

## Foreword

Council has an existing commitment to, and involvement with, the built heritage of Wellington. This commitment is undisputed. However, different parts or sections of Council have different roles and responsibilities and there has not been to date a Council policy linking these roles and ensuring a consistent and comprehensive approach. This Policy represents an attempt by Council to draw together the various strands into one consolidated Council wide document.

The document also acknowledges and takes into account the recommendations of the Heritage Hearings Committee, which was responsible for hearing all the submissions on the heritage provisions as part of the public notification of the Proposed District Plan. The Policy has also been amended to incorporate submissions from various external parties with an interest in Council's heritage stance.

The document provides an indication of the direction in which Council is moving in relation to Wellington's built heritage.

## 1 Introduction

The Policy provides an account of the Council's built heritage responsibilities and includes tasks to be adopted to further the positive management of the City's built heritage resources. In the context of this Policy "built heritage" means structures of heritage value. This Policy has been prepared:

- (a) *to fulfil Annual Plan commitments to develop a heritage strategy to encourage the retention and upgrading of heritage buildings (p 64).*
- (b) *to co-ordinate Council's built heritage responsibilities.*
- (c) *to address Council's obligations as a manager and owner of heritage resources in Wellington.*

This document is confined to the actions of Council with regard to built heritage resources. It does not address other organisations' responsibilities for heritage resource management nor other non-built heritage resources. It is intended that this document will be one element in a wider Council Heritage Strategy encompassing policies and subjects such as tangata whenua, archaeological sites and heritage trees.

The Policy has the following parts:

1	Introduction
2	Heritage Goal & Objective
3	Heritage Resources
4	Heritage Significance
5	Strategic Options
<b>6</b>	<b>Heritage Protection Methods and Tasks</b>
Attachment A:	Criteria for funding assistance
Attachment B:	Monitoring Plan
Attachment C	Implementation Plan

### 1.1 Background

Compared to other New Zealand local authorities Wellington City Council has a relatively forward stance on heritage protection. At the same time much of the heritage resource has been lost to Wellington. The Council's commitment to heritage (if not the methods of implementation of this commitment) goes largely unchallenged and this shows a marked swing in political and public attitude towards the City's built heritage from only 10 years ago. The colossal scale of change within the city during the 1980s effected all Wellington people - many recall having to negotiate the building sites which lined streets and trying to remember what was there before. Ever since, there has been more interest in and greater significance accorded to, what is remaining.

A survey of the priorities of Wellington Residents (the 1995 City Priority Survey) showed that 89% of respondents see "heritage preservation" as an area in which Council should be involved, and 78% of respondents believe heritage is very or quite important. Only 32% are satisfied.

There has also been a recent recognition of Wellington's built heritage as a visitor draw card. The addition of "heritage" to the marketing armoury is an important opportunity when cities and towns throughout New Zealand are vying for a share of visitors and tourists.

## 1.2 Heritage Issue

Despite the mandate by the general public and the political interest in the whole area of "Heritage", there is no doubt that heritage issues present frequent and often difficult situations to resolve. For example, heritage issues are no longer confined to the city centre, as they were generally in the past. There is now an increased pressure on the residential areas surrounding the city to accommodate higher density developments and, as a result, our heritage is sometimes compromised or lost.

The profile of heritage is inextricably linked to the increase in the value of land for redevelopment and the decrease in the amount of the heritage resource left. It is also an issue in which the conflict between the rights of landowners to reasonably develop their property and the rights of the public to have a good standard of urban environment come to a head.

## 1.3 Legislative Requirements

The "interest" and regard for heritage is now more strongly mandated by law. Its value to people is recognised in law and means to manage it (and the conflicts that arise) have been established. The Resource Management Act (1991) and the Historic Places Act (1993) provide specifically for heritage matters. These Acts give Council particular responsibilities to manage the heritage resources of the City and the heritage resources within its ownership and guardianship. The Resource Management Act (1991) states that WCC has a responsibility for:

*"The establishment and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District"* (Section 31(1)).

- Section 2 (Interpretation) states that natural and physical resources includes "all structures", such as built heritage resources.
- Section 5 (Purpose) calls for promotion of sustainable management of natural and physical resources and therefore of heritage resources.
- Section 6 (Matters of National Importance) requires recognition and provision for the relationship of Maori with ancestral lands, water, sites, waahi tapu, and other taonga.
- Section 7 (Other Matters) requires particular regard to be had to the recognition and protection of heritage values of sites, buildings, places, or areas.
- Council has a responsibility when preparing a District Plan and Plan Changes to consider the Historic Places Register (section 74).
- The Council is required to serve a copy of an application for a resource consent on the Trust if the application relates to any registered historic place, historic area, wahi tapu or wahi tapu area.
- Assessments of effects on the environment (which Council considers in consent application decisions) must recognise *any effect on natural and physical resources having aesthetic, recreational scientific, historical, spiritual or cultural, or other special value for present and future generations (Fourth Schedule).*

- As a heritage protection authority Council has the power to impose heritage orders on places of significant heritage value. In practice, heritage orders have only been applied to buildings or sites at risk of damage or destruction.

The Historic Places Act (1993) requires that WCC has a responsibility:

- To keep a record of all registered historic places, historic areas, wahi tapu and wahi tapu areas, and to make this record available for public inspection (section 34).

Other Acts of relevance to Council's heritage policies include the Local Government Act, the Building Act, the Reserves Act, the Conservation Act, the Rating Powers Act, and the Valuation of Land Act. Council also takes account of the Treaty of Waitangi.

## 2 Built Heritage Goal and Objective

The Wellington City Council Interim Strategic Plan identifies the following goal to achieve a vital and enjoyable City:

### **To ensure the preservation of the City's listed heritage buildings and sites.**

The success of Council's heritage intentions will be in providing every encouragement possible to the owners of the heritage resource to keep the building's heritage value intact and for commercial buildings to be used economically.

The conservation process involves degrees of intervention from non-intervention through repair to adaptation. The appropriate process will vary from building to building and from proposal to proposal. It is preferable that buildings are altered appropriately rather than demolished. Buildings in private ownership must be allowed to be put to reasonable economic use if those resources are to be sustained.

A conservation management approach provides for the significant heritage value of a building to be recognised and protected and for other parts to be altered. Two good examples of the conservation approach in practice are the conversion of the Old Government Buildings for use by the Victoria University of Wellington Law Faculty and the proposal for the reuse of the former BNZ buildings in Lambton Quay, where a modern economic use of the buildings has been possible while conserving important heritage values.

In a limited number of cases, restoration may be appropriate and may require more commitment from Council to ensure that the built element is preserved. For example, Katherine Mansfield's House is of such significance to New Zealand that its ownership by Council and its restoration is appropriate.

The **Objective** of the Built Heritage Policy is:

*That Council encourages the conservation of built heritage items through a programme of methods which match both the values of the item and the needs of its owner.*

## 3 Heritage Resources

*Built heritage* comprises of above ground structures or construction works which relate to Wellington's cultural history. Wellington's built heritage is largely the product of the development that followed European settlement. While much of the physical evidence of Maori settlement has unfortunately been obscured, this period of settlement has not been forgotten. Council also has a comprehensive Inventory of Maori Heritage Resources (Nga Waahi Taonga O Te Whanganui a Tara) which is largely based on historical records.

### 3.1 Built Heritage Resources

At present 525 buildings have been identified in the Draft Wellington City Heritage Buildings Inventory. Most of these buildings are also listed in the Wellington City Proposed District Plan (Schedule of Heritage Buildings, Chapter 21).

However, there are other built heritage elements (road/street patterns for example) which have not yet been recorded in any detail by Council and which at least require some analysis to establish their value.

While there is generally a positive trend towards the recognition of, and provision for, heritage buildings under Council's management, there may be other elements of the City's built heritage which require both identification and management.

### 3.2 Values of Built Heritage Resources

The architectural value of Wellington's heritage building resource is extensively documented (for example, in Council documents such as the Draft Heritage Buildings Inventory, as well as a significant number of books and articles on old Wellington buildings). Although other values of these buildings (such as historical aspects) are less extensively documented, the on-going process of updating the Draft Heritage Buildings Inventory is intended to include these other values as and where appropriate. This approach has been recommended by the hearings Committee on the heritage provisions of the Proposed District Plan.

### 3.3 Council Owned Heritage Resources

In addition to its management responsibilities for heritage resources, Council is also responsible as an *owner* of a number of Wellington's heritage places. These include buildings (for example Wellington Town Hall, Basin Reserve Pavilion), objects (for example War Memorials, various Statues, Northland Tunnel) and open spaces (for example Town Belt and Post Office Square).

## 4 Heritage Significance

Built heritage within the city has value and significance in many "social" ways as it provides continuity (in the midst of change), a source of community identity and gives a sense of where we are in time. What determines heritage significance to most people in the community is "*a mix of the associations, preconceptions and knowledge of the place*" (James Semple Kerr [Heritage Consultant], Conservation Planning Conference 1995).

To meet the tests of heritage significance (such as for regulation purposes), a more technical approach is required than the lay person's recognition. The "technical" practice (of experts) to determine heritage significance is a set of criteria against which a subject can be assessed. The Proposed District Plan uses the following criteria for considering the inclusion of an item in the Plan: cultural (emotional, historical, design, technological), use, contextual values or levels of significance (measure of values, level of authenticity).

For each set of values, assessment criteria are used. A summary of the performance of the place can then be made and a conclusion drawn as to its significance.

## 5 Strategic Options

The options open to Council for heritage are clear - at least from the starting point of what the Council's statutory responsibilities are (see 1.3 above). Council has responsibility:

- (a) as a **territorial local authority** (under Section 31 of the Resource Management Act) where Council is required to establish and review *objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District* of which heritage is one physical resource;
- (b) as a **heritage protection authority** (under Sections 187-198 of the Resource Management Act) where Council has the power to impose heritage orders; and
- (c) as an **owner** of heritage buildings listed in both the Proposed District Plan and registered under the Historic Places Act, where Council must act to protect heritage values.

The option to do nothing about heritage is therefore not available to Council. The questions for this Policy are:

- what does Council have to do to meet its responsibilities; and
- what can it do to maintain and enhance the built heritage resources of Wellington City in light of the Interim Strategic Plan commitment.

To this end, Council has adopted a positive stance towards heritage protection. This goes several steps further than the requirements of law to positively encourage heritage protection. This stance opens the way for an analysis of what Council could be doing to promote and encourage heritage protection in the City.

## 6 Methods

This part of the Built Heritage Policy describes a "toolbox" of methods Council could use to achieve the Built Heritage objective. In each case the Method provides a general description of what is entailed and ends with a summary and tasks.

In practice it is a combination of several methods which would best move towards achieving what is being sought. The methods should not operate in isolation of one another. It is also important that heritage conservation is not solely the responsibility of one or two Units of Council. If it is to work effectively it is a commitment that must be shared between all of Council and with the community.

### 6.1 Method 1 Council Policies

There are several parts of Council that have some direct or indirect heritage policies. These need to be recognised and co-ordinated. The following documents contain Council Policy with heritage content:

#### **Wellington City Council's Interim Strategic Plan (1996-99)**

The Strategic Plan is a statement of the 10 year direction and 3 year priority for Council, and a summary of the core elements of what this Council is about. The Plan will be used every year in setting the direction for the Annual Plan and it will be used by all analysts in Council to assess the strategic fit of project proposals, policy options, capex proposals, core service decisions, and business plans. The Interim Strategic Plan identifies heritage among its goals for the next ten years. The Plan is to be reviewed by June 1997 in the light of the *Our City - Our Future* project results.

### Wellington City Transitional (1985) and Proposed (1995) District Plans

The Transitional and Proposed District Plans are the primary documents for the statement of heritage policy. They are also the means of regulation of heritage resources.

### Urban Design Strategy for Wellington City - Te Whanganui-A-Tara (1994)

Throughout the Urban Design Strategy reference is made to characteristics within the city that contribute to the quality of the urban environment. Many of these have heritage value - for example, routes (e.g. the early connections Owhariu - Thorndon Track), landmarks (e.g. Railway Station), places (e.g. Stuart Dawson's Corner), and areas (e.g. Te Aro street pattern).

### Wellington Town Belt Management Plan (1995)

The Town Belt itself is recognised as a heritage area and there are a number of heritage objects within it. Specific policies which have heritage content include those relating to Maori sites and heritage sites such as Wellington Centennial Memorial, NZBC 'castle', Byrd Memorial, and the time signal cannon.

### Reserve Management Plans

Under the Reserves Act (1977) Reserve Management Plans are mandatory for the Council to prepare. Some have a direct heritage content (e.g. Truby King Park, Bolton Street Cemetery, Botanic Gardens) and this is recognised in the Management Plans for these areas. Some reserves, such as the Attaturk Memorial, are classified as a Historic Reserve under the Reserves Act.

### Asset Management Plans

Asset management plans are the primary means of implementing heritage objectives for Council assets. These may contain statements of policy that relate to heritage.

Summary	Council Policy Methods
<i>Status:</i>	Operative Management & Transitional District Plans, Proposed District Plan.
<i>Monitoring:</i>	Reviewed regularly.
<i>Responsibility:</i>	Policy Units, Commissioning.
<i>Cost:</i>	Policy making & monitoring requires staff or contract resources.
<i>Comment:</i>	Useful in their own right, but uncoordinated.

### Task 1A

*Monitor implementation of heritage policy and better co-ordinate policies with a heritage component.*

### Task 1B

*Develop and complete a Heritage Strategy by July 2000.*

### Task 1C

*Implement the Building Safety Project so that all earthquake prone buildings in the City that are identified as heritage buildings in the District Plan are strengthening by July 2000.*

## 6.2 Method 2 Regulation

Regulatory methods for heritage protection have been used by Council since 1970, when a list of heritage items was first introduced to the Transitional District Plan. However, on its own, this approach has not been particularly successful and it is considered that regulation needs to be combined with incentives and voluntary measures to achieve desirable heritage outcomes. While judicious regulation is necessary, a fall back method like this should not be the driving force for heritage conservation.

The chief regulatory device available to Council are the rules contained in the District Plan. As the Plan is a statutory document the Schedule of heritage buildings in the Plan can only be added to or deleted by way of a variation or Plan Change. The rules in the Plan limit activities that have adverse effects; for heritage, those activities are subject to Council's discretion within the resource consent process. The Transitional District Plan (Ordinance 7A) and the Proposed District Plan (Chapters 20 and 21) recognise heritage resources as special and set policies and rules for their management. The approach taken in the Proposed Plan is to use a range of conservation objectives with the emphasis being on appropriate alterations. While the Plan proposes to remove restrictions on the use of buildings, it has been criticised, especially during the hearing of submissions, for lack of encouragement to owners. Submissions to the heritage provisions have been heard, and the decisions were released on 21 February 1996. 14 appeals to the Planning Tribunal have been made as a result of these decisions. It is anticipated that at least two thirds of these will be resolved prior to the appeals being heard. The Transitional Plan regulations are in place until the Proposed Plan becomes operative. The District Plan has a clear statutory status and the Built Heritage Policy must be consistent with the Plan.

The Council also has a number of other studies underway, including the Inner City Residential Urban Design Study, which may lead to more rules about built heritage management in residential areas.

The other significant means of regulation for Council is its status as a Heritage Protection Authority under the Resource Management Act 1991. This allows Council to apply Heritage Orders, which have the effect of prohibiting change without the written consent of the Heritage Protection Authority (Sections 189 & 193). They are generally used as a last resort, when, for example, a building or site is under particular threat of demolition or removal. A Heritage Order has major financial implications for Council as it can lead to an obligation to buy the building.

Summary	Regulation Method
<i>Status:</i>	Proposed Plan and Operative Transitional Plan, 6 Heritage Orders
<i>Monitoring:</i>	District Plan reviewed 10 yearly or as requested.
<i>Responsibility:</i>	Policy Unit, Commissioning (Physical, Urban, Natural)
<i>Cost:</i>	Appeals \$30,000. Cost of administering provisions.
<i>Comment:</i>	Regulation has been the principle method for heritage management until now but is beginning to be balanced with the expansion of other methods

### Task 2

*Make judicious use of regulatory methods to ensure the preservation of the City's listed buildings and sites.*

## 6.3 Method 3 Heritage Inventories

A Heritage Inventory is a list of heritage resources and is usually confined to a particular area. Identifying the heritage resources of an area is a step towards their conservation as it provides a valuable source of information and provides a record if that resource is ever destroyed. However, inventories in themselves afford no protection to heritage resources.

The usefulness of the inventory is dependant on its credibility as an analysis of the heritage significance. The credibility depends on the application of technically appropriate assessment criteria by qualified professionals. The resultant inventory needs to be overt about the criteria used and accessible to lay people.

The most useful inventories for heritage conservation are those which provide guidance in the event of any proposed changes, are clear as to which elements are valued, and the corresponding opportunities for adaptive reuse.

Council has two heritage inventories at present. These are the Draft Heritage Buildings Inventory, which identifies 525 buildings, and the Maori Sites Inventory that identifies 116 sites. It should be noted that there are certain reservations amongst some heritage professionals about the completeness and content of the former. Following the recommendations of the Heritage Hearings Committee, it is intended to appoint a panel of appropriately skilled people to update and amend the Inventory and incorporate new information as and when it becomes available.

The finalised Heritage Buildings Inventory is not part of the District Plan, it will be updated and revised from time to time as additional information becomes available. This does not affect the listing of items in the District Plan.

There are other objects and areas to be considered as well as buildings. Council has information on the areas and objects scheduled in the Proposed District Plan, but these have yet to be consolidated and made accessible in a form similar to the existing Draft Heritage Buildings Inventory. There are also likely to be built heritage resources which have not been identified at all. These need to be researched and their heritage value recognised accordingly. It is important that consultation occurs with the owners of these resources at an early stage. The Heritage Hearings Committee have recommended that other inventories be developed. It would be desirable to scope and agree on the approach to such inventories before work begins.

Summary	Inventory Method
<i>Status:</i>	Interim.
<i>Responsibility:</i>	Policy Unit, Commissioning (Physical Urban Natural).
<i>Monitoring:</i>	Monitor: Condition of building, Authenticity and Percentage in use.
<i>Cost:</i>	\$50,000 to develop Area & Object Inventory. \$100,000 to revise Buildings Inventory and \$25,000 per year to maintain.
<i>Comment:</i>	Further work on existing and new inventories should be undertaken according to a development programme and the continuing development of the Heritage Buildings Inventory should occur as resources permit.

### Task 3A

*Prepare an inventory of heritage areas and objects and that this is completed by July 2000.*

### Task 3B

*Develop a mechanism to assess buildings for addition to the District Plan Schedule and that assessments are carried out by July 2000.*

## 6.4 Method 4 Incentives

Incentives are critical to achieve heritage conservation. However, to achieve desirable heritage outcomes realistic incentives need to be available to building owners. Unless this happens economic issues will frequently preclude achieving desirable heritage outcomes. Incentives can take a variety of forms. There are tangible incentives offered at present for the owners of heritage and earthquake risk buildings. Council operates a very effective fund to assist with earthquake strengthening work that will contribute to a heritage building's conservation. There are 67 heritage buildings in the central city (Te Aro through to the Government Centre) that still require strengthening. Wellington City Council currently uses the following incentives to achieve heritage conservation objectives:

**Relief** Council offers rates reimbursement as the main mechanism for relief to the owners of heritage buildings that require strengthening. Criteria for this assistance was recently reviewed and approved by the Environment Committee on 29/9/95 (see Attachment A). Council has (unsuccessfully) pursued direct tax relief for heritage conservation with central government. Central government tax incentives are recognised in the USA as the most effective method of heritage conservation making viable projects that would not otherwise be economically possible. Aside from a minor loss of revenue, disadvantages are few - provided a consistent system of administration of relief is set up.

**Services** Council funds feasibility studies for earthquake strengthening and has assisted with the reuse and relocation of heritage buildings. There is ready information available such as the Draft Heritage Buildings Inventory. This is a relatively inexpensive method that can be very useful if the advice is clearly accessible and technically proficient. This system of allocation for services and funding could be extended, but it is important that the amount spent is clearly transparent.

**Loans** Council can guarantee loan applications by owners or managers of heritage buildings. The disadvantage with this is the risk of non-repayment.

One of the recommendations of the Heritage Hearings Committee was that Council further investigate the range of methods available to achieve heritage conservation objectives. Evaluation of the wide range of options open to the Council may lead in the future to a more extensive number of incentives being utilised. Council also has an existing commitment to arranging a national workshop to investigate and explore incentive programmes with a view to making appropriate representation to central government.

Summary	Incentives Method
<i>Monitoring:</i>	Monitor incentive packages issued.
<i>Status:</i>	Pursuing the use of incentives.
<i>Responsible:</i>	Policy Unit, Commissioning (Physical, Urban, Natural).
<i>Cost:</i>	Currently \$360,000 p.a.
<i>Comment:</i>	Important and popular, but the size of existing fund is insufficient to meet demand and requires further examination.

### Task 4A

*Continue to investigate and expand the incentives programme focusing on relief and services.*

**Task 4B**

*Continue to advocate for central government incentives (including recent LGANZ initiatives).*

**6.5 Method 5 Advocacy and Education**

Advocacy and education are positive and useful methods for increasing awareness and respect for heritage resources. The form of education and advocacy can take many shapes and Council has made some in-roads towards these to date.

Council has made some positive progress with these methods of heritage conservation, it is apparent that different parts of Council are performing different educational and advocacy functions. These need to be co-ordinated.

Education and advocacy functions include:

**Urban Design Unit**

The Unit advocates heritage conservation by working within Council and with property owners, heritage interest groups and other parties to reach solutions and improve the public environment.

**Direct Council Actions**

One of the most effective forms of education and advocacy is the actions of Council itself with respect to its own heritage resources. The public profile of Council's heritage commitment is heightened with positive heritage projects such as the restoration of the Old BNZ, Dransfield House, Katherine Mansfield Birthplace, and the Wrights Hill tunnels. A consistent approach to heritage resource management will be aided by a co-ordinated policy statement.

**Heritage Trails**

A well tried and successful method to educate about heritage conservation are heritage trails. Council has prepared four trails - Aro Valley, Thorndon, Shoreline, and Maritime areas. The Maori Trail is currently being prepared. These should be very useful as a way of introducing people to the city's heritage resources, and as a visitor guide and activity. The New Zealand Historic Places Trust series of Wellington Heritage Trails is a good precedent for this method.

**Information**

The provision of information on heritage is a useful method of general heritage conservation awareness and interest. Archival material, the Heritage Inventories and Council files have useful information on heritage. While the Draft Heritage Buildings Inventory is, for example, accessible via the Internet, other information is often scattered and is not readily accessible.

**Environment Control Business Unit (ECBU)**

Through interaction with the customers of Council, there is a degree of education and advocacy for the conservation of buildings which have a recognised heritage value.

**Other**

Council can be involved in other areas for example acting as a lobbying body for earthquake insurance, offering programmes on heritage education and other programmes to make private owners aware of how they can look after their heritage buildings.

Summary	Advocacy and Education Method
<i>Status:</i>	Operative and Proposed.
<i>Responsible:</i>	Commissioning (Physical Urban Natural, Economic, Social & Cultural), Corporate.
<i>Monitoring:</i>	Difficult as long term & subtle contribution to achieving the objective.
<i>Cost:</i>	Heritage trails \$50,000 p.a, school kit \$10,000 (\$5,000 p.a), Programme \$10,000.
<i>Comment:</i>	Useful method, good individual actions, requires co-ordination.

### Task 5

*Develop an integrated programme of education and advocacy in the 1998/1999 financial year and that this programme incorporate an increase in the level of advocacy and education that the Council carries out.*

## 6.6 Method 6 Co-ordination

It is a theme throughout this Built Heritage Policy that there is scope for greater co-ordination of effort and co-operation between interests both within and beyond Council.

The principle parts of Council with heritage resource responsibilities are within the Commissioning Group - in particular Physical Urban and Natural Policy, Economic Commissioning Unit and the Social & Cultural Commissioning Unit.

In the past heritage sub-committees have operated to provide a forum for the debate of heritage resource development projects, and for decisions about the distribution of the Heritage Building and Earthquake Risk Building funds. There is some value in a forum of this type as it accords heritage a special status, provides a ready point of contact for interests in heritage matters and can play a much needed co-ordination role. The hearings committee on the heritage provisions of the Proposed District Plan have advocated that an assessment panel, comprising Councillors, officers and representatives of other agencies and bodies such as the NZ Historic Places Trust, be formed, for example, to assess requests for new additions to the Schedule of Heritage Items. The recommendations of this panel may then be forwarded for consideration to the relevant Council Committee.

Co-ordination with other agencies (for example NZ Historic Place Trust, Wellington Regional Council, local authorities in the Wellington region, Iwi, Department of Conservation, and heritage interest groups) is also imperative.

Summary	Co-ordination Method
<i>Status:</i>	Effective co-operation but little formal co-ordination.
<i>Responsible:</i>	Policy Unit, Commissioning (Physical Urban Natural).
<i>Monitoring:</i>	None to date.
<i>Cost:</i>	\$10,000 to initiate forum.
<i>Comment:</i>	Important and requires attention.

### Task 6

*Continue partnerships and co-ordination work with owners and other heritage organisations.*

## 6.7 Method 7 Ownership

The only sure way to conserve heritage resources is to own them. However, the sheer number of the resource in its entirety makes ownership impractical.

The Council currently owns a number of heritage buildings within the city. The most prominent of these being the Old BNZ buildings on Lambton Quay, the Town Hall, and St James Theatre (administered by the St James Trust). Council's property managers have Asset Management Planning responsibilities which incorporates heritage values. Many of the other built heritage resources, such as memorials and tunnels, for example, are Council owned and administered by different parts of the Council.

The conservation of these Council owned resources is positive with significant investment planned in the conservation of the Old BNZ and the St James. With smaller projects such as Dransfield House and the former Thorndon Fire Station, where Council tendered the building and required that its conservation, and heritage significance be recognised.

As owners of heritage resources, Council is responsible for ensuring that the regulations that apply to these places are complied with. While the District Plan regulations are directly applicable, they need to be effectively advocated to operating units.

Summary	Ownership Method
<i>Status:</i>	No changes proposed
<i>Monitoring:</i>	None to date.
<i>Responsible:</i>	All Council Units with asset management responsibilities.
<i>Cost:</i>	Cost of ownership and compliance with heritage rules and policy.
<i>Comment:</i>	Effective, but impractical as a "standalone" solution for all but the most important and critical buildings.

### Task 7A

*Manage our own heritage resources to achieve the objective of heritage conservation and act to increase awareness of this objective amongst asset managers.*

### Task 7B

*If all other methods fail, Council consider the purchase of key heritage buildings primarily where the loss of heritage values will otherwise result.*

## 7 Monitoring

While each of the seven methods identified above provides an indication of the need for monitoring, a specific and regular monitoring programme designed to assess the effectiveness and validity of the Policy is essential.

The Policy Development Process recommends that a formal monitoring plan be prepared and costed as part of each new policy recommendation or material revision of policy, and that all policy be systematically monitored in respect of: whether it is being implemented; whether implemented policy is effective - by comparing actual against expected outcomes and; whether existing outcomes and outputs remain appropriate in the light of changes in the external environment of Council.

It is intended that the Built Heritage Policy will be reviewed again (against the results of the monitoring) before July 1<sup>st</sup> 2001.

## Attachment A

### Funding Assistance

#### *Building Safety Fund*

*Applications are considered and assessed against the following:*

- \* *Council must be satisfied that the building is earthquake prone in terms of S66 of the Building Act 1991.*
- \* *The building must either be listed, or proposed to be listed as a heritage building in the Wellington City District Plan, or be identified by the Council as having streetscape or heritage merit.*
- \* *The building must be privately owned (not owned by the Council or the Crown).*

*Assistance is made in the following manner (all amounts include G.S.T):*

- \* *funding to confirm if the building is earthquake prone - maximum of \$400;*
- \* *funding for preparation of a feasibility study - maximum of \$4,500;*
- \* *funding for further working drawings and other technical advice - maximum of \$10,000;*
- \* *general grant towards the cost of strengthening - maximum of \$15,000.*

#### *Heritage Fund:*

*Applications are considered and assessed against the following:<sup>1</sup>*

- \* *The heritage feature must either be listed, or proposed to be listed, as a heritage feature in the Wellington City District Plan; and*
- \* *The heritage feature must be privately owned (not owned by the Council or the Crown); and*
- \* *The proposed work must be necessary for the preservation, conservation, or safety of the heritage feature, or*
- \* *The project must contribute to the long-term protection and recording of aspects of the City's heritage,*
- \* *Assistance is not given for routine maintenance or repair, or non-essential additions and alterations to buildings, or objects.*
- \* *As a general guide assistance is 10% of the value of the work or a maximum of \$25,000 per building.*

*General information for applicants:*

- \* *A binding legal agreement must be signed by both parties and a Memorandum of Encumbrance to preserve the building for 18 years must be registered on the title.*
- \* *The building must be strengthened to at least full compliance with Chapter 8 of NZS 1900.*
- \* *Assistance is available for work that will be carried out between July 1998 and June 1999.*
- \* *No assistance is provided in retrospect.*
- \* *Applicants have 3 months to confirm if they will accept any funding assistance offered by the Council.*
- \* *Payment is made once Council has received the signed legal agreement and the owner has lodged the memorandum of encumbrance against the title.*
- \* *Council's offer of assistance will be withdrawn if these documents are not received before the 30 June 1999.*

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<sup>1</sup> Heritage Fund criteria amended by City Development and Business Committee resolution 22 October 1999

## Attachment B

## MONITORING PLAN 1998 - 2001

INDICATORS	TARGET	NEXT MEASUREMENT DATE	RESPONSIBILITY FOR MONITORING	MONITORING LOCATION	REPORTING FREQUENCY
Buildings in economic use	95% of buildings in economic use	By June 1999	Policy	Wellington City	Annually
Resident & owner satisfaction with policy goal	90% satisfaction with policy goal	By June 2001	Policy	Wellington City	Every 3 years
Level of major disadvantage to owners from owning a listed building	50% of owners consider major disadvantages to owning a listed building	by June 2001	Policy	Wellington City	Every 3 years
Understanding of how Council protects listed heritage buildings	Residents 60% understanding Owners 80% understanding	By June 2001	Policy	Wellington City	Every 3 years

## Attachment C

## IMPLEMENTATION PLAN 1998 - 2001

METHOD	TASK	TIMEFRAME	RESPONSIBILITY	COST	FUNDED
<b>INVENTORY</b>	• Area & Object Inventory	Complete by July 2000	Policy	\$50,000	No
	• Develop mechanisms for adding buildings to Schedule	Complete by December 1998		N/A	
	• Assess additions to Schedule	Complete by July 2000		\$150,000	No
<b>REGULATION</b>	• References	Complete by January 1999	Policy	\$100,000	Yes
	• Administration	Ongoing	E.C.B.U	N/A	
<b>INCENTIVES</b>	• Funds	Ongoing	Policy	\$360,000	Yes
	• Explore expansion of incentive programme and central government incentives	Complete by July 2000	Policy	\$10,000	No
<b>OWNERSHIP</b>	• Manage own resources	Ongoing	Assets	N/A	
	• Partnerships with asset managers	Ongoing	Policy/Assets	N/A	
	• Consider purchase of key buildings	Ongoing	Assets/Policy	N/A	
<b>COUNCIL POLICIES</b>	• Develop Heritage Strategy	Complete by July 2000	Policy	\$20,000	No
	• Continue co-ordination of policies with a built heritage content	Ongoing	Policy	N/A	
	• Earthquake Prone Buildings Study	Complete by July 2000	Policy	\$1,400,000	Yes
<b>ADVOCACY / EDUCATION</b>	• Heritage Help Desk	Ongoing	Policy	\$15,000	No
	• Newsletter	Ongoing	Policy	\$500	No
	• Heritage awards (feasibility study)	Complete by July 1999	Policy	N/A	Yes
	• Plaques	Complete by July 2000	Policy	\$30,000	No
	• Heritage Trails	Ongoing	Contracts	\$50,000	Yes
<b>CO-ORDINATION</b>	• Work with tertiary and secondary institutions	Ongoing	Policy	N/A	
	• Regional Heritage Forum	Ongoing	Policy	N/A	
	• Partnership with owners	Ongoing	Policy	N/A	
	• Links with other Heritage organisations	Ongoing	Policy	N/A	

Estimated total cost = \$1,025,500 in 98/99 , \$1,685,500 in 99/00 and \$425,500 in 00/01.