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Request: OIA- 1265

Original LGOIMA Request:

1. WDC Minutes from November 2004 to February 2005.
2. Submissions towards the consultation for UNESCO's World Heritage Site Status 2004/2005.
3. The decision made by Council 2005.
4. Reports and documents relating to this decision.

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Official LGOIMA Response:

1. **WDC Minutes from November 2004 to February 2005:** *The attached document "WDC Minutes 22 Feb 2005 ref World Heritage status" includes the Attendance record (first page) and the actual decision made at the Policy and Monitoring Committee Meeting held on 8 February 2005 (bottom of the second page and continued on to the top of the third page) on the matter of UNESCO's World Heritage Site Status. Previous Minutes (prior to 8 February 2005 and back to November 2004) did not contain any decisions on this matter.*
2. **Submissions towards the consultation for UNESCO's World Heritage Site Status 2004/2005, consisting of:**
 - a. **The decision made by Council 2005:** *This is included on pages 2 and 3 of the first attachment, as listed above (in the Minutes of the Policy and Monitoring Committee Meeting held on 8 February 2005).*
 - b. **Reports and documents relating to this decision:** *Please see the other two attached documents below.*

Waitaki District Council

Policy & Monitoring Committee

Minutes of a meeting held in the
Council Chamber, 20 Thames Street, Oamaru on Tuesday 8
February 2005 at 10.30am

Present

Cr Munro (Chair)
Crs Bidois, FAMILTON, Grater, Kircher, Mavor, Moore, Spite,
Stead, Twiss and Mayor McLay

In Attendance

Mr Ross (Chief Executive)
Mr Mabon (Strategy Group Manager)
Mr Halliwell (Corporate Services Manager)
Mr Bell (Assets Group Manager)
Ms Winter (Community Services Group Manager)
Mr Murphy (Policy Advisor)
Ms Stach (Policy Advisor)
Mrs Lucas (Committee Secretary)

Public Forum

Graham Johnston (Sports Co-ordinator) and Alison Banks (Road Safety Coordinator) were introduced to the Councillors and they gave a brief outline of their roles in their positions.

Carol Berry — Historic Places Trust

World Heritage Status Nomination — a good opportunity to get Oamaru's heritage areas on the world map. Areas to be included are the Historic Precinct, the Harbour and Totara Estate.

Warwick McCone — Oamaru Whitestone Civic Trust

World Heritage Status — concern that it will be a cost to Council. It is being driven by Central Government.

Dr Helen Brookes - Heritage Geo-tours Project

Commented that the map does not include Totara Estate and should be included. This nomination would lift heritage tourism and economic development in the area.

Roger Blackburn

World Heritage — tourism and heritage are growing rapidly. Need to concentrate on the quality and experience of tourists rather than just quantity. The total story is important to the submission.

(f) Property Working Party

RESOLVED

PM05/06

Crs Mavor[Mayor McLay
"That the minutes of the Property Working Party dated 16
December 2004 be received."

CARRIED

2. Harbour Street Development (H/4/6)

The Committee considered a report from the Assets Group Manager advising of the status of the Harbour Street Development contract.

This project was approved in the 2004/05 Waitaki Community plan. The plans required for construction are complete, tenders called and evaluated. The evaluation has revealed two things. First, costs have escalated substantially and second, there were no conforming tenders.

Following the allocation of additional funding, it is proposed to undertake a minor redesign, a change in timing for the work, and re-negotiate with the tenderers.

RECOMMENDATION

PM05/07

Crs Grater/Mavor

"That Council allocate an additional \$70,000 for the completion of the Harbour Street project from the 2003/4 surplus."

3. World Heritage - Department of Conservation Discussion Document (H/2/2)

The Committee considered a report from the Policy Advisor on the Department of Conservation (DOC) discussion document for potential World Heritage status for sites in Oamaru.

In the discussion document by DOC from December 2004, Minister Chris Carter is calling for public comment on proposals for sites, which could be considered for inclusion in New Zealand's tentative list of potential World Heritage Sites. The closing date for submissions is 31 March 2005.

This report is to enable Council to make a submission to the DOC on its Discussion Document.

Policy & Monitoring Cttee 8.2.05

RESOLVED

PM05/08

Crs Spite/Kircher

"That the report be received."

CARRIED

RECOMMENDATION

PM05/09

Cr Spite/Mayor McLay

"That Council supports the tentative listing of Oamaru for World Heritage Status, and the Chief Executive brings back to Council a draft submission — having discussed the matter with the Historic Places Trust and Oamaru Whitestone Civic Trust."

4. Tenders Information (A/ 11/9)

The Committee considered a memorandum from the Administration Officer - Assets presenting detail on tenders that have been let in the period since the November 2004 tenders report, and those still to be let.

RESOLVED

PM05/10

Crs Mavor/Kircher
'That the information be received.'

CARRIED

5. Oamaru Harbour (T/4/1)

Mr Sulzberger gave a verbal report updating Council on the repair work at the Oamaru Harbour. A media release was tabled.

RESOLVED

PM05/11

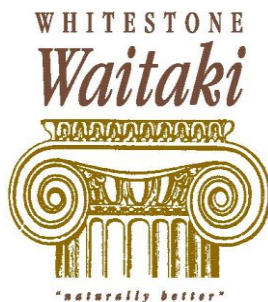
Crs Mavor/Stead
"That the verbal report be received."

CARRIED

6. Roothing Programme (W/6)

The Committee considered a memorandum from the Assets Group Manager advising of road works being undertaken during the 2004/05 year.

Council's 2004/05 Plan has provided for various renewals and capital works projects including:



World Heritage Listing – Some background

The World Heritage List is overseen by UNESCO – the United Nations Educational, Scientific and Cultural Organization.

Some background on UNESCO.

UNESCO was established in November 1945, its headquarters are in Paris. It currently has 189 member states.

UNESCO's Brief?

'to contribute to peace and security in the world through education, science, culture and communication'

In keeping with that brief, UNESCO established the World Heritage list in 1972. There are 175 member states signed up to the World Heritage Convention, including NZ. New Zealand became a member in 1984.

Since 1972, 754 sites have been added to the World Heritage List, (140 Natural Sites, 582 Cultural Sites and 23 Mixed Sites)

The World Heritage Brief?

'to encourage countries to sign the Convention and ensure the protection of their own natural and cultural heritage'

Nomination of a site

As a signed up member of the Convention each State is required by UNESCO to nominate a tentative list of valuable, or at risk sites which may be put forward for world heritage listing over the coming 10 to 20 years. The tentative list, or inventory as it is better known, is the basis on which a state may later nominate a property for listing.

Only States' party to the Convention have the opportunity to see their cultural and natural properties of outstanding universal value inscribed on the World Heritage List, as only they may submit nomination proposals for sites situated on their territory. DOC is the representative of our Party State and the driver of the New Zealand list.

UNESCO may however help the State Party to establish a Tentative List, i.e. an **inventory** of cultural and natural heritage sites which may be nominated in the future, and to prepare the nomination of a site.

Who oversees the List?

The list is overseen by the World Heritage Committee. The Committee determines additions to the World Heritage List from those nominated – there are 21 nations represented on the committee. The Committee is assisted in its deliberations by two Non-Governmental Organizations – the International Council on monuments and sites (ICOMOS) and the World Conservation Union (IUCN). The Committee meets just once a year.

General Principles guiding the World Heritage Committee

The Committee agreed that the following general principles would guide its work in establishing the World Heritage List:

- I. The Convention provides for the protection of those cultural and natural properties deemed to be of outstanding universal value. It is not intended to provide for the protection of all properties of great interest, importance or value, but only for a select list of the most outstanding of these from an international viewpoint.
- II. The outstanding universal value of cultural and natural properties is defined by Articles 1 and 2 of the Convention. These definitions are interpreted by the Committee by using two sets of criteria: one set for cultural property and another set for natural property. The criteria and the conditions of authenticity or integrity are set out below.
- III. The criteria for the inclusion of properties in the World Heritage List have been elaborated to enable the Committee to act with full independence in evaluating the intrinsic merit of property, without regard to any other consideration (including the need for technical co-operation support).
- IV. Efforts will be made to maintain a reasonable balance between the numbers of cultural heritage and the natural heritage properties entered on the List.
- V. Cultural and natural properties are included in the World Heritage List according to a gradual process and no formal limit is imposed either on the total number of properties included in the List or on the number of properties any individual State can submit at successive stages for inclusion therein.
- VI. Inscriptions of sites shall be deferred until evidence of the full commitment of the nominating government, within its means, is demonstrated. Evidence would take the forms of relevant legislation, staffing, funding, and management plans..
- VII. When a property has deteriorated to the extent that it has lost those characteristics which determined its inclusion in the World Heritage List. It should be placed on the World Heritage in Danger List, subsequently the procedure concerning the possible deletion from the List will be applied.

In view of the difficulty in handling the large numbers of cultural nominations now being received, however, the Committee has invited State Parties to consider whether their cultural heritage is already well represented on the List and if so asked them to slow down voluntarily their rate of submission of further nominations.

The Committee believes this will help in making it possible for the List to become more universally representative. By the same token, the Committee calls on States Parties whose cultural heritage is not yet adequately represented on the List and who might need assistance in preparing nominations of cultural properties to seek such assistance from the Committee.

The Timeline for nominations by party states

February 2003 - deadline for receipt of nominations

June 2003/February 2004 – nomination considered

April, 2004 - recommendations provided to World Heritage Committee.

June 2004 – World Heritage Committee makes decision.

NB The World Heritage Committee meets just once a year.

Monitoring and Reporting

The Convention acknowledges that identifying a site as part of our World Heritage does little good if it subsequently falls into a state of disrepair, or if a development project risks destroying the qualities that justified its World Heritage listing. For this reason, member countries are required to monitor and periodically report on how they are applying the principles of the World Heritage Convention and on the state of conservation of their World Heritage properties.

If a report shows that a listed site is threatened by serious and specific danger it is published on a list of 'World Heritage in Danger'. Sites that no longer retain the outstanding qualities that justified their inscription are removed from the World Heritage list.

What are the Criteria for inclusion on World Heritage List?

Criteria are broken up into two distinct categories, cultural and natural. I have focused on the cultural criteria alone since the harbour is a man made construction, not a naturally occurring phenomenon.

Cultural Criteria:

Groups of buildings: - groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of history, art or science.

Sites: - works of man or the combined works of nature and of man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.

So what gives a site 'Universal Value'?

- I. a masterpiece of human creative genius; or
- II. something which exhibits an important interchange of human values, over a span of time or within a cultural area of the world, or developments in architecture or technology, monumental arts, town planning or landscape design; or

- III. something which bears a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared; or
- IV. something which is an outstanding example of a type of building or architectural or technological example; or
- V. be an outstanding example of a traditional human settlement or landuse which is representative of a culture (or cultures) especially when it has become vulnerable under the impact of irreversible change; or
- VI. be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding Universal significance.

What kind of assistance may a State Party count upon from a site being included on the World Heritage List?

International Assistance

It is the State Parties' responsibility to provide adequate protection and management for their sites. In this regard, a key benefit of ratification, particularly for developing countries, is access to the **World Heritage Fund**.

Annually, about three million US dollars is made available, mainly to Least Developed Countries and Low Income Countries, to finance technical assistance and training projects, as well as for assistance to States Parties, requesting help to prepare their nomination proposals or to develop conservation projects. Emergency assistance may also be made available for urgent action to repair damage caused by human-made or natural disasters. Inscription of a site on the World Heritage List may also open the way for financial assistance from a variety of sources in heritage conservation projects. In the case of sites included on the List of World Heritage in Danger, the attention, and the funds, of both the national and the international community would be focused on the conservation needs of these particularly threatened sites, with the common aim of preserving or restoring them.

NB UNESCO Member States contribute the equivalent of one percent or more of their annual UNESCO dues to the World Heritage Fund, while signatories to the Convention who are not UNESCO Member States make voluntary contributions.

What sites in New Zealand have been listed as World Heritage to date?

The following are already listed, as you can see the emphasis for New Zealand has been on natural heritage rather than cultural.

- 1990 Te Wahipounamu – South West New Zealand
Westland, Mt Cook and Fiordland National Parks are part of this
- 1990 Tongariro National Park

What sites have we nominated for possible inclusion in list over next 10-20 years?

The short answer is “none”.

I have contacted Head Office – DOC and been advised as follows:

DOC is currently working with various stakeholders to determine a process by which the inventory list for New Zealand can be drawn up.

One of the criteria for becoming part of that inventory will be that the site is already “protected”. For example, under the 1993 Historic Places Act. DOC expects to have a dozen sites that they will put forward to the Heritage Committee and that list will be finalized sometime in 2004/05. I am advised that getting on to the world heritage list can take up to 11 years.

Historic Places – its role?

Historic Places, South Island, advises that it is currently drafting an application for registration of the Oamaru Harbour under the Historic Places Act 1993. If successful that will give the Harbour the protection that is required to reach the “inventory” list. Historic Places would like to make a presentation to the Harbourside on that application in the near future. I have indicated that we will find a mutually agreeable time and date for that presentation.

Conclusions

- The Oamaru Harbour is not likely to be included on the World Heritage list for many years, if at all.
- Historic Places will need to be successful in registering it as a **protected** site if it is to be considered for the New Zealand inventory list. A real possibility it seems.
- The Department of Conservation will have to include it in the inventory list that goes forward to the World Heritage Committee if it is ever to be registered on the WH List.
- DOC will need to be convinced that the Harbour is of **universal** value, rather than just national value for that registration to happen. Possibly not so likely.

- Redevelopment of the harbour will more than likely be undertaken long before the possible WH listing.
- Any plans for redevelopment of the harbour need to be cognizant of the intention of the Historic Places Trust to designate it as a protected site.

Author Susan Owen
General Manager of Waitaki Development Board

Date 11 September, 03

Waitaki District Council

M e m o r a n d u m

To Richard Mabon

File

From Birgit Stach

Date January 2005

World Heritage Proposal

Summary

In a discussion document by DoC¹ from December 2004, Minister Chris Carter is calling for public comment on proposals for sites, which could be considered for inclusion in New Zealand's tentative list of potential World Heritage Sites. DoC's preliminary list includes "Oamaru Port and Central Business District" as well as three other *cultural* and two *natural* sites in New Zealand: Papamoa Pa Complex, Napier Art Deco Historic Precinct, Waitangi Treaty Grounds Historical Precinct, Kermadec Islands and Marine Reserve, and Kahurangi National Park and Farewell Spit.

¹ Department of Conservation, Our World Heritage. Discussion Document: Towards a New Zealand Tentative List, Wellington, December 2004 (source: www.doc.govt.nz/whats-new/)

Background

1. Ultimate goal of the UNESCO World Heritage Convention: To ensure protection and conservation of the most outstanding of properties of great interest, importance and universal value. To be listed, a nominated site has to be proposed by the government of the nation. Each national government can only propose a maximum of two sites, one of which has to be a natural site.

The current total of World Heritage Sites is 788, 611 of which are cultural, 154 natural, and 23 mixed natural/cultural. 367 of the sites are in Europe. New Zealand currently has got three sites, all of which are *natural* heritage sites. They are: Te Wahipounamu (Southwest New Zealand, including Fiordland National Park), Tongariro National Park, and the New Zealand Subantarctic Islands.

2. Criteria: A nominated site will be considered if it meets *one or more* of 10 criteria. "Oamaru Port and Central Business District" fulfil two of the criteria, i.e. they "exhibit an important interchange of human values on developments in architecture or townplanning" and may "bear a unique or at least exceptional testimony to a cultural tradition". To be inscribed on the list, sites must also have adequate long-term

legislative, institutional, management and/or traditional protection to ensure that their condition will be maintained or enhanced in the future.

3. Impact if nominated and declared World Heritage: In a nutshell and to be explored further, the effects of becoming a World Heritage site are among others:

- International backing in promoting conservation initiatives, i.e. encouragement of television and video producers from all over the world to document Oamaru's cultural heritage,
- A boom for tourism,
- A source of national pride,
- Having to manage extensive international exposure,
- Masses of tourists exceeding capacities,
- International developers anxious to exploit the site,
- tbc...

4. Funding: The World Heritage Fund receives the majority of its income from compulsory contributions from States Parties. The total amount received each year is just under US\$3.5 million, a modest sum considering the enormity of the task. The onus is very much on the World Heritage Committee to allocate funding according to the urgency of the request. For this reason, priority is necessarily given to the *threatened* sites.

5. Timeframe:

2005: Process towards a tentative list

Some time in 2006: Finalizing tentative list

2006: National government chooses a maximum of two sites (one natural, one cultural) for nomination

Sep 2007: NZ Government issuing the detailed nomination papers for one or two sites

Feb 2008 until end of 2008: ICOMOS (jury for cultural sites) evaluates

Jan 2009: World Heritage Committee issues final questions
July 2009: World Heritage Committee makes final decision Next cycle
2009 - 2014

Comments

6. The WDC Policy Committee dealt with the issue in February 2004. The Harbourside Working Party's report provided for the meeting includes that it "is clear that such an application may take years to materialize. In the interim the HWP is committed to avoid undermining the possibility of a World Heritage Listing through inappropriate development". The Waitaki Development Board provided the committee with a background paper on World Heritage Listing from September 2003 (attached to this Memorandum) (Agenda item 5, p.48)

7. DoC commented in the Oamaru Mail from January 17th that "a nomination to the World Heritage Committee would only go ahead if all stakeholders in Oamaru, including the council, agreed with the proposal".

8. DoC was contacted and suspects that there will not be any extra funding from the UNESCO nor extra funding from central government if Oamaru became a World Heritage Site.

9. Mary O'Keefe, an Archaeologist consultant, who has been working for DoC and ICOMOS (The International Council on Monuments and Sites at the World Heritage Committee) before and who knows the Oamaru site herself, was contacted and made the following comments: The Oamaru site fulfils the criteria for cultural sites to a high degree. Receiving World Heritage Status does not mean a moratorium on further development or private investment on site. During the process as well as once it would have become a World Heritage site, the development of the site would have to be in accordance with the long-term protection plan, which is at the core of the actual application and which we would be producing ourselves (together with DoC, HPT, the wider community and other stakeholders).

10. Among others, the Historic Places Trust and the Whitestone Civic Trust have been initiating the preliminary listing of the Oamaru Site in the Minster of Conservation's Discussion Document.

Recommendation

We are still ambivalent about it... Options A – D.

A. If Council is going to discourage the listing,

- Oamaru will most probably be erased from the tentative list even if HPT and Whitestone Civic Trust would persist
- Negative local and national media response
- Opposition and difficult collaboration with the Whitestone Civic Trust, HPT etc.

B. If Council is going to stay neutral, there is likely to be the same negative local and national media response. As the negative effects would most probably be the same, a neutral position is not recommendable.

C. If Council is going to support the listing, it needs to

- Assess whether the required “adequate long-term” legislative, institutional and management protection is already partly ready: Oamaru Harbour Archaeological Assessment (by Katharine Watson, September 2004). Harbourside Working Party consultation forum in 2004 etc.
- Assess how much time/cost would be involved in providing a comprehensive longterm protection plan together with the HPT, the Whitestone Civic Trust etc?
- Assess the project’s significance. It will generate further marketing opportunities and thus benefit the tourism sector (economic well-being) as well as promoting cultural heritage within the district (cultural well-being) and thus contributing to reach community outcomes.
- Assess the project’s long-term effects and costs. It will most probably increase traffic and waste significantly (environmental well-being) as well as eventually leading to increasing/multiplying property prices (social well-being).
-tbc

D. It might be feasible to accelerate the development of the harbour area and historic precinct in 2005 and following years but postpone a World Heritage nomination to 2009.

The actual physical work as well as documents of long-term planning will have advanced by 2009 anyhow, which will reduce extra time/cost for a World Heritage nomination significantly. The next cycle of World Heritage listing will be decided on in 2014.