Lakes Environmental	High	Low
3.10	Ensure that QLDC, Lakes Environmental and consent applicants consult early with Ngāi Tahu in respect of consent applications that have the potential to affect cultural heritage/cultural landscapes.	QLDC and Lakes Environmental	High	Low
3.11	Consider the development of a heritage panel, access to conservation architects and/ or expanding the urban design panel to include heritage expertise.	QLDC and Lakes Environmental	Medium	Low
3.12	Ensure information regarding heritage values, where known, is put on Land Information Memoranda.	QLDC and Lakes Environmental	High	Low
3.13	Provide advice and guidance to Council to ensure its processes for assessing potential impacts on heritage values resulting from resource consent activity are robust.	NZHPT (linked to action 3.1)	High	Low



# 12. Issues, goals and actions



## 12.3 Processes for implementation and enforcement of protection mechanisms

### Indicators

- Processes established for taking into account heritage values while processing resource and buildings consents and used by Lakes Environmental.
- Processes established for taking into account heritage values when undertaking work.
- Number of management plans developed for heritage values, places and items managed by the Council.
- Number of heritage values places and items unintentionally damaged or lost as a result of work undertaken by Council, for example, improvements to roads.
- Number of enforcement actions taken for contravening heritage rules.
- Number of complaints from public about unauthorised works on heritage values, places and items.



Manuhaea (The Neck – looking east over Lake Hawea). Manuhaea is an ancient Ngāi Tahu kāinga (village)  
Photo courtesy of the Office of Te Rūnanga o Ngāi Tahu

# 12. Issues, goals and actions



## 12.4 Relationships and partnerships

### Goal

Heritage agencies and groups have a strong relationship and work together to protect heritage values, places and items.

### Issues

1. There is the need for improved coordination and cooperation between heritage agencies and groups on:
  - Heritage education/promotion;
  - Duplication of roles and responsibilities;
  - Protection of heritage values, places and items;
  - Addressing heritage issues;
  - Explaining different roles, responsibilities and process of different heritage agencies to the public.
2. It is important that there is good communication and coordination internally between departments at the Council about the protection of heritage.

### Explanation of issue

The legislation gives a number of different agencies heritage responsibilities, for example the NZ Historic Places Trust, the Department of Conservation, the Queenstown Lakes District Council, iwi and the Otago Regional Council. However, it does not clearly identify which agency should undertake which roles.

NZHPT is New Zealand's lead heritage agency, with statutory powers of action under the Historic Places Act 1993 . There are also a number of volunteer based heritage groups in the District. These heritage agencies and groups seek to recognise, protect and enhance heritage values, places and items but their roles and responsibilities often overlap.

There is a need to work together to avoid duplication and gaps. Currently some communication and collaborative work occurs between heritage agencies and groups on heritage issues but there needs to be more. In particular these agencies and groups need to work together to determine who does what and how they work together, then explain this to the public.

A number of different agencies and groups undertake heritage promotion/ education work. This work will be more effective and efficient if agencies and groups work together. Protecting and maintaining heritage values, places and items can be complicated involving a number of different agencies, statutes and processes. It can be confusing for owners to know who they need to contact and what processes they need to go through to get approval for work on or around heritage items and places.

This can result in work being done without the correct approvals or causing large delays to follow the correct processes. This is frustrating and can be confusing for owners.

None of the volunteer based heritage agencies or groups has sufficient resources to undertake their work alone but if they work together they will achieve more and get greater value for money.

Good communication within the Council over heritage issues is vital. In particular it is important that there are good channels of communication between the Council Controlled Organisations and the Council.

# 12. Issues, goals and actions



## 12.4 Relationships and partnerships

### Actions

Action number	Action	Key Participants	Priority	Costs
4.1	Get heritage agencies and groups together to determine the roles and responsibilities of each agency and group within the District.	QLDC coordinating and facilitation with input from Lakes Environmental, NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc. the Lakes District Museum, the Queenstown and District Historical Society Department of Conservation and Historic Cemeteries Conservation Trust of NZ.	Medium	Low
4.2	Formulate memorandum of understanding with key heritage agencies over roles and responsibilities (E.g. NZ Historic Places Trust, Department of Conservation etc.).	QLDC, NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Lakes District Museum, the Queenstown and District Historical Society and Department of Conservation.	Medium	Low
4.3	Establish partnerships with agencies/groups for undertaking specific studies or projects.	QLDC coordinating and facilitation with input from NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Lakes District Museum, the Queenstown and District Historical Society and Department of Conservation.	As required	
4.4	Investigate existing communication process between the Council and Council Controlled Organisations.	QLDC	Medium	Low



# 12. Issues, goals and actions



## 12.4 Relationships and partnerships

Action number	Action	Key Participants	Priority	Costs
4.5	Investigate whether it is appropriate to have a memorandum of understanding/protocols with Ngāi Tahu regarding the protection of Māori values.	QLDC	Medium	Low
4.6	Investigate the possibility of having a quarterly meeting with heritage agencies and groups to discuss relevant heritage issues and brainstorm solutions.	QLDC coordinating and facilitation with input from NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Lakes District Museum, the Queenstown and District Historical Society and Department of Conservation.	Low	Low
4.7	Put heritage sites on the Council GIS and make them available to the public and all departments of the Council including Council Controlled Organisations.	QLDC	High	Low
4.8	Encourage other departments and staff within Council Controlled Organisations to seek assistance or communicate with the policy planner (heritage)/heritage specialist and iwi contacts about heritage issues that arise and possible solutions.	QLDC	Medium	Low
4.9	Provide opportunities for Ngāi Tahu to provide training and guidance to QLDC & Lakes Environmental staff and Councillors regarding Ngāi Tahu culture, values and heritage.	QLDC, Lakes Environmental & Ngāi Tahu	High	Low

# 12. Issues, goals and actions



## 12.4 Relationships and partnerships

Action number	Action	Key Participants	Priority	Costs
4.10	Continue to have a quarterly meeting with the Council to discuss relevant heritage issues and brainstorm solutions.	NZHPT	Ongoing	
4.11	Continue to provide heritage management training opportunities for Council.	NZHPT	Ongoing	

### Indicators

- Number and frequency of meetings with key agencies involved in heritage.
- Document outlining the role and responsibility of each heritage agencies and groups within the District.
- Number of memoranda of understanding 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.
- Number of communications from Council Controlled Organisations staff to heritage specialist.



Closeburn Homestead restoration  
Recipient of Heritage Incentive Grant

# 12. Issues, goals and actions



## 12.5 Promotion and education

### Goal

Residents and visitors are aware of, appreciate and protect heritage values, places and items.

### Issue

1. Residents and visitors are not always aware of:
  - The unique history of the District (Māori, Chinese and European);
  - The importance of heritage values, places and items;
  - The location of heritage values, places and items (including Māori sites, heritage landscapes and archaeological sites);
  - The Council's role in heritage;
  - The different roles and responsibilities and processes of different heritage agencies and groups;
  - The broader values of the natural environment and its significance to Ngāi Tahu;
  - How and where to access information on the history of the district; and
  - The existence and location of the District museum.
2. The District relies heavily on its landscape values and its adventure activities but its history and heritage values, places and items lack recognition. Promotion of the heritage of the District could:
  - Increase the understanding, appreciation and stewardship of residents and visitors of the history of the area.
  - Create a unique point of difference for the district from which heritage related tourism and in turn economic activity can develop.

3. The stories of the district's heritage are not always recorded and if they are, they are often located in a place or format that is not easily accessible or understandable.

### Explanation of issue

While there are a number of organisations dedicated to educating visitors and residents about the history of the district, there are not clear communication networks between these organisations and those responsible for promoting the district as a whole.

There is generally a high staff turnover in 'front-of-house' jobs such as hotel/motel reception areas or information centres. This often hinders the flow of historical information. Many front line staff do not have historical knowledge or are unable to direct visitors to the relevant heritage groups or organisations.

Council, working in partnership with heritage groups, need to agree on the consistent message that is being promoted. They then review how they market and promote themselves around that theme and how education programmes and other initiatives might assist in promoting and protecting the district's heritage.



# 12. Issues, goals and actions



## 12.5 Promotion and education

### Actions

Action number	Action	Key Participants	Priority	Costs
5.1	<p>Formulate a heritage education/awareness group to identify what heritage promotion is currently occurring and identify what needs to be done. The group should write a public awareness plan for heritage and should consider the following ideas:</p> <ul style="list-style-type: none"> <li>• Heritage trails;</li> <li>• Heritage talks;</li> <li>• Exhibitions and displays;</li> <li>• Heritage tours;</li> <li>• Plaques on buildings and footpaths;</li> <li>• Information panels and audio visual/listening posts;</li> <li>• An outpost of the museum in Queenstown and Wanaka;</li> <li>• Promotion through DVDs, website, brochures and booklets and using existing booklets;</li> <li>• Involving accommodation providers;</li> <li>• Working with Destination Queenstown and Lake Wanaka Tourism;</li> <li>• A heritage week/festival;</li> <li>• Recording of oral history</li> <li>• Opening heritage buildings to the public at certain times of the year;</li> <li>• Education packages for schools;</li> <li>• Working with trusts;</li> <li>• Distributing information on heritage values, places and items to owners; and</li> <li>• Ensure that real estate salespeople have access to information on heritage values of places they are selling.</li> </ul>	<p>QLDC to organise and facilitate. Destination Queenstown, tourism operators, NZ Historic Places Trust, KTKO, Ngāi Tahu ki Murihiku through Te Ao Marama Inc., the Queenstown and District Historical Society, Lakes District Museum, Department of Conservation, Rees Trust and Historic Cemeteries conservation Trust of NZ. QLDC to commission a consultant to write the public awareness plan.</p>	Medium	Medium
5.2	Implement the public awareness plan	Heritage education/awareness group	Medium	Medium/High

# 12. Issues, goals and actions



## 12.5 Promotion and education

Action number	Action	Key Participants	Priority	Costs
5.3	Hold all inventory sheets on heritage places, sites and items in one place that is accessible to all including through the website and linked to the Council's GIS system.	QLDC. Contact NZHPT and DOC for any information they have on heritage places, sites and items.	High	Medium
5.4	Consider purchasing the NZ Archaeological Association online digital site recording scheme (ArchSite) which will allow archaeological sites and information about them to be shown on the Council GIS system. Other features include automatic regular updating.	QLDC	High	Low
5.5	Create a heritage component of the induction package for new staff and elected representatives so they know about heritage of the district.	QLDC	Low	Low
5.6	Develop a series of actions to encourage owners to protect heritage values, places and items. E.g. direct owners to best practice heritage guidelines, to heritage experts, consider offering funding assistance for owners to use the services of a specialist such as a conservation architect or archaeologist, create heritage awards to recognise the work of groups or individuals, non statutory design guideline and workshops to promote sensitive management and use of heritage places and sites.	Heritage education/awareness group	Medium	Medium
5.7	Promote local libraries role in providing a local history focus.	QLDC	Ongoing	Low
5.8	Review and where appropriate comment on the publicly notified reports produced on the district's pastoral leases which have completed or are going through tenure review under either the Land Act 1948 or Part 2 of the Crown Pastoral Land Act 1998.	QLDC	Ongoing	Low
5.9	Advocate that changes that are made to heritage values, places and items are recorded and that this information is accessible to all.	QLDC	Medium	Low

# 12. Issues, goals and actions



## 12.5 Promotion and education

Action number	Action	Key Participants	Priority	Costs
5.10	<p>Seek opportunities to promote recognition and understanding of heritage values including through:</p> <ul style="list-style-type: none"> <li>▪ Heritage talks;</li> <li>▪ Heritage weeks;</li> <li>▪ Heritage workshops;</li> <li>▪ Exhibitions and displays;</li> <li>▪ Plaques on buildings;</li> <li>▪ Information panels;</li> <li>▪ Promotion through, website, brochures and booklets;</li> <li>▪ education packages for schools; and</li> <li>▪ distributing information on heritage values, places and items to owners.</li> </ul>	NZHPT (links to actions 5.1 & 5.2)	Medium	Medium/High
5.11	Via the NZHPT website, continue to maintain the National Register of Historic Places, Historic Areas, Wāhi Tapu and Wāhi Tapu areas.	NZHPT	Ongoing	
5.12	Continue to advocate the NZHPT's best practice approach to heritage management through the Council and directly with owners.	NZHPT	Ongoing	

### Indicators

1. Number of the following items printed/distributed:

- Heritage trails;
- Heritage talks;
- Exhibitions and displays;
- Heritage tours;
- Plaques on buildings and footpaths;
- Information panels and audio visual/listening posts;

- Promotion through DVDs, website, brochures and booklets and using existing booklets;
  - Heritage buildings opened to the public at certain times of the year; and
  - Education packages for schools
2. Amount of incentives paid by funding organisations to enhance heritage.
  3. Number of awards presented in recognition of heritage promotion or conservation.
  4. Number of requests for or hits on website for information from inventory sheets on heritage places, sites and items.



# 12. Issues, goals and actions



## 12.6 Monitoring and review

### Goal

Accurate up to date information on the extent and condition of heritage values, places and items in the district.

### Issue

- We do not have accurate information on:
  - the extent and condition of all heritage values, places and items in the district; or
  - people's awareness and appreciation of these places.
- Unless the actions in this Strategy are monitored regularly we will not know how effective the strategy is.
- Unless the Strategy is reviewed regularly it will not address the current issues in the district and therefore will not be effective.

### Explanation of issue

Without accurate information on the extent and condition of heritage values, places and items we do not know whether we are losing our heritage or protecting it - or whether some types of heritage are being lost while others are not. We also have little information on people's awareness and appreciation of heritage value, places and items.

Without this information we cannot monitor the effectiveness of the methods of protection for heritage values, places and items or the actions in this strategy.

Information Sheet 24 and Guideline 5 of the NZHPT's Sustainable Management of Historic Heritage Guidance Series (August 2007) provides guidance on monitoring.

The strategy will need reviewing on a regular basis as new issues arise that need to be addressed.



Inspecting Edith Cavell Bridge, Arthur's Point

# 12. Issues, goals and actions



## 12.6 Monitoring and review

### Actions

Action number	Action	Key Participants	Priority	Costs
6.1	Establish and undertake a monitoring programme to assess how effective and efficient the mechanisms for protection are and if they need to be altered.	QLDC with assistance from NZHPT and DOC.	High	Medium/High
6.2	Identify indicators for: <ul style="list-style-type: none"> <li>The extent and condition of heritage places and items.</li> <li>Coordination and cooperation between agencies and within Council.</li> <li>Knowledge and appreciation of history of the district and heritage items and places.</li> </ul>	QLDC, NZHPT, the Queenstown and District Historical Society, DOC, the Lakes District Museum & Heritage education/awareness group.	Medium	Low
6.3	Implement the monitoring programme to monitor: <ul style="list-style-type: none"> <li>The extent and condition of heritage places and items.</li> <li>Coordination and cooperation between agencies and within Council.</li> <li>Knowledge and appreciation of history of the district and heritage items and places.</li> </ul>	QLDC, NZHPT, the Queenstown and District Historical Society, DOC the Lakes District Museum & Heritage education/awareness group.	Medium	Medium/High
6.4	Gain access to information databases owned by other organisations to assist with collecting the data for each indicator.	QLDC.	Medium	Low
6.5	Create a small focus group with stakeholder representation to monitor the effectiveness of the strategy by monitoring progress on actions every year.	QLDC with assistance for other heritage stakeholders.	High	Low
6.6	Report the result of progress on actions to the Strategy Committee and heritage agencies and groups every year.	QLDC.	High	Low
6.7	Review the heritage strategy every three years to ensure that the vision, issues and actions are still relevant. In particular review the strategy when the Department of Conservation has released its Draft Conservation Management Strategy.	QLDC. In consultation with NZHPT	Medium	Medium

# 12. Issues, goals and actions



## 12.6 Monitoring and review

### Indicators

- Formal review of the heritage strategy every three years.
- Review progress on priority actions annually.
- Review priority actions list annually.
- Effective monitoring programme established and implemented.
- The following is regularly monitored and reported on (Strategy Committee, available on the website and reported at quarterly meeting with heritage agencies and groups):
  - the extent and condition of heritage places and items;
  - coordination and cooperation between agencies and within Council;
  - knowledge and appreciation of history of the district and heritage items and places, as determined by the annual residents and ratepayers satisfaction survey.



Luggate Hotel  
Photo courtesy of Upper Clutha Historical Records Society



# 13. Terminology used



**Aesthetic significance** means the sensory attributes perceived in terms of beauty, evocativeness, expressiveness, grandeur, landmark presence, picturesqueness, symbolism or similar qualities of nature or human endeavour.

**Archaeological significance** means 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.

**Archaeological site** 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.

**Architectural significance** means 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.

**Built environment** means 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).

**Cultural significance** means possessing historical, archaeological, architectural, technological, aesthetic, scientific, spiritual, social, traditional or other special cultural significance associated with human activity. (ICOMOS NZ, 1992)

**Curtilage** means the enclosed area of land around a building or site. It is distinct from the building by virtue of lacking a roof, but distinct from the area outside the enclosure in that it is enclosed within a wall or barrier of some sort.

**Facade** means the principal face of a building, often subject to distinctive architectural detailing.

**Heritage** see the definition for "historic heritage" in Section 2 of the Resource Management Act, as reproduced on pages 5 & 6 of this strategy.

**Heritage values, places and items** include the following:

- built sites,
- archaeological sites,
- cultural sites,
- places or areas of special significance to Māori,
- trees,
- landscapes,
- archival records

**Papatipu Rūnaka** means traditional Rūnaka.

**Rūnaka/Rūnanga** means local representative group or community system or representation.

**Takiwā** means area.

**Tikanga** means rights, customs, accepted protocol, rule, Māori traditions, love or law, the correct Māori way.

**Wāhi taonga** means places of sacred or extreme importance.

**Wāhi tapu** means a place sacred to Māori in the traditional, spiritual, religious, ritual, or mythological sense.

# Appendix 1

## Relevant legislation and policies



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

### National Level

#### 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 Wāhi tapu sites or areas, and to protect archaeological sites.

It also sets out the functions and powers of the NZ Historic Places Trust as:

- To identify, record, investigate, assess, register, protect and conserve Wāhi tapu, Wāhi tapu areas, historic places, and historic areas or to assist in doing any of those things, and to keep permanent records of such work.
- To advocate for the conservation and protection of Wāhi tapu, Wāhi tapu areas, historic places, and historic areas.
- To foster public interest and involvement in historic places and historic areas and in the identification, recording, investigation, assessment, registration, protection, and conservation of them.
- To furnish information, advice, and assistance in relation to the identification, recording, investigation, assessment, registration, protection, and conservation of Wāhi tapu, Wāhi tapu areas, historic places and historic areas.
- To manage, administer, and control all historic places, buildings, and other property owned or controlled by the New Zealand Historic Places Trust (NZHPT) or vested in it, to ensure the protection, preservation, and conservation of such historic places, buildings and other property.
- To establish and maintain the national register of historic places, historic areas, Wāhi tapu, and Wāhi tapu areas.
- To negotiate and execute heritage covenants for the protection, maintenance and conservation of historic places, historic areas, Wāhi tapu and Wāhi tapu areas.
- To administer the regulatory provisions of Part I of the Historic Places Act relating to the protection of archaeological sites.
- To advocate and promote the protection and conservation of historic heritage and in liaison with local authorities to promote the protection of registered historic places, historic areas, Wāhi tapu and Wāhi tapu areas.
- To interpret and administer the Historic Places Act to give effect to the principles of the Treaty of Waitangi, unless the context otherwise requires.
- To advocate and promote the protection and conservation of historic heritage and in liaison with local authorities to promote the protection of registered historic places and listed built heritage in policy statements and plans developed under the Resource Management Act.
- Within the NZHPT the functions of the Māori Heritage Council include:
  - Ensuring that in the protection of Wāhi tapu, Wāhi tapu areas, and historic places and historic areas of Māori interest, the NZHPT meets the needs of Māori in a culturally sensitive manner.
  - Development of Māori programmes for identification and conservation of Wāhi tapu, Wāhi tapu areas, and historic places and historic areas of Māori interest.
  - Consider and determine proposals for the registration of Wāhi tapu and Wāhi tapu areas.
  - The Historic Places Act is to be interpreted and administered to give effect to the principles of the Treaty of Waitangi, unless the context otherwise requires.

# Appendix 1

## Relevant legislation and policies



### **ICOMOS New Zealand 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. [http://www.icomos.org.nz/NZ Charter.pdf](http://www.icomos.org.nz/NZ_Charter.pdf)

### **Australian Natural Heritage Charter, second edition 2003 Australian heritage Commission and the Australian Committee for the IUCN**

A guide for managing and restoring natural heritage places of varying size and significance.

### **UNESCO Cultural Landscape Convention 1992.**

This recognises the “combined works of nature and man”, illustrative of human evolution over time. There are three categories:

- a clearly defined landscaped designed and created intentionally by man;
- an organically evolved landscape (a relic or fossil landscape and continuing landscape that retains an active social role), and;
- an associative cultural landscape (powerful religious, artistic or cultural associations of a natural rather than material element).

The first world example inscribed on the World Heritage List in 1993 was Tongariro National Park, New Zealand.

### **Building Act 2004**

The Building Act 2004 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 without endangering their health, and can escape from the building in case of fire. It also aims to ensure that buildings are designed, constructed, and able to be used in ways that promote sustainable

development.

The key regulatory tool is the Building Regulations 1992 which contain the mandatory New Zealand Building Code. In administering its functions under the Building Act, a territorial authority can adopt a flexible approach with heritage buildings, however one of the Act’s stated purposes is “*the need to facilitate the preservation of buildings of significant cultural, historical or heritage value*” (s.4). The territorial authority grants or refuses an application for a building consent based largely on compliance with the building code.

The Building Act also contains provisions relating to managing dangerous or insanitary buildings. These provisions may require owners of heritage buildings to strengthen their buildings or remove any danger.

### **Resource Management Act 1991**

The Resource Management Act 1991 charges the local authorities to recognise and provide for the protection of historic heritage from inappropriate subdivision, use and development within the context of sustainable management as a matter of national importance. They are also required to recognise and provide for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, Wāhi tapu, and other taonga.

Council has responsibilities for managing adverse effects on heritage as part of policy and plan preparation and the resource consent processes. Local authorities are also heritage protection authorities in relation to any heritage orders they administer. They also have a duty to gather information and monitor the state of the environment in the region or district (section 35 of the RMA).

As owners of heritage places (buildings, parks, reserves, infrastructure, and archaeological sites), local authorities must meet relevant statutory requirements and comply with plan rules for land they own and administer.

Local authorities should set a good example for heritage management in the district (and to the wider community) by ensuring that their own assets have



# Appendix 1

## Relevant legislation and policies



been researched and evaluated for their heritage values and are managed in accordance with conservation principles.

Local authorities have a responsibility under the RMA to take into account the principles of the Treaty of Waitangi and to form partnerships with Māori.

### Local Government Act 2002

The Local Government Act 2002 provides for local authorities to play a broad role in promoting the social, economic, environmental and cultural well-being of communities in the present and future. The LGA provides for community plans and a sustainable development approach to strategic land use and planning in New Zealand. 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.

The Act revives requirements for consultation to ensure plans reflect community-based objectives. Strategic direction for growth of new development should recognise the intrinsic values of protecting heritage and address the effects on heritage places.

Under the LGA a local authority must also provide opportunities for Māori to contribute to the decision-making process. (ss 4, 14 (1)(d), 81).

### Conservation Act 1987

The Conservation Act 1987 promotes the conservation of New Zealand's natural and historic resources. Under this Act the Department of Conservation has a number of functions, including:

- The management for conservation purposes of all land and natural and historic resources held under the Conservation Act;
- Conservation advocacy;

- Promotion of the benefits of international cooperation on conservation matters;
- Promotion of the benefits of the conservation of natural and historic resources in New Zealand, the sub Antarctic islands, the Ross Dependency and Antarctica;
- The provision of educational and promotional conservation information;
- Fostering recreation and allowing tourism on conservation land, providing the use is consistent with the conservation of the resource;
- Provision of advice to the Minister.

Conservation Areas are areas of land held under the Conservation Act 1987 for conservation purposes (including the preservation and protection of natural and historic resources, and recreational enjoyment by the public). The Department may issue concessions authorising activities in these areas, after having regard to the nature and effects of an activity, and the purposes for which the land is held.

### The Reserves Act 1977

The Reserves Act 1977 has three main functions:

- To provide for the preservation and management, for the benefit and enjoyment of the public, areas possessing some special feature or values such as recreational use, wildlife, landscape amenity or scenic value. For example, the reserve may have value for recreation, education, as wildlife habitat or as an interesting landscape.
- To ensure, as far as practicable, the preservation of representative natural ecosystems or landscapes and the survival of indigenous species of flora and fauna, both rare and commonplace.
- To ensure, as far as practicable, the preservation of access for the public to the coastline, islands, lakeshore and riverbanks and to encourage the protection and preservation of the natural character of these areas.



## Relevant legislation and policies

The Reserves Act also provides for the acquisition of land for reserves, and the classification and management of reserves (including leases and licences).

### Who manages reserves?

Reserves may be administered by the Department of Conservation, or by other ministers, boards, trustees, local authorities, societies and other organisations appointed to control and manage the reserve, or in whom reserves are vested.

### Types of reserves

There are eight categories of reserves:

- **National Reserves**  
Reserves which have values of national or international importance
- **Recreation reserves**  
The main purpose of these reserves is the provision of areas for recreation and sporting activities. This is to provide for the physical welfare and enjoyment of the public and for the protection of the natural environment and beauty.
- **Historic Reserves**  
These reserves are established primarily to protect and preserve in perpetuity places, objects and natural features of historic, archaeological, cultural, educational and other special interest.
- **Scenic reserves**  
These reserves are established to protect and preserve in perpetuity, for their intrinsic worth and for the public benefit, enjoyment and use, such qualities of scenic interest or beauty or natural features worthy of protection in the public interest.

- **Nature reserves**  
These reserves are established primarily to protect and preserve in perpetuity indigenous flora or fauna or natural features of rarity, scientific interest or importance so unique that their preservation is in the public interest. Entry is by permit only.
- **Scientific Reserves**  
The principal purpose of these reserves is the protection and preservation in perpetuity of areas for scientific study, research, education and the benefit of the country. Entry to all or part of a reserve may be restricted by permit.
- **Government Purpose Reserves**  
These reserves are held for the particular government purpose specified. They include wildlife management areas.
- **Local Purpose Reserves.**  
These are held for the particular local purposes specified.
- **Wilderness Areas**  
Reserves or parts of reserves may be set apart as wilderness areas. They are maintained in a natural state. No buildings, animals, roads and so on are permitted.

### Other categories of land

Conservation Covenants may be entered into with owners of private land or holders of Crown land under lease to manage the land in order to preserve the natural environment without the need to purchase the land. Covenants bind successors in title (section 77). Nga Whenua Rahui Kawenata may be entered into by Māori landowners (section 77A). "Protected private land" is a category of land similar to conservation covenant land (section 76).

# Appendix 1

## Relevant legislation and policies



### National Parks Act 1980

The New Zealand national parks system aims to preserve in perpetuity for their intrinsic worth and for the benefit use and enjoyment of the public those parts of the country that "contain scenery of such distinctive quality, ecological systems, or natural features so beautiful, unique, or scientifically important that their preservation is in the national interest".

### Sustainable Management of Historic Heritage Guidance Series (August 2007). NZHPT

Guidelines on a range of technical matters relating to historic heritage and its management. It has been prepared by NZHPT in consultation with a range of other heritage agencies and professionals. Its contents are designed to assist local authorities in the preparation of second generation plans and policy statements and the management of resource consents pursuant to the Resource Management Act 1991.

The full series includes guidelines, discussion papers and information sheets, and can be downloaded at [http://www.historic.org.nz/publications/SustMgt\\_guidance\\_series.html](http://www.historic.org.nz/publications/SustMgt_guidance_series.html)

## Regional Level

### The Regional Policy Statement for Otago

The Regional Policy Statement for Otago provides an overview of the resource management issues of the Otago region and identifies ways of achieving integrated management of the region's natural and physical resources. The following objectives and policies are relevant to heritage.

### Objective 9.4.1

To promote the sustainable management of Otago's built environment in order to:

- Meet the present and reasonably foreseeable needs of Otago's people and communities;
- Provide for amenity values;
- Conserve and enhance environmental and landscape quality, and;
- Recognise and protect heritage values.

### Objective 9.4.3

To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.

### Policy 9.5.1

To recognise and provide for the relationship Kāi Tahu has with the built environment of Otago through:

- (a) Considering activities involving papatipu whenua that contribute to the community and cultural development of Kāi Tahu; and
- (b) Recognising and providing for the protection of sites and resources of cultural importance from the adverse effects of the built environment.

### Policy 9.5.4

To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:

- (a) Discharges of contaminants to Otago's air, water or land; and
- (b) The creation of noise, vibration and dust; and
- (c) Visual intrusion and a reduction in landscape qualities; and

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## Relevant legislation and policies



- (d) Significant irreversible effects on:
- (i) Otago community values; or
  - (ii) Kāi Tahu cultural and spiritual values; or
  - (iii) The natural character of water bodies and the coastal environment; or
  - (iv) Habitats of indigenous fauna; or
  - (v) Heritage values; or
  - (vi) Amenity values; or
  - (vii) Intrinsic values of ecosystems; or
  - (viii) Salmon or trout habitat.

### **Policy 9.5.6**

To recognise and protect Otago's regionally significant heritage sites through:

- (a) Identifying Otago's regionally significant heritage sites in consultation with Otago's communities; and
- (b) Developing means to ensure those sites are protected from inappropriate subdivision, use and development.

## **Iwi Management Plans**

### **Kāi Tahu ki Otago Natural Resource Management Plan**

The Kāi Tahu ki Otago Natural Resource Management Plans, 1995 and 2005 are the principal planning documents for Kāi Tahu ki Otago. They contain issues, objectives and policies for Kāi Tahu ki Otago for the Otago region. They also refer to a resource inventory that has site specific detail and resource specific information of sites of significance.

### **Te Tangi a Taurira, Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008**

This Iwi Management Plan is written as a statement that consolidates Ngāi Tahu ki Murihiku values, knowledge and perspectives on natural resource and environmental management issues. It is an expression of kaitiakitanga.

While the plan is first and foremost a planning document to assist Ngāi Tahu ki Murihiku in carrying out kaitiaki roles and responsibilities, it also recognises the role of communities in achieving good environmental outcomes and healthy environments. Thus it is designed to assist others in understanding tangata whenua values and policy.

### **Otago Conservation Management Strategy (CMS) 1998**

The purpose of the CMS is to set out the management directions of the Department in Otago Conservancy of the Department of Conservation for the next ten years. It was prepared in accordance with Part IIIA of the Conservation Act 1987.

A CMS is a statutory document which implements general policies and establishes objectives for the integrated management of natural (including land and species) and historic resources. The conduct of some activities on land administered by the department can only take place by and in accordance with the CMS.

Those preparing regional and district plans must have regard to any relevant CMS. However, a CMS is generally a statement of intent and does not override the provisions of the legislation and general policy.



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## Relevant legislation and policies



The relevant sections of the CMS are:

- **Strategic visions**

- 4.2.4 Historic

- We will have protected the significant elements of Otago's historic resources based on a clear understanding of their historic and spiritual values and the threats they face by:

- identifying and describing significant historic systems, sites and features
    - improving protection for and management of Otago's goldfields heritage
    - promoting public appreciation, use and understanding of the values of significant sites and features
    - managing, in consultation with the NZ Historic Places Trust and iwi Kāi Tahu where appropriate, the historic sites on land administered by the department
    - supporting efforts of NZ Historic Places Trust and iwi Kāi Tahu in relation to the protection of such sites elsewhere in Otago so as to help preserve Otago's special contribution to New Zealand's historic heritage.

Other relevant sections of this document are:

- 8.0 The Lakes Zone. 8.3 Māori Tradition and History and General Objective for Lakes Zone Māori Traditional History and 8.4 European History and General Objective for Lakes Zone European History.
- 9.0 The Western Mountains Zone. 9.4 Māori Tradition and History and European History
- 10.38 Special Place the Otago Goldfields Park
- 16.0 Historic Resources. 16.1 Otago Historic Resources and 16.2 Management Issues and Objectives for Historic Resources.

## Local Level

### Queenstown Lakes 10-Year Plan 2006-2016

The Council's 10-Year Plan has been prepared under the Local Government Act 2002. It 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 the district. The relevant community outcome is: Preservation and celebration of the district's local cultural heritage.

### Queenstown Lakes District Plan

The Council uses the District Plan as one of the main methods to achieve its statutory obligations under the Resource Management Act 1991. Issues, objectives, policies and rules relating to heritage features are in Section 13: Heritage of the District Plan. The Plan contains a number of objectives and policies that are relevant to the protection of heritage.

### Objective 1 - Heritage Values

The conservation and enhancement of the district's natural, physical and cultural heritage values, in order that the character and history of the district can be preserved.

### Policies

- 1.1 To protect and enhance the heritage values of urban and rural areas and the built environment including the cumulative value of retaining groups of buildings.
- 1.2 To identify and draw public attention to important heritage features in the District.
- 1.3 To identify waahi tapu sites and areas and recorded archaeological sites that are known to exist.

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- 1.4 To include Category I or II items of the NZHPT Register in Appendix 3.
- 1.5 To promote and encourage public awareness and protection of the importance of heritage values through the provision of information, advice and incentives where appropriate.
- 1.6 To recognise and protect the TSS Earnslaw heritage values. (refer to 5.4.3.4 xiv (h)).
- 1.7 To recognise and protect the special character of the Skippers Catchment.

### Objective 2 - Heritage Trees

The protection of trees and groups of trees which contribute significantly to the District's amenity and/or heritage.

#### Policies

- 2.1 To identify and draw to the public attention heritage trees that are in public and private ownership and to protect them from avoidable loss or destruction.
- 2.2 To protect particularly notable specimens and groups of mature trees from avoidable loss or destruction, recognising them as an important character element in maintaining and enhancing the environment of the District.
- 2.3 To encourage the practice of planting trees on public reserves and protect these trees from unnecessary interference or destruction.

### Objective 3 - Heritage Landscapes

Recognise heritage landscapes and their associated values which significantly contribute to the District's character, history, social and cultural values, and ensure adverse effects of inappropriate subdivision, use and development on these values are avoided, remedied or mitigated.

#### Policies

- 3.1 To identify and draw to the public attention heritage landscapes and their associated values.
- 3.2 To recognise and protect the different layers of history within heritage landscapes and the relationship between these layers to retain their cultural meaning and values.
- 3.3 To retain heritage connections between places, sites or points of heritage significance within or between heritage landscapes.  
  
Note: Connections may be physical e.g. road or water-race, or notional e.g. a former route or line of sight, spiritual.
- 3.4 To ensure subdivision, development and use maintains the values of heritage landscapes including character, context, setting and historic patterns.
- 3.5 To encourage development that will retain or enhance the values and elements of heritage landscapes.
- 3.6 To promote and encourage public awareness and protection of heritage landscapes and their values.

The District Plan also identifies heritage features in Appendix 3, Inventory of Protected Features. Rules in the District Plan give different levels of protection to heritage items through requirements for applications for demolition of, or alterations to, the heritage items, according to their classification.



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