# Heritage Issues in Bannockburn and Ophir

## Master of Planning 2018
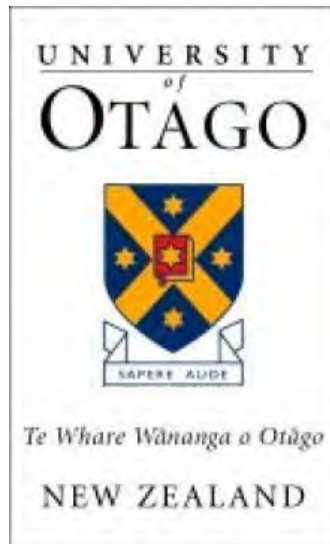
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NEW ZEALAND

MASTER OF PLANNING

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NEW ZEALAND

A research report submitted in fulfilment of the requirements

for Planning Case Study 2018 – Plan 435/535

**Client:**

Central Otago District Council and Department of Internal Affairs

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The townships of Bannockburn and Ophir each showcase significant tangible and intangible heritage values, sites and features. In terms of the broader character of the study area, the two subject townships are excellent examples of the district's 'World of Difference' identity, demonstrating unique landscapes, distinctive seasons and strong community spirit. However, it is apparent that both Bannockburn and Ophir have the potential to experience the same increasing growth pressures (and opportunities) that are impacting the broader Central Otago region. It is therefore important to not only understand the role that heritage plays in the present state of community wellbeing, but to also understand what prospects exist within the changing social landscape. This would allow heritage to be managed in a way that might better protect and/or enhance the values and aspirations of the two townships.

The aim of this research is to investigate how heritage values be protected and celebrated/enhanced to support future community initiatives in Bannockburn and Ophir. In order to provide recommendations to the Central Otago District Council and Department of Internal Affairs four key research questions were developed from the project brief:

1. What are the heritage values of Bannockburn and Ophir?
2. What are the community aspirations of Bannockburn and Ophir?
3. Are the community values and aspirations consistent with international literature and local policy?
4. What opportunities are there for heritage protection/enhancement?

To answer these research questions a mixed-methods, qualitative research approach was used. This included secondary research in the form of a review of the current literature on heritage and a review of the policy and planning framework. Primary data was collected through key informant interviews, two focus groups and site inspections.

The results of the research have been divided into themes to assist allocation of the various issues into three bundles: firstly those issues that apply principally to the wider district (including both Bannockburn and Ophir), secondly those issues that specifically apply to the Bannockburn study area, and thirdly those issues that specifically apply to the Ophir

study area. These themes, and the issues they contain, have been reviewed against international literature and local policy, which has enabled the authors of this research to assemble a number of key findings, these areas being:

- Greater Heritage Knowledge: There appears to be a lack of specific knowledge around the location of, and values attached to, many heritage values, sites and features within the district (particularly sites important to Māori). The collection of greater heritage knowledge is considered an appropriate response to this issue.

- Authoritative Support: This research shows that there is a desire within the two study area communities for access to additional authoritative assistance to support implementation of heritage initiatives. Such assistance, possibly in the form of a Central Otago District Council heritage planner, is anticipated to enable a range of potential benefits, many elements of which would be difficult for communities to achieve in isolation.

- Assessment of Heritage Opportunities: Communities within Central Otago have different levels of understanding in terms of how heritage might be utilised to advance new opportunities within their respective regions. It is considered important that communities are enabled to be active in the investigation and development of these opportunities, particularly where these might also achieve broader community goals.

- Greater Community Cohesiveness: This research has found that not all communities enjoy a cohesive understanding of the heritage values and aspirations that exist within their region. A greater level of community cohesiveness presents opportunities not only for improved heritage protection and enhancement outcomes, but also for positive outcomes in relation to many other community-based interests.

- Greater Heritage Protection: The Central Otago District Plan contains provisions that aim to protect heritage values, sites and features. Not all communities agree that the extent of protection offered by the District Plan is currently sufficient, and there is a perception that existing provisions should be extended, or new provisions established, as a means of protecting community heritage values and aspirations into the foreseeable future.

From the analysis of the key findings eight recommendations were established. The full extent of these recommendations can be found at the end of the Discussion and Recommendations section of this report (Chapter 7, section 7.5) with truncated adaptions shown below.

**Four districtwide recommendations:**

**Recommendation 1a:**

*Central Otago District Council should facilitate an investigation into the means by which a full heritage assessment might be undertaken throughout the district.*

**Recommendation 1b:**

*Communities within Central Otago should collate and record all knowledge of heritage values, sites and features that is held by their constituent members.*

**Recommendation 2:**

*Central Otago District Council should assess the feasibility of appointing a heritage planner to provide advice, assistance and authoritative support.*

**Recommendation 3:**

*Communities within Central Otago should adopt (or maintain) an active role in the investigation of how heritage values, sites and features might be better recognised and celebrated, and what related opportunities are available to achieve community goals.*

**Two Bannockburn-specific recommendations:**

**Recommendation 4a:**

*The Bannockburn community should collectively consider the merits of developing a Bannockburn Community Plan.*

**Recommendation 4b:**

*Central Otago District Council should take an active role in facilitating the creation of a Bannockburn Community Plan.*

**<u>Two Ophir-specific recommendations:</u>**

**Recommendation 5a:**

*The Ophir community should work with the Central Otago District Council to identify appropriate modifications to the existing heritage protection offered by the District Plan.*

**Recommendation 5b:**

*Central Otago District Council should take an active role in approaching the Ophir community to provide a platform for the community to investigate and evaluate appropriate modifications to the existing heritage protection.*

*Should the Central Otago District Council and the Bannockburn and Ophir communities choose to implement some or all of the recommendations described above, it is anticipated that the subject communities will experience positive outcomes in respect of heritage protection, enhancement and management, and that these communities will also improve their prospects for positive outcomes as a consequence of new heritage-related opportunities.*

# ACKNOWLEDGEMENTS

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CCP           Cromwell Community Plan

CMS           Conservation Management Strategy for Otago

CODC         Central Otago District Council

CODP         Central Otago District Plan

DOC           Department of Conservation

HNZ           Heritage New Zealand

HNZPT       Heritage New Zealand Pouhere Taonga

HNZPTA      New Zealand Pouhere Taonga Act 2014

HPA            Historic Places Act 1993

OCP            Ophir Community Plan

RMA           Resource Management Act 1991

RPS            Regional Policy Statement for Otago

TBHO         Towards Better Heritage Outcomes for Central Otago

TBTOCO     Towards Better Tourism Outcomes for Central Otago 2014-2019

TCO           Tourism Central Otago

UNESCO      United Nations Educational, Scientific and Cultural Organization

# 1 INTRODUCTION

Every town and country has some form of cultural or natural heritage, with both tangible and intangible values, that tells the stories of past societies and reminds people of where they have come from. Heritage contributes to a large part of place identity and forms appreciation and respect among visitors, who then place high values on heritage. However, heritage features can face damage from the pressure of tourism and development if the right protections and community initiatives are not in place. Furthermore, heritage can be costly for a community to maintain, especially when funding and grants are difficult to obtain. Despite the challenges, heritage has been known to have significant social, economic and cultural benefits to the surrounding community. It can increase a sense of belonging and pride within the community and can improve the life of residents. It can also generate employment and increases economic circulation through tourism.

The two small rural communities of Bannockburn and Ophir in Central Otago have strong historic and natural heritage elements, as they were both once gold mining settlements. The two towns are currently facing many inextricable challenges with their rich heritage. These challenges and pressures include; damage by development, insufficient support by the Council, lack of heritage awareness, damage by neglect, insufficient access to funding, and insufficient infrastructure for heritage enhancement. The communities want more protection in place to preserve and enrich their town's stories into the future and to strengthen the tangible and intangible values of heritage. This is achievable with strong communication and coordination and investment between communities, heritage stakeholders and Council. This research investigates the values each town holds towards their heritage and identifies the vast amount of pressure placed on heritage. Opportunities are then evaluated to enhance heritage and manage local pressures.

## 1.1 AIM AND RESEARCH QUESTIONS

The aim of this research is to investigate how heritage values can be protected and celebrated/enhanced to support future community initiatives in Bannockburn and Ophir. This was achieved through undertaking a full heritage investigation of Bannockburn and

Ophir to provide Central Otago District Council and the Department of Internal Affairs with recommendations for heritage protection and enhancement practices.

To achieve the aim, the following research questions were developed:

1. What are the heritage values of Bannockburn and Ophir?
2. What are the community aspirations of Bannockburn and Ophir?
3. Are the community values and aspirations consistent with international literature and local policy?
4. What opportunities are there for heritage protection/enhancement?

## 1.2 RESEARCH APPROACH

A mixed-methods approach was used to answer the research questions. The methods consisted of primary research in the form of qualitative data from key informant interviews, focus groups held in each town, and site inspections. Furthermore, secondary research was used by reviewing heritage in the academic literature and undertaking a detailed review of the current policy and planning framework for heritage protection.

## 1.3 REPORT STRUCTURE

This report is comprised of eight chapters. Chapter Two discusses the literature review, which will highlight international case studies and relevant heritage related material. Chapter Three introduces the context of the study areas through a brief overview of the history, environment, population and economy of both towns. Chapter Four reviews national and local policy, including both the statutory and non-statutory documents, to understand the planning framework that manages and protects heritage within the Central Otago Region. Chapter Five describes the methodology used to answer the research aim and questions. Chapter Six presents the results gathered from the primary research. This leads onto Chapter Seven which provides a discussion and analysis of the key findings and presents the recommendations of the study. These are broken down into broad recommendations, which apply to both Bannockburn and Ophir and the wider Central Otago region, and specific recommendations for each of the study areas. It is believed these recommendations will assist the communities of Bannockburn and Ophir to improve the protection and enhancement of heritage within their towns. These recommendations

have been developed through drawing on both the primary and secondary data presented in Chapters Two, Four and Six.  Chapter Eight then concludes the research.

# 2 Heritage in Academic Literature

There is a large volume of literature that discusses a range of factors which influence heritage protection and management. The purpose of this chapter is to provide an in-depth overview of this existing literature. This will help to inform the research in order to provide recommendations on how heritage can be enhanced and celebrated in Bannockburn and Ophir. This chapter will begin with an overview of heritage in the literature, discussing why assigning values to heritage is important. It will then introduce the economic and social benefits that arise when heritage is preserved and protected. A discussion exploring the key pressures facing heritage conservation is presented, focusing primarily on development, tourism and degradation by disuse. The complex nature of managing heritage is discussed with a focus on community-led heritage management and the role of tourism in supporting heritage management. Lastly, a brief overview of community-led funding initiatives is given in order to outline emerging ways heritage protection and enhancement can be funded.

## 2.1 Heritage in Academic Literature

The concept of heritage has continued to expand and change as societal contexts and peoples understanding of what heritage is has changed over time (de la Torre, 2013; Tweed and Sutherland, 2007; Smith and Akagawa, 2009). It is a broad concept that has been discussed in a wide range of academic literature, appearing in subjects such as history, economics, and planning; each discipline assigning their own meaning to the concept. Tunbridge and Ashworth (1996) define heritage as a contemporary product shaped from history. This brief definition conveys that heritage is subjective in meaning and that reference can be made to the present, given events from the past. It is a value-laden concept which relates the processes of economic and cultural commodification, yet it is essentially reflective of a relationship with the past.

Traditionally the definition of heritage focused on tangible heritage and physical objects such as buildings, historic monuments and historic urban and rural centres (Ahmad, 2006). However, this definition has broadened overtime to include intangible values and non-physical things such as social factors and environments (Ahmad, 2006). This broader definition was further reinforced when the United Nations Educational, Scientific and

Cultural Organization (UNESCO) adopted a convention in 2003 in order to protect intangible cultural heritage (UNESCO, 2018). UNESCO (2018) defines intangible cultural heritage as "practices, representations, expressions, knowledge, skills - as well as the instruments, objects, artefacts and cultural spaces associated therewith - that communities, groups and, in some cases, individuals recognise as part of their cultural heritage" (Article 2). This definition recognises heritage can be manifested in a number of non-physical ways including oral traditions, social rituals and knowledge and practices associated with nature and the universe.

Over the last 50 years the definition of heritage has been carefully defined and redefined. However, it is recognised within the literature there is no universal definition of the finer terminology of 'heritage' and it is often given different meanings in different countries (Ahmad, 2006). Although, it can be concluded there is international agreement the scope of heritage includes both tangible and intangible values reflected in both cultural and natural properties (Ahmad, 2006). Within a New Zealand context Historic Heritage is defined under the Resource Management Act 1991 (RMA) with further definitions provided in the Heritage NZ Pouhere Taonga Act 2014 (HNZPTA). The RMA definition includes both natural and physical resources which contribute to an understanding of New Zealand's culture and history. This definition also includes sites of significance to Māori, including wāhi tapu (Resource Management Act, 1991).

## 2.2 VALUES

Heritage finds its importance from the values and meanings that people assign to a place (Mydland and Grahn, 2011). Without the assignment of values, a building is nothing more than a building. A natural landscape, archaeological site, or monument will hold no significant bearing to the history of a place or to people. Values can hold stories of the past that people of the present can appreciate and continue to enhance and protect for future generations. They also have the ability to bring together communities and contribute positively to societies (Mydland and Grahn, 2011).

### 2.2.1 Assigning of Values to Heritage

Values are attached to an object, building, or place because it holds meaning for people or social groups (de la Torre, 2013). The creation of heritage of any kind, largely results from

the way people remember, organise, think about, and wish to use the past (Smith and Akagawa, 2009). De la Torre (2013) writes that heritage sites are value-neutral places until they are attributed with cultural importance. Then, and only then, do they cross into the category of heritage. Smith and Akagawa (2009) have similar views stating "heritage only becomes 'heritage' when it becomes recognisable within a particular set of cultural and social values, which are themselves intangible" (p.6). Most heritage sites such as monuments, natural landforms, archaeological sites, or buildings, have special qualities that evoke a particularly meaningful connection, recognition or sense of belonging. Mydland and Grahn (2012) claim this can mainly be attributed to one of two sentiments: either when there is a connection to a specific historic event or when people feel close to a place through traditions that have happened in the in the area (Mydland and Grahn, 2012). The preservation of heritage provides a medium where events can be remembered and enjoyed by those who have assigned values to a place (Yung and Chan, 2014).

## 2.2.2 Values in Built Heritage

Built heritage is one of our most important cultural assets. It represents the historical layers of our built environment and is portrayed in structures such as; cathedrals, factories, fences, houses, hotels, cemeteries, museums and markets. This type of heritage depicts the physical evidence of our cultural development. This is defined by Teutonico and Palumbo (2002) where they write "built heritage embodies historical values by simply providing a physical connection to the past" (p.16). It describes our origins and informs our understandings of who we are today.

Assigning values to physical heritage also contributes to the way environments are shaped and perceived (Labadi, 2007; Munjeri, 2004; Teutonico and Palumbo, 2002). Built heritage is not just about beautiful or significant historic buildings, it can also include small, modest vernacular buildings that reflect the social conditions of working families. It encompasses a wide range of familiar and historical landmarks that are important in creating and sustaining a strong sense of belonging and attachment in our society. These are the structures that cities have evolved around, which distinguish the concept of historic heritage values (Bond and Worthing, 2008). To demolish or neglect buildings would deprive the city of its essence (Bond and Worthing, 2008).

Built heritage presents an active, living cultural resource that can hold unique social values

and meanings for residents of communities. People's attachment to built heritage can grow from everyday use and individual sites are important components of collective sentiments, that can contribute to a community feeling of 'this is our place' (Bond and Worthing, 2008).

## 2.2.3 Values in Natural Heritage

Natural heritage differs from built heritage in that it is not man-made, rather, it is the natural landscape that has mostly been untouched by human development. Article 2 of the UNESCO Convention (2018) defines natural heritage as:

> ***Natural features*** *consisting of physical and biological formations or groups of such formations which are of outstanding universal value form the aesthetic or scientific point of view;* ***geological and physiographical formations*** *and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation;* ***natural sites*** *or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.*

This definition offers a rather scientific and quantifiable description that is devoid of values that people may place in these landscapes. Arguably, a more fitting definition for the purposes of this report is presented by Hagvar (1994) who articulates 'heritage' as representing values and duties. When used in conjunction with nature it suggests a consciousness about the act of preserving values attached to areas and life forms. Hagvar (1994) suggests that in the same way cultural heritage defines our cultural roots, natural heritage defines our biological and evolutionary history.

Natural heritage can include animal species, plant species, and natural landscapes that people place historical relevance and importance in. The value that can be found in these areas and life forms ranges from ecological, utilitarian and ethical arguments. For example, the intrinsic value that exists within all life forms and the ethical argument that we need to preserve nature for future generations. Further values are apparent in 'pristine' natural areas with some believing these areas to portray inherent values. Hagvar (1994) believes these areas can even represent the country or planet's identity.

## 2.3 BENEFITS OF PRESERVING HERITAGE

Identifying heritage values and protecting, preserving and enhancing these can provide a number of benefits. Whilst economic benefits are often the most recognised there is a growing body of literature which discusses the social benefits. This section will introduce the economic benefits of heritage protection utilising international examples from heritage tourism. It will also identify the social benefits heritage protection can create. A study from Australia will be briefly discussed to support evidence of these social benefits.

### 2.3.1 Economic benefits of heritage protection

Protection and preservation of heritage can provide significant economic benefits for communities and heritage owners (Bullen and Love, 2011a). The most noticeable and recognised form of this is seen in heritage tourism. There is a wide body of research done on the topic and there is a substantial amount of data readily available which help identify visitor expenditure, as well as reasons for visiting a place (Brown, 2004). It is understood that tourists are increasingly demanding more cultural experiences while traveling, choosing to visit regions rich in overarching heritage values, as well as visiting stand-alone historic monuments (Bowitz and Ibenholt, 2009).

A study conducted in the state of Virginia, USA, contrasted spending patterns of heritage visitors against visitors who did not take part in any heritage activities. It found that heritage visitors stay longer and visit twice as many places, therefore, on a per trip basis, spend 2.5 times more than other visitors (Brown, 2004; Rypkema, 2008). Rypkema (2008) explains that these results are typical when observing tourist expenditure. Worldwide, whenever heritage tourism has been observed, heritage visitors have been proven to have a significantly greater per trip economic impact than other visitors who spend time visiting non-heritage related attractions.

Though much has been written about the economic impact of preserving heritage, quantifying it can be difficult depending on the nature and location of each site. Bowitz and Ibenholt (2009) write that one of two methods are typically used. The first is to attempt to establish what the market value of each component is by surveying people's willingness to pay to visit each. However, this can be ineffective when considering places such as townscapes or monuments where an entry fee cannot be charged. A better approach can

be to measure the spill-over effect on the surrounding environment. Research conducted in Norway proved that only 6-10 percent of surveyed expenditure was at local cultural heritage sites and the rest was spent in the surrounding community (Rypkema, 2008). This statistic shows the economic importance of heritage preservation to entire regions, not just to individual sites. It further justifies that expenditure should be quantified by utilising a holistic approach which includes the surrounding community.

## 2.3.2  Social benefits of heritage protection

Whilst the benefits of heritage protection for the purposes of tourism and economic gains are well versed the literature also identifies a number of social benefits that heritage protection can bring. These benefits include promoting a sense of belonging in a place, encouraging education and creating a greater appreciation and understanding of the values of a particular area (Landorf, 2009). Murzyn-Kupisz (2013) explains that heritage can contribute to an area by giving the place a certain image or sense of locality. Furthermore, it can enhance the social capital of a community by offering cultural, aesthetic and leisure opportunities for residents to enjoy. In most cases, through the experience of learning the history of a place, people are inclined to form a closer relationship to the area because they can better understand its true identity (Bullen and Love, 2011a).

A study conducted in Australia by Allen Consulting Group (2005) found that 78.7 percent of the people surveyed believed their quality of life increased by having the opportunity to visit heritage sites. A further 93.4 percent agreed that heritage conservation is important even if the participants never visit the sites (Allen Consulting Group, 2005). Navrud and Ready (2002) share the same sentiment and explain how cultural heritage can generate non-economic benefits even for those who do not regularly visit the sites. Described as 'non-use value', the preservation of heritage can enhance residents altruistic values by allowing others to visit sites which are personal to them. Residents of the area often feel better about themselves and their community by allowing others to experience what their region has to offer, even if they themselves do not actually use the site. Allen Consulting Group's study also highlighted that social capital and community sustainability increased as a result of higher heritage values in physical heritage structures. It created safe, open, green spaces contributing to better wellbeing and increased the uniqueness of the places, generating pride and a sense of place to the locals and tourists.

## 2.4 PRESSURES ON HERITAGE

Heritage can be affected by a variety of different pressures that can impact the preservation or protection of its features. This can range from environmental pressures, such as natural events and climate change, to direct and indirect anthropogenic actions which impact how heritage is maintained. Swanepole (2010) describes how cultural heritage in developing regions of Africa is subject to significant environmental pressure because of its climate, however this is only part of the problem. Looting and destruction caused by vandals also contributes to the degradation of their heritage assets, so too does the continual pressure of development. Pendlebury et al. (2009) also states that heritage sites are vulnerable to pressures relating to commodification of assets or tensions over ownership. Although Central Otago arguably does not suffer from the same risks as Africa in regards to the natural environment or in terms of vandalism, the threat to heritage of development and commodification of heritage is a possibility and therefore has been further discussed within this section.

### 2.4.1 Development and Tourism

Tweed and Sutherland (2007) acknowledge that protecting individual buildings or monuments is not always a direct issue. Legislation will more than often protect significant heritage assets, however, the threat from development often focuses on surrounding urban areas which contribute to the overall character of a place. Periphery areas "provide the context in which more obvious heritage assets are located, but should not be treated as mere context, because it is often the ensemble of objects and their context that create value" (Tweed and Sutherland, 2007, p. 63). These sites are particularly vulnerable during times of rapid population growth within an area. Without incentives or parameters to safeguard them, they can fall victim to inappropriate development or expansion.

The pressures of growth and development have been highlighted in Hong Kong right throughout the twentieth century. Post colonialism, the country has primarily consisted of Chinese migrants who have had held little attachment to the history of Hong Kong. Yung and Chan (2010) explain how economic growth and property development has placed severe pressure on heritage assets as the search for available land has become a main source of investment. Many unprotected historic buildings and monuments were demolished to make way for new residential complexes to accommodate the rapid

growing population. However, in recent times there has been a shift in consciousness relating to Hong Kong's heritage and there has been clear directional change in terms of policy aimed at retaining and protecting heritage features. It has been noted that that Hong Kong's government has been forced to slow down and look at what has been demolished over the years and learn from these mistakes while developing new planning legislation (Yung and Chan, 2010).

Tourism can also place unwanted pressure on communities that present unique heritage offerings. Although tourism is often at first welcomed by local economies, uncontrolled visitor numbers can carry unwanted effects. Whilst only focusing on World Heritage Sites, Pendlebury et al. (2009) identifies that the process of commodifying heritage by creating tourist attractions not only places pressure on local infrastructure, but also raises tensions of cultural authenticity. By using the example of seven European 'Art' cities, they conclude that the increased number of tourists not only alters the integrity of their heritage but impacts the quality of life of the local residents. The issue of increasing visitor numbers has also been accredited to placing severe pressure on the environment surrounding other world heritage sites (Pendlebury et al., 2009).

Tourism-induced changes have affected both the built form and cultural identity of the city of Luang Prabang in Laos. Due to increased economic opportunities, residents have been converting their houses to guesthouses, holiday homes and other commercial ventures such as restaurants or shops. This has altered the physical appearance of the area and many locals feel that this has detracted from the cultural identity of the place because it is now so heavily tourist focused (Imon, 2017). In Thailand, they are faced with similar questions relating to how best to preserve their cultural heritage leading to tensions arising between residents and decision makers. King and Parnell (2009) describe how locals feel marginalised by higher spending outsiders who wish to utilise their heritage for tourism purposes, and who have even been displaced by operators in extreme circumstances.

Although there are no World Heritage Sites listed within Central Otago, the pressures described are symptomatic of the issues faced while attempting to preserve cultural heritage of any scale. Tweed and Sutherland (2007) describe how the continual pressure of globalisation and the mixing of new cultures within society places further pressure on values relating to heritage and adds to the debate of what heritage features are in most

need of preservation. Communities are rarely in general agreement of the best path to proceed when it comes to heritage (Swanepole, 2010). Often there are competing interest groups within a community and it requires a balancing act to weigh up the short term development goals against the long term cultural identity of the area to find a mix that works for everyone.

## 2.4.2  Degradation by Disuse and adaptive reuse

Maintenance and upkeep of heritage buildings can be expensive and have the capacity to carry a high financial burden on property owners. This pressure can lead to buildings decaying if they are not fit for housing or used for other commercial activities (Benhamou, 2015). Bullen and Love (2011a; 2011b) have written extensively about adaptive reuse of historic buildings and the role it can play in ensuring that built heritage is preserved. Regulatory authorities are often tasked with protecting heritage listed buildings by placing controls on what can be done with them, which can mean limiting what materials are to be used during maintenance to protect the character of buildings, and ensuring that the properties aren't relocated or used in a way that is contrary to their heritage values (Bullen and Love, 2011a). However, this can present issues for heritage owners that cannot afford to maintain their properties. There are many funding options available for heritage property owners which can offer support by providing assistance for repairs or alterations. Bullen and Love (2011a; 2011b) present adaptive reuse as a solution for protecting heritage buildings by utilising them ways that fit present needs, which subsequently decreases the risk of degradation to heritage assets.

Bullen and Love (2011a) define adaptive reuse as a process that changes an underutilised or ineffective item to something new, which can be used for a another purpose. In the case of heritage, this is needed when buildings no longer have value in their current state, which is typically defined by the market. Adaptive reuse can be exemplified in circumstances where the use of protected buildings are changed from a residential status to a commercial activity, which allows owners to offset their cost of repairs against the potential income generated by a business, although it is not limited to this activity change.

Successful projects are those which respect and retain a buildings significance and add a contemporary layer that provides value for the future (Bullen and Love, 2011b). Bullen and Love (2011a) state that when a building can no longer function with its original use,

the only way that its physical fabric can be preserved is by adopting the structure for a new purpose. However, a major barrier for this process is that is that in terms of performance, heritage buildings may not reach desired standards of new buildings. This can be because the quality of existing materials such as the exterior or roofing do not perform well enough, or the layout may be inappropriate for a change of function (Bullen and Love, 2011a). In these circumstances it would be more economical to either develop another site, or demolish the building and start again, although it is well established that the latter option is far less environmentally sustainable when compared to reuse (Bullen and Love, 2011b).

The literature uses the Western Australia state agency to show how policies can be incorporated to include more adaptive reuse principles. These documents aim to retain heritage values but allow owners to utilise their assets to create financial opportunities. Values enforced within the policy include limiting 'facadism' (which means to gut the entire building whilst only leaving the street façade), having a clear and recognisable difference between new alterations and the existing buildings, and requiring the proposed use of the building to align with needs the community (Bullen and Love, 2011a). These are all formulated so that heritage values are preserved and the character of buildings remain intact, while attempting to strike a compromise between the past and future development.

Adaptive reuse presents one response to mitigate the risk of buildings decaying. It can be an effective way of utilising existing heritage assets, provided that the corresponding built environment has economic potential. However, it may not be applicable for all heritage features and the literature heavily focuses only on historic buildings. For this reason, a broader overview of the management of heritage has been further discussed in the next section.

## 2.5 MANAGEMENT OF HERITAGE

The management of heritage is complex and often involves a number of different stakeholders and interest groups. However, effective management of heritage is vital if heritage features are to be celebrated and enjoyed today (Howard, 2003). Although traditional heritage management focused on the protection and conservation of heritage it is now accepted a more sustainable management approach is required (Russell, 1997). This section will discuss heritage management at an international level to provide an

overview of the importance of heritage management. It will then discuss how community-led management can occur and what barriers and opportunities exist.

## 2.5.1 International management of Heritage

At an international level, the idea of protecting heritage first became popular in 1972 when the UNESCO established the 'Convention concerning the Protection of World Cultural and Natural Heritage' (the 'World Heritage Convention') (UNESCO, 2018). As a result of the 1972 Convention there is now an international community who share a commitment to preserving the world's natural and cultural heritage. One hundred and ninety three countries make up the States Countries, which have adhered to the World Heritage Convention, including New Zealand whom ratified the Convention in 1984 (UNESCO, 2018). Benefits for States Countries include access to the World Heritage Fund which assists in identifying, preserving and promoting World Heritage Sites. Under Article 4 of the Convention it is recognised each State Party has a duty to future generations of ensuring the identification, protection, conservation, presentation and transmission of the cultural and natural heritage that is situated on its territory (UNESCO, 2018). Article 5(a) further requires States Parties "to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes". Therefore, it is acknowledged heritage management is not solely about conserving and protecting heritage, and meaning must be given to heritage which can align with contemporary community life. Whilst the current study is primarily concerned with heritage management of areas with lesser global significance it is considered useful to understand heritage management from an international level. This is because the requirements required under the World Heritage Convention can be applied to places of lesser significance and heritage sites of a smaller scale (Grimwade and Carter, 2000).

Interestingly, the World Heritage Convention appears to have shifted towards a more participatory tone since the 1996 revision of the Operational Guidelines for the Implementation of the World Heritage Convention (the 'Guidelines') (UNESCO, 2017). The Guidelines now recognise the importance of local stakeholder participation in the decision-making process of World Heritage sites. This is seen in Article 12 of the Guidelines which encourages States Parties to ensure wide participation of a variety of stakeholders. Furthermore, Article 123 states "Participation in the nomination process of

local communities, indigenous peoples, governmental, non-governmental and private organizations and other stakeholders is essential to enable them to have a shared responsibility with the State Party in the maintenance of the property." (UNESCO, 2017).

A more recent addition to the international management of heritage is the inclusion of sustainable development. In 2002 the Budapest Declaration on World Heritage introduced the concept of World Heritage acting "as an instrument for the sustainable development of all societies" (UNESCO, 2002 n.p.). The concept of sustainable development has since been included in the Guidelines of the World Heritage Convention. It is apparent the Guidelines further give the assumption that any development is controlled by some form of statutory authority. For example Article 132(5) sets out the requirements for a nomination which includes the list of the legislative, regulatory and/ or traditional measures most relevant to the protection of the property (UNESCO, 2017).

Thus, at an international level it can be concluded the management of heritage recognises the importance of local stakeholder involvement and sustainable management. Furthermore, it is important that local and global communities appreciate natural and cultural heritage through identifying, protecting, conserving, presenting and communicating heritage places and features so future generations can enjoy them. However, there is an underlying assumption that development and protection is controlled and managed by legislation and some sort of statutory authority (Grimwade and Carter, 2000).

### 2.5.2 Traditional Heritage Management versus Sustainable Heritage Management

Traditional heritage management is recognised as having a strong focus on conserving heritage places through total protection and restricting use (Grimwade and Carter, 2000; Russell, 1997). However, as quoted by Maugham (1948) cited in (Grimwade and Carter, 2000, p.33) "nothing in the world is permanent and we are foolish when we ask anything to last, but surely we are still more foolish not to take delight in it while we have it". Therefore, although many heritage objects and ideas come from the past the key issue is about what we do with them now (Howard, 2003). A large body of literature now focuses on heritage management becoming more integrated within the social and political life of communities (Russell, 1997). One example of this is a study carried out by Landorf (2009)

which researched the management of six Industrial World Heritage Sites. The study found community-led visions can lead to an enhanced connection between a local community and their heritage. As a result of this study Landorf (2009) proposes a framework for Sustainable Heritage Management and although this is based on World Heritage Sites, it is recognised as being relevant to other, smaller heritage sites. The framework sets out four dimensions and provides a comparison between Traditional Heritage Management and Sustainable Heritage Management as shown in Figure 1.

### A Comparative Framework for Sustainable Heritage Management

| Dimension | Traditional Heritage Management | Sustainable Heritage Management |
| --- | --- | --- |
| 1. Situation Analysis | • Analysis based on issues of immediate concern for the conservation of heritage value.<br>• Specialised skills and technical expertise dominate. | • Analysis based on broad trends and issues that impact on the sustainable use of a heritage site.<br>• Amateur skills and volunteer capabilities encouraged. |
| 2. Strategic Orientation | • Segmented and isolated planning process.<br>• Focus on linear, short-term heritage-related goals.<br>• Strategy based on assessment of risk to heritage value.<br>• Quantitative measures of heritage specific outcomes.<br>• Responsibility for implementation based on position or expertise.<br>• Segmented review process. | • Holistic and integrated planning process.<br>• Focus on causal, long-term sustainability vision.<br>• Strategic options generated and priorities negotiated.<br>• Qualitative and quantitative sustainability measures.<br>• Responsibility for implementation based on multi-dimensional value.<br>• Holistic review process. |
| 3. Stakeholder Values | • Partnership member values isolated at the start of the planning process.<br>• Vision relates to conserving heritage value.<br>• Decisions made by partnership members. | • Partnership and community values isolated at the start of the nomination process.<br>• Vision relates to continuity of community value.<br>• High degree of grassroots influence on decisions. |
| 4. Stakeholder Participation | • Formal partnership structure with influence limited to key agencies.<br>• Hierarchical authority based on position or expertise.<br>• Formalised rules and decision-making processes.<br>• Decisions are reactive.<br>• Unilateral communication.<br>• Benefits flow to heritage site. | • Voluntary partnership structure with extensive fluid membership.<br>• Delegated authority based on negotiation and contextual need.<br>• Minimal rules, contingent decision-making processes.<br>• Decisions are proactive.<br>• Iterative communication.<br>• Benefits flow to local community. |

*Figure 1: Comparison between Traditional Heritage Management and Sustainable Heritage Management (Landorf, 2009, p.507)*

### 2.5.3  Community-led management of Heritage

Globally, there are numerous heritage sites that have been recognised as important and are being successfully managed by either the state, voluntary organisations or the private sector (Hodges and Watson, 2010). However, despite statutory protection, the majority of heritage sites remain unrecognised and without a role in their host communities. The places, buildings and sites with significant local heritage and representative of the working class have often ended up at the bottom of the list. This is eluded to by Grimwade and Carter (2000) who state " ... it is as if the common people played no role in the development of society and culture. Small occupation and activity sites of the plebeian society are often under-valued or ignored." (p.35). Thus, traditional heritage management has often favoured the larger, impressive sites and in the process neglected heritage which may represent the daily life of the common people. Yet, these smaller, often mundane sites are recognised as being equally as important as they provide insight into the processes that shaped the future of communities (Grimwade and Carter, 2000).

Internationally, there is growing recognition that heritage management is becoming increasingly problematic (Hodges and Watson, 2010). There is a sense of failure to recognise the role of heritage management and the impact this can have on community life, development and establishing cultural identity (Hodges and Watson, 2000). Within the literature there is also widespread acceptance of the concept of communities as the 'owner' and custodian of heritage (Aas et al., 2005; Grimwade and Carter, 2000). Thus, there is a growing focus on community-led heritage management and local stakeholder involvement in order to achieve successful heritage management.

Taking the perspective of communities as the custodian of heritage, it is crucial local stakeholders are involved in heritage management. The involvement of communities ensures heritage conservation programmes are more sustainable and viable (Grimwade and Carter, 2000). Through adopting a sustainable heritage management framework there are opportunities to foster a sense of local pride and create ways in which the heritage place or object can be showcased to both local residents and visitors whilst also promoting conservation and protection. This could create both social and economic benefits, which have previously been discussed earlier in this chapter.

The literature draws on a number of examples of successful community-led heritage management. It is apparent these communities often have the assistance of government or non-governmental organisations which provide support in order to gain funding and to establish coordinators to facilitate program development (Russell, 1997). Some of the key ingredients to achieving successful community-led heritage management are a concern for the community and its well-being, a concern for the environment (including cultural heritage) and an understanding and recognition of the role heritage has in defining the community, all combined with exploring ways in which heritage can be used to shape the future of local communities (Russell, 1997). There also needs to be engagement and collaboration among community members. The next section will therefore provide further discussion on community engagement and how this can be utilised to generate support for heritage protection and management.

### 2.5.4  Community engagement and collaboration

Collaboration among community members is used to resolve conflict and share visions and voices (Jamal and Getz, 1995; Head, 2007). Community engagement originally formed due to the mismanagement of communities natural and built environment, thus it is seen as a vital ingredient in order to achieve successful community-led heritage management. Community engagement contributes to individual and collective wellbeing of all community members. It also acts as an umbrella for community planning and development, whereby communities can collectively design their towns to enhance the social, economic and environmental sectors  (Sanoff, 2000).

Factors that influence the level of community engagement include citizen satisfaction with both the social and physical environment. For example, poor qualities like litter, gangs or homelessness can contribute to a negative view of the community and reduce community engagement (Chavis and Wandersman, 1990). Through improving the quality of the physical environment there can be an increase in the sense of community and in turn this can encourage the community to feel more at home.  This can lead to increased interactions with neighbours or other community members, and thus residents feel more comfortable to engage in local matters (refer to Figure 2).

On the contrary however, poor community or environmental conditions provoke residents to take action and engage with others.  A study was conducted in Nashville on the

outcomes of block neighbourhood interaction. The results discovered that blocks who had the highest environmental or social problems also had the highest community participation against the conflict (Wandersman, Jakubs, and Giamartino, 1981) Overall, a sense of community increases satisfaction, which increases neighbour relationships, this then enhances the perception of group empowerment. Group empowerment can give locals the confidence to engage in local concerns, to protect and enhance their sense of community. Therefore, a sense of community increases community engagement (Chavis and Wandersman, 1990).
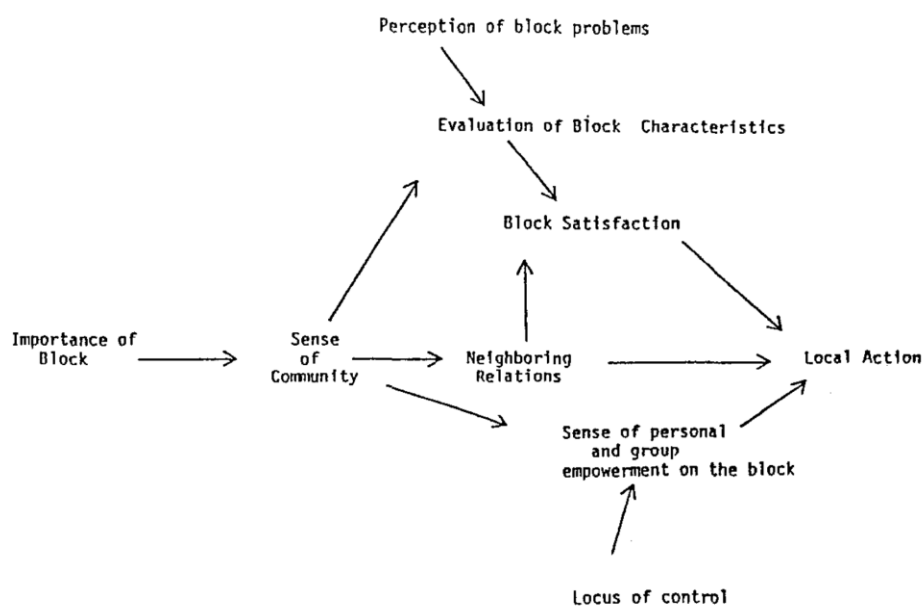


*Figure 2: Diagram illustrating how a sense of community determines local action (Chavis and Wandersman, 1990, p.60)*

Another study found that National Government Organisations will often be the ones to push community engagement and create incentives for community initiatives in communities with serious issues (Saito et al., 2017). This study also noted that community engagement in local projects was dependent on funding under the government. Therefore, without funding, there is a lack of empowerment and motivation to resolve the issue (Saito et al., 2017).

## 2.5.5 Barriers and Opportunities for Community-led heritage management

Generally speaking, the management of small heritage sites is not simple. Management of heritage includes physical management such as the upkeep of buildings and sites, arranging repairs and managing vandalism. Raising funds is recognised as a key issue and barrier for the management of heritage. For example cultural heritage sites, like museums, are unable to self-fund or remain financially viable without support (Grimwade and Carter, 2000). In Australia the main source of funding is through government grant programmes, however it is recognised that applying for funds is "almost an art form" (Grimwade and Carter, 2000, p.41). Whilst, it is accepted there is a range of funding available, often finding out about these grants may be a feat in itself. It is difficult for community groups with limited experience to successfully prepare applications for funding. Therefore, it is recognised having someone who is experienced in such applications is more likely to result in a successful outcome. Grimwade and Carter (2000) use an example in Australia where a small historical society in Far North Queensland failed to secure the full amount of a Federation Funds grant. This was because the two people who prepared the proposal did not have a proven record of handling government grants. Thus although they were knowledgeable about grant applications they did not have a 'credit rating' in government grant applications and therefore were not successful.

It is often thought the role of heritage in community life and community development has been largely neglected (Hodges and Watson, 2000). This has been influenced by changing socio-economic factors and demographics in both rural and urban communities. Local knowledge was once communicated orally and thus, the importance and significance of sites and buildings was well-known and there was a strong sense of place within communities. There is now a tendency for communities to be detached from their local history as low value is placed on less well-known sites and heritage features (Hodges and Watson, 2000). A barrier for communities establishing heritage initiatives is the need for immediate, tangible benefits in order for communities to be receptive (Grimwade and Carter, 2000). Furthermore, there is the problem of establishing which heritage features are significant for local people. As Grimwade and Carter (2000) concede the process of assigning heritage value is a highly contested and contextualised issue. This becomes more complex when the management of the heritage value is in conflict with contemporary community life (Landorf, 2009). Therefore, it is important to acknowledge the factors

associated with the general desire of communities. It is also recognised there is a need for a chain of management responsibility (Grimwade and Carter, 2000). This may come in the form of establishing a heritage officer at local government level who is supported by input from the local community and local heritage professionals.

### 2.5.6 Case Study - Community Heritage Management

A case study by Hodges and Watson (2000) investigated the successful, community-led heritage management occurring in Nether Poppleton on the outskirts of the City of York. Hodges and Watson (2000) analysed the factors involved in order to achieve successful community based heritage management. They proposed the following summary to capture the factors and dynamics that are necessary to achieve successful community heritage initiatives:

1. A particular community type, with specific attributes, in conjunction with
2. a particular heritage site, that is one with sufficient interest and a cause for concern, can stimulate
3. particular management skills within
4. an evolving organisational framework, to achieve
5. specific community-based heritage objectives (p. 242).

Whilst this small study has limitations, it does recognise the importance of having strong leadership and managerial skills. Key initiators and people with a vision have the ability to act as social entrepreneurs and drive the project (Hodges and Watson, 2000). However, they also need to be sensitive to the fact not every member of the community will support the initiatives and ensure that any person in the community with an interest in the project is made to feel welcomed and has the opportunity to become involved.

## 2.6 Tourism and Heritage Management

The relationship between heritage management and tourism is frequently discussed within the literature, particularly using studies of World Heritage Sites and the impact this has on tourism development (see for example Rasoolimanesh et al., 2017). Tourism can act as a catalyst to promote awareness and enhance host communities social and cultural environments. Whilst the collaboration between tourism and heritage management can be dated back to the time of the Greek antiquity it is often thought there are conflicting goals

between the two (Aas et al., 2005). This is because heritage organisations traditionally aim to protect and preserve, whilst tourism ventures aim to be profitable. Yet, there is also a sense of mutual benefits as tourism presents an opportunity for the local community to generate a different source of income whilst also supporting the preservation of its heritage (Aas et al., 2005). Thus, stakeholder involvement by the local community is important in order to find the balance between tourism and heritage conservation.

One effective management tool is the use of interpretation boards, through providing information at heritage sites, to enhance the visitor experience (Grimwade and Carter, 2000). This can also be a source of funding through joint ventures with the corporate sector. For example, two companies in North-West Queensland Australia are adopting heritage management plans at their remote mine sites. These companies are interested in providing interpretation boards at the sites in order to capitalise on the visitor experience. Whilst it may come across as subtle advertising it is considered these opportunities are worth investigating if they provide an opportunity to enhance and manage heritage sites, rather than leaving them to deteriorate (Grimwade and Carter, 2000).

In some instances increasing tourism opportunities may be seen as a solution, whilst other sites may benefit from discouraging visitors and ensuring there is minimal development (Grimwade and Carter, 2000). Thus, the management of sites may require a combination of interpretation, development and provision of access. There are risks, particularly to small, rural heritage sites, if inappropriate conservation and interpretation methods are used (Grimwade and Carter, 2000). It is also accepted heritage management initiatives driven by individuals or organisations who are unfamiliar with the site have the potential to hinder the local 'ownership' or identity with the site. Therefore, if tourism ventures are to be successful in achieving heritage management, collaboration between a range of stakeholders is considered necessary.

## 2.6.1  Heritage Trails

Heritage trails are a relatively new heritage management concept that seeks to utilise tourism to preserve heritage whilst creating new economic opportunities within a region. The planning and development of heritage trails often requires communication between multiple authorities and organisations, however they can provide several benefits to communities when done correctly. Trails give visitors information in printed or digital

form so they can travel a themed journey whilst learning about local heritage (MacLeod, 2017).

Though little has been written about the benefits associated to trails specifically within New Zealand, in the United Kingdom trails have been commonly used since the 1970's. These trails illustrate many different aspects of heritage including architecture, historic events, culture and nature (Hayes and MacLeod, 2007). Although this is a relatively new conservation tool, the process of promoting and grouping aspects of heritage together is a rapidly growing concept.

Hayes and MacLeod (2007) define the term 'heritage trail' as "a means of organising the visitor experience by providing a purposeful, interpreted route … that draws on the natural or cultural heritage of an area to provide an educational experience that will enhance visitor experience" (Hayes and MacLeod, 2007, p.48). Heritage trails traditionally can be grouped into two categories; those which focus on grouping a series of individual tourism spaces in an overarching theme, and those which follow a path re-tracing an historic event or story. Both these methods have been recognised to provide positive economic and social impact on communities where routes go (Boyd, 2017).

Timothy (2014) describes the purpose of heritage trials as having four key components. These are: to preserve the historic and cultural values within the area, to enhance the sense of place, to drive economic development and to tell a story of a place. All four aspects directly highlight the benefits of maintaining heritage through increasing public appreciation of the resources and creating opportunities for new investment. The benefits of each are individually further discussed below:

*Preserving historic and cultural values*: By increasing awareness of historical places and educating the public, the likeliness of people respecting the area and its resources increase (Timothy, 2014).

*Enhancing the sense of place:* This sensation is encouraged by giving communities the opportunity to showcase their cultural identity to the general public who wouldn't otherwise visit the area without a trail. In some circumstances, this opportunity can be used to change negative stereotypes of an area or further build on a cultural identity (Timothy, 2014).

*Economic development:* Heritage trails have the potential to become stimulators for local economies by providing additional jobs for locals and creating tax revenues. Trails also make an effective marketing tool (Timothy, 2014), meaning communities are able to pool their resources together and collectively market to a wider audience. Hayes and MacLeod (2007) also write that by offering a unique but personalised experience, where formal tourism products (e.g. museums, historic places and information centres) are mixed with informal products (such as cafes or local retailers) throughout the course of the trail, people are more likely to immerse themselves within the wider area, which in-turn encourages more spending.

*Storytelling:* The role of conserving and interpreting the past gives heritage trails the ability to focus on certain aspects of the past. This tool can be used to portray the area in a certain way and can benefit the region's image when there are conflicting narratives of the history of an area. This tool can also be used for marketing purposes when attempting to create a unique character certain part of the market (Timothy, 2014).

Heritage trails are intended to heighten the experience when visitors interact with an area. They are designed to offer something over and above the sum of their constituent parts (MacLeod, 2017). By encouraging users to interact with a landscape and navigate themselves along a trail, it gives people the opportunity to engage with stories of why specific sites exist and how they fit into the wider context of the region.

## 2.7 COMMUNITY-LED FUNDING INITIATIVES

An important part of heritage conservation is the economic and social benefits it can generate (Richards and Munster, 2010). These benefits have already been discussed earlier in this chapter, however, it has also been acknowledged that funding is a key barrier to the protection and conservation of heritage. Initiating communities to launch heritage conservation projects to attract further tourism development is also a challenge in itself. Changes in technology and the rise of social media have led to new and innovative methods by which communities and individuals can engage with others to raise capital to kickstart heritage conservation.

### 2.7.1 Social Marketing

Social marketing is the selling of social good for social gain (Thornly and Waa, 2009; Andreasen, 1994). Thus, social marketing can increase active motivation and participation in communities and therefore may be used to increase the value placed on heritage. Social marketing is a framework that analyses psychology, sociology, anthropology and communications elements of individuals or groups  to understand how to influence behaviour change within those groups (Stead, et al., 2007). Weinreich (2006) states that social marketing should not aim to benefit the marketer. The behaviour changes that occur through successful social marketing should benefit the general society and increase social and community capital. Therefore, communities can use social marketing to enhance the values of heritage and influence behaviour change in order to motivate people to engage in heritage conservation projects.

Thornly and Waa (2009) have written a report for the Department of Conservation about utilising social marketing as a way to increase public engagement with historic heritage. They examined how social marketing can be used as a community initiative and how important the concept of segmentation is (this is understanding how different people perceive a concept). For the example of heritage, some might respect the old historic values behind a heritage site, or others might see it as a communal family place to socialise or partake in sports and exercise (Thornly and Waa, 2009). Understanding the community's perceptions makes it easier to adapt social marketing techniques to increase behaviour change. Therefore, social marketing can work to build worth and desirability around community matters of heritage to encourage people to see it as a valuable asset to protect. The outcomes of successful social marketing on enhanced heritage conservation can contribute to enhanced community identity, well-being, education, social cohesion, pride and provide a sense of place.

### 2.7.2 Crowdfunding

Crowdfunding or crowdsourcing has been a relatively new phenomenon over the last decade. It is a method to seek funding and support for social, cultural and general not-for-profit projects (Mollick, 2014). The world we live in today is dominated by technology, people live their lives through social media applications such as Facebook, Twitter and Instagram. These are all platforms where people can generate significant amounts of

money due to the large online audience. Instead of applying to the lottery fund or investors for large sums of funding, crowdfunders reach out to large groups of people for small amounts of money. It is a personal process, reaching out to individuals, making them feel involved and valued in the process (Belleflamme, et al., 2014). Often in exchange for donating money to the projects, they will be offered products, or equity after the project is complete (Mollicl, 2014). However, crowdfunding has also been recognised as providing long-term benefits for communities when used through community-led initiatives (Belleflamme, et al., 2014). Thus, crowdfunding has the ability to provide benefits for individuals, investors, businesses and communities.

It is not just funding that donor supporters are valued for. They can also offer advice, guidance and contacts to ensure that the project thrives. The online audience that crowdfunders reach out to provides the ability to collaborate and share ideas through online communication, and thus potentially come up with better solutions or ideas (Schwienbacher and Larralde, 2010). Crowdfunding gathers an enthusiastic audience on a local and global scale that want to see community growth, engagement and increased social capital. It is an excellent way to market a project, build exposure and create excitement around an issue. If there are enough funding backers generated from the crowdfunding system, then investors can get involved due to demand.

Crowdfunding has been linked to high success rates. There is a global website called 'Kickstarter' where anyone can post a video of a variety of projects they aspire to implement. Anyone can donate to the projects and track their progress. In 2012, 45 Kickstarter projects turned into entrepreneurial firms (Mollicl, 2014). It is also important to note that many of the people who donate will never visit the location of the project. Therefore, even though small towns do not have the population to fund their community projects they can form an online community that could support them.

Schwienbacher and Larralde (2010) did a study on a French organisation called Media No Mad. A couple wanted to start up a website where they could cluster a community of global travelers. People could share their photos, videos, traveling advice, recommendations and travel diaries. The couple found no one was interested in investing, so they took to the internet. Utilising influential online connections, they were able to spread the word about the project and soon enough they had a large online community

backing the project. Their project evolved and changed as "the crowd can be more intelligent than individuals because everyone can build on each other's skills" (Schwienbacher and Larralde, 2010, p.17). The project became a success due to a large crowd becoming aware and building off collective intelligence. Thus, the underlying success of this project was increased awareness through the use of an online community.

## 2.8 CONCLUSION

Heritage protection and conservation is widely discussed within academic literature. It is acknowledged the technical definition of heritage means different things in different countries, however it is now accepted heritage includes both tangible and intangible values (Ahmad, 2006). When initiating heritage protection or conservation efforts it is important to understand the value that heritage brings to people and communities. This is because a building, landscape or monument will hold no significance if it is not valued (Mydland and Grahn, 2011). If heritage protection and conservation efforts are to be successful there needs to be some sort of benefit for the community. This is often in the form of economic benefits, provided through heritage tourism (Brown, 2004). However, it is also acknowledged heritage protection brings social benefits through promoting a sense of place and belonging (Landorf, 2009). Thus, the literature now recognises the importance of sustainable heritage management which involves local decision-making. Through community-led management there is the opportunity for heritage management to provide protection, enhancement and social and economic benefits. Although there are a number of factors and dynamics that need to be present to ensure success (Hodges and Watson, 2000). Changes in technology now mean communities can utilise innovative ways to fundraise and engage others in achieving heritage protection and enhancement (Belleflamme, et al., 2014; Thornly and Waa, 2009). These initiatives have been proven to provide long-term benefits for communities.

# 3 CONTEXT OF STUDY AREA

This chapter will provide the context for the research being carried out in Bannockburn and Ophir, Central Otago. This will begin with an overview of the wider Central Otago district describing why it makes for an interesting case study for investigating heritage issues. It will then introduce the context for Bannockburn providing a brief overview of the history and local environment. The key heritage features are introduced followed by a summary of the current population and economy. The context, history, population and economy is then discussed for Ophir.

## 3.1 CENTRAL OTAGO

Central Otago is located within the southern half of the South Island of New Zealand. The territorial authority responsible for providing infrastructure, public services, town planning and local regulations is the Central Otago District Council (CODC). CODC is supported by four community boards and a number of community partners including Tourism Central Otago (TCO) (Tourism Central Otago, 2018).

The Central Otago region is well known for its unique landscapes, distinctive seasons, strong communities and iconic history (Tourism Central Otago, 2018). This has been captured through the brand 'A World of Difference' (Central Otago District Council, 2018a). This brand recognises the need for the community to protect the natural and historic wealth of the district and defines the region's values as follows: Making a difference, respecting others, embracing diversity, adding value, having integrity, learning from the past, making a sustainable difference, protecting our rich heritage and meeting our obligations. These values acknowledge the history of Central Otago and recognise the need to protect and celebrate the heritage that can be seen in the landscapes, architecture, flora and fauna and through different cultural origins.

This rich heritage includes the significance of the waterways as Māori utilised these as transportation routes and a source of food resources. In particular the Mata-au (Clutha River) which formed part of a mahinga kai trail (Central Otago Heritage Working Group, 2012). As a result there are a number of wāhi tapu and wāhi taonga sites within the wider Central Otago District. Central Otago's gold mining history has also had a large impact

on the district. Tangible and intangible heritage features, including buildings, landscapes, routes and stories, influence today's landscapes and communities (Central Otago Heritage Working Group, 2012).

Historically, primary industries have dominated the local economy. However, as Central Otago increases in popularity new industries including viticulture and tourism are making their mark on local development (Tourism Central Otago, 2018). As at 2015 the primary sector generated 33.5% of Central Otago's Gross Domestic Product (GDP) and employed 32.5% of the workforce (Tourism Central Otago, 2018).

The Central Otago district is divided into five wards, as shown in Figure 3. The current study focuses on two of the districts smaller towns; Bannockburn and Ophir, located within the Earnscleugh-Manuherikia Ward and the Cromwell Ward respectively. New Zealand Census data classifies Ophir and Bannockburn within the Dunstan area unit. In 2013 4,515 persons were recorded as living in Dunstan, an increase of 744 persons since 2006 or 19.7% (Statistics New Zealand, 2013b).



*Figure 3 Map showing the five different wards within Central Otago (Central Otago District Council, 2018b)*

### 3.1.1 Central Otago Heritage and Promotion Groups

There are a number of community groups, organisations and interested parties that are involved with the management, protection and enhancement of heritage within the Central Otago Region. Two of the more prominent trusts include the Central Otago Heritage Trust and the Otago Goldfields Heritage Trust. It is apparent some confusion exists between the two trusts as the 'Otago Goldfields Heritage Trust' is also referred to as the 'Central Otago Goldfields Trust' on the Central Otago A World of Difference website. This makes distinguishing between the two trusts somewhat difficult. However, it is stated the Central Otago Heritage Trust is the umbrella body representing Central Otago's heritage community (Central Otago Heritage Strategy 2018). Whereas, the Otago Goldfield Heritage Trust aims to develop, represent and promote the historical sites, trails and events of the whole of Otago (Otago Goldfields Heritage Trust, 2017). This includes organising iconic events such as the Goldfields Cavalcade, which has been running since 1991 and assisting with erecting signage for the Otago Goldfields Heritage Trail which is managed by the Department of Conservation (Otago Goldfields Heritage Trust, 2017).

Promote Dunstan is another voluntary group which has been recognised for its involvement in heritage identification and promotion, particularly in the Central Otago settlements of Ophir, Clyde and St Bathans. This group of volunteers has produced a number of brochures, including the "Walk Around" series and "The Dunstan Self-Drive Hertiage Trail" (Promote Dunstan, 2018). Whilst, the Promote Dunstan area does not expand to Bannockburn their work in Ophir is noted as a successful example of community-led heritage preservation and promotion.

## 3.2 BANNOCKBURN

The small town of Bannockburn is located approximately 9 kms south of Cromwell. Surrounded by the Carrick Range, Nevis Range and Cairnmuir Range the landscape is typical of Central Otago with hot dry summers and cold dry winters (Crump, 2018). Bannockburn was first established by Europeans in 1858 who saw the agriculture potential with the development of Kawarau Station (Stephenson, Bauchop & Petchey, 2004). However, the first settlement of Bannockburn was originally established in a different location to what it is today. This original settlement area is now underwater in the Bannockburn Arm of Lake Dunstan (Stephenson et al., 2004).

It is somewhat difficult to gauge what the current population of Bannockburn is as the geographic boundary appears contested. This is regarding whether the town starts 'after the bridge' (meaning to the South of the Kawarau River) or if it includes Pearson Road. However, an analysis of Statistics New Zealand meshblocks show the population in 2013 (taken from south of the river and extending North to include Cornish Point) was 432 persons residing in 198 occupied dwellings (Statistics New Zealand, 2013a).

### 3.2.1 History and Environment

Whilst there is evidence of Māori occupation in the wider Central Otago district there is very little published evidence of occupation within Bannockburn and the Cromwell Basin (Stephenson et al., 2004). However, physical signs of Māori occupation have been found near the Nevis Road, which may suggest the area acted as a travel route.

The development of the Kawarau Station in 1858 was significant for Bannockburn. Originally the station extended almost from Gibbston to Clyde, grazing sheep, cattle and horses (Parcell, 1951; Heritage New Zealand, 2018b). The whole life of the community was supported by the station, even with the presence of mining. Kawarau station provided a steady supply of food sources whilst the mining population provided a steady source of labour for the station (Parcell, 1951). The station was associated with various forms of the Australia and New Zealand Land Company until it was subdivided in 1910 (Stephenson et al., 2004).

By 1862 discoveries of gold had extended in the Cromwell Basin and by the end of 1862 Bannockburn was inundated with miners (Stephenson et al., 2004). It is reported 2000 miners were present on the Carrick Range alone, however this was short lived as the gold rush attracted them elsewhere. The township of Bannockburn did not remain stationary - as the miners moved so did the settlements. This included the development of the settlements known as Quartzville and Carricktown.

Mining had a significant impact on the Bannockburn landscape. The inability to use water from the Kawarau River saw a number of water races constructed. By 1877 there were 15 substantial races in the area (Parcell, 1951). Dams were also built to store the water and by 1890 it is estimated 29 dams existed. These races became a source of irrigation for agriculture as land owners realised the economic benefit of producing their own produce

(Parcell, 1951). Some of these races are still utilised today for orchards, farmland and vineyards.

The subdivision of the Kawarau Station in 1910 marked the beginning of a new era. A number of the smaller holdings developed farming and horticulture as an alternative to mining income. Thus, orcharding and pastoral farming became the backbone of Bannockburn for a steady period between 1920 – 1970 (Stephenson et al., 2004).

### 3.2.2 Heritage New Zealand Listings

The Kawarau Station Homestead and Woolshed still exist today and are listed with Heritage New Zealand as Historic Place Category 1. Heritage New Zealand (2018b) recognise the buildings are significant to the history of Central Otago's pastoralism. Furthermore, they are architecturally significant for their structural history and for the building design, which utilises locally sourced materials. Further buildings and features are listed on the CODC Register of Heritage Buildings, Places, Sites and Objects, as shown in Appendix A.

### 3.2.3 Population and Economy

The development of the Clyde Dam for hydro-electric power had a significant impact on the Bannockburn landscape, economy and population. Research on climate and soils was undertaken to mitigate the loss of productive horticulture land. These studies were used by entrepreneurs who identified the prime sites for viticulture production in the Bannockburn region. Thus, the growth of viticulture in the region is believed to have been partly fuelled indirectly through the creation of the Dam (Stephenson et al., 2004).

Today the traditional activities of farming and orcharding are in decline whilst the viticulture and tourism industries continue to grow. Bannockburn is now highly regarded globally for producing some of the world's finest Pinot Noir (Crump, 2016). Many of Bannockburn's residents commute to Cromwell or further afield for work whilst others are retired (Stephenson et al., 2004). Challenges for the wider district include the seasonal nature of many of the economic activities, irrigation and infrastructure including access to ultra-fast broadband (Central Otago District Council, 2013).

## 3.3 OPHIR

The town of Ophir is located in the Manuherikia Valley close to the Manuherikia River and approximately 2 kilometres south of State Highway 85 (Ophir Community Plan, 2015; Tourism Central Otago, 2018). Ophir is approximately 3 kilometres from the small Central Otago town of Omakau and 27 kilometres from the larger service centre of Alexandra, as shown in Figure 3.

Known to experience some of New Zealand's most extreme weather, Ophir holds one of the coldest temperatures on record (-21 degrees Celsius). Despite this the area is known for outdoor recreational activities including angling, walking, hunting. Cycling is also a popular activity as the nearby town of Omakau acts as an entrance to the Otago Central Rail Trail (Ophir Community Plan, 2015).

### 3.3.1 History and Environment

Originally known as 'Blacks' after the first gold was discovered on Charles Black run, the town's name was changed to Ophir in 1875. This change of name retained the town's link to gold mining through the biblical reference of Ophir as a place of gold and wealth for King Solomon (Tourism Central Otago, 2018). During the gold rush Ophir was one of the largest towns in the Manuherikia Valley with a population of over 1,000. Buildings including the 1886 Post Office, courthouse and former general store represent a town which had hopes of continuing growth after the gold ran out (Heritage New Zealand, 2018b). A significant contributing factor to the town's population declining was the development of the Central Otago railway which bypassed Ophir on the other side of the Manuerikia River (Heritage New Zealand, 2018b).

### 3.3.2 Heritage New Zealand Listings

In 1995 Ophir was registered as a Historic Area with Heritage New Zealand, as shown in Figure 4. The assessment for this classification includes recognition of Ophir's gold mining past with archaeological remnants still visible including shafts, adits, stone races, dams and building remains. A number of buildings and structures are also listed with Heritage New Zealand (2018b) including the Ophir Post Office, Daniel O'Connell Bridge (both Historic Place Category 1) and the category 2 listings of; Jenkins Cottage and Outbuildings, Ophir Courthouse, Pitches' Store and St Andrews Presbyterian Church.

Further buildings and features are listed on the CODC Register of Heritage Buildings, Places, Sites and Objects, as shown in Appendix A.
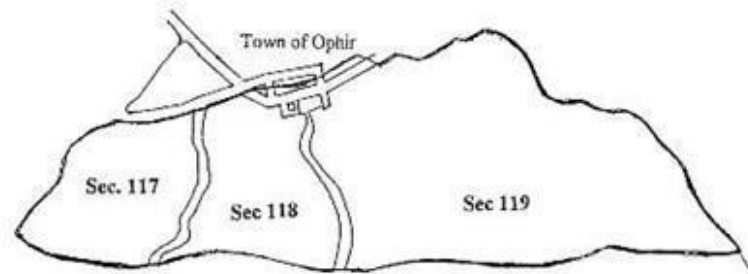


*Figure 4 Ophir Historic Area (Heritage New Zealand, 2018)*

### 3.3.3 Population and Economy

Although the Dunstan area has been experiencing steady growth Ophir's resident population has remained fairly static (Ophir Community Plan, 2015). Furthermore, the town itself has not changed significantly in the last 100 years and represents the traditional way of life (Heritage New Zealand, 2018b). In 2015 Ophir was home to 60 permanent residents. The town is made up of 56 residential properties of which 31 are permanently occupied residential dwellings and 25 are holiday homes. Almost a third of the permanent residents are retired (18 persons). Whilst 71% of those permanent residents employed (either full time or part-time) commute to outside the district (Ophir Community Plan, 2015).

The wider area is known for its sheep and beef farming whilst the main industry of Ophir Village is Tourism (Ophir Community Plan, 2015). The town consists of a popular café/restaurant, a number of accommodation providers and vintage shops. The historic Post Office, which is operated by Heritage New Zealand, is one of the most notable of the town's heritage buildings and represents the longest, continually running post office in the country (Heritage New Zealand, 2018b; Tourism Central Otago, 2018).

# 4 ANALYSIS OF POLICY AND PLANNING FRAMEWORK

This section of our report presents a review of the various policy documents used to guide the protection, management and enhancement of heritage values in Bannockburn, Ophir and the wider Central Otago district. The relevant heritage management policy documents, as listed in the Methodology Chapter, are discussed below.

## 4.1 RESOURCE MANAGEMENT ACT 1991

The Resource Management Act 1991 (RMA) is the principal piece of legislation used by New Zealand to promote sustainable management of the country's natural and physical resources. The RMA does not consider specific locations, such as Bannockburn or Ophir, but rather sets up a statutory framework under which Regional and District Plans are developed. The RMA is deliberate in describing certain matters of national importance. Of relevance to this research project, s6 of the RMA states:

> *In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance: …*
>
> *(f) the protection of historic heritage from inappropriate subdivision, use, and development: …*

The RMA continues this theme of heritage protection through establishing statutory provisions that enable territorial authorities to integrate heritage designations and heritage orders within District Plans.

## 4.2 REGIONAL POLICY STATEMENT FOR OTAGO

The Otago Regional Council produced the Regional Policy Statement for Otago in 1998 (the 'RPS'). The purpose of the RPS is to provide a framework within which regional and district plans can be developed with consistent policy provisions (Otago Regional Council, 1998). The RPS states that "Otago's diverse historical and cultural past is reflected in its

heritage resource, such as Māori archaeological sites, middens and ovens, Central Otago's goldfield tailings and bridges, Arrowtown's streetscape…" (p.22). It further states "Otago has many heritage sites which serve to reinforce the region's identity and cultural past. These include features as diverse as archaeological sites, Victorian buildings and historic gold field tailings…" (p.128).

The RPS contains specific policy that supports the establishment of processes which allow the existence of heritage sites, wāhi tapu and wāhi taoka to be taken into account when considering the use and development of Otago's land resources. Furthermore, the RPS also introduces policy that aims to recognise and protect Otago's regionally significant heritage sites in consultation with Otago's communities. One of the functions of the Otago Regional Council is to identify, assess and manage the region's natural hazards. The RPS recognises that the potential for unacceptable adverse effects of natural hazards in Otago's heritage sites is a matter of significance.

## 4.3 CENTRAL OTAGO DISTRICT PLAN

The Central Otago District Plan (CODP) includes sections on Heritage Precincts (s11) and Heritage Buildings, Places, Sites, Objects and Trees (s14), as well as numerous references to heritage contained throughout many other sections of the plan (Central Otago District Council, 2008). The CODC describes heritage values as being inclusive of geological heritage, cultural heritage (e.g. places of importance to Māori), and built heritage. Heritage values that are associated with the historic built environment of specific localities within Central Otago are also described by the CODC. The descriptions of Bannockburn and Ophir include:

> *Bannockburn:*
>
> *Once a bustling gold town, Bannockburn continues to maintain its distinctive identity through the presence of several historic buildings and the Bannockburn sluicings (part of the Goldfields Park)…" (Central Otago District Council, 2008, p.2:34).*
>
> *Ophir:*
>
> *Ophir possesses considerable historical significance as a typical Central Otago gold mining township and several historic buildings remain. Because of these significant heritage values,*

*Ophir has been registered as an historic area by the New Zealand Historic Places Trust"* (Central Otago District Council, 2008, p.2:34)

*...much of Ophir township forms part of the Ophir Historic Area that has been registered by the New Zealand Historic Places Trust. This recognises the heritage value of Ophir and its surrounds, that include several archaeological sites associated with gold mining. (Central Otago District Council, 2008, p.2:39)*

A significant district-wide issue recognised by the CODC is the region's large number of heritage buildings and places, including sites of early Māori and gold mining activities, and the historical character that these features exhibit. This issue is recognised in the CODP:

*...These buildings, precincts and sites contribute to community wellbeing through their historical and cultural values, and also economically in terms of their worth to the tourism industry. However, modification and loss of significant historic buildings, sites, structures, precincts and streetscapes can occur due to a general lack of awareness and appreciation of historic values or the financial inability to maintain such resources (Central Otago District Council, 2008, p.2:40).*

The above description introduces several important concepts; firstly that the district's various heritage features can offer opportunities for tourism, secondly that awareness and appreciation of heritage values has an important role to play in the management of these features, and thirdly that proper maintenance of heritage structures can often be subject to financial impediments.

Section 4 of the CODP describes the Rural Resource Area. This section recognises that heritage resources contribute to community wellbeing through their historical and cultural values, and also economically in terms of their worth to the tourism industry. The CODP describes that the potential for loss of heritage features is a significant issue for the district, however it also recognises that by enabling controlled development it may be possible to "…contribute to the sustainable management of natural and physical resources and have the positive effects of strengthening rural communities, creating diversity in the rural community and economy, and maintaining or enhancing heritage resources" (Central Otago District Council, 2008, p.4:5).

The CODP recognises that the involvement of the community is an important part of the identification of sustainable management opportunities. This is described as a 'method of implementation' under section 4.

Section 11 of the CODP introduces heritage precincts. Ophir is one of the five towns and areas specifically addressed by this section. Bannockburn is not specifically referenced. Section 11 also contains a number of objectives, policies and rules that apply to heritage activities throughout the district. The two objectives are:

*11.2.1 Objective - Heritage Character*

*To recognise and protect the heritage values and character of the District's heritage precincts.*

*11.2.2 Objective - Amenity Values*

*To maintain and enhance the amenity values derived from the heritage character of these areas.*

A range of policies follow on from the above objectives. These policies develop the concepts by which various restrictions or incentives might be applied as a means of achieving the heritage objectives. Without wishing to recite the full swathe of the section 11 policies in this review the principle concepts are:

- Controls to ensure that new structures (or alterations to existing structures) within a designated heritage precinct complement the existing character and values of the precinct.
- Controls to prevent or restrict the demolition of any structures that contribute to the heritage character and values of the precinct.
- Fee waivers for work within a heritage precinct to encourage maintenance and enhancement initiatives.

The final policy describes the intent to identify areas that are worthy of special attention for retention of heritage values, and the establishment of specific provisions that will be applied to new 'heritage precincts'. The criteria for identification of these areas are:

- A particular unified scale, style and character of buildings,

- A particular diversification and representative scale, style and character of buildings,
- A particular historic association, and/or
- A particular townscape quality.

As a result of this policy, a number of heritage precincts have been implemented throughout the district, including a precinct within the Ophir township. These precincts have been spatially illustrated on the CODP maps (refer Appendix E for the Ophir precinct).

Following on from the policies that are contained within section 11 are the heritage rules. These rules dictate which heritage-related activities are considered 'discretionary (restricted)' and which are considered 'discretionary'. Both activity statuses require a resource consent from the CODC, however the difference between these classifications is that the 'discretionary (restricted)' category limits the Council's considerations to a set of particular matters.

As with the section 11 policies, it is not considered helpful to this review to list out the various rules. Instead, the main stipulations of the heritage rules are:

- The activity of any addition, alteration, recladding, or covering any structure located within a heritage precinct and visible from a road or public place is deemed to be a 'discretionary (restricted) activity'
- The erection of any new structure that is visible from a road or public place is deemed to be a 'discretionary (restricted) activity'
- The removal or demolition of structures within a heritage precinct is a 'discretionary activity'.

Section 14 of the CODP, being titled 'Heritage Buildings, Places, Sites, Objects and Trees', describes the various elements that contribute to the heritage character, amenity and historic values of the District. This section recognises that the contribution made by these items (and by the heritage precincts) is important to both the cultural and economic interests of the District.

Issues recognised by section 14 of the CODP include:

- The potential for disturbance, modification or destruction of the large number of archaeological and historic sites, particularly sites associated with early Māori and gold mining activities, which exist within the district.

- The potential for modification or demolition of buildings within the heritage precincts, or the erection of new buildings within these precincts, to compromise the distinct historical character (including the particular amenity and heritage values) that exists within each precinct.

- Outside the heritage precincts, the potential for the existing heritage values of isolated buildings and objects to be compromised through inappropriate or unsympathetic development.

Section 14 contains a number of objectives, policies and rules that apply to heritage activities throughout the district. The four objectives are:

### 14.3.1  Objective - Precincts, Buildings and Objects

*To recognise and protect precincts, buildings and objects that contribute to the character, amenity and heritage values of the District to enable the District's communities and people to provide for their social, economic and cultural wellbeing.*

### 14.3.2  Objective – Historic Sites

*To recognise and provide for the protection of those sites that contribute to the District's historic character.*

### 14.3.3  Objective - Notable Trees

*To recognise and provide for the landmark, botanical, cultural and heritage values of trees and the contribution trees can make to landscape values in the management of the District's natural and physical resources.*

### 14.3.4  Objective – Archaeological Sites

*To recognise and provide appropriate protection for the values associated with the District's archaeological sites.*

Various policies flow on from the above objectives. These include:

- The desire to identify areas worthy of special attention for retention of heritage values based on a number of specified criteria.

- The importance of identifying those buildings and objects which make a significant contribution to the character, amenity and heritage values of the District and to provide for their protection while encouraging sympathetic use or adaptive reuse and development of heritage buildings.

- That it may be possible to achieve positive conservation benefits from appropriate reuse of heritage buildings, which might also result in positive outcomes for the social, economic and cultural wellbeing of the community.

- The promotion of a waiver of resource consent fees as a means of encouraging owners of heritage buildings, places, sites, objects and trees to undertake maintenance and/or enhancement activities.

- To achieve a greater degree of conservation of archaeological and historical sites through improved identification, assessment and protection processes.

- To ensure that all activities and initiatives that are undertaken in regard to heritage sites or features include appropriate consideration of the views of NZ Historic Places Trust and Kāi Tahu ki Otago, and that a suitable level of consultation is carried out with all developers, owners, and/or any other agencies that might have an interest in the subject proposal.

- To ensure that individuals and local communities are provided with appropriate design information and advice, and in some instances incentives, as a means of encouraging the maintenance and enhancement of buildings and streetscapes with heritage value.

One of the anticipated outcomes of the provisions of section 14, which is of particular significance, is the management of wāhi tapu sites and kōiwi tangata in a manner that is culturally acceptable to Kāi Tahu ki Otago.

A number of rules are also described under section 14 of the CODP. These are described in a manner similar to the rules under section 11, which have been discussed above. It is not particularly beneficial to this report to go into further detail of these rules, suffice to say that these rules provide a logical set of regulations that are expected to provide the means by which the section 14 heritage policies will be implemented.

## 4.4 ANNUAL PLAN

The Central Otago District Council 2017/18 Annual Plan makes mention of a number of district-wide matters which are relevant to heritage protection, management and enhancement. The Annual Plan describes desired community outcomes which include:

- A thriving economy that is attractive to both businesses and residents alike, and inclusive of a tourism industry that is well managed, and which focuses on our natural environment and heritage with marketing plans that reflect this.
- A vibrant community with a range of services and facilities, and one that values and celebrates its rich heritage.

Amongst its stated values, the Annual Plan identifies the importance of protecting the district's rich heritage. This value includes the ideal to protect and celebrate the rich heritage that is found in landscapes, architecture, flora and fauna and different cultural origins.

The Annual Plan includes an operational rating policy that enables the remission of rates for heritage buildings as a means of providing for the preservation of Central Otago's heritage by encouraging the maintenance and restoration of historic buildings. The provision of a rates remission in this manner recognises that there are private costs incurred for public benefit.

## 4.5 CLUTHA RIVER/MATA-AU PLAN

The Clutha River/Mata-au Plan was published by Central Otago District Council in 2011 as a means of co-coordinating the activities around the Clutha River/Mata-au and its associated lakes (principally Lake Dunstan and Lake Roxburgh), and identifying and prioritizing future outcomes for both the local community and visitors to our area.

The Plan outlines how the Clutha River/Mata-au has a rich and diverse human history starting with its role as a mahinga kai trail inland for Tāngata whenua and later in the quest for gold and generation of electricity. The river provides a physical connection between the main towns of the district and is valued by community and visitors alike for its landscape and recreation values. Bannockburn is specifically acknowledged in the Clutha River/Mata-au Plan as being an important settlement located on the river system.

Various organisations, community groups and individuals are recognised in the Clutha River/Mata-au Plan as having a long association with and interest in the river.

## 4.6 HERITAGE NEW ZEALAND POUHERE TAONGA POLICY DOCUMENTS

Heritage New Zealand is the leading national historic heritage agency (Heritage New Zealand, 2018a). Heritage New Zealand Pouhere Taonga (HNZPT) is a Crown entity established by Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA). Included in the functions of HNZPT, as set out in HNZPTA, are requirements to:

- identify, record, investigate, assess, list, protect, and conserve historic places, historic areas, wāhi tūpuna, wāhi tapu, and wāhi tapu areas or enter such places and areas on the New Zealand Heritage List/Rārangi Kōrero.
- advocate the conservation and protection of historic places, historic areas, wāhi tūpuna, wāhi tapu, and wāhi tapu areas.
- foster public interest and involvement in historic places and historic areas and in identifying, recording, investigating, assessing, protecting, and conserving them.
- manage, administer, and control historic places, buildings, and other property owned or controlled by Heritage New Zealand Pouhere Taonga or vested in it to ensure their protection, preservation, and conservation.
- establish and maintain a list of places of outstanding national heritage value, to be called the National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu.

Heritage New Zealand Pouhere Taonga is provided with powers under HNZPT[1] to implement the functions described by the Act, including undertaking particular avenues of enforcement action.

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[1] *Note that Heritage New Zealand Pouhere Taonga (HNZPT) is also often referenced as the abbreviated Heritage New Zealand (HNZ), and that this organisation was previously known as New Zealand Historic Places Trust (NZHPT). Where reference is made in this report, or in earlier literature referenced by this report, to either HNZPT, HNZ or NZHPT, it should be understood that these are all references to essentially the same organisation.*

To provide leadership and direction in key areas of work, HNZPT has published statements of general policy for several key activities, as well as an extensive collection of supporting information, which includes policy guidance documents, sustainable management guidance articles and toolkits, discussion papers on relevant heritage topics, and brief information sheets designed to convey key information to potential users. These documents contain various elements of specific policy, which together define the methods that HNZPT will employ to achieve its statutory functions. Due to shear number of policy elements contained in these documents, each of varying relevance to this research project, it is not considered helpful to expand further on these at this time.

The New Zealand Heritage List register is made available to the public by HNZPT from the regional and area offices of the HNZPT. Much of the information held by HNZPT is also accessible online through HNZPT website (Heritage New Zealand, 2018b). In reference to Bannockburn and Ophir, the Figures below have been imported from the online version of the New Zealand Heritage List.



*Figure 5: HNZPT Registered Places, Bannockburn (Heritage New Zealand, 2018b)*
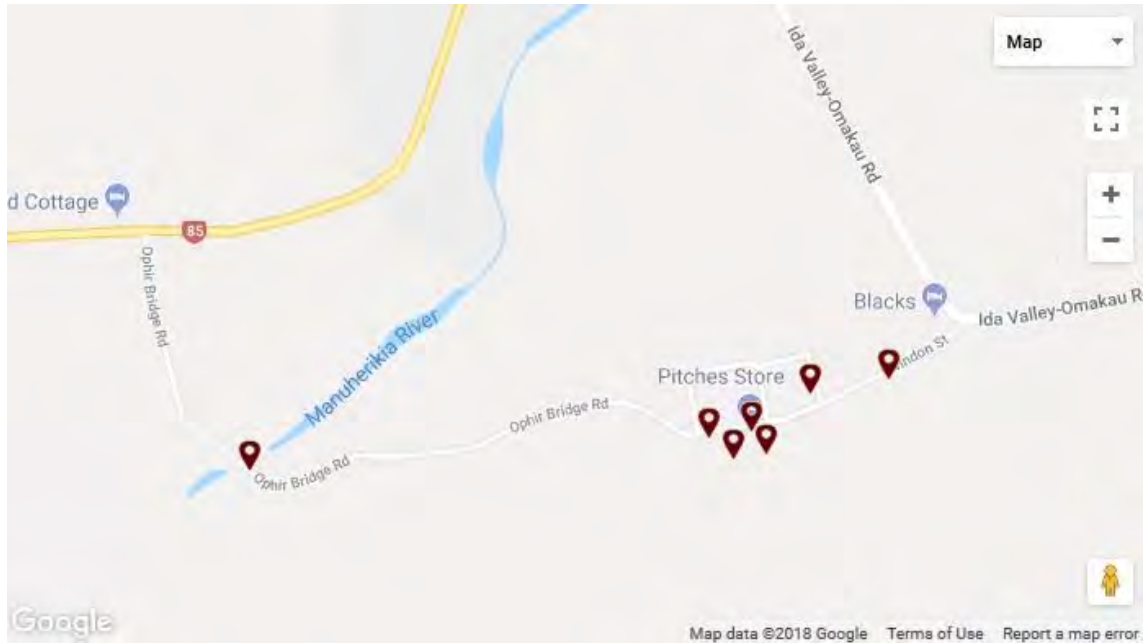
*Figure 6: HNZPT registered places, Ophir (Heritage New Zealand, 2018b)*

In addition to the New Zealand Heritage List, HNZPT also maintain a register of the National Historic Landmarks. In this register, there is one landmark located in Bannockburn (the Bannockburn Sluicings) and one landmark located in close proximity to Ophir (the Otago Central Rail Trail). The images contained in the figures below contain information from the HNZPT online register regarding these landmarks.



**BANNOCKBURN SLUICINGS**

**Man-made Badlands.** Visit the remains of the dams, tunnels, walls, and water races that were built to flush out gold. The result is a spectacular man-made landscape that can be explored on foot or bike via various tracks. The remains of rammed-earth houses where the miners lived can still be seen.

Photo: BeckerFraserPhotos
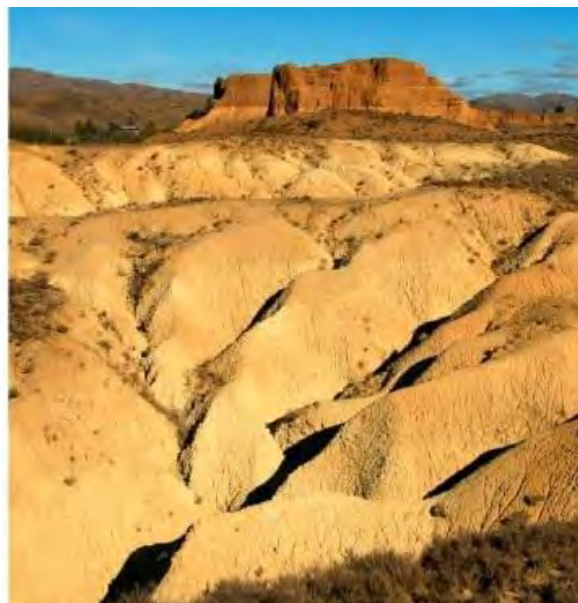
*Figure 7: HNZPT Landmarks, Bannockburn Sluicing's (Heritage New Zealand, 2018a).*

**OTAGO CENTRAL RAIL TRAIL**

**Pedalling Otago's rural heart.**
This popular cycle journey through beautiful pastoral landscapes offers a taste of the genuine hospitality of the local sheep-farming community. Gold and pastoral farming was the heart of Central Otago's economy and the railway provided the life blood for these isolated communities. Visitors today can stay with farming families and enjoy country town hospitality.
Photo: One Shot 10022899

*Figure 8: HNZPT Landmarks, Otago Central Rail Trail (Heritage New Zealand, 2018a)*

## 4.7 NATURAL RESOURCE MANAGEMENT PLAN 2005 (KĀI TAHU KI OTAGO)

The Natural Resource Management Plan 2005 was published by Kāi Tahu ki Otago as a policy document that includes the following objectives:

- Provide information, direction and a framework to achieve a greater understanding of the natural resource values, concerns and issues of Kāi Tahu ki Otago.
- Provide a basis from which Kāi Tahu ki Otago participation in the management of the natural, physical and historic resources of Otago is further developed.

The plan considers that the protection of historic heritage, as recognised in the Resource Management Act 1991 as a matter of national importance, can only be properly achieved through the development of partnerships with takata whenua.

The plan describes the value of archaeological, cultural and historic sites and places of importance to Kāi Tahu ki Otago under the umbrella of "cultural landscapes". It further details that the entire landscape of Otago is dotted with sites of significance, and that these places did not function in isolation from one another. They were part of a wider cultural setting that included not only sites as defined by the presence of archaeological remains,

but all manner of highly valued places that were named by the earliest inhabitants of the area.

The Clutha/Mata-au River is described in the plan as having been used as a highway into the interior, and provided many resources to sustain travellers on that journey. Access from the Otago coast inland was either via the Taieri River up into the Manuherikia catchment and then into the Mata-au/Clutha River, or by following the Clutha/Mata-au River up. As a consequence of this well-travelled route, there were numerous tauraka waka and trails located along it, which are an indicator of how Kāi Tahu ki Otago used this river.

Section 10.5.2 of the Natural Resource Management Plan 2005 identifies the principle cultural landscapes issues that exist within in the Clutha/Mata-au catchment. These issues include:

- Modifications throughout the catchment have resulted in a disassociation between the landscape, the stories and place names.
- Land use intensification, particularly dairying and horticulture, have impacted on the cultural landscapes in the Clutha/Mata-au Catchment.
- Limited recognition of cultural landscapes and Ka Papatipu Runaka interests and values in the landscape.
- Increasingly tourism ventures want to take clients to culturally significant sites.

One of the most relevant policies of the Natural Resource Management Plan 2005 is Policy 5.6.4-6, which aims "to promote the identification of areas of historic heritage in collaboration with Local Government Agencies" (p.71).

## 4.8 CONSERVATION MANAGEMENT STRATEGY, OTAGO 2016 (DEPARTMENT OF CONSERVATION)

The Conservation Management Strategy (CMS) for Otago was published by the Department of Conservation in 2016. Within its vision statement, the CMS states that "Conservation protects New Zealand's natural capital. Conserving and protecting our natural resources and heritage is an essential investment in New Zealand's long-term well-being and prosperity" (p.17).

The CMS recognises that there are many archaeological sites and historic places in Otago that reflect the rich and diverse history of human exploration and settlement. These include a large number of buildings, structures, tracks and backcountry airstrips, which all hold some historical value.

The Department of Conservation (DOC) aims to protect and interpret a range of historic sites and values that represent the main themes of Otago's history, including sites of early exploration and settlement, gold, journeying and early outdoor recreation activities. Of particular importance to DOC is Otago's gold history, which had a profound influence on Otago and many important relics of historical gold mining enterprises remain on public conservation lands and waters throughout Otago. These sites represent the range of goldfield activities, including the gold rushes, access, techniques, settlements and life on the goldfields.

There are also numerous sites of significance to Ngāi Tahu. According to the CMS, DOC is working with Ngāi Tahu on how best to tell these stories.

Finally, the CMS recognises that there are many other historic sites, with less public profile, that are managed by DOC and which are highly valued by communities.

The CMS contains a number of objectives that are aimed to achieve its vision. Several of these objectives are particularly relevant to heritage management, however it is not considered useful to the current study to list these. However, in specific reference to Bannockburn and Ophir, the CMS recognises that:

- DOC intends to focus effort to ensure history is brought to life within the gateway destination of Bannockburn.
- The Bannockburn Sluicings Historic Reserve is recognised by DOC as an actively conserved historic place on public conservation land.
- The Ophir Gorge is an outstanding natural feature and landscape.

## 4.9 CROMWELL COMMUNITY PLAN

The Cromwell Community Plan (CCP) was published in 2013 as the result of a consultative process designed to encourage community participation. The CCP has no legal status, however it is still a valuable document for understanding where the

community would like to head. A strength of the CCP is that it obtained community views regarding both the town and the surrounding area, to determine how Cromwell can remain an attractive and desirable place in which to visit, live, study, work and play.

The CCP encompasses the wider Cromwell region, including much of the centre of the Cromwell Basin with the Pisa Range to the west, the Dunstan Range to the east, and the Carrick Range and Nevis Valley to the south. Bannockburn is contained within this region, being located some 9 kms to the south of the Cromwell township.

The community's vision for Cromwell, as recognised by the CCP, is "A vibrant, thriving community that retains its green space and naturalised open space values to enhance and maintain community wellbeing within carefully planned residential, commercial and light industrial development" (p.7).

Cromwell's vision for heritage is clearly very strong on community involvement and responsibility, and on their heritage being a 'living history'.

The following community values relevant to history and heritage are recognised in the CCP:

- Local goldfields, agricultural and horticultural history, buildings and relics
- Cromwell has a strong heritage due to its mining, horticulture, agriculture and dam construction history and there is now a growing awareness of early viticulture too.
- There is a community desire for more heritage-focused walkways to interesting places.
- Given the draw on volunteer labour for many heritage projects it is important that local heritage initiatives are managed effectively through collaboration and existing avenues.

There is also a clear desire to expand the network of cycle trail links, including a trail from Cromwell to Queenstown, through the Kawarau Gorge.

## 4.10 OPHIR COMMUNITY PLAN

The Ophir Community Plan (OCP) was published in 2015. In a similar vein as the Cromwell Community Plan it has been developed as a result of extensive community participation and has no legal status.

The community vision for Ophir, as expressed in the OCP, is "A vibrant, self-sufficient and safe community, in an historic village with successful businesses, modern services and a healthy natural environment" (p.5).

According to the OCP, Ophir residents enjoy the peace and quiet of the village and the sense of safety and support associated with belonging to a small community. They also value Ophir's vibrancy, with its historic ambience, successful hospitality businesses and large number of tourists. Ophir residents and "cribbies" enjoy village life, they also appreciate Ophir's heritage and its many facilities and amenities.

The OCP describes a number of values held by the local community, including:

- The community, including its strong spirit and supportive people.
- Ophir's history, including its well-preserved heritage buildings (particularly the Post Office

Several of the key heritage-related objectives contained in the OCP are:

- Ophir is developed and maintained in a way which is in keeping with its historic theme.
- Explore funding opportunities to assist with the repair and maintenance of heritage buildings.
- Investigate public demand for extending Ophir's heritage precinct status across a larger portion of the village, and research the requirements and implications of choosing this option.
- Improve communications with authorities (Heritage New Zealand and Central Otago District Council) to better understand and work with legislative requirements.
- Utilise the Ophir Welfare Committee to link individuals with local experts who have a knowledge and understanding of heritage projects and can provide assistance with the processes involved.
- Utilise Council's District Plan review process to develop policy that best fits Ophir community values.
- Provide more reasons to visit Ophir, through permanent tourist attractions and events.

- Identify where footpaths and gutters are needed and discuss their possible installation with the CODC, using a design which suits the historic nature of the village.

- Ensure the ongoing annual maintenance of the stone heritage gutters and investigate the possibility of extending this heritage guttering along the main street of Ophir.

- As a community, consider what the appropriate level of commercial development is for the village, and work with Council to enable the Central Otago District Plan to reflect this vision.

The OCP explains that it is believed the near abandonment of Ophir in the early 1900's, as a consequence of the easily-accessible gold supply running dry and the construction of the railway bypass of the township, is the reason many of its historic buildings have remained in such good condition. Ophir is considered to be one of the country's most authentic gold-mining settlements. A number of the buildings have been carefully restored and the heritage values of the village attracts many visitors (there are 18 significant heritage structures listed in the OCP). Vintage shops have also been established, in keeping with the township's historic theme.

Ophir's heritage and historic buildings are seen by its residents and ratepayers as being a very important part of the character of the village and community. The community places importance on preserving its historic buildings and repairing those which have fallen into disrepair. Barriers perceived in achieving this include a lack of funding, the "red tape" associated with Heritage New Zealand and the Central Otago District Council and, to a lesser extent, attitudes within the community to the village's heritage.

The principle areas of concern, in respect of heritage values in Ophir, include:

- Ophir residents expressed a concern in what is described as "destruction of buildings by neglect." The community notes that there is uncertainty as to whether funding opportunities are available to assist private property owners with necessary repairs and/or maintenance of heritage buildings. The OCP also raises the possibility of whether community ownership could be an option for Ophir village.

- The community holds a concern that some building construction and repair work undertaken within Ophir in recent times has not been in keeping with the historic

nature of the village. The OCP speculates that the existing heritage status should be extended to the entire village to prevent future inconsistent construction work.

- Another key challenge recognised in the OCP is the issue of securing funding to achieve many of the stated aspirations. It is anticipated that projects will need to be prioritised and funding avenues investigated.

## 4.11 TOWARDS BETTER HERITAGE OUTCOMES FOR CENTRAL OTAGO (CENTRAL OTAGO HERITAGE WORKING GROUP)

The Towards Better Heritage Outcomes for Central Otago (TBHO) report was prepared in 2012 by the Central Otago Heritage Working Group. The purpose of TBHO, according to its title statement is to "ensure better heritage outcomes so that Central Otago's heritage is identified, preserved, protected, managed, respected and celebrated into the future".

The report integrates elements of community consultation, existing requirements for managing heritage, and informed perspectives. It has developed a number of community-inspired recommendations for managing Central Otago's heritage into the future.

A key principal of the TBHO is the understanding that community participation is critical to the success of preserving, protecting and managing heritage in the district. Local communities are strong advocates and protectors of their heritage and have a strong desire to be the drivers of heritage in the future. It is essential that the processes and initiatives that are put in place to support the desired heritage outcomes are user-friendly and accessible to communities.

Heritage is defined by TBHO as:

> *Heritage is that which is inherited from past and current generations, cared for in the present and handed on for the benefit of future generations, and includes:*

> *Built heritage – the legacy of man-made buildings, structures, and objects and associated intangible attributes;*

> *Natural heritage – the legacy of natural places, objects and intangible attributes encompassing the rural and natural environment, including flora and fauna;*

*Cultural heritage – made up of two components comprising: the tangible – artefacts, ecofacts, buildings, gardens, landscapes, historic places, relics of the past, material remains big and small; and intangible – folklore, language, music, dance, manners, memories, customs, traditions, histories and notions of identity (p.5).*

The TBHO recognises the importance of early indigenous activities in the region. Māori accessed the area by a network of ara tawhito (travel routes) that connected the coastal settlements with the inland lakes, Te Koroka (Dart River), and with Tai Poutini (West Coast). In particular, the whole of the Mata-au (Clutha River) was part of a mahinga kai trail that led inland and was used by Otago hapu including Kati Kuri, Ngati Ruahikihiki, Ngati Huirapa and Ngai Tuahuriri. The river was used as a highway into the interior, and provided many resources that sustained travellers.

The TBHO also describes Central Otago's gold mining past as being significant and unique in New Zealand's history. It contributes in a major way to the region's tangible and intangible heritage with many remnants, sites, buildings, towns, landscapes, routes, technologies and stories that have survived into the present day.

Other important contributions to Central Otago's heritage are also described by TBHO, including farming, horticulture, market gardening, wine growing, early settlers and communities. Wine growing dates back more than 100 years.

The TBHO describes two questions that the local communities are obviously grappling with. These questions, noted below, demonstrate several of the fundamental barriers that can obstruct or perplex activities seeking the protection, management and enhancement of heritage features and values.

1. How do we balance promoting adaptive reuse with preserving heritage values?
2. How can we promote, celebrate and enhance heritage in a positive way, interesting accessible way?

## 4.12 CENTRAL OTAGO HERITAGE STRATEGY 2018 AND HERITAGE PLAN 2018

The Central Otago Heritage Strategy 2018 and Heritage Plan 2018 are both working documents which have been developed through consultation with heritage groups using the TBHO report. Whilst it is acknowledged TBHO recognises and provides valuable insight into the structure of heritage there are a number of areas it does not address. This includes allocating specific heritage responsibilities, establishing project priorities or determining how scarce resources might be secured and managed (Central Otago Heritage Trust, 2018b).

The Central Otago Heritage Strategy and Plan have been prepared using the same guiding principles as TBHO (Central Otago Heritage Trust, 2018a). The Heritage Plan sets out three objectives as follows:

1. Identify and record Central Otago's heritage;
3. Ensure the robust management, monitoring and protection of Central Otago's heritage; and
4. Promote awareness and appreciation of Central Otago's heritage.

## 4.13 TOWARDS BETTER TOURISM OUTCOMES FOR CENTRAL OTAGO 2014-2019 (CENTRAL OTAGO TOURISM WORKING GROUP)

The Towards Better Tourism Outcomes for Central Otago 2014-2019 (TBTOCO) report was published in draft form in 2014 by the Central Otago Tourism Working Group. The purpose of this strategy is to provide a means of recognising tourism as a social and economic force, to create a community awareness of the benefits of tourism, to be a guide for new investment and to ensure facilities and infrastructures are adequate to cater for future growth. These functions will all support the document's vision: "To maximise the economic contribution of inbound tourism to the Central Otago community through a coordinated destination management approach while retaining those values deemed core to the lifestyle of Central Otago residents…"

*Figure 9: Central Otago area as understood by TBTOCO (Central Otago Tourism Working Group, 2014)*

The TBTOCO strategy recognises the value in protecting the region's rich heritage, inclusive of landscapes, architecture, flora and fauna and different cultural origins. The TBTOCO strategy recognises that Central Otago's heritage is distinctive and visible, and that it connects people with the region's "stories". Heritage is one of the foundations to visitor experiences – it gives charm and ambience to the region and provides a glimpse into the way these lands have shaped human existence and ingenuity over the years.

The strategy understands that Central Otago communities have a strong connection with heritage and a desire to see it valued and celebrated. Heritage is of interest to all age groups, and while the "baby boomer" generation has traditionally been considered more interested

in heritage, the younger generations (e.g. overseas backpackers) are also showing a growing interest.

TBTOCO describes the need for information on heritage to be readily available for visitors who want to delve deeper into our heritage stories and wish to do so independently. Heritage must be visible and easily accessible for visitors. Clear and consistent signage, coupled with quality technology-compatible publications, are essential for enabling visitors to independently research the heritage possibilities open to them, either upon arrival to the region or before they embark on their journey. Residents with local knowledge also should be encouraged to participate in historic talks and guided tours.

Self-guided tours around historic community buildings, engineering feats, museums and artifacts have proven very successful throughout the region. Informative self-walk tour brochures are currently available for many localities, including Ophir. There is an opportunity to further develop brochure touring routes around heritage sites.

Integrating heritage packages across regions could also raise awareness of Central Otago product, however the challenge in managing these types of opportunities is to develop a single unifying branding while still maintaining individual community identities. For instance, an opportunity exists to integrate the region's heritage experiences into one heritage trail publication, akin to the Central Otago Arts Trail.

Recommended heritage objectives are stated in the TBTOCO as including:

- Ensure all heritage brochures and publications are compatible with technology and linked to other tourism event and operators websites, where appropriate.
- Develop more events that showcase heritage – e.g. could some of the 150th celebration events become annual occurrences?
- Consolidate all heritage trails into one heritage brochure.

## 4.14 CONCLUSION

Overall, there is a significant volume of heritage focused policy already in existence within Central Otago. This policy is diverse, and it is apparent that many organisations hold a core interest in heritage matters.

Heritage policy generally tends to occupy a high level of consideration. Much of the published policy occurs as objectives stated by the applicable organisations and authorities. However, actual implementation of policy, through regulated rules and discretionary assessment processes, is not so comprehensive. For instance, the Central Otago District Plan references the recognised importance of heritage protection and enhancement repeatedly throughout a number of its sections, but at the implementation level the rules of the Plan are far from comprehensive (although this might not necessarily mean that the rules are not effective). Furthermore, the non-authoritative policy documents, such as the two Community Plans, the Towards Better Heritage Outcomes report and the Towards Better Tourism Outcomes report, contain no compulsory implementation provisions whatsoever. These documents rely on the ability of the contained policy to persuade heritage stakeholders of the merits of protecting and enhancing heritage values, sites and features.

In terms of the outcomes intended by the various elements of heritage policy within Central Otago, these are particularly consistent across the board. There are no policy statements that challenge the value of embarking on suitable heritage management initiatives. Rather, all policy documents reviewed by this study endorse the potential benefits that are anticipated to result from greater knowledge and understanding of heritage, and the provision of relevant protection and enhancement mechanisms. As noted above however, there is a potential policy gap that exists between the high-level policy goals and the methods provided for these goals to be achieved. District Plan rules are certainly enforceable, but these can often be fairly blunt and inflexible. Other areas of policy offer support for heritage protection and enhancement, but do not have the authority to include enforcement provisions. There may be space for new policy to developed which can bridge this gap. For instance, heritage management in Arrowtown is supported by the requirement for new development to engage with, and seek approval from, a local urban design board. This process is recognised by the Queenstown Lakes District Plan, and is used to inform decision-making processes.

Heritage New Zealand Pouhere Taonga is the national agency for the identification of places that hold historic and/or heritage value, and for the management and protection of historic places that are owned by the Crown. Whilst on first review it might appear that the authority given to HNZPT for the protection and management of heritage is

reasonably comprehensive, in actuality this is not entirely the case. The ability for HNZPT to impose restrictions and controls on privately owned heritage sites appears to be limited. Although this is certainly stronger where heritage sites have been registered on one of the agency's heritage listings. It is therefore pertinent for this research to understand that the foremost authority for heritage management in the study region is the Central Otago District Council.

Overall, there is not a shortage of heritage policy within the district, and there is little conflict between the various policy documents. This provides a strong platform for heritage protection, enhancement and management to occur in a consistent, purposeful and sustainable manner. Furthermore, as the majority of policy has been developed from public consultation and submission processes, it can be safely assumed that successful implementation of heritage policy will result in outcomes that are compatible with the aspirations of the district and its constituent communities.

# 5 METHODOLOGY

This chapter will discuss the methods used to answer the research aim and questions. Qualitative data was used in order to gain a comprehensive understanding of how heritage values can be protected and celebrated to support future community initiatives in Bannockburn and Ophir. This included primary data collected in the form of key informant interviews, focus groups and site inspections. Secondary data was derived through a review of the literature and a review of the policy and planning framework. This chapter will justify the research methods, the analysis and interpretation of the results, limitations and explains ethical considerations of the research.

## 5.1 RESEARCH DESIGN

The project brief outlined the research aim and key research objectives that were then used to assist our research design. The research questions were designed first as "what you are studying should be more important than how you are studying it" (Stake, 2010: 71). Methods were then chosen for their ability to answer the research questions. The research questions are;

1. What are the heritage values of Bannockburn and Ophir?
2. What are the community aspirations of Bannockburn and Ophir?
3. Are the community values and aspirations consistent with international literature and local policy?
4. What opportunities are there for heritage protection/enhancement?

This research predominantly utilises a qualitative research method. Qualitative research methods are useful for explaining human experiences within conceptual frameworks (Winchester and Rofe, 2010).

## 5.2 RESEARCH METHODS

Research methods involved both secondary and primary research. The secondary research involved a review of heritage in academic literature and an analysis of the planning and policy framework. Primary research involved key informant interviews, focus groups and site inspections. These methods are discussed further below.

### 5.2.1 Secondary Research

After the research aim and questions had been decided on, secondary research was undertaken through a review of the literature (including case studies) and an analysis of the policy and planning framework. This enabled a conceptual framework for the study to be established, by identifying the current knowledge available on the subject.

*Literature Review*

Literature reviews are fundamental to good research (Vogt, Gardner and Haeffele, 2012). A literature review enables the researcher to analyse previous research on the topic. During the literature review the researchers formed an understanding of heritage values and management, thus it enabled the researchers to identify key themes and debates that further shaped their research questions and the design of primary research (Vogt, Gardner and Haeffele, 2012).

The literature review focused on six main topics that informed the research. These topics include heritage values, benefits and opportunities, methods of valuing heritage, pressures on heritage, management of heritage, and community-led funding. The literature review also discussed case studies to highlight areas of previous research that may be of relevance to the current study. The key themes that were established in the literature review will be reflected in the interpretation and analysis of the results and discussion chapters.

*Analysis of policy and planning framework*

A review of the policy and planning framework was undertaken to understand both the statutory and non-statutory documents that are important to the protection and enhancement of heritage. This enabled the researchers to have an in-depth understanding of the planning framework for which heritage management is currently undertaken. The following policy documents were reviewed by the researchers:

- Resource Management Act 1991
- Regional Policy Statement for Otago (Otago Regional Council)
- Central Otago District Council Policy:
- Central Otago District Plan
- Annual Plan
- Clutha River/Mata-au Plan

- Heritage New Zealand Policy Documents

- Natural Resource Management Plan 2005 (Kai Tahu ki Otago)

- Conservation Management Strategy, Otago 2016 (Department of Conservation)

- Community Plans:

- Cromwell Community Plan

- Ophir Community Plan

- Towards Better Heritage Outcomes for Central Otago (Central Otago Heritage Working Group)

- Towards Better Tourism Outcomes for Central Otago 2014-2019 (Central Otago Tourism Working Group)

The following documents have been excluded from the analysis, as they were determined to be of limited relevance to this research:

Central Otago District Council Policy:

- Long Term Plan

- Transport Activity Management Plan

- Waste Minimisation and Management Plan 2012

Otago Regional Council Policy:

- Rural Water Quality Strategy 2011

- Regional Plan: Air for Otago

- Regional Plan: Waste

- Regional Plan: Water for Otago

## 5.2.2 Primary Data Collection

Primary research was undertaken to gain an understanding of how the community and key stakeholders value and celebrate heritage in both Bannockburn and Ophir. It is often believed primary data allows the researchers to have more control over the data collected, therefore it may be seen as more useful for answering a particular research questions (Davies, 2003). Primary data was collected in the form of key informant interviews and focus groups. Site inspections were also undertaken by the researchers.

*Key Informant Interviews*

Research interviews are useful method to gain access to information about opinions and experiences (Dunn, 2016). Key informant interviews are able to collect diverse insights in which informants use their own words, whilst also revealing consensus on some issues (Dunn, 2016). When considering the heritage values of Bannockburn and Ophir and when identifying opportunities for enhancement and celebration of heritage, it was vital to have an understanding of these diverse opinions.

Key informants were selected based on their involvement or interest with heritage management and the Bannockburn and Ophir Communities. Key informants were recruited through purposive sampling for their positions within the industry. This resulted in 10 key informant interviews being undertaken with a range of key informants as detailed in Appendix B.

The interviews were semi-structured, with a set of guiding questions used based on the ability of the key informants to answer the research questions. This allowed flexibility in the ways that key informants addressed issues (Dunn, 2016). It also allowed for insights into differing opinions on a topic as each key informant could reflect on their own experience and disclose detailed information (Dunn, 2016). Interviews were conducted with at least two members of the research group present. This ensured health and safety protocols were met whilst allowing the interviews to follow a natural conversational style. Interviews were recorded, with prior permission from the participant. By audio recording it further allowed for a natural conversational style interview, which in turn allowed the interviewers to be attentive and critical listeners (Dunn, 2016). The interviews were then transcribed, as this provided the best possible record of the interview and allowed for the data to be analysed (Dunn, 2016).

*Focus Groups*

Two focus groups were undertaken during the field research week, one in Bannockburn and one in Ophir. Kitzinger (1994) defines the focus group approach as `group discussions organised to explore a specific set of issues'. Such discussions take place in a social setting, moderated by a group leader, so as to generate descriptive or explanatory information. This explicit use of group interaction differentiates focus groups from other types of data generation interview (Vaughn et al., 1996). According to some, the interaction between

participants may reveal information that would be difficult to obtain in an individual interview (Kingry, 1990; Stewart, 1990).

Focus group participants were recruited through a mixture of purposive and snowball sampling. Two posters advertising both the Bannockburn and Ophir focus groups were created prior to the event (refer Appendix C). These were distributed via email to key community members, via mail box drops and through placement in public areas. This resulted in 15 participants attending the Bannockburn focus group and 8 attending the Ophir focus group. It was vital a diverse mix of community members attended the focus groups to provide a range of views and overall the researchers had a positive reception from community members. However, a number of limitations were recognised regarding the recruitment method and these are discussed further below.

Each focus group was attended by three members of the research group. One member was pre-selected to act as a moderator and ensured the group was appropriately briefed prior to the discussion. The moderator was able to direct the conversation through a set of guiding questions whilst the remaining two researchers could observe and take notes. The focus groups were also recorded with prior permission of all participants, which allowed for the discussions to be reviewed and summarised in order to analyse the data.

### Site Inspections

During the field week the research group visited both Bannockburn and Ophir taking a walk around the town centres and visiting key heritage sites. These sites were determined based on the prior identification of Heritage New Zealand heritage listings and the heritage listings in the Central Otago District Plan. A number of photographs and notes were taken by group members to record general observations and the overall features of each town.

## 5.3 ANALYSIS AND INTERPRETATION OF RESULTS

### 5.3.1 Key Informant Interviews

Following the key informant interviews the recordings were transcribed. In order to analyse the key informant interviews, themes based on the key ideas that emerged in the interviews and the literature review were constructed. The themes used during the coding process can be seen below in Table 1. The themes and coding of the data allowed the

researchers to make sense of the data and allowed for easier analysis and interpretation of the results (Cope, 2016). However, it is important to recognise limitations do exist due to the subjective nature of coding interviews. In this instance coding allowed the researchers to analyse the data, and thus, assisted in writing the results and discussion chapters.

*Table 1: Key themes used for coding primary data*

| Protection | Values |
|---|---|
| Community | Enhancement/Opportunities |
| Funding | Limitations |
| Council, Trusts, Heritage New Zealand | Māori perspective |

### 5.3.2 Focus Groups

Due to the nature of the focus groups the recordings were summarised to identify key themes and comments. These themes were then coded following the same procedure as the key informant interviews.

### 5.3.3 Site Inspections

Following the field week the photographs and general observations of group members were collated. Whilst it is recognised the site observations did not involve extensive analysis it did enable the research group to gain an understanding of the current heritage features of both Bannockburn and Ophir. Undertaking site visits assisted the research group to make sense of the key informant interviews and focus groups during the data analysis stage and identify areas where opportunities for future enhancement may exist.

## 5.4 LIMITATIONS

A limitation of this study was time constraints for both the researchers and research participants. In order to gain a true representation of the community members views a broader stakeholder and community consultation process is needed. This was particularly evident in Bannockburn where one person contacted the research group with concerns

that a full range of community views would not be captured. The research group acknowledge there was not sufficient time to advertise/notify the focus groups publicly.

It was particularly recognised that the key informant interviews and focus groups targeted individuals who had an interest in, or specific knowledge about, heritage. Therefore, a further limitation may be that the results did not capture the views of those community members who do not hold an interest in heritage. The short time frame of the project period acted as a limitation as a large volume of data could not be analysed in the time frame available. Furthermore, a number of community members contacted us to advise they would have liked to attend the focus groups but that these coincided with prior commitments.

Another limitation was the reletively small number of key informant interviews that were undertaken. Again, this was due to time constraints and the research week coinciding with a number of other commitments for potential key informants.

## 5.5 ETHICAL CONSIDERATIONS

As researchers, there is the responsibility to ensure that the rights, privacy and welfare of people and stakeholder groups that form the focus of the study are protected (Berg, 2009). Consideration for ethics was considered at the start of this research and approved by the Ethics Committee of the University of Otago (attached as Appendix D). Throughout the collection of data, measures were implemented to ensure the potential for harm was mitigated. All participants were given an information sheet and consent form prior to commencing the interview. They were also given the opportunity to ask any questions or raise concerns relating to the study. At the focus groups, the ethical considerations were verbally discussed with all participants. They were also given the opportunity to read the information sheet and were asked to sign the consent form prior to the discussion beginning. Each interview and focus participant was informed that their participation within the research project was voluntary, that they could decline to answer particular question(s), and that they could withdraw from the research project without disadvantage. The researchers made every attempt to preserve the anonymity of those who took part in the key informant interviews and focus groups through assigning a generic description to each participant.

## 5.6 CONCLUSION

This chapter has provided an overview of the methods that were used through identifying the four key research questions and discussing why a qualitative research approach was used. These methods included both secondary and primary data in the form of key informant interviews, focus groups and site inspections. How these methods have been carried out, as well as the justification for these methods has been discussed. The ethical considerations and limitations have also been addressed. The results of the research are further discussed in the remainder of the report.

# 6 RESULTS

The findings in this section have been synthesised from a range of key informant interviews and from community focus group meetings that were held in Bannockburn and Ophir. This chapter first analyses heritage taken from the wider Central Otago district perspective, before later discussing issues relating to Bannockburn and Ophir separately. Throughout this chapter, key informants have been split into expert heritage and community stakeholders where necessary to highlight certain trends. To clarify this Table 2 shows the abbreviations used within the findings and discussion section.

*Table 2: Descriptions of the stakeholder groups used to analyse the research findings*

| Stakeholder Type | Description | Abbreviations/Coding |
|---|---|---|
| Heritage Stakeholders | These stakeholders comprise representatives of districtwide organisations which include heritage protection and/or management as a core function. | HS1 – HS4 |
| Community Stakeholders | These stakeholders comprise representatives of districtwide organisations which have a role in enabling community development, including heritage-tourism. | CS1 – CS2 |
| Bannockburn Stakeholders | These stakeholders comprise both the focus group meeting as well as individual members of the Bannockburn community who hold long-term knowledge of the local region. | BS1 (focus group meeting) BS2 – BS3 (individual community stakeholders) |
| Ophir Stakeholders | These stakeholders comprise both the focus group meeting as well as individual members of the Ophir community who hold long-term knowledge of the local region. | OS1 (focus group meeting) OS2 – OS3 (individual community stakeholders) |

The figures in this chapter have been created to illustrate the findings from each stakeholder group. It has been recognised in the methodology that the number of key

informants interviewed as part of this research is relatively low, and as such the resulting figures should only be considered to represent a general or indicative level of opinion. The figures show the proportion of times that a particular item has been raised by each stakeholder group, so to be counted more than once an item needs to be raised either by multiple stakeholders or by the same stakeholder but in multiple contexts (the same item mentioned several times during a continuous conversation has only been counted once). This research considers that the higher the proportion of times each item has been separately raised, the more 'recognised' that item is within the particular stakeholder group.

This chapter is structured by detailing heritage perceptions in the wider Central Otago district, then those in Bannockburn and finally those in Ophir. Each of these sections evaluates heritage in terms of its respective 'values', 'pressures' and 'opportunities', and comparisons between each individual community and the wider district have also been shown in diagrams wherever possible.

## 6.1  THE WIDER CENTRAL OTAGO REGION



This section analyses the heritage values, pressures and opportunities that exist within the wider Central Otago district. Whilst conducting interviews, key informants were asked to consider the context of Central Otago and to describe the key heritage values that relate to the whole district. The purpose of this was to allow the researchers to gain a more in-depth understanding of values across the wider region, and this provided stakeholders within the communities of Bannockburn and Ophir the opportunity to identify any broader regional issues relating to heritage. This practice also helped the research to identify all of the different facets of heritage present within Central Otago, and provided an understanding of the ongoing challenges associated with protecting this heritage.

### 6.1.1  Heritage values in the Central Otago district

Key stakeholders were first asked in interviews to describe what they thought the general character and districtwide heritage values of Central Otago were. The results of this showed that there were many different aspects of heritage within Central Otago, and the

existence of a wide range of values that are important to the different stakeholder groups. The data relating to this was collated and allocated into the following themed groups:

*Table 3: Heritage values themes given by the key informants and their definitions*

| | |
|---|---|
| **Goldmining** | *Any heritage features that are related to goldmining activities. This can include physical heritage structures and landforms.* |
| **Pastoral Activities** | *Any evidence of historical farming or agricultural activities. This can be shown in travel routes or in built form.* |
| **Viticultural Heritage** | *Any heritage features that relate to the viticultural activities within Central Otago.* |
| **Natural Landscapes** | *Any physical landscapes that have heritage value within the region.* |
| **Architectural Heritage** | *Structures and infrastructure built in a coordinated and community-minded manner (such as a cluster of dwellings in a township).* |
| **War-related Heritage** | *Any heritage that is related to the wartime activities within New Zealand.* |
| **'World of Difference' Character** | *This has a broad heritage scope, which includes all of the tangible and intangible elements of the district that make it special in the eyes of its residents. This can include all of the various environments, seasons, peoples, activities and recreational facilities, motivations and aspirations that make up the fabric of Central Otago.* |

Using these categories, Figure 10 has been created to display the relative frequency that these terms were used in conversation. The results have been split to illustrate the difference between stakeholders which have expertise in heritage and community stakeholders.
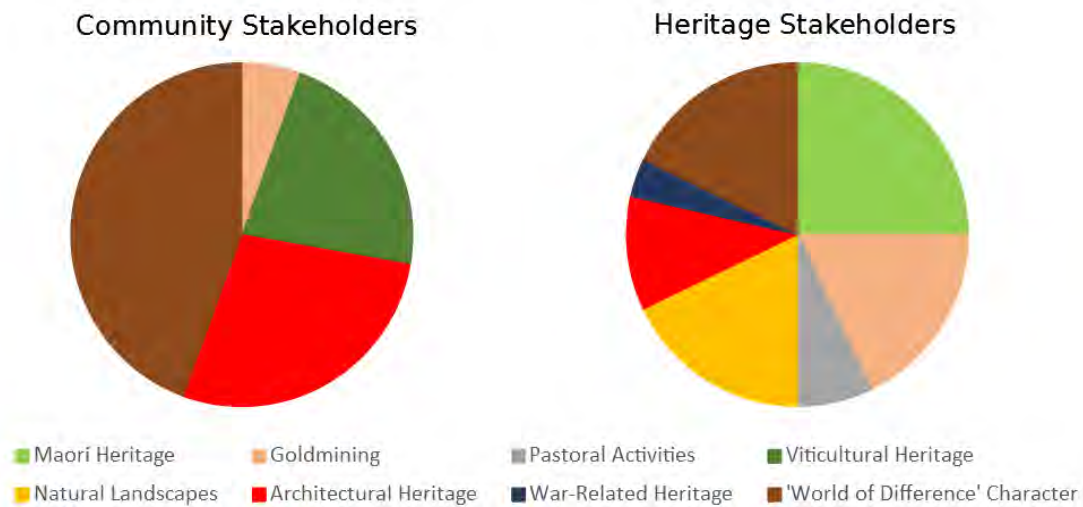
*Figure 10: Heritage values as identified by the two different districtwide stakeholder groups*

Figure 10 shows several interesting themes. When comparing views between the heritage and community stakeholders, it highlights that there is a broader array of heritage values expressed by the heritage experts. This makes sense given the heritage experts are likely to be more conversant with heritage matters given their professional focuses. Maori, pastoral, natural and war-related heritage values were not raised by the community stakeholders, but Maori heritage in particular was mentioned by heritage experts. The figure also shows that community stakeholders have placed a relatively high level of recognition in the 'World of Difference' category. Community stakeholders also identified the value of viticultural activities, which was not mentioned by any heritage experts.

Heritage, in a general sense, was widely recognised by all of the key informants interviewed as being significant to the district. Many of the comments placed a high importance on the values held within heritage assets, which can been seen in the following comments:

> …*Central is different from all other regions because you can specifically see the goldfields area by driving along the road… You can't see that on the West Coast it's all covered in bush. You physically can't see anything. In Central Otago we had to build with stone, we had no other option. It's still very visible. That's the specific benefit that we have over other areas. Other regions have fantastic heritage but it's all rotted or overgrown -* (BS2)

*"There are probably more heritage sites, remnants and objects … than in any other area in New Zealand." - HS2*

*"People want to live in more authentic places and come to visit a more authentic area. So heritage stories are really important." - BS2*

When combining the comments of both community and heritage stakeholders it is clear that the most frequently raised heritage value is the 'World of Difference' character, which encompasses the overall uniqueness of the Central Otago region. Both the expert heritage group and the community stakeholders group raised this value relatively frequently (2nd= ranked and 1st ranked respectively). Architectural heritage values, Maori heritage values, goldmining values and natural landscape values were also raised reasonably frequently, whereas pastoral values and war-related values were both mentioned relatively infrequently.

Figure 11 shows the combined frequency of both the community and heritage stakeholders, as a means of illustrating the overall heritage values identified in the Central Otago region by all the key informants. To assist in analysing this data, several key quotes relating to each category have been noted. These have been chosen to provide an example of the sentiments that key informants expressed when discussing heritage values. These quotes are indicative of the general views within each value category.

**'World of Difference' Character**

*"One of the reasons I think we can say that people want to live and work and play in Central Otago, is because of this underlying heritage legacy that we have - that's something that the community appears to value." - HS2*

*"A 'World of Difference' was a marketing slogan - it very quickly became adopted as a statement of values, and it encapsulates everything that many of us feel is important and that needs to be preserved." - HS2*

*"Don't forget the climate. You can't divorce the region from the climate. We have four distinct seasons, which I for one really like." - BS2*

War Related Heritage

**Architectural Heritage**

*"...the buildings are a part of our heritage..." - CS1*

*"...it has retained its heritage, the buildings, the old buildings...." - CS2*

*"...there are 100's of archaeological sites here in terms of buildings..." - HS1*

**Māori Values**

*"There has always been a Māori presence here." - HS4*

*"Tourists love hearing about Māori and pakeha and Chinese history." - HS1*

**Goldmining**

*"To have that mining village, that's a wonderful attraction to have..." - CS2*

*"...I'm now looking at pre and post 1900s ... the goldfields landscape is still there...." - HS1*

Pastoral Activities

Viticultural Heritage

**Natural Landscapes**

*"They were advocating for that area to be an outstanding natural landscape in the district plan but I'm not sure where that got to but its fair to say that the locals there value that landscape." - HS3*

Heritage Values of Central Otago

*Figure 11: Combined heritage values of stakeholders in Central Otago*

## 6.1.2  Pressures on Heritage within Central Otago

There were a range of pressures identified by stakeholders that relate to heritage in the Central Otago district. These covered a range of topics, including planning issues, problems with active management processes, and pressures from development. Similar to the values section, these pressures were grouped into themes to allow for better analysis. Table 4 shows the key topics that were raised during conversations with stakeholders:

*Table 4: Pressures on heritage as identified by key informants*

| | |
|---|---|
| **Insufficient regulated protection** | *When stakeholders believe that the relevant local regulations, and particularly the Central Otago District Plan, do not impose a suitable level of formal protection for existing heritage features.* |
| **Damage by vandalism/disuse** | *The act of a person intentionally damaging or destroying a heritage feature, or property owners allowing this to occur through neglect.* |
| **Development pressure** | *This could either be in regards to unsympathetic development relating to heritage structures, or pressure from external development that detracts from the values of existing structures.* |
| **Insufficient active management** | *This covers things like a lack of informal protection, such as the presence of design guidelines, the lack of monitoring of heritage features/strategies, lack of provision of heritage interpretation facilities, or the lack of investigation into as-yet-unknown heritage features.* |
| **Insufficient CODC support** | *Opinions relating to the Central Otago District Council's role in supporting heritage in the district. Funding issues from the CODC are not included within this category.* |
| **Insufficient strategic planning** | *The idea that improved collaboration between the participants, and specifically CODC and the various local heritage Trusts, might achieve a more comprehensive and robust strategy for managing heritage throughout the district.* |
| **Funding pressure** | *This covers all pressures or barriers relating to funding for heritage protection and preservation.* |
| **Insufficient infrastructure for growth** | *Means the lack of infrastructural facilities, such as visitor car parking, to meet the anticipated visitor growth within the district, and the pressures that this might place on heritage.* |

Using these categories, Figure 12 was generated showing the relative frequency of pressures raised by community and heritage stakeholders.
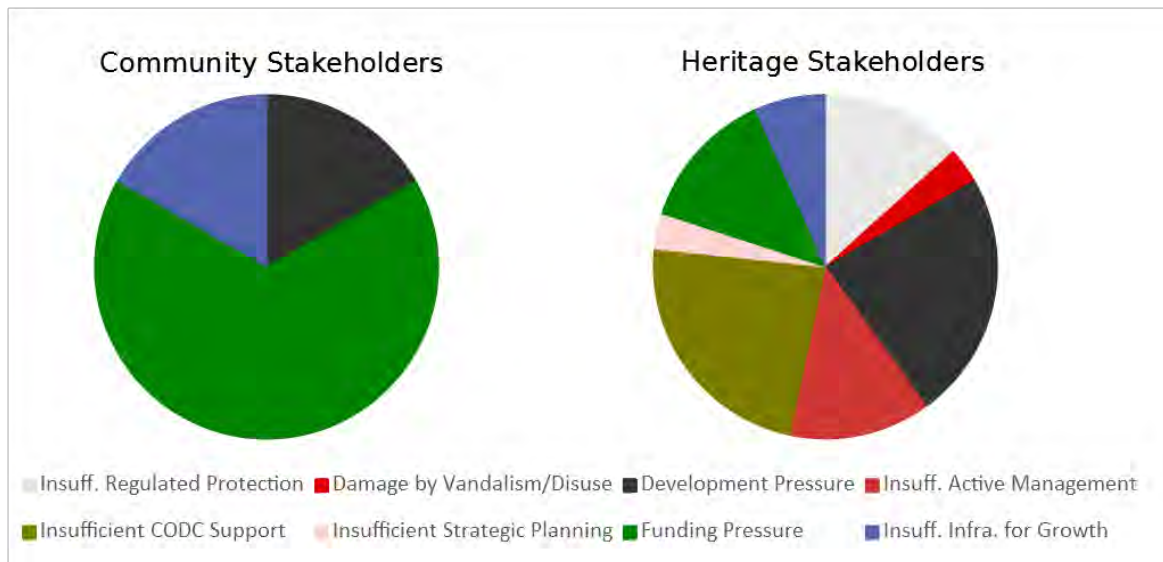


*Figure 12: Pressures on heritage as identified by the two different districtwide stakeholder groups*

There are several points worth noting in this figure. Firstly, as with the values comparison, a broader range of heritage pressures are expressed by the heritage experts than by community stakeholders. The community stakeholder group has only mentioned three pressure categories (compared to all eight as identified by the heritage experts), of which the main concern to them is funding pressure. Both groups mention damage by development and funding pressure as key concerns to districtwide heritage. The heritage experts mention the pressure from insufficient CODC support more frequently that the community stakeholders, indicating a higher relative level of concern in regard to this pressure.

By combining the pressures of both stakeholder groups, Figure 13 confirms that the highest districtwide heritage pressures raised are damage by development and the availability of funding for heritage. These are closely followed by a concern over insufficient CODC support. At the other end of the spectrum, damage by vandalism/disuse and insufficient strategic planning have both been mentioned less often.
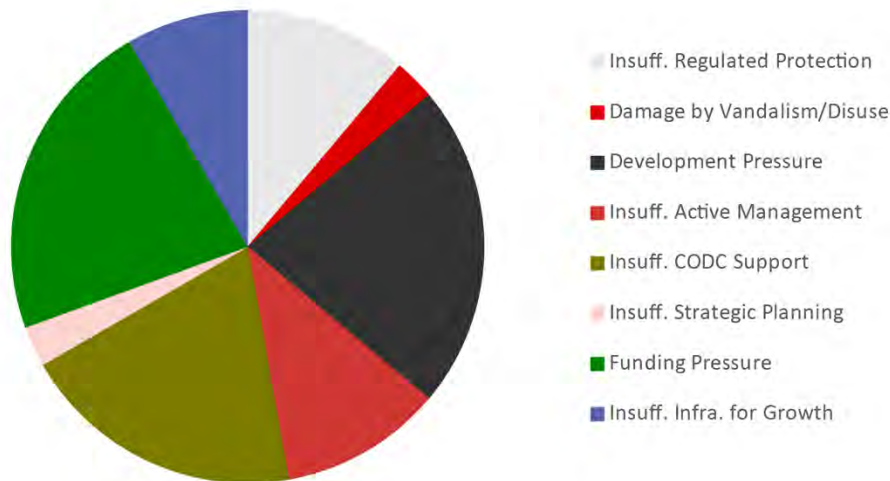
*Figure 13: Combined heritage pressures in Central Otago*

When compiling the results, it was evident that pressures on heritage within Central Otago was a particular focus of stakeholder contributions, and for this reason the categories mentioned have been further assessed, as illustrated in Table 5 , in which. brief summaries of key conversations have been shown to illustrate a fuller picture of the pressures identified.

*Table 5: Summary of key quotes relating to pressures on heritage in the Central Otago district*

| Pressure Category | Key Concerns |
|---|---|
| **Insufficient regulated protection** | Several key informants, particularly HS1 and HS3, spoke about the perceived lack of regulated protection in respect to heritage features in Central Otago. These discussion were almost exclusively in reference to additional protection that might be provided by the Central Otago District Plan. One key informant spoke about a lack of provision in the District Plan for protection of natural heritage values, and in particular those contained in the lowland-dryland environments. Another informant expressed a view that the HNZPT Act is inherently unable to provide for the absolute protection of heritage features, and the District Plan is instead the best mechanism for appropriate protection, for instance: <br><br> *"The* Act *[HNZPTA]* is *not a management tool. That's up to the District Plan, and the RMA clearly says that… There's been no upgrading of the archaeological sites in Central Otago even though it has the highest concentration of Chinese and* |

| | |
|---|---|
| | *European sites in New Zealand. The District Plan just doesn't allow for that protection..."* - HS1<br><br>*"The problem is the Council's District Plan doesn't really strongly promote heritage values. S19 – historic structures – has never been updated that I can recall, it is out of date and the process of getting anything added to it is so torturous and complicated that people just give up."* - BS3 |
| **Damage by vandalism or disuse** | One of the key informants spoke in detail about damage to heritage sites resulting from malice and neglect by landowners. According to this key informant, there has been a traditional fear amongst some landowners of the penalties that might be imposed if a heritage site was to be discovered or declared, which could trigger a financial burden or result in restrictions being placed upon the land. These perceptions have in the past led to the destruction and disappearance of a lot of the heritage that once existed, however this key informant did acknowledge that damage by malice/neglect may now not be occurring at the same rate as it occurred in the past. |
| **Development pressure** | Many heritage and community stakeholders interviewed were concerned that development processes are causing damage to infrastructure features and values. Stakeholders generally felt that this development is driven by the growth of residential housing, tourism, and business activities that the region is experiencing. Comments made by stakeholders include:<br><br>*"In my opinion, I hope in future they* [Bannockburn and Ophir] *don't look too different to what they are. I fear that already the 'Queenstown disease' is spreading into Central Otago.* - HS2<br><br>*"…but given that it's a finite world and our resources are finite we have yet to discuss how much more change can we accommodate in Central Otago without suddenly waking up one day and it's no longer a World of Difference, it's just another place."* - HS2 |
| **Insufficient active management** | The pressures related to active management, according to the key informants interviewed, include issues such as a lack of heritage interpretation facilities (including knowledge of where heritage sites exist), a lack of informal protection elements such as design guidelines for development or renovations, a lack of cohesion between heritage participants, and a lack of active monitoring of heritage features. Some of the more succinct comments include: |

| | |
|---|---|
| | *"For example no one there would know where the iwi sites are. There's a lack of general knowledge…"* - HS1<br><br>*"We've noticed that Central Otago has lacked that expert knowledge for adaptively reusing the buildings and again it comes down to* [the need for] *some sort of guidance."* - HS1 |
| **Insufficient CODC support** | A number of the heritage stakeholders suggested that a lack of support from the CODC is placing pressure on heritage in the region. The following quotes portray these sentiments:<br><br>*"There's no point in promoting heritage in Otago with a beautiful website with autumn leaves and goldfields huts and gold tailings, if you're not actually managing and putting money towards it and helping locals who own those houses and buildings."* - HS1<br><br>*"I very quickly came to realise that there was no real support or interest in heritage simply because there was nobody on the Council staff who had an interest or was able to commit themselves to that"* - HS2 |
| **Insufficient strategic planning** | *"That group there doesn't really represent all the other groups but its perceived, I think by council that it sort of is but its not. So you don't really have a cohesive voice…. its too diluted"* - HS1 |
| **Funding pressure** | The ability to attract funding for heritage projects was one of the most frequently raised pressures. The majority of key informants, both heritage experts and community stakeholders, felt that the process to secure funding was time consuming and administratively complex. Several informants expressed a view that community groups are not sufficiently resourced to prepare credible applications to funding sources. Specific comments include:<br><br>*"Councils are very good at saying "we can't afford that"; you've got to listen to that but if you believe that something is good for your community, you've got to find a way through it."* - CS2<br><br>*"It's been a real struggle to get the Council to part with even a modest amount of money to fund it [referring to a project to coordinate local heritage groups]."* - BS3 |
| **Insufficient infrastructure for growth** | *"The roads are so much busier now and it's nice to be able to walk or bike that safely. You used to be able to walk down what they call 'The lane' and not see a car, but now its surrounded by dairy farms and trucks going by."* - OS1 |

### 6.1.3 Heritage related opportunities within the wider Central Otago district

Several heritage related opportunities for the Central Otago district were identified through conversations with key informants. Within this section, opportunities have been defined as an action by invested stakeholders which could further enhance the protection or recognition of heritage features, or a benefit which is directly related to investing in heritage.

From the examination of results of key informant interviews there were two types of opportunities that were identified. One is the action(s) which could enhance the protection of heritage, through investment of money or time, and the other addresses the resultant benefits of such actions. The findings in this section have been split to reflect this.

Table 6 and Table 8 shows how these two categories of opportunities were defined. In the table the themes defining each family of opportunity are more clearly laid out.

*Table 6: Districtwide opportunity themes, including those to invest in heritage and those that arise from heritage*

| Opportunities to invest in Heritage | |
|---|---|
| **Greater protection under the District Plan** | *Providing better protection for heritage under the CO District Plan.* |
| **Improved active management** | *The implementation of design guidelines, greater interpretation facilities, improved knowledge of, and accessibility to heritage sites, and improved heritage monitoring programs.* |
| **Complete heritage assessments** | *The need for comprehensive and complete heritage assessments to accurately identify, locate and describe the various heritage sites that exist throughout the region.* |
| **Greater support from CODC** | *Any support from the CODC which isn't relating to policy protection.* |
| **Greater collaboration of heritage groups** | *Improved networks, communications, knowledge and support shared between the various heritage groups that exist (e.g. Central Otago Heritage Trust, Otago Goldfields Heritage Trust, and others)* |

*Table 7: Opportunities that arise from investing in Heritage*

| Opportunities that arise from investing in Heritage | |
|---|---|
| **Education of heritage participants** | *Providing information and education opportunities to landowners and the wider public through the discussion of protecting heritage sites.* |
| **Adaptive re-use of existing structures** | *Facilitating and encouraging the adaption of heritage sites to enable contemporary residential or commercial activities while recognising and respecting the original heritage values.* |
| **Greater community involvement** | *Any recognition of increased community involvement regarding the protection and enhancement of heritage values/assets.* |
| **Promoting heritage as a marketing tool** | *Any tourism or marketing related comments concerning heritage preservation.* |

Using this data, Figure 14 and Figure 15 were formulated. Figure 14 first identifies the opportunities that exist to invest in heritage across the region. The importance of improved active management and greater collaboration between heritage groups was mentioned by all key informants. Figure 15 demonstrates the potential benefits that key informants believe would result from better investment into heritage features.

It should be noted that each graph shows the combined opinions of community and heritage stakeholders, unlike in the previous sections, as it was not possible to split these into individual groups due to findings for this section not being large enough.

**Greater Collaboration of Heritage Groups**

*"That is something that really has not been done in this space here [crowd-funding]. But probably has quite a bit of potential, because there are a lot of people around who may well want to contribute." - CS1*

*"... so that we can share with each other what people are doing or wanting to do, and where possible it might be that some groups can find that there are some synergies and can help each other." - HS2*

*"You make real gains when you see people with great ideas working together to have awesome outcomes..." - HS3*

**Greater Support from CODC**

*"The key thing that the Central Otago Heritage Trust needs to do is to get a paid coordinator to bring all the information together and to afford synergies where stuff is going on... One central person who knows everything that is going on and talks to all the heritage groups and co-ordinates." - BS2*

*"It comes down to CODC having so much heritage that they've really needed a heritage planner working for them to actually give advice and to get things into the District Plan and things like that." - HS1*

**Greater Protection Under District Plan**

**Opportunities to invest in Heritage**

**Improved Active Management**

*"And Central Otago needs more of that [heritage] interpretation. If you use interpretation that people can understand, it verifies all of the work Council has done in investing in its heritage." - HS1*

*"Interpretation is really important. [There is] an app you can download and use, but really there's nothing quite like the interpretation where you don't need your phone. Because people want to wander and not have to look at your screen. They like to see interpretation." - HS1*

**Complete Heritage Assessments**

*"We are constantly trying to protect on one hand that which we've already found, and also to discover and investigate that which remains to be seen and to be learned." - HS2*

*"The [construction of] cycleways have resulted in more knowledge about the archaeology and more site protection than Central Otago has ever done.... They've resulted in more knowledge and site protection than the council has ever done." HS1*

*Figure 14 Opportunities for investment in heritage in Central Otago*

**Promote Heritage as Marketing Tool**

"But we saw heritage as one of the assets... to leverage in terms of pursuing your business." - CS1

"From a retailing perspective everything is so standardised, but if you are selling from an interesting building that helps to create point of difference. I suppose that is really what heritage can do, create a point of difference." - CS1

**Greater Community Involvement**

"The community is really proactive in heritage. There's some really good people who really want to get stuck into the heritage thing and they know where sites are. ..." - HS1

"Pretty much every community has a community group that has ideas about how to make their community better. ..." - HS3

"[Central Otago is] a very small Community .... But there is an awful lot of coordination and facilitation and encouragement, and putting people in contact." - CS1

**Education of Heritage Participants**

"Once they found out, they made the water race a feature of the subdivision, and they're going to have crossings over it – everyone's happy. You know, they get a beautiful feature." - HS1

"There is a lot more we can do with public education. It just needs mighty ears. I'm sure there are people there that would love the opportunity." - HS2

"Yeah, they're starting to use the [Maori] names now, questioning the names, wanting to know the stories." - HS4

**Adaptive Re-use of existing structures**

"...adaptive reuse ... I think the community needs to input on guidelines and rules for their towns." - HS1

"There's certainly room for development but it's just got to be well done." - OS3

"The old, all the old buildings along there, they are amazing buildings, beautiful. It is important they are retained and can be used but not modified too much." - CS2

Opportunities arising from investment in Heritage

*Figure 15: Opportunities that could arise from heritage investment in Central Otago*

# Bannockburn

## Site Inspections

Bannockburn is a quiet colourful town, full of iconic Central Otago features. It is quite clear that Bannockburn has abundant natural heritage, with the stunning sluicing's and strong mountain and farm terrain. The two main heritage buildings are the old shop and post office which have been preserved. There is old mining equipment on the grass between the two buildings. Therefore, a sense of heritage is immediately felt at the entrance to the town. For a small town Bannockburn is quite spread out, and asides from the sluicing's there is limited signage to indicate where heritage sites are and to educate visitors about heritage. Furthermore, the town is well equipped with famous vineyards, a town hall, café, craft store, bowling pitch, caravan holiday-park and a historic scenic reserve.

This section of the findings discusses the values, pressures and opportunities specific to Bannockburn. The results displayed in this section have been obtained through conversations with Bannockburn community stakeholders. The purpose of this section is to identify any new information that is specific to the subject township, and to analyse this against the districtwide context.

This part of the results has been set out in the same order as the previous districtwide findings, although a brief site investigation has also been given (displayed on the previous page). The site inspections noted are an indication of the values which were observed by the researchers whilst spending time in Bannockburn. These inspections principally provide a useful supporting context to the stakeholder interviews and focus group discussions.

## 6.2.2 Heritage values specific to Bannockburn

The values identified within Bannockburn differ in places to the wider districtwide values. Using the same categories as was used in the districtwide section (defined in section 6.1.1) it can be seen that gold mining values feature often in the responses by key informants. This finding suggests that there is a strong appreciation of this type of heritage in Bannockburn. This is perhaps unsurprising considering the abundance of gold mining heritage within the area and aligns observations made during site inspections.
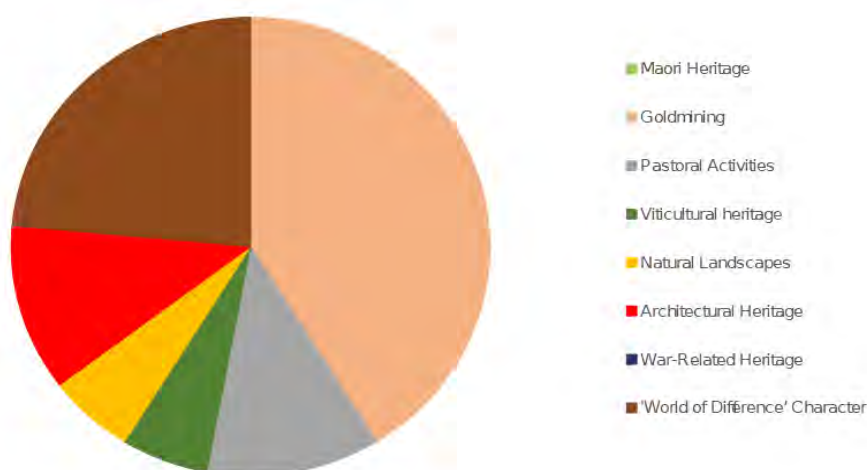


*Figure 16: Heritage values as identified by the Bannockburn stakeholders*

When this data is compared against what has been found districtwide (Figure 16), it shows several points that are worth noting. For the most part, findings are similar for viticultural, architectural and war-related heritage, as well as natural landscapes. However, it can be seen that Māori heritage has not been mentioned at all within Bannockburn, despite this value appearing in the districtwide values identified. As mentioned, the key value in the area is gold mining activities, but the 'World of Difference' character also rates highly, which is reasonably consistent with values expressed by the wider districtwide stakeholders.
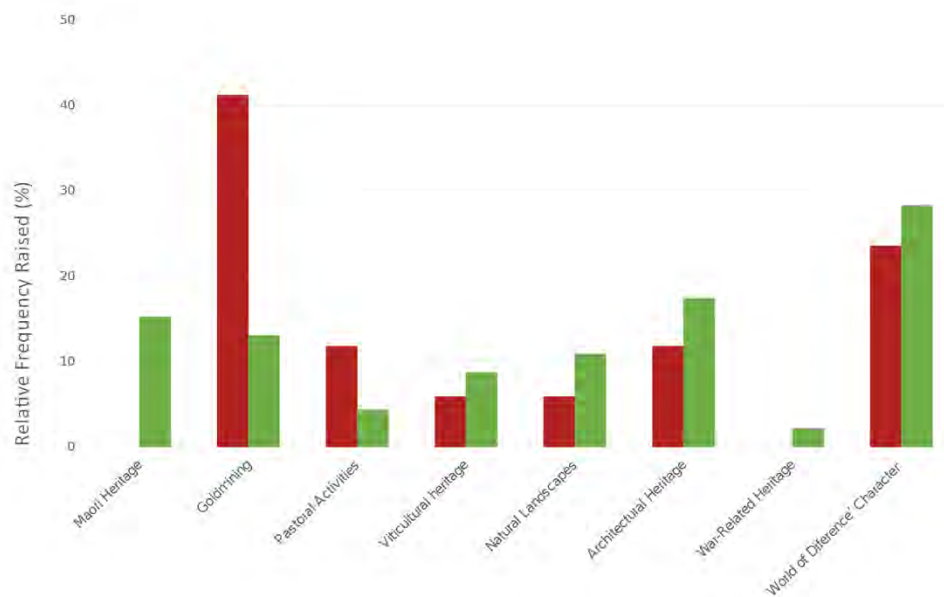


*Figure 17:Frequency of heritage values raised for Bannockburn (red) and districtwide (green)*

The following quotes, in Table 8 below, have been compiled to illustrate the views of heritage values held by Bannockburn stakeholders.

*Table 8: Summary of key quotes relating to heritage values in Bannockburn*

| Heritage Value | Important Quotes |
|---|---|
| **Goldmining** | *"Gold mining is the defining characteristic of this particular area."* - BS3<br><br>*"If you have been around the sluicing's and you've seen how that was a gold worked area, that's the most visually spectacular area."* - BS2<br><br>*"Within the area of Bannockburn, the sluicing's are the key tourist sector, and Carricktown nearby. There is brilliant old ruins up there"* - BS2<br><br>*"In Bannockburn… people come for peace and quiet, for very strong links to history and heritage with gold mining, the openness, the skies and views and hills."* - BS3 |
| **Pastoral Activities** | *"Farming came first, because they fed the miners."* - BS1 |
| **Natural Landscapes** | *"When I think about the values that are being protected they're very much around native shrub land and those sorts of things."* - HS3 |
| **'World of Difference' Character** | *"The region is defined by its climate, we are fortunate because the wine industry has done so well … It's also a working town, it always has been. It doesn't have the glamour of Wanaka or Queenstown."* - BS3<br><br>*"As soon as you get infrastructure you get streetlights, you get gutters; and then all of a sudden it turns into suburbia. So I'm quite happy to have not so much infrastructure. I don't mind a gravel verge."* - BS3<br><br>*"I think there is a real shift to authenticity at the moment, … having heritage that you can physically still see and the stories that are related, people these days feel they like living in an area which has a story attached to it."* - BS2<br><br>*"There is a well-established school of thought that things should stay the same and only change slowly."* - BS3 |

### 6.2.3  Pressures specific to Bannockburn

Bannockburn pressures have been defined using the same categories as in the districtwide section (Table 9). As Figure 18 shows, the largest pressure to heritage in Bannockburn, identified by key Bannockburn informants, is the threat of damage by development. Damage by neglect and insufficient funding options are also key concerns. Conversely, we can see that potential pressures from insufficient active management were not raised at all by Bannockburn stakeholders.
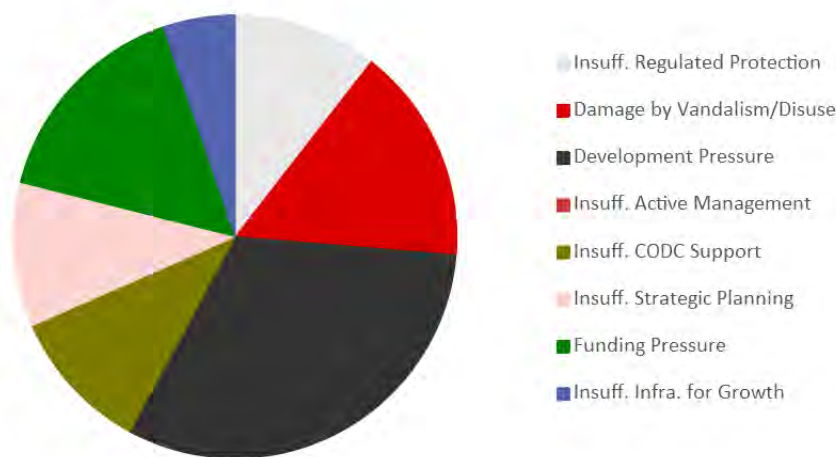


*Figure 18: Heritage pressures as identified by the Bannockburn stakeholders*

Pressures within Bannockburn are in places, again different to those of the districtwide comparison. These pressures show (Figure 18) that damage by vandalism or disuse, and insufficient strategic planning are both raised more frequently by the Bannockburn stakeholders (than by the districtwide stakeholders), whereas insufficient active management and insufficient CODC support are weighted in the opposite direction. Other pressures are relatively similar between the two stakeholder groups.
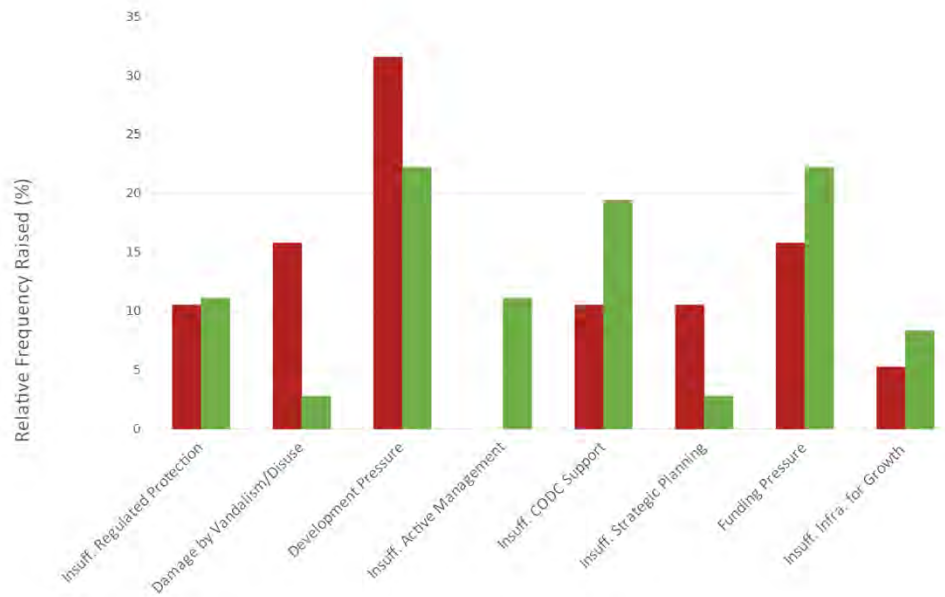
*Figure 19 Frequency of heritage pressures raised for Bannockburn (red) and districtwide (green)*

The range of heritage pressures is usefully demonstrated by the stakeholder comments attached in Figure 20.
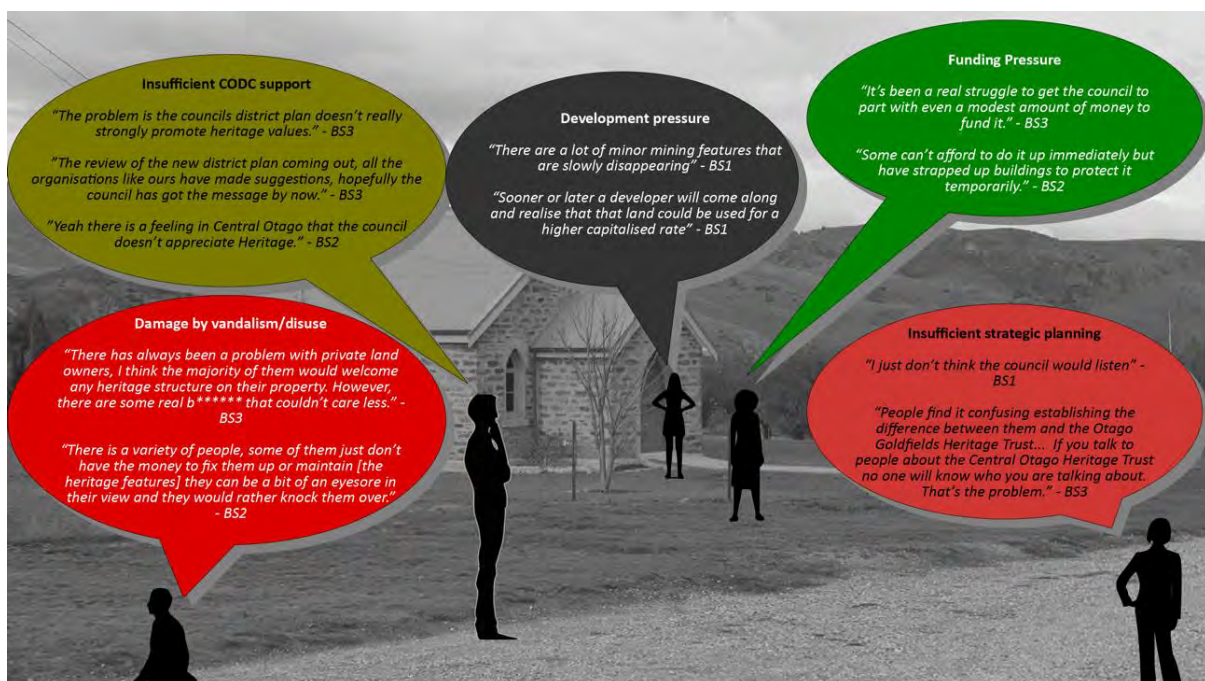


*Figure 20: Comments on heritage pressures by key stakeholders in Bannockburn*

## 6.2.4 Opportunities specific to Bannockburn

The opportunities in this section have been identified through conversations with key Bannockburn stakeholders. These have been split into two categories in the same manner as described in the districtwide opportunities section. Again, the sample size for opportunities was relatively low, especially when comparing this to values and pressures related to Bannockburn. Figure 21 and Figure 22 have been formulated to show the relative frequency that the various opportunities were discussed within interviews.



- Greater Protection under the District Plan
- Improved Active Management
- Complete Heritage Assessments
- Greater Support from the CODC
- Greater Collaboration of Heritage Groups
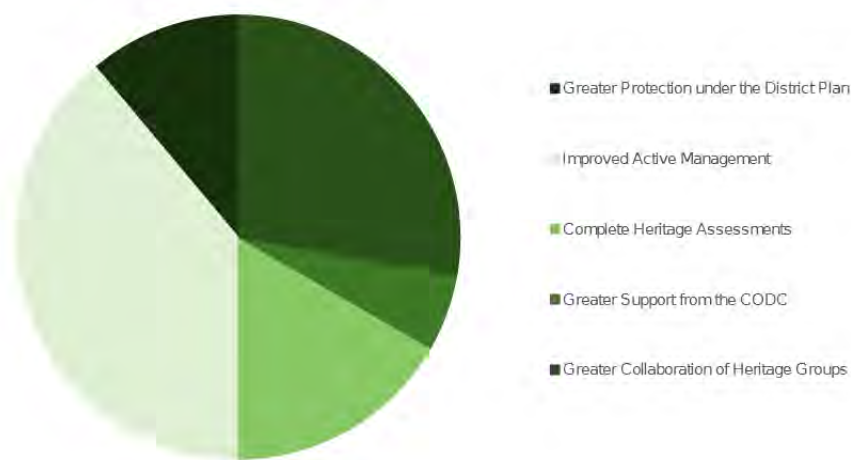
*Figure 21: Opportunities for investment into heritage in Bannockburn*



- Education of Heritage Participants
- Adaptive Re-Use of Existing Structures
- Greater Community Involvement
- Promote Heritage as a Marketing Tool
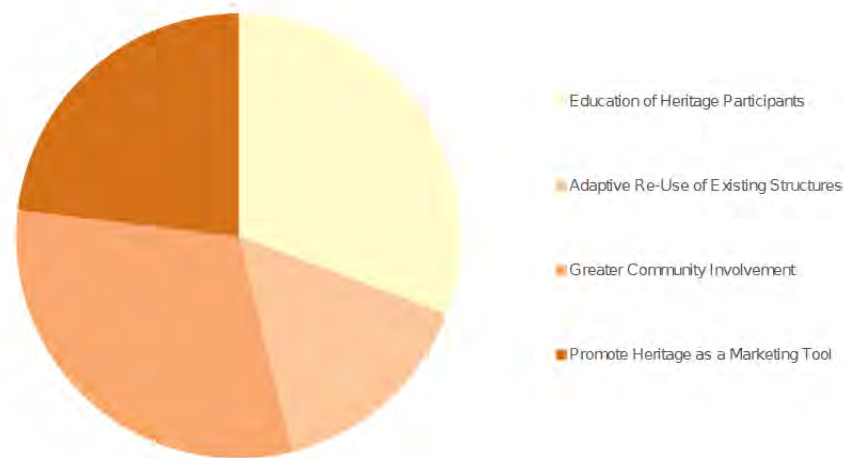
*Figure 22: Opportunities that could arise from heritage investment in Bannockburn*

As these opportunities are specific to Bannockburn, and because they depend on the individual context of the community and its heritage (coupled with the fact that there was a small sample size) a comparison of these opportunities with the districtwide figures is not particularly meaningful. To better demonstrate the community views Table 9 and Table 10 have been formulated from informant comments to illustrate the key opportunities that stakeholders have associated with Bannockburn.

*Table 9: Summary of key quotes relating to opportunities to invest in heritage in Bannockburn*

| Opportunity Categories | Opportunities identified |
| --- | --- |
| **Improved Active Management** | *"Bannockburn has got huge potential. Some years ago we've talked about the need to develop an inventory of all the heritage we have, of that we know and that which is still yet to be discovered." - HS2*<br><br>*"there needs to be a snowballing effect from the community that says these things are important to us, and we are not going to let somebody else decide what is good for us" – CS1* |
| **Complete Heritage Assessments** | *"The Council's District Plan doesn't really strongly promote heritage values. S19 – historic structures has never been updated that I can recall, it is out of date and the process of getting anything added to it is so torturous and complicated that people just give up." - BS3*<br><br>*"An* [heritage] *assessment for a township would really be a thing the Council would fund itself as an investment in the future." - HS1* |
| **Greater collaboration of heritage groups** | *"Because the heritage groups are a bit splintered…there's actually no voice. And I think the Council likes that."- HS1*<br><br>*"So one of the difficulties with that is there are a few heritage groups now and it's quite diluted."- HS1*<br><br>*"The Central Otago Heritage Trust needs to do is get a paid co-ordinator to bring all the information together and to afford synergies so that you don't have two groups trying hard to do the same thing. One central person who knows everything that is going on and talks to all the heritage groups and co-ordinates." - BS2*<br><br>*"If you talk to people about the Central Otago Heritage Trust no one will know who you are talking about. That's the problem" - BS3* |

*Table 10: Summary of key quotes relating to opportunities that arise from heritage in Bannockburn*

| Opportunity Categories | Opportunities identified |
|---|---|
| **Education of heritage participants** | *"There are the iwi sites that are really important, we need to educate people on what's there...Yea there just needs to be more of an education and grunt on that."- HS1* |
| **Adaptive Re-use of existing structures** | *"Repurposing old buildings is great because the buildings are apart of our heritage and you have to find a way to keep them viable otherwise they become a cost on the community and a resource to maintain those. And a lot of them are fading away" -CS1* |
| **Greater community involvement** | *"I think what's important is to foster an ongoing appreciation of heritage within the community. I think how you foster people's belief that valuing the heritage landscape is a key task. I think that it is why groups are doing an important job of trying to raise the profile of heritage. People need to think about it."* - BS3<br><br>"[Cromwell Community Trust are making a tool, for Cromwell and Bannockburn] *to make it a more involved and equal community and therefore sustainable"* - BS1 |
| **Promote heritage as a marketing tool** | *"…if we are talking about providing people with an experience in Central Otago, then heritage has got a big role to play in that,... distinguished as 'heritage tourism'."* - HS2<br><br>*"At the moment, the only people that are attracted to Bannockburn possibly are those that are going to see the vineyards, but if you can also combine that with a heritage trail, and there's a huge amount of largely undiscovered or largely un-investigated heritage around that area, there is an opportunity."* – HS2<br><br>*"It already has the wine industry very much there. But then it has also got the history factor and you can build on that. So it is matter of weaving the stories."* - CS1 |

## 6.2.5 Bannockburn focus group summary

The Bannockburn focus group was attended by 15 community members. There were a variety of thoughts and opinions that were shared by these community members on the different heritage sites and features they believed to be valuable not only for themselves, but for the whole township and its identity. Goldmining, historic pastoral activities and the overall rural identity of the town were some of the central heritage values that the community agreed were significant. Community members also identified more intangible heritage such as social, arts and culture as being important heritage values.

> "*It's the little bits and pieces of heritage that we all discover which makes the town exceptional and unique, that is what we need to protect. It is the small heritage that needs more protection. However, we can't protect it all and we need to identify what is most important*".

> "*We are creating heritage right now*"

The last quote highlights the community's belief that heritage is not only about things of the past which have historical meaning. It can also include modern and changing elements.

The impact of growth on heritage values was also discussed by the community. While it is widely acknowledged and accepted that growth has been occurring for more than a decade, and is continuing, the community wants to set planning design guidelines to make sure that new developments, regardless of scale, can be implemented in a manner that is sympathetic to heritage values. Focus group participants believe that new developments should be designed 'to fit the community'.

> "*The growth has been significant, and I'm sure a large part of that is the Bannockburn brand - it is a nice place to liv*e".

Because of this growth, more and more visitors are passing through the town; many of these people express an interest in the heritage sites and features. The community is aware of this, however accessibility to sites or features that are in privately owned properties is an identified issue. The community wishes to protect and enhance heritage, and believe that access to sites and features should be encouraged.

"*There needs to be some agreements with farmers for the public and locals to access heritage sites*"

While the Bannockburn community was able to identify heritage values that were important to them, they also recognised there are pressures in regard to the protection and maintenance of these values. The main concerns that were raised focused on the general way in which heritage sites and features are currently being administered. The community has identified pressures around approval being given to development may breach protection regulations and with development that may be compliant with regulation but is nonetheless inconsistent with the character of the area.

The idea of having additional regulation, or semi-regulative guidance, which might reduce the opportunity for future inappropriate development was brought up the community as a way of potentially addressing some of these issues. However, a counter argument was presented by the community in the form that sufficient flexibility would be needed in any new regulations to ensure that local people could still make the changes they want.

Discussing these concerns brought the community to consider the need for a community plan. Community members referred to "... *a defined perception,* [of Bannockburn] *and that perception needs to be communicated to new people that come in*". Creating a community plan could address the issues previously discussed. It could also outline the collective values of the area (not just heritage), the expectations of the community, and the actions that are expected to advance local goals.

The focus group meeting also raised some valuable insights into a number of more general heritage opportunities that exist within Bannockburn. The opportunity for adaptive reuse of heritage features was raised by several community members, one noting that by *"doing* [heritage] *up and using it keeps it alive and allows people to connect with heritage again".* Another attendee suggested that the old 'stables' could accommodate a new activity, stating *"Why turn something into a cost when it could actually be producing value".*

Regarding education, the focus group members suggested that there is a general lack of knowledge and communication in respect of heritage sites and features. It was suggested that often people do not want to buy a property with a heritage listing because there is a perception that this might restrict their options for development in the future. The group

felt that there is an opportunity to further educate people so that a greater understanding of heritage can be shared, and so that people might choose more often to celebrate heritage rather than hide, or even demolish, important features.

> "*It's about getting the knowledge out there that heritage is not a detriment*".

Ophir

## Site Inspections

Ophir is a small, quaint town and there is immediate signs of historic presence clustered on the main road. It appears limited vehicles use the main road, illustrating the quiet nature of the town. The people in Ophir are incredibly friendly and represent an older demographic. There is strong sense of community with the amenity of the community pool. Furthermore, it is clear that the town centre is focused around Pitches Store and the historic Post Office. Visitors instantly know buildings of significance from well-maintained signage and information blocks outside the post office (and anywhere else?) There are a number of historic buildings in Ophir some have been neglected and some have been incredibly well maintained by Heritage New Zealand. The road is rather wide, and most houses have cottage characteristics and beautiful gardens that also fit the historic nature of the town.

## 6.3.2  Heritage values specific to Ophir

This part of the findings discusses values, pressures and opportunities specific to Ophir and follows the same format as the previous Bannockburn and districtwide sections
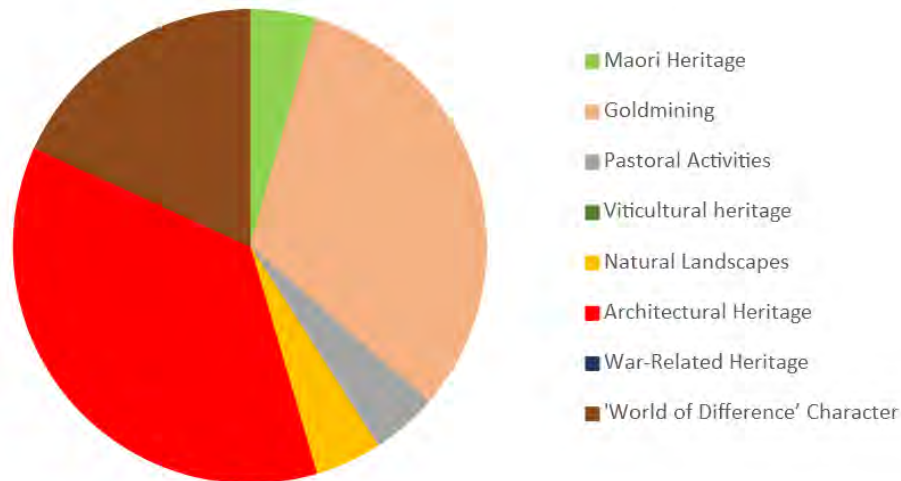


*Figure 23: Heritage values as identified by the Ophir stakeholders*

As Figure 23 demonstrates, aside from gold mining, the 'World of Difference' categories, architectural heritage and all of the other values have been mentioned relatively infrequently by the Ophir community. In particular war-related infrastructure and viticultural heritage were not mentioned at all.

As was the case in Bannockburn, when comparing the Ophir data to the data collected for the district as a whole (Figure 24) it can be seen that there is an observable difference in the level of recognition of values between these areas.
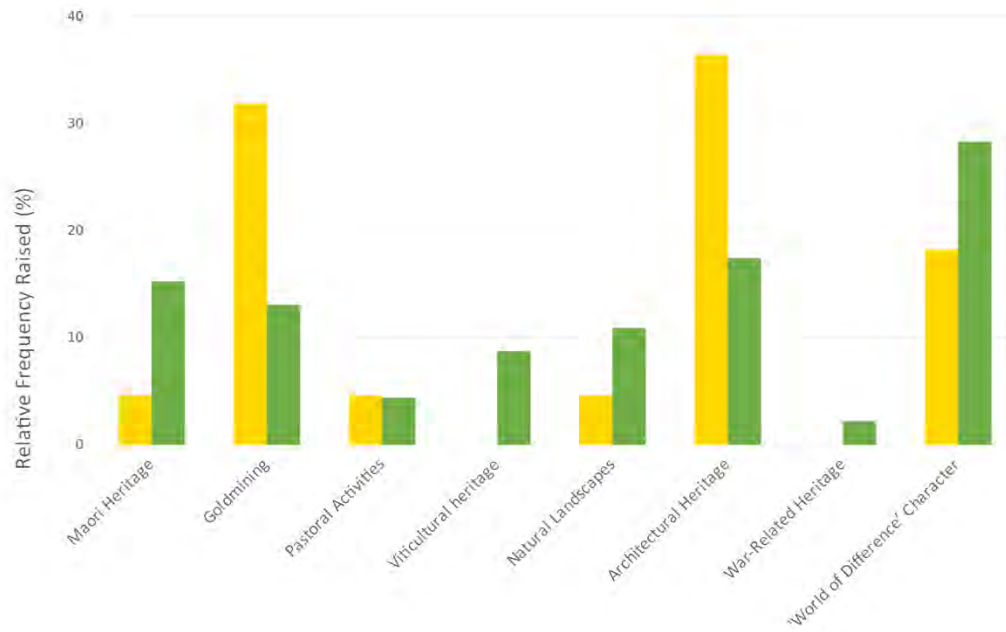
*Figure 24: Frequency of heritage values raised for Ophir (yellow) and districtwide (green)*

The quotes in Table 11 below have been included to express some of the thoughts and opinions provided by local stakeholders towards heritage values in Ophir. Informant comments are largely focused on architectural heritage and goldmining activities, and this focus is apparent in the quotes shown.

*Table 11: Summary of key quotes relating to heritage values in Ophir*

| Heritage Values | Important Quotes |
|---|---|
| **Architectural Heritage** | *"Heritage there's not much by the way of gold mine relics... The biggest thing in terms of heritage is the town itself."- OS2*<br><br>*"It's got a good collection of original buildings that have been restored over the last sort of 10 years. There's a lot more sort of money has come into the district since the rail trail has rejuvenated a lot of these small towns so that's been nice to see the investment in Pitches Store for instance. Blacks Hotel is lively. So, it's got great heritage values." - OS3*<br><br>*"So, it's got the bridge at one end, the pub at the other end, and it's got a very interesting wide Main Street. It's got the paved gutters which are pretty interesting." - OS3*<br><br>*"the building materials and the buildings… we had one guy call into our place and he was in tears about the old shed that he used to live in and how it was still there". Ophir Focus Group* |
| **Goldmining** | *"… in the hills up behind Ophir you've got the races and the walls and the workings, and that's probably not been interpreted. There's all sorts of opportunities there…"- OS3*<br><br>*"I don't know how much study's been even done into it* [water races]. *I know it's pretty amazing up behind the town when you walk around." - OS3*<br><br>*"We were lucky as a community to have good infrastructure to build on as a result of the gold mining days. We have a post office, pub, swimming pool which have all been built with goldmining money. The infrastructure is already there to build on" – OS1*<br><br>*"I particularly like it up the back near the farm is where the diggings are. I think they are lovely and feel it would be awful if somebody was allowed to build around that area". – OS1* |
| **World of Difference** | *"The rail trail has been brilliant to the town. It's even saved this pub here. It's certainly saved the ones further up the line…" – OS2* |

### 6.3.3 Pressures specific to Ophir

There are a range of pressures that might potentially impact heritage within Ophir. These have been analysed using the categories described in the previous sections of this report. Figure 25 below demonstrates the most frequently raised pressures, as identified by the Ophir stakeholders. It can be seen that the heritage pressure raised most frequently is the threat of damage by development. Other pressures that have been raised relatively frequently are insufficient CODC support and inadequate infrastructure for growth.
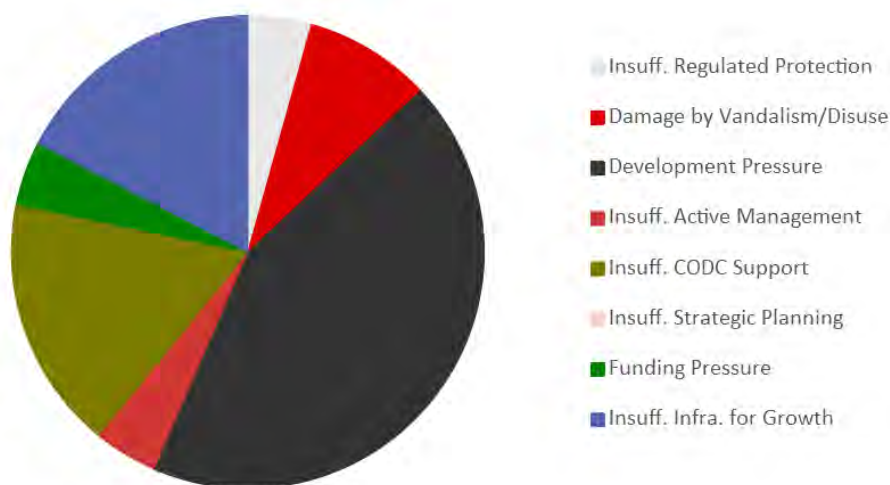


*Figure 25: Heritage pressures as identified by the Ophir stakeholders*

As was done with Bannockburn, a comparison of the pressures observed by key informants in Ophir was compared to the districtwide pressures in Figure 12. There are both differences and similarities that can be observed. The Ophir community appears to be concerned to a greater extent about pressure from development, than the district as a whole, but conversely Ophir does not seem to have significant concerns relating to funding or insufficient active management.
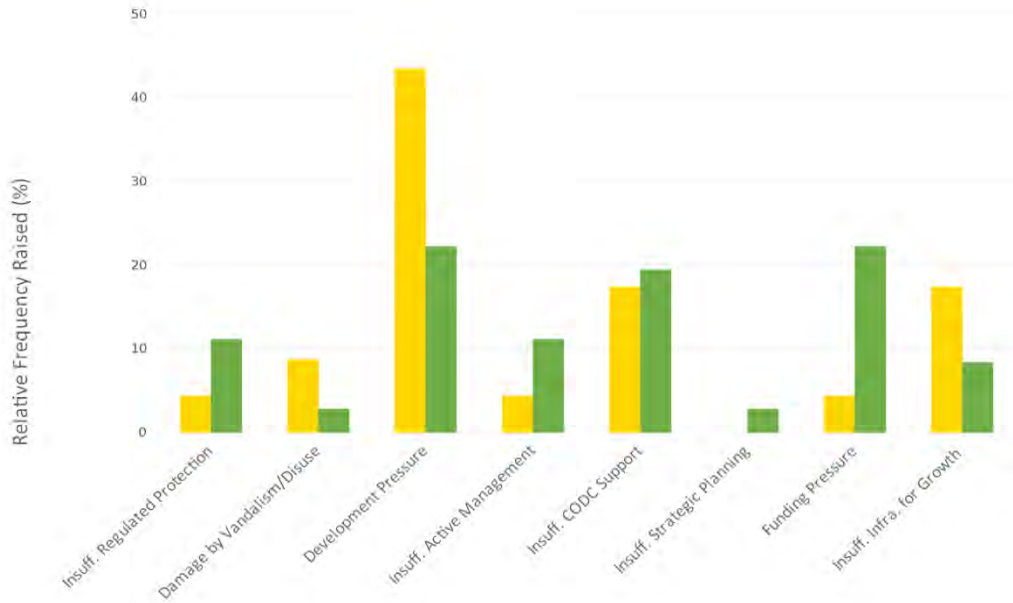
*Figure 26: Frequency of heritage pressures raised for Ophir (yellow) and districtwide (green)*

The range of heritage pressures is usefully demonstrated by the Ophir stakeholder comments attached in Figure 27.
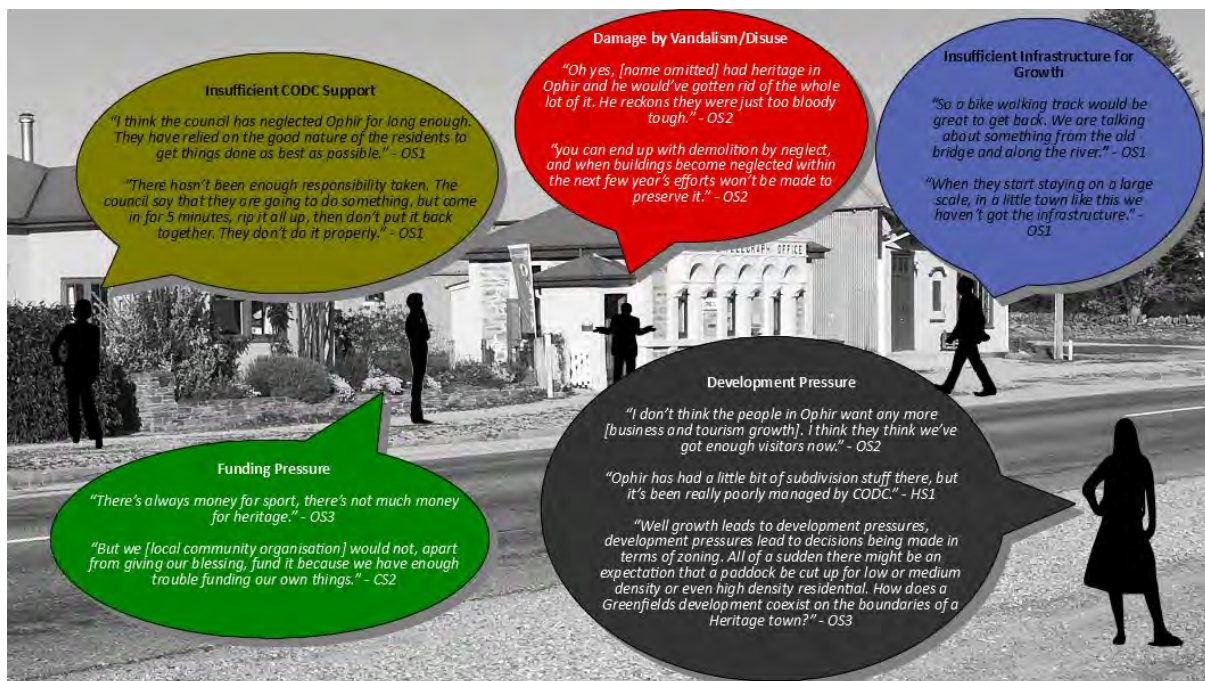


*Figure 27: Comments on heritage pressures by key stakeholders in Ophir*

## 6.3.4 Opportunities specific to Ophir

The opportunities in this section have been identified through conversations with key Ophir stakeholders. These have been split into two categories in the same manner as described in the districtwide opportunities section. Again, the sample size for opportunities was relatively low, especially when comparing this to values and pressures related to Ophir. Figure 28 and Figure 29 have been formulated to show the relative frequency that the various opportunities were discussed within interviews.

As with the districtwide heritage opportunities, there are two categories of opportunities identified (Table 10). From this framework, as before, figures Figure 28 and Figure 29 show both the opportunities that exist to invest in heritage and the opportunities that might arise from this investment.
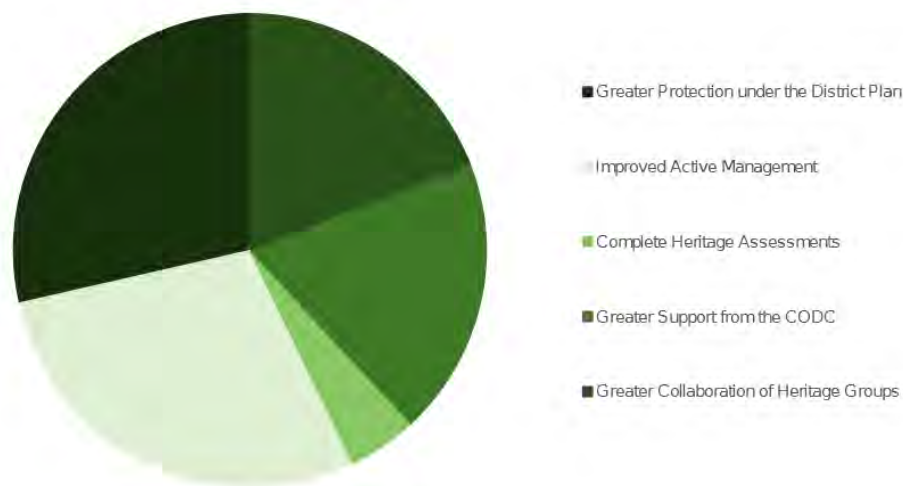


*Figure 28: Opportunities for investment into heritage in Ophir*

**Education of Heritage Participants**

*"Once they found out, they made the water race a feature of the subdivision, and they're going to have crossings over it – everyone's happy. You know, they get a beautiful feature." - HS1*

*"There is a lot more we can do with public education. It just needs mighty ears. I'm sure there are people there that would love the opportunity." - HS2*

*"Yeah, they're starting to use the [Maori] names now, questioning the names, wanting to know the stories." - HS4*

**Promote Heritage as Marketing Tool**

*"But we saw heritage as one of the assets... to leverage in terms of pursuing your business." - CS1*

*"From a retailing perspective everything is so standardised, but if you are selling from an interesting building that helps to create point of difference. I suppose that is really what heritage can do, create a point of difference." - CS1*

**Adaptive Re-use of existing structures**

*"...adaptive reuse ... I think the community needs to input on guidelines and rules for their towns." - HS1*

*"There's certainly room for development but it's just got to be well done." - OS3*

*"The old, all the old buildings along there, they are amazing buildings, beautiful. It is important they are retained and can be used but not modified too much." - CS2*

**Greater Community Involvement**

*"The community is really proactive in heritage. There's some really good people who really want to get stuck into the heritage thing and they know where sites are..." - HS1*

*"Pretty much every community has a community group that has ideas about how to make their community better..." - HS3*

*"[Central Otago is] a very small Community .... But there is an awful lot of coordination and facilitation and encouragement, and putting people in contact." - CS1*

Opportunities arising from investment in Heritage

*Figure 29: Opportunities that could arise from heritage investment in Ophir*

When reviewing Figure 28, it is apparent that the Ophir stakeholders consider there to be relatively equal opportunities to invest in heritage related to increased protection under the district plan, improved active management, more complete heritage assessments and additional support from Council.

In Figure 29, we see that the Ophir key informants commonly recognise that investment in heritage has the potential to lead to opportunities related to greater community involvement as well as seeing heritage as a strong marketing tool.

As these opportunities are specific to Ophir, and because they depend on the individual context of the community and its heritage (coupled with the fact that there was a small sample size), a comparison of these opportunities with the districtwide figures is not particularly meaningful. To better demonstrate the community views, Table 12 and

Table 13 have been formulated from informant comments to illustrate the key opportunities that stakeholders have associated with Ophir.

*Table 12: Summary of key quotes relating to opportunities to invest in heritage with in Ophir*

| Opportunity Category | Opportunities identified |
|---|---|
| **Greater protection in the District Plan** | *"The old races should be protected I think. People might want to go look at them in some places where they've used a lot of rock to put them round a rock face. There's certainly been a lot of work put into them." - OS2*<br><br>*"I would like to see the heritage area be better defined in the village." - OS1*<br><br>*"Too much happens and then it becomes retrospect. It happens without permissions going into place." - OS1* |
| **Improved Active Management** | *"Yeah but I'd still like to see it grow the way the people in Ophir want it to. I would like the people in Ophir to have a say have a say in it." - OS2*<br><br>*"I was just thinking from a tourist experience it might be nice for instance if you had an avenue of trees down the middle* [of the main road], *it would make it sort of more of a boutique place." - CS1*<br><br>*"Is there potential to* [develop] *a design guideline that might give direction to whoever's building a house that they should do something that's of this period but has good manners in terms of what it's getting built next to? - OS3* |
| **Complete Heritage Assessments** | *"There was a very early Chinese venture there, which has never really been recorded or fully perused." - HS2* |
| **Greater support from CODC** | *"The council should buy the buildings and then lease them out to commercial ventures. It keeps the integrity of everything…" - CS2*<br><br>*"They want to promote Ophir as a heritage place but they don't want to do anything." - OS1* |
| **Greater collaboration of heritage groups** | *"Firstly to make sure we circulate what's going on to all the Heritage Trust members" - HS2* |

*Table 13: Additional quotes used to show potential opportunities that arise from heritage investment in Ophir*

| | |
|---|---|
| **Adaptive Re-use of existing structures** | *"Oh lots of potential and with lots of those buildings that could possibly be repurposed in that way." - CS1* |
| **Greater community involvement** | *"They've already been proactive… They're doing something with the jail…in terms of interpretation. They can perhaps look at having a community workshop and developing design guidelines…" - OS3* |
| **Promote heritage as a marketing tool** | *"It is the sort of place that I can see someone maybe setting up some boutique food or produce of some sort. There is a lot of thyme that grows around Ophir, so maybe thyme based products or you have rabbits everywhere there is lots of potential to grow stuff around there. - CS1*<br><br>*"Yeah, you know they just love doing this rail trail and coming into these small communities that have interesting people but those interesting people are drawn there by the amenity…. They do it because it's a pretty inspirational place." - OS3*<br><br>*"If it's a whole intact water race, you make it a feature through a subdivision." - OS3*<br><br>*"If that sort of activity picked up [rail trail visitors], if more people came to the trail and more people came to Ophir in that capacity, bringing their bikes in and using the accommodation, that would be something the community would be quite happy to do." - OS2* |

### 6.3.5 Ophir Focus Group Summary

The Ophir focus group was attended by 8 community members. The defining heritage value described by attendees of the focus group was the collection of historic buildings and structures, which the group felt provides Ophir with the township's unique identity. These structures are in good condition, and despite a number of other character buildings having been pulled down in the 1960's, the 'vibe' of the township is still very much focused around the relatively large number of remaining structures.

The focus group, when asked how they might like to see Ophir look in 20 years, expressed a reasonably consistent view that ideally they would not like to see the place change very much from how it exists at present. However, the community also agreed that some improvements to local infrastructure, for instance reinstatement of traditional kerbing, would not go amiss. While it is evident that growth will occur, the members wish for it to occur at a very slow rate.

> "*We like what we already have*".

> "*I think to keep the main historic part of Ophir as it is, and how it has been, is important. We need to continue to make sure that it does not dramatically change*".

> "*We are caretakers. That's is all we are, everybody sitting here. We've got to take care* [of Ophir] *for the next generation*".

The principal aspirations of the Ophir community appear to centre on retaining the existing heritage values, controlling future development, and maintaining as much as possible the present character of the area. Pressures that are considered a threat to these aspirations generally relate to the potential for inappropriate development to occur.

> "*I would hate to see it look like Queenstown or Arrowtown… if we don't keep a finger on the heritage theme we will spoil this*".

The Ophir community identified an opportunity around encouraging future development to occur in a sympathetic and complimentary manner. Focus group members suggested that this could be assisted through the support of local heritage organisations, particularly in regard to securing funding for heritage initiatives. The community holds the view that

Council's interest in the township has been more apparent of late and that this interest, if it could be maintained or even extended, would be welcomed.

Adaptive re-use of buildings that already exist within Ophir has had great success over recent years, and this is an area that the community sees as being something that should continue.

> "*I think the future is looking pretty good. If you look at the café* [Pitches Store]*, that's a really good example of how to blend old heritage settings with new commercial opportunities. That's great. It's been a great asset to the community*".

A further opportunity observed by the Ophir focus group related to active management of heritage. In particular, the concept of enabling the community to establish design guidelines to assist new development in achieving desirable heritage outcomes was seen as an important opportunity.

Growth in visitor numbers as a consequence of the nearby Central Otago Rail Trail is felt by the community to have had a positive effect of the area, and there appears to be room for this to grow further. Members of the focus group felt that Ophir could support further increases in visitor numbers, as activities such as the Rail Trail can bring positive benefits to the area without compromising the values that the Ophir community hold.

> "*Well there is already more talk of more commercial business because of the rail trial. For instance there* [could be] *more accommodation in the area*"

> "*Ophir has grown a bit recently. When we came here 20 years ago there was only 25 people, now there is roughly 58*".

# 7 DISCUSSION AND RECOMMENDATIONS

This chapter of the research project is dedicated to consideration of the primary and secondary research findings. It will utilise the results in the previous chapter along with the literature review and policy analysis to discuss the values, pressures and opportunities within Central Otago, and specifically within Bannockburn and Ophir. From this discussion five key themes are identified and evaluated. These themes then lead on to a number of recommendations.

As was done in the results, this chapter is broken down into three parts: a districtwide study, and then specific considerations of the two project focus areas. The findings of the districtwide evaluations apply to both Bannockburn and Ophir, while the two township discussions apply to the relevant regions individually. Discussion in this manner is expected to avoid duplication of common elements. Each part of this section bears in mind the research aim and questions that were identified in section 1.1 of this report.

## 7.1 DISTRICTWIDE DISCUSSION AND RECOMMENDATIONS

The Results chapter of this report has outlined the most frequently identified heritage values, pressures and opportunities. Through understanding theses values, pressures and opportunities it becomes possible to group related elements into three prevailing districtwide themes. These are discussed further below:

The desire for **Greater Heritage Knowledge** is a theme that contains elements from each of the three sections in the results. This was evident in the results through the value placed on Māori heritage, and the perception by a number of key informants about the lack of specific knowledge around the location and/or nature of heritage sites (including sites important to Māori). This example supports the concept that a greater depth of heritage knowledge may benefit the district. Similar views were expressed in relation to knowledge of archeological sites, gold mining sites and natural landscapes.

The need for **Authoritative Support** for heritage initiative is another theme that incorporates a range of elements from each of the values, pressures and opportunities bundles. In the context of this research authoritative support means support from agencies

or organisations that have responsibilities towards heritage management, and both the authority and resources to further these responsibilities. The authoritative support theme comprises the desire to protect heritage sites whilst providing assistance to establish greater coordination of heritage participants and assist with funding processes.

The third districtwide discussion theme relates to **Assessment of Heritage Opportunities**, which again draws from each of the values, pressures and opportunities sections. Contributing elements to this theme include the investigation and implementation of new active management initiatives (for example, interpretation features and design guidelines), opportunities around adaptive reuse of underutilised heritage features, development of new or extended heritage trails, and the potential for marketing of heritage features and values to improve local recreational and commercial activities.

Each of these three themes is discussed further below.

## 7.1.1  Greater Heritage Knowledge

From the results gathered in Bannockburn and Ophir, it is evident that there are various heritage features that the residents of these townships view as valuable. These features provide the community with connections to history whilst fostering a sense of identity. However, it appears many of these features are only known by small number of local people and not recognised in current records. A relevant quote by participant of the Bannockburn focus group notes that: "It is the small heritage the needs more protection. However, we can't protect it all and we need to identify what is most important". This is supported by the literature which acknowledges places, buildings and sites that often representation significant local history have largely been unidentified (Grimwade and Carter, 2000). Whilst these smaller occupation and activity sites may not attract the same national and international attention as more well known heritage sites they often provide insight into the daily life of the common people (Grimwade and Carter, 2000). Therefore, it is important they are identified as they can provide valuable insight into the processes that shaped the future of communities. It is further discussed in the literature that local knowledge was traditionally communicated orally, and thus knowledge about heritage sites and local history was widespread. Communities today may not have this same form of communication, and therefore are at risk of becoming detached from their local history (Hodges and Watson, 2000). By undertaking further assessment of heritage features it

should be expected that a greater level of awareness around heritage values, sites and features could be established at both a local and districtwide level.

King and Parnell (2009) clearly establish that assessment of heritage sites is highly beneficial to both the Council and community. By identifying heritage sites it can lead to a reduction in the occurrence of inappropriate development, as well as generating social capital for the community. Furthermore, it is well established that heritage sites are particularly vulnerable to the development pressures through private ownership, when there is limited access to the site (Pendlebury et al., 2009). If these sites are not identified or known about then it would become difficult to protect them from these pressures. Thus, identification of these smaller heritage features should be prioritised.

There are several provisions within the Central Otago District Plan that require the recognition of heritage values, including Objective's 11.2.1 and 14.3.1-14.3.4. These provide clear direction that heritage values need to be recognised, however individual sites must first be identified and recorded before protection and/or management provisions can be applied. At an international level the World Heritage Convention states each State Party has a "duty to future generations of ensuring the identification...of the cultural and natural heritage that is situated on its territory" (UNESCO, 2018, Article 4). Therefore, it should considered that identification is the first step to offering protection, conservation and management of these sites. The Central Otago Heritage Plan 2018 recognises this through the first of its three objectives, which is to "Identify and record Central Otago's heritage".

The primary research identified there is a lack of recognition of Māori history throughout Central Otago. However, the context chapter of this report discussed briefly the significance of the area for Māori, in particular the Mata-au (Clutha River), which was used for transportation and a source of food resources. Whilst it appears Māori did not permanently occupy Bannockburn or Ophir, the findings suggested there are a scattering of wāhi tapu and other sites of interest to Māori within these areas. One community stakeholder noted that: "people don't realise is that when they built this bridge, near those rocks they dug up three Māori graves. I don't know what happened to them" (OS2). This lack of knowledge is supported by another key informant who stated "There are more sites than people think...but I've never felt as though the iwi history has been promoted" (HS1).

Within the literature it is abundantly clear that knowledge and awareness of heritage values, sites and features can generate a range of potential benefits and opportunities for communities. The value of learning about ones heritage is recognised by Teutonico and Palumbo (2002) who explain how knowledge of heritage can provide a physical connection to the past, which can inform our understandings of who we are today. However, as Smith and Akagawa (2009) state "heritage only becomes 'heritage' when it becomes recognisable within a particular set of cultural and social values, which are themselves intangible" (p.6). Thus, identification and greater knowledge about historical sites is paramount if value is to be created. Once heritage is identified and the knowledge of these heritage features becomes widespread then the benefits and opportunities of heritage protection and enhancement can be explored.

The need to propagate knowledge around heritage is entrenched in several policy documents nation wide, including the RMA as a matter of national importance, the RPS, Heritage New Zealand objectives, and the Central Otago Heritage Strategy and Heritage Plan 2018. These collectively provide a strong framework for heritage to be protected and enhanced. However, as noted above, these functions are reliant on there being a suitable level of knowledge associated with heritage items. Through the research findings it is evident there is a belief that a number of heritage features within Central Otago are not recognised or protected (particularly Māori heritage) due to a lack of adequate knowledge. The policy framework currently provides strong guidance for protection and enhancement, however, it will only be effective if heritage sites are identified and recorded.

This research concludes that there is likely to be significant benefits gained through the commissioning of a more comprehensive heritage assessment throughout the district as a whole. Such assessment, once complete and published, will be able to inform a variety of initiatives, including the protection and enhancement of heritage values and features, improved ability for interpretation and knowledge-sharing, and opportunities for new recreational and/or commercial activities. This conclusion leads directly to the following recommendations:

**Recommendation 1a:**

*Central Otago District Council should facilitate an investigation into the means by which a full heritage assessment, or a series of assessments, might be undertaken throughout the district to achieve*

*a comprehensive record of heritage values, sites and features. Due to the consistency of policy responsibilities with other agencies and organisations, Council should consider inviting external participation from relevant groups.*

**Recommendation 1b:**

*Communities within Central Otago should collate and record all knowledge of heritage values, sites and features that is held by their constituent members. These records should be maintained in a repository that is secure and accessible. Records should also be disseminated to Central Otago District Council to support the propagation of a full districtwide heritage record.*

## 7.1.2 Authoritative Support

Within the literature it becomes apparent the management of heritage sites, even small localised sites, is extremely complex. Whilst there is evidence of successful community-led management there is an underlying assumption, at an international level, that protection and development is managed by legislation (Grimwade and Carter, 2000). However, this requires some sort of authority figure to provide direction. Examples of successful community-led management initiatives recognise communities often have support and assistance in the form of either a governmental or non-governmental organisation (Russell, 1997). This is largely due to funding being the biggest obstacle for communities to overcome and the complexity around finding out about, and preparing, grant applications (Grimwade and Carter, 2000).

When analysing the findings of this research, it is apparent that having access to an expert who is able to assist with such issues would be of great benefit to communities. Many of the key informants who held this view suggested it would be most desirable if the subject expert was somehow connected to the Central Otago District Council, for instance a heritage planner or heritage officer. One key informant felt that this role might alternatively be managed through the Central Otago Heritage Trust, however they also recognised that funding (likely from Council) would be required to support this position. This informant (HS2) felt that if the heritage officer was not able to act with Council authority then it may be a less effective option.

Within current policy section 14.5.4 of the Central Otago District Plan states that "Council will consult with developers, owners, or agencies responsible for heritage items" (p.12). None of the key informants spoken to as part of this research expressed a view that suggests this is currently being achieved. It might be expected that a dedicated heritage officer would be able to achieve greater consistency with this policy and bridge the gap between private individuals, agencies, communities and Council.

The role of a district heritage expert would need to be variable depending on the needs of the particular community. This is perhaps another reason for the heritage expert to be a Council officer, with access to broader Council knowledge. For instance, in Bannockburn, there appears to be some momentum for the development of a suitable community plan, of which heritage values and aspirations will be a component. On the other hand, Ophir already has an established community plan, and as such the heritage values and aspirations of the community tend to be more developed than Bannockburn. Therefore, in Bannockburn the role of a heritage expert may assist the community in identifying their heritage values and aspirations. In Ophir it may involve establishing greater heritage protection and assisting with new active management initiatives and/or support for funding applications.

As mentioned above, funding is often the biggest obstacle facing communities wishing to pursue heritage initiatives. When considering the literature Grimwade and Carter (2000) use an example from Australia where a community group where unsuccessful in applying for funding. Despite the fact the community had knowledgeable volunteers, the funding was declined because they did not have a 'credit rating' per say in applying for grants.

During the key informant interviews it became apparent the two heritage trusts can, and do, currently provide assistance for funding. However, there is some confusion about what each trust is responsible for. It is possibly unreasonable to expect that small communities hold the necessary expertise to solely administer heritage management initiatives. For instance, applications for grants and consents are often complex to prepare and it may prove difficult for people who do not have a professional background in these activities. The establishment of a dedicated heritage officer could assist in providing collaboration and coordination between the trusts, individual landowners, funding agencies and Council. This would allow funding to be prioritised appropriately and ensure those

projects which will offer the greatest benefits and opportunities are pursued and necessary consents are obtained.

Many key informants identified other areas of expertise that a heritage planner/officer could provide. This included promotion of Māori heritage and other less-well-recognised sites. They could also provide support for heritage education programs and facilitate collaboration with organisations that have an interest in local heritage. These sentiments are supported within the literature by Grimwade and Carter (2000) who acknowledge that a chain of management responsibility is required by Council's pursuing heritage management. In this circumstance, this could be achieved through establishing a heritage officer in Central Otago who is supported by local communities and other interested organisations and trusts.

This research concludes that there would almost certainly be significant benefit gained through the appointment by Council heritage planner or officer. As there would be a cost involved with this appointment Council would need to evaluate the financial feasibility of such an appointment. However, there is clear consistency between the primary and secondary research findings which suggest an appointment of this nature would be successful in terms of achieving quality of heritage outcomes. The positive outcomes that could be anticipated in respect of this appointment include; the facilitation of additional protection of heritage values and sites, the provision of assistance towards heritage education and knowledge circulation and greater collaboration and communication between heritage participants and assistance with funding processes. This conclusion leads directly to the following recommendation:

**Recommendation 2:**

*Central Otago District Council should assess the feasibility of appointing a heritage planner to provide advice, assistance and authoritative support (where relevant) towards achieving districtwide heritage initiatives.*

### 7.1.3  Assessment of Heritage Opportunities

The findings from the primary research suggest that a variety of heritage opportunities exist throughout the district. These opportunities include consideration of active management projects, such as the implementation of new or additional interpretation

features and the development of design guidelines. Adaptive reuse of underutilised heritage features, development of new or extended heritage trails, and the potential for marketing heritage features to generate or improve local recreational and commercial opportunities were also points raised.

The primary motivation to undertake an assessment of heritage opportunities can be summed up by Maugham (1948) who stated "nothing in the world is permanent and we are foolish when we ask anything to last, but surely we are still more foolish not to take delight in it while we have it" (in Grimwade and Carter, 2000, p.33). The aspirations of Bannockburn and Ophir are entirely consistent with the concept of preserving and celebrating heritage in a way contributes to the local character and identity, while at the same time encouraging new economic opportunities. From the policy analysis it is evident these views have been translated into established documents, as can be seen in the Ophir Community Plan, Towards Better Heritage Outcomes for Central Otago, and the Central Otago Heritage Strategy 2018. These all contain provisions that specifically encourage and support the investigation and implementation of new heritage-focused opportunities.

Heritage opportunities also feature as a clear goal of DOC's Conservation Management Strategy (2016). One of the aims within this strategy is to increase the number of sites of significant historic events, actions, tracks, trails and routes where active interpretation and promotion connects people with historic and cultural heritage. Such opportunities may simply include establishing interpretation boards, which would provide active interpretation and enhance the visitor experience (Grimwade and Carter, 2000). With this in mind, there is a very clear and sound basis for collaboration between communities and DOC to investigate heritage-focused opportunities.

One of the most frequently identified heritage opportunities within the literature is heritage trails. The benefits of heritage trails include the ability to preserve historic and cultural values (through increasing awareness and education), to enhance the sense of place (through showcasing the local identity), to drive economic development, and to tell the story of a place (Hayes and MacLeod, 2007). However, the results from the focus groups show that Bannockburn were less aware of the benefits such development could bring. Ophir, on the other hand were more conducive to the idea, having already established a 'Walk Around Historic Ophir' brochure.

By undertaking an assessment of heritage opportunities it could help to inform and educate communities about the benefits of preserving and enhancing heritage. Which could potentially lead to increased community ownership of heritage initiatives. This is supported by the literature which accepts communities often need to see immediate and tangible benefits in order to be receptive towards establishing heritage initiatives (Grimwade and Carter, 2000).

Adaptive reuse is one example of active management which has already been successfully implemented in various locations throughout the Central Otago district, including Bannockburn and Ophir. Examples of this include the General Store building in Bannockburn (now Transpire craft store) and Pitches Store in Ophir (now a popular café). Previous occurrences of adaptive reuse were generally considered by the key informants to be very successful in preserving heritage buildings. When discussing future heritage initiatives several key informants identified adaptive reuse as being an appropriate way in which heritage values can be simultaneously protected and showcased. They also identified secondary benefits that adaptive reuse offers, particularly in respect of avoiding possible building neglect, encouraging the sustainable use of existing town infrastructure connections and creating economic benefits. As one community member at the Bannockburn focus group expressed "Why turn something into a cost when it could actually be producing value, there are just costs to maintaining dusty old buildings like the post shop". These findings align directly with the literature which widely discusses the economic benefits of heritage preservation and adaptive reuse (for example Brown, 2004 and Bullen and Love, 2011a). Furthermore, previous studies identify a number of social benefits that may result from active heritage management. For example, Bond and Worthing (2008) note that people's attachment to built heritage can grow through everyday use of a heritage building. Other benefits include promoting a sense of belonging in a place, creating greater appreciation and understanding of heritage values and increasing education and awareness (Landorf, 2009).

Stakeholders clearly view adaptive reuse as having the potential for further implementation throughout the district. CODC is supportive of adaptive reuse as an appropriate mechanism for heritage features to be responsibly managed and the District Plan specifically encourages adaptive reuse (Policy 14.4.2). The benefits of adaptive reuse for the preservation of heritage buildings, as well as the social, economic and cultural

benefits are explicitly expressed within Policy 14.4.3. In addition, CODC also provides consent fee waivers for activities that comprise maintenance and/or enhancement of heritage items (Policy 14.4.4). The Council's annual plan also includes an operational rating policy that enables the remission of rates for heritage buildings (recognising that private costs used to enhance heritage can result in a public benefit). Although the research findings in this study suggest that the majority of key stakeholders interviewed were either unaware of the availability of fee waivers and rates remissions, or were unsure how one might approach Council to investigate these opportunities.

By undertaking an assessment of heritage opportunities the most appropriate and viable heritage protection and preservation opportunities could be identified. This may include clearly identifying the above policy and financial support initiatives, which could then be further communicated to communities or private owners who wish to explore adaptive reuse opportunities.

Another important topic that key informants recognised was the benefits that the Central Otago Rail Trail, and other connected cycle trails, have provided for the district. A number of stakeholders felt that there is an opportunity for further expansion of the cycle trail network within the wider Central Otago district. It was particularly noted this could provide many positive effects for those townships that are presently not well-connected to the trail network. It makes sense for communities to investigate opportunities to leverage this feature and achieve more localised benefits, as the district is already well-known for its cycleway network. The establishment of community-based 'add-on' experiences for travelers using the cycleway network may present reciprocal benefits which can be used to further promote the broader Central Otago 'experience'.

Within the literature, tourism and heritage management has been identified and discussed extensively. Whilst the economic benefit of tourism activities is promoted it is also thought the goals of tourism activities and heritage management are in conflict (Aas et al., 2005). Each heritage site will present different complexities around management. For example, some sites may benefit from provision of access, whilst others might be more suited to a increased level of tourism development (Grimwade and Carter, 2000). Rural sites in particular may be more at risk of inappropriate conservation and development. There is a belief that communities are the 'owners' of heritage (Aas et al., 2005). However, it is

crucial local stakeholders are involved in heritage management initiatives. This is because development driven by individuals or organisations unfamiliar to the site have the potential to hinder the local 'ownership' or identity with the site (Grimwade and Carter, 2000). Furthermore, heritage opportunities need to 'champion' heritage in a manner that gives heritage a function in the life of the community. For example, UNESCO (2018) recognises heritage opportunities must be both practical and achieve community objectives. Therefore, by investigating opportunities for future tourism development, communities will be able to determine what heritage management initiatives will be most appropriate within the local context.

A large body of research has also focused on the pressures tourism development can bring (Tweed and Sutherland, 2007). Bannockburn appears to be in line to find itself positioned on a new cycle trail (running from Queenstown to Clyde). However, the findings from the focus group suggest the local community may not yet fully appreciate the range of impacts that could potentially result from this development. In contrast, Ophir is located within a short proximity to the Central Otago Rail Trail and already understands the benefits and impacts of cycle based tourism. As shown in the results chapter, both communities identified damaged by development as being a significant pressure. This is where an assessment of heritage opportunities could prove beneficial as it would allow communities to take an active management approach.

In consideration of this discussion, it is apparent that communities within Central Otago (including Bannockburn and Ophir) wish to be able to identify, investigate and evaluate opportunities around the improved celebration and/or use of local heritage sites and features. This is seen as not only a method in which protection of heritage values can be achieved, but also as a way in which the community may be able to gain economic benefits and vibrancy from underutilised heritage resources. Active management in particular offers opportunities for improved heritage management. Such opportunities may be relatively inexpensive to implement, and communities may be quite capable of adopting a lead role in the development of these opportunities. Adaptive reuse and the investigation of possible extensions to the existing cycle trail network also appear to offer potential opportunities for meaningful community outcomes. This conclusion leads directly to the following recommendation:

**Recommendation 3:**

*Communities within Central Otago should adopt (or maintain) an active role in the investigation of how heritage values, sites and features that exist within their local areas might be better recognised and celebrated, and what opportunities are available to achieve broader community goals in conjunction with this focus on heritage. Communities undertaking such investigations should seek assistance from Central Otago District Council in respect of the provision of specialist knowledge of heritage matters and appreciation of policy implications.*

## 7.2 BANNOCKBURN DISCUSSION AND RECOMMENDATIONS

As is shown in the results chapter many of the primary research elements identified by Bannockburn stakeholders coincides with the districtwide themes shown in the section above. The three recommendations made in the above section are relevant to Bannockburn, but do not need to be repeated here.

However, there is a single prevailing theme that can be attributed to Bannockburn alone. The concept of **Greater Community Cohesiveness,** includes items such as improved communication methods, development of a local community plan, and participation by the community in heritage initiatives. This presents an opportunity for the community to address many of the pressures and opportunities that have been identified, of which is discussed further below.

### 7.2.1 Greater Community Cohesiveness

During the focus group that was undertaken in Bannockburn, the community acknowledged a number of heritage values, pressures and opportunities which have been outlined in the results chapter of this report. These included the pressures brought on by the demand for new development, including residential housing and support infrastructure. They also felt a greater level of planning regulation and/or guidelines are needed in order to protect the identity of the township and its existing heritage values. In particular, the Bannockburn community felt strongly that public access to sites and features, which in many instances relies on informal agreements, needs to be formally protected for the enjoyment of future generations. However, what came across most strongly was the cohesiveness of the community. In comparison to Ophir, Bannockburn

have yet to establish a Community Plan and formally recognise a cohesive direction for the community. Whilst it is acknowledged there are a number of active individuals and groups achieving great results, for example the refurbishment of the community hall and the establishment of the website 'The Bannockburn History Project', it is recognised more could be done to establish a cohesive voice around heritage values, protection and enhancement.

Heritage plays a major role in bringing together communities through common interest. Within the literature there is a widespread belief that communities are the 'owner' and custodian of heritage (Aas et al., 2005; Grimwade and Carter, 2000). When communities take an active lead in heritage management, a number of social benefits can arise. These can include an enhanced connection between the community and their heritage and a sense of local pride (Landlorf, 2009; Hodges and Watson, 2000). However, to achieve successful community-led heritage management, there needs to be a certain degree of community engagement (Chavis and Wandersman, 1990). Key community members can act as social entrepreneurs and drive the project (Hodges and Watson, 2000). Although it is important all community members are given the opportunity to become involved and feel welcomed.

It is therefore evident that community cohesion is an important part of heritage management. This is particularly relevant to Bannockburn, which comprises a 'perfect storm' in the sense that firstly their heritage sites and features are geographically scattered. Secondly, the community consists of a diverse mixture of new and old residents who have yet to establish a cohesive community plan. Thirdly, the region is currently subject to a relatively high demand for residential and recreational growth (including the pending Queenstown to Clyde cycleway). While heritage plays a contributing role in creating positive communities, this must be both cohesive and active in order to successfully plan for the long-term protection and enhancement of heritage. This concept is supported by the Central Otago District Plan, in which section 4 recognises the involvement of the community as an important part of sustainable management of heritage, while Objective 14.3.1 recognises that the protection of heritage values can enable communities to provide for their social, economic and cultural wellbeing.

One of the most effective methods in which the local Bannockburn community may be able to advance heritage aspirations is through the establishment of a Bannockburn Community Plan. Alternatively, a new 'Bannockburn' section of the existing Cromwell Community Plan might equally achieve this function. A community plan would be consistent and compatible with current Central Otago policy and would be an effective tool for preserving heritage in Bannockburn.

The community presently has limited protection for heritage features under the District Plan, for example there is no heritage precinct identified in the area. Interviews with key informants showed that the while the community generally felt greater protection should be afforded to heritage by the District Plan, the nature of this protection (i.e. its form and location) was not collectively well understood. It is therefore essential that the community becomes self-motivated (with support from Council) towards discussing and determining their local heritage aspirations.

One way this could be achieved is through community members acting as social entrepreneurs (Hodges and Watson, 2000). The rise of social media has added a new dimension to social marketing. This allows for the 'selling' of social good for social gain (Thornly and Waa, 2009; Andreasen, 1994). Key members with an interest in heritage could utilise social marketing to enhance the value of heritage and motivate people to engage with the process of establishing heritage aspirations. This is an action that could easily form a component of a new community plan, should Bannockburn head in this direction. Alternatively the community's collective views on heritage could be described in a stand-alone record.

The key is having the community, as a whole, endorse a set of heritage principles and ambitions from which various protection and enhancement activities can be guided from. Whilst not every community member may support or be interested in such a process the key is to ensuring all community members are made to feel welcome and involved in the process (Hodges and Watson, 2000). Council's annual plan includes a policy goal to support the creation of vibrant communities that value and celebrate their rich heritage. Similar policy provisions can be found in the Towards Better Heritage Outcomes for Central Otago, which identifies local communities as being strong advocates and protectors of their heritage and as having strong desires to be the drivers of their own

futures. The Bannockburn community would appear to fit this mold, however, there is clearly an opportunity for Bannockburn to develop its own suitable platform from which it might then advance its identified heritage objectives. To achieve this, the community would need to be prepared to invest necessary time and effort and nominate key people to 'drive' the process.

Once a set of community-wide aspirations is better understood, suitable methods of implementation can be investigated and put into action. This might include submissions to the District Plan for additional regulation protection, preparation of design guidelines to support future development, installation of new heritage facilities and interpretation features, etc. It might also include collaboration with broader district heritage stakeholders, such Heritage New Zealand, Nagai Tahu, DOC, and the various heritage trusts that have an interest in the Bannockburn area.

It is worth noting that a Bannockburn Community Plan, as with other community plans throughout Central Otago, will not have any authoritative powers. The value of a community plan is in its ability to inform and guide residents, developers, the Council, consultants and visitors, as to the community expectations and aspirations in respect of those matters that are collectively valued, including heritage. Future decisions, which have the potential to impact on heritage outcomes in Bannockburn, will be able to be mindful of, and influenced by, the contents of the Bannockburn community plan.

This discussion leads to the following recommendation:

**Recommendation 4a:**

*The Bannockburn community should collectively consider the merits of developing a Bannockburn Community Plan. If the community determines to proceed with the creation of a community plan, then the community should seek local government assistance with this process should be sought from Central Otago District Council. The community should approach the development of a community plan in an inclusive and collaborative manner, to ensure that the end product is acceptable to the large majority of community members and is something that the community is committed to promoting (and defending) through the foreseeable future. Once the Bannockburn Community Plan has been approved, the community should investigate with Council appropriate ways in which the described heritage aspirations might best be pursued.*

**Recommendation 4b:**

*Central Otago District Council should take an active role in facilitating the creation of a Bannockburn Community Plan. This may involve encouraging the community to invest the necessary time into pursuing the development of the plan, and the provision of specialist in-house expertise to consolidate community ideas into an effective resource. Council may also assist this process by facilitating communication between the community and broader district heritage stakeholders. Once the Bannockburn Community Plan has been approved, Council should investigate with the community appropriate ways in which the described heritage aspirations might best be pursued.*

## 7.3 OPHIR DISCUSSION AND RECOMMENDATIONS

The Ophir community predominantly comprises of retirees who settled in Ophir in search of a quieter and more peaceful settlement to reside in. Ophir is an attractive prospect in this regard due to its size and location (close to larger urban centres, but still several kilometers off the main road), and the township's cluster of interesting and well-maintained built heritage structures. It therefore presents different challenges and opportunities, when compared to Bannockburn, to protect and preserve heritage.

The residents of Ophir view architectural heritage as having significant heritage value. Built heritage can inform and depict the physical evidence of our past (Teutonico and Palumbo, 2002). This can be seen in Ophir as a number of the buildings still exist that have been there since the gold mining boom in the late 1800s. This activity resulted in infrastructure such as the post office, courthouse and former general store being built to service the influx of workers. The post office is still working to this day and is believed to be the oldest operating postal service in New Zealand which is something that the local residents take particular pride in. The stone blocks that form the gutter along the main street date back to the beginning of the township, which are another heritage element that the people of Ophir value highly. Individual sites and features such as these can contribute to a community feeling of 'this is our place' (Bond and Worthing, 2008).

The sense of community came across strongly in the results of the primary research. As one Ophir focus group participant said "the Ophir welfare committee was established in nineteen fifty seven and to think that committee has been going for seventy odd years, a

community this small, it's quite incredible and to me that is something I feel about this community".

Many of the primary research elements identified by the Ophir stakeholders coincide with the points made in the districtwide. However the concept of **Greater Heritage Protection**, is a key issue that was particularly important to Ophir. This might include such items as expanding the existing regulated protection offered by the District Plan and the establishment of design guidelines as a supplementary measure to steer future development in a way that meets community expectation. This particular topic has been discussed further below.

## 7.3.1 Greater Heritage Protection

Two important aspects of Ophir are the presence of a particularly cohesive community, which is supported by the Ophir Welfare Committee, and the existence of a well-articulated community plan (the Ophir Community Plan). These two features of the area have enabled Ophir to be proactive over recent years in regard to heritage protection and enhancement. As such, the township has already been able to effectively implement a variety of heritage management initiatives, which include certain protections built into the Central Otago District Plan, various heritage interpretation facilities, and a number of successful adaptive reuse projects.

Despite these achievements the Ophir community has made over recent years, the community is of the view that in order to maintain the heritage values that presently exist within Ophir, they are likely to need support from the Central Otago District Council and local heritage organisations. As one focus group participant expressed "I think the council has neglected Ophir for long enough. They have relied on the good nature of the residents to get things done as best as possible".

Within the literature there is strong support for local stakeholder involvement in heritage management, which is already apparent in Ophir. However, it is also acknowledged communities often require the assistance of a government or non-governmental organisation (Russell, 1997). This support may need to take the form of administrative assistance, bureaucratic support from relevant authorities, and assistance to secure funding for heritage initiatives.

One of the core functions of Heritage New Zealand is to "foster public interest and involvement in historic places and historic areas and in identifying, recording, investigating, assessing, protecting, and conserving them". With this in mind, it may be beneficial for the Ophir community and Heritage New Zealand to collaborate to achieve an improved understanding of heritage in the region and establish methods of ongoing heritage management. The Ophir community has described its desire for greater heritage protection under the District Plan as one way in which their heritage aspirations might be advanced. Additional protection in this manner might be expected to ease the fears that exist within the community that future development might damage the character and identity of the township. This was reflected in the focus group as stated by one community member "we have to be so careful that we are protecting what we have because it can be so easy for someone to come in and do what they wanted without permission and it'll be too late". This is not to say that the community does not consider development to necessarily be unwelcome, but rather that community wishes to enable development to occur on their terms and in a way that might strengthen the existing community values.

The results of this research have also shown a collective concern that the growing demand for development in the region may increase the potential for inappropriate development within the township and surrounding area. Whilst there is a heritage precinct already established, it is recognised that threat from development often occurs on the surrounding periphery areas (Tweed and Sutherland, 2007). The community have acknowledged that pressures on heritage management exist due to a perceived shortfall of Council support, insufficient infrastructure to accommodate future growth, and the potential for damage to heritage sites through neglect. To combat these pressures, the community would like to be better enabled to develop further heritage management tools. The findings of this research suggest they would like to introduce greater heritage protection provisions into the District Plan and to see more active management initiatives (for example a set of design guidelines and further encouragement of adaptive reuse projects). This would also require greater support and collaboration from Council and other relevant heritage organisations.

The view of the Ophir community finds support in literature. Hodges and Watson (2000) explain there is a sense of failure to recognise the role of heritage management and the impact this can have on community life, development and establishing cultural identity. However, it is not just the importance of the social outcomes that heritage protection and

management can bring. Bullen and Love (2011a) clearly establish that the protection and preservation of heritage has significant economic benefits, particularly in relation to heritage tourism. This is further supported by Bowitz and Ibenholt (2009) who confirm tourists are increasingly demanding more heritage related cultural experiences. Accordingly, the Ophir community should feel justified in their desire to ensure heritage is protected and that there are appropriate mechanisms in place to control and guide future development within the area. Such provisions may be expected to not only preserve the existing heritage values, but also to enable greater economic benefits for the township.

The District Plan affords some heritage protection to Ophir. District Plan Map 25 (Appendix E) illustrates the extent of the heritage precinct that exists within the township. This precinct currently encompasses either side of the main street (Swindon Street) for approximately half of the length of the street (the western half). The provisions in the heritage precinct, as specified in section 11 of the District Plan, place restrictions on the construction of new structures and the removal and/or renovation of existing structures within the precinct. These restrictions require a discretionary resource consent to be issued by CODC, which enables consideration and assessment of proposed design features. In addition to the heritage precinct provisions, the District Plan also affords individual protection of specific heritage sites and structures through its section 19 designations, and restrictions over certain activities within the rural slopes to the south of the township by way of the Significant Amenity Landscape (SAL) provisions. Several of the key informants interviewed, and a number of attendees at the Ophir focus group, proposed that the existing heritage precinct should be extended to include the land on both sides of the main road between the existing precinct and Ida Valley - Omakau Road at the eastern end of the township.

The Ophir Community Plan, while not an authoritative policy resource, is significant in the sense that it describes the heritage values, objectives and concerns that have been adopted by the community. Relevant values described by the plan include the strong sense of community spirit and the people that make up the community, as well as Ophir's well-preserved heritage buildings. Objectives of the plan include; ensuring that Ophir is developed and maintained in keeping with its historic theme and encouraging the community to work with Council and other relevant organisations to enable more effective heritage management outcomes.

Navrud and Ready (2002) suggest that residents of an area often feel better about themselves and their community by allowing others to experience what their region has to offer. This is very much apparent in Ophir, with the community certainly extending a warm welcome to visitors. In a reciprocal setting, literature also finds that the majority of people believe their quality of life is improved by having the opportunity to visit heritage sites, and that heritage conservation is important even if few people choose to visit the site of interest (Allen Consulting Group, 2005). The study by Allen Consulting Group (2005) also highlights the degree to which built heritage can increase social capital and community sustainability, and how this can enhance the wellbeing of residents, community pride, and the extent to which people feel a sense of belonging. Thus, the protection, enhancement, celebration and sustainable management of heritage values and features clearly has the potential to create a symbiotic arrangement, in which positive outcomes can be enjoyed by the community and visitors alike.

The primary research, as shown in the results chapter of this report, suggests that Ophir has largely achieved this arrangement. The community feels protective of its achievements in this regard. The maintenance of this arrangement, through added regulated and non-regulated protection, is of greater priority to the community than allowing new development (beyond a minor scale) that might otherwise introduce the potential to unbalance the community/visitor relationship. By all accounts, the Ophir Community Plan has been effective at guiding local development in a direction that is compatible and consistent with community aspirations. Furthermore, with a strong community in place, there is no reason to think that the plan is not able to continue providing positive heritage outcomes through the foreseeable future. With the necessary support, the Ophir Community could work together to ensure the District Plan is appropriately updated and provides the greater protection expressed throughout the results of this research.

This discussion leads to the following recommendations:

**Recommendation 5a:**

*The Ophir community should work with the Central Otago District Council to identify appropriate modifications to the existing heritage protection offered by the District Plan. The community should also work with Council to investigate the merits of implementing a set of design guidelines to support future development within the township. Such guidelines will likely be more descriptive than the*

*protective measures contained in the District Plan, however may not provide a form of regulated protection. It is important that the regulated and non-regulated forms of protection/guidance can work together in a compatible and reinforcing manner.*

**Recommendation 5b:**

*Central Otago District Council should take an active role in approaching the Ophir community, including the Ophir Welfare Committee, to provide a platform for the community to investigate and evaluate appropriate modifications to the existing heritage protection offered by the District Plan. Council should also use work with the community to investigate the merits of implementing a set of design guidelines to support future development within the township.*

## 7.4 CONCLUSION

The research aim of this study is: "*How can heritage values be protected and celebrated/enhanced to support future community initiatives in Bannockburn and Ophir?*" The investigation, analysis and discussion undertaken as part of this research project, and the recommendations reached (noted below for ease of reference), describe the answer to this question. Certainly, there would appear to be a number of initiatives that the Bannockburn and Ophir communities might pursue, in most cases with assistance from the Central Otago District Council. However, these initiatives are not entirely the same for each of the two study areas. Furthermore, the recommended actions are considered to provide the most meaningful outcomes across a broad spectrum of heritage elements. There remain a multitude of other, more specific initiatives that might also render positive outcomes, but which are not considered of such significance to warrant their own recommended actions.

To summarise the recommendations reached in the discussion sections above, in respect of the two study areas, these recommendations are:

## 7.5 RECOMMENDATIONS

**Recommendation 1a:**

*Central Otago District Council should facilitate an investigation into the means by which a full heritage assessment, or a series of assessments, might be undertaken throughout the district to achieve a comprehensive record of heritage values, sites and features. Due to the consistency of policy*

*responsibilities with other agencies and organisations, Council should consider inviting external participation from relevant groups.*

**Recommendation 1b:**

*Communities within Central Otago should collate and record all knowledge of heritage values, sites and features that is held by their constituent members. These records should be maintained in a repository that is secure and accessible. Records should also be disseminated to Central Otago District Council to support the propagation of a full districtwide heritage record.*

**Recommendation 2:**

*Central Otago District Council should assess the feasibility of appointing a heritage planner to provide advice, assistance and authoritative support (where relevant) towards achieving districtwide heritage initiatives.*

**Recommendation 3:**

*Communities within Central Otago should adopt (or maintain) an active role in the investigation of how heritage values, sites and features that exist within their local areas might be better recognised and celebrated, and what opportunities are available to achieve broader community goals in conjunction with this focus on heritage. Communities undertaking such investigations should seek assistance from Central Otago District Council in respect of the provision of specialist knowledge of heritage matters and appreciation of policy implications.*

**Recommendation 4a:**

*The Bannockburn community should collectively consider the merits of developing a Bannockburn Community Plan. If the community determines to proceed with the creation of a community plan, then the community should seek local government assistance with this process should be sought from Central Otago District Council. The community should approach the development of a community plan in an inclusive and collaborative manner, to ensure that the end product is acceptable to the large majority of community members and is something that the community is committed to promoting (and defending) through the foreseeable future. Once the Bannockburn Community Plan has been approved, the community should investigate with Council appropriate ways in which the described heritage aspirations might best be pursued.*

**Recommendation 4b:**

*Central Otago District Council should take an active role in facilitating the creation of a Bannockburn Community Plan. This may involve encouraging the community to invest the necessary time into pursuing the development of the plan, and the provision of specialist in-house expertise to consolidate community ideas into an effective resource. Council may also assist this process by facilitating communication between the community and broader district heritage stakeholders. Once the Bannockburn Community Plan has been approved, Council should investigate with the community appropriate ways in which the described heritage aspirations might best be pursued.*

**Recommendation 5a:**

*The Ophir community should work with the Central Otago District Council to identify appropriate modifications to the existing heritage protection offered by the District Plan. The community should also work with Council to investigate the merits of implementing a set of design guidelines to support future development within the township. Such guidelines will likely be more descriptive than the protective measures contained in the District Plan, however may not provide a form of regulated protection. It is important that the regulated and non-regulated forms of protection/guidance can work together in a compatible and reinforcing manner.*

**Recommendation 5b:**

*Central Otago District Council should take an active role in approaching the Ophir community, including the Ophir Welfare Committee, to provide a platform for the community to investigate and evaluate appropriate modifications to the existing heritage protection offered by the District Plan. Council should also use work with the community to investigate the merits of implementing a set of design guidelines to support future development within the township.*

# 8 CONCLUSION

The aim of this research has been to investigate how heritage values can be protected and celebrated/enhanced to support future community initiatives in the Central Otago townships of Bannockburn and Ophir. Through establishing suitable research questions, the project group was able to gain an understanding of the heritage values that presently exist within the Bannockburn and Ophir regions, and what the respective community aspirations are in relation to heritage. By undertaking a review of academic literature and an analysis of relevant local policy, the consistency between the secondary and primary research was able to be evaluated. This then allowed the research team to assemble a range of project findings and recommendations in relation to heritage management opportunities in Bannockburn and Ophir, and thus to answer the research aim.

Primary research undertaken to assist this project includes key informant interviews, focus group meetings and site inspections at the two study townships. Due to the aim of the research being focused on the communities, the use of qualitative methods was appropriate. This allowed the project team to gain insight into the diverse thoughts and opinions of individuals within these communities (Dunn, 2016). It has also been critical to collect secondary data through a review of the existing literature on heritage and an analysis of local policy, which when considered together with the primary research findings, has enabled the development of key themes. These themes were then used as a framework for the evaluation of results. It was recognised that a number of limitations exist within the primary research, including the relatively small number of key informant and focus group participants. Time constraints placed on this research meant that stakeholder consultation processes were not able to be as broad as the researchers might have wished. A second limitation exists with the manner used by this research to select key community informants, which has a bias towards the selection of people that already have an interest in heritage. Therefore, the results may have omitted to satisfactorily capture the views of those stakeholders and individuals who do not share an interest in heritage (but who still have a legitimate interest in community outcomes and aspirations).

## Central Otago

The research findings have found a number of values, pressures and opportunities that apply to the wider Central Otago district. Through understanding these wider themes, the research team was able to gain a deeper knowledge of the how the values and aspirations of Bannockburn and Ophir coincided with, or departed from, the broader districtwide perceptions. Where consistency has been found in these perceptions, the research team has been able to develop a group of districtwide recommendations. Four districtwide recommendations have been presented in this report, deriving from the three principal common themes of: greater heritage knowledge, authoritative support, and assessment of heritage opportunities. These recommendations apply to both Bannockburn and Ophir (and quite possibly to other communities throughout Central Otago, although the research has not had cause to confirm this). Where perceptions of values, pressures and opportunities are not consistent across the district, specific recommendations have been outlined for each of the two study townships individually, as touched on below.

## Bannockburn

As shown in the results, the remains of historic gold mining activities has been ranked the highest heritage value in Bannockburn, with the 'World of Difference' character being the second most frequently identified value. In terms of pressures, the community has identified potential damage from development as being the biggest threat to heritage. Loss of heritage as a result of insufficient funding, as well as damage by neglect and misuse, have also been raised as being important pressures to be addressed. The main opportunity that has been identified by this research is the desire for increased active management, and in particular the possible formulation of a purposeful community plan. In order to address these values, pressures and opportunities, recommendations were provided specifically for Bannockburn around the theme of building greater community cohesiveness.

## Ophir

For Ophir, architectural heritage is one of the most important elements of heritage value that has been identified by this research. This is largely due to a number of very well maintained historic buildings from the 1800s that still exist within the township. The community also highly values the small tight-knit community feel of the place, stating very clearly that if growth is to occur in the township, then this should occur slowly and

deliberatively. In terms of pressures on heritage in Ophir, the results of this research show that the highest perceived pressure is potential damage from development. Members of the Ophir community fear that inappropriate development might diminish or dilute the heritage values that already exist. Opportunities identified by this research include greater implementation of adaptive reuse activities, which are considered by the community to be a successful way of enhancing heritage buildings whilst also attracting new 'boutique' business. Greater active management is another opportunity that has been identified as a way for the Ophir community to better manage futures changes to the form of the township that might be caused by the growth of resident and visitor populations. These findings lead to specific recommendations for Ophir around the theme of greater heritage protection.

It is anticipated that the two subject community's will experience positive outcomes in respect of heritage protection, enhancement and management, should they wish to utilise the findings, and implement the recommendations, that are contained in this study. It is also anticipated that the townships of Bannockburn and Ophir may be better placed to improve their prospects for positive heritage outcomes in the future, through the variety of new opportunities that have been described by this research.

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# APPENDICES

## 8.1 APPENDIX A

Extract from Schedule 19.4: Register of Heritage Buildings, Places, Sites and Objects

| No. | Item & Location | Address/Legal description* | HNZ Details | |
|---|---|---|---|---|
| | | | Reg No. | Category |
| 26 | Bannockburn Sluice Workings | Pt Lot 1 DP 26776 (OT18D/464), Otago Land District | 5612 | II |
| 27 | War Memorial | Sec 9 Block VI Town of Bannockburn | - | |
| 28 | Bannockburn Presbyterian Church | Secs 8-9 Blk V Town of Bannockburn, (CT OT151/239), Otago Land District | 2385 | II |
| 28A | Ray Cottage | Sec 46 Blk I Bannockburn SD (CT OT227/72), Otago Land District | 7594 | II |
| 29 | Post Office, Bannockburn | Section 79 Block I, Bannockburn Survey District | - | - |
| 30 | Store, Bannockburn | Part Sections 1 & 2 Block III Town of Bannockburn | - | - |
| 31 | Bridge Tower and abutments | Legal Road | - | - |
| 178 | Stewart Town Ruins | Section 48 Block II Cromwell SD | 5610 | II |
| 179 | (Menzies) Dam | Section 48 Block II Cromwell SD | 5611 | II |
| 267 | Dam | Section 2 SO 20098, Young Australian Historic Reserve, Block III Bannockburn SD | 5616 | II |
| 268 | Water Wheel, Young Australian Mining Company | Section 2 SO 20098 Young Australian Historic Reserve, Block III, Bannockburn SD | 342 | I |
| 269 | Young Australian Mine Co. Battery | Section 2 SO 20098, Young Australian Historic Reserve, Block III, Bannockburn SD | 2393 & 5616 | II & II |
| 270 | Stone Hut (below Young Australian Battery) | Section 2 SO 20098, Young Australian Historic Reserve, Block III, Bannockburn SD | 2389 & 5616 | II & II |
| 271 | Kawarau Station Homestead | Section 1 Block IV Bannockburn SD | 7619 | I |
| 272 | Kawarau Station Woolshed | Section 1 Block IV Bannockburn SD | 7619 | I |
| 273 | Happy Valley Homestead, Hawksburn Road | Run 339C Bannockburn and Nevis SD | - | - |
| 274 | Ovens/Midden | Run 339G Block VIII Bannockburn | 5620 | II |

| No. | Item & Location | Address/Legal description* | HNZ Details | |
|---|---|---|---|---|
| | | | Reg No. | Category |
| 106 | Blacks Hotel, Ophir | Sections 1 and 2 Block IV Town of Ophir | - | - |
| 107 | St Andrews Church (Presbyterian) | Sections 7-8 Block III Town of Ophir | 3246 | II |
| 108 | Kintail House, Swindon Street, Ophir | Lot 2 and Part Lot 1 DP 9219 | - | - |
| 109 | The Bungalow, Swindon Street, Ophir | Section 2 Block III Town of Ophir | - | - |
| 110 | Dressmaking Shop (former), Swindon Street, Ophir | Section 1 Block III Town of Ophir | - | - |
| 111 | Flannery's Store (The Bakery), Swindon Street, Ophir | Sections 8 and 9 Block II Town of Ophir | - | - |
| 112 | Bank of New South Wales (former), Swindon Street, Ophir | Section 6 Block II Town of Ophir | - | - |

| 113 | Pitches Store, Swindon Street, Ophir | Sections 4-5 Block II Town of Ophir | 7282 | II |
|---|---|---|---|---|
| 114 | Policeman's House (former), Swindon Street, Ophir | Section 12 Block II Town of Ophir | - | - |
| 115 | Old Courthouse (former), Swindon Street, Ophir | Section 11, Block II Town of Ophir | 2372 | II |
| 116 | Postmaster's House (former), Swindon Street, Ophir | Section 2 and Part Section 13 Block II Town of Ophir | - | - |
| 117 | Post Office, Swindon Street, Ophir | Part Section 13 Block II Town of Ophir | 341 | I |
| 118 | Cottage Hospital (former), Swindon Street, Ophir | Sections 4 & 15 and DP 1384 Block I Town of Ophir | - | - |
| 119 | Two-Cell Cottage (former Library Athenaeum), Swindon Street, Ophir | Sections 8 and 9, Block I Town of Ophir | - | - |
| 120 | Cottage, Stable and Out Buildings, West Side, Main Street, Ophir | Section 11 Block I Town of Ophir | 3230 | II |
| 121 | Daniel O'Connell Bridge, Ida Valley | Omakau Road, Ophir | 338 | I |
| 122 | Rock Cutting at entrance to Daniel O'Connell Bridge, Ophir | Section 26 Block II Tiger Hill SD | - | - |

*These legal descriptions have been taken from the District Plan however some appear to conflict what is recorded in the Heritage NZ register*

Extract from Schedule 19.10: Historic Reserves and Protected Private Land for Historic Purposes

| Item | Description | Area | Legal Description |
|---|---|---|---|
| 2 | Bannockburn Sluicing's | 134.5ha | Lot 1 DP 26776 |
| 3 | Bannockburn Post Office | 1012m2 | Sec 79 Blk I Cromwell SD |
| 4 | Ophir Post Office | 539m2 | Part Sec 13 Blk II Town of Ophir |
| 15 | Young Australian Mine | 38.4 ha | Sec 2 SO 20098 |

## 8.2 APPENDIX B

| Key Informant | Position |
|---|---|
| HS 1 | Heritage Stakeholders 1-4 comprise representatives of districtwide organisations which include heritage protection and/or management as a core function. |
| HS 2 | |
| HS 3 | |
| HS 4 | |
| CS 1 | Community Stakeholders 1-2 comprise representatives of districtwide organisations which have a role in enabling community development, including heritage-tourism. |
| CS 2 | |
| BS 2 | Bannockburn Stakeholders 2-3 are individual members of the Bannockburn community who hold long-term knowledge of the local region and its community. |
| BS 3 | |
| OS 2 | Ophir Stakeholders 2-3 are individual members of the Bannockburn community who hold long-term knowledge of the local region and its community. |
| OS 3 | |

*Note: BS1 and OS1 refer to the focus groups that took place at Bannockburn and Ophir and therefore have been omitted from this list.*

## 8.3 APPENDIX C

# Heritage

Focus Group

We invite all members of the community to participate in an open discussion about historic heritage matters in Ophir and the community's response. This research is being undertaken by students of the Master of Planning course at the University of Otago.

## What topics will be discussed?

What are the heritage values of Ophir?
What are the development aspirations of your town?
What opportunities are there for development or protection of heritage?
How effective are existing community plans in supporting heritage?

The information gathered will be part of a research report that will presented to Central Otago District Council.

**When:** Wednesday 9th of May from 2:00pm-3:30pm.
**Where:** Ophir Peace Hall.

*Please be aware that participants will be asked to sign a consent form prior to the meeting.*

# 8.4 APPENDIX D



Form Updated: December 2017

## UNIVERSITY OF OTAGO HUMAN ETHICS COMMITTEE APPLICATION FORM: CATEGORY B

### (Departmental Approval)

*Please ensure you are using the latest application form available from: http://www.otago.ac.nz/council/committees/committees/HumanEthicsCommittees.html*

**1.     University of Otago staff member responsible for project:**
Thompson-Fawcett     Michelle        Professor

**2.     Department/School:**
     Geography

**3.     Contact details of staff member responsible**

Michelle Thompson-Fawcett

T: 64 3 479 8762

E: michelle.thompson-fawcett@otago.ac.nz

**4.     Title of project:** Heritage issues in Ophir and Bannockburn

**5.     Indicate type of project and names of other investigators and students**:

**Staff Research**  ☐  **Names**

**Student Research**  ☒  **Names**  | Esther Neill, Matthew Simpson, Kurt Bowen, Ekrina Iose, Dylan Cliff, Sian Stirling

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*Level of Study (e.g. PhD, Masters, Hons)*

**External Research/** ☐    **Names**    ☐

**Collaboration**

*Institute/Company* ☐

**6.**    **When will recruitment and data collection commence?**

30/04/18

**When will data collection be completed?**

15/06/18

**7.**    **Brief description <u>in lay terms</u> of the aim of the project, and outline of the research questions that will be answered** (approx. 200 words)**:**

The aim of this project is to investigate how the heritage assets of Ophir and Bannockburn can be protected and celebrated to support future community initiatives. The towns have rich heritage linked to the gold mining era and already have a number of listed heritage features and buildings. This research will assist in informing future community led development.

**Research questions:**

What are the heritage values of Ophir and Bannockburn?

What are the development aspirations of Ophir and Bannockburn?

What opportunities are there for heritage development/protection?

How effective are the existing community plans in terms of supporting heritage and how can these be improved?

**8.**    **Brief description of the method.**

The project will take a mixed-methods approach, relying on a comprehensive review of relevant community and council planning documents, and published literature as secondary data, as well as gathering of primary data. Primary data will be gathered using the following methods:

Key informant interviews - Participants will be purposively selected for their knowledge of heritage or heritage tourism in the district and come from key organisations such as Heritage NZ, Department of Conservation, Tourism Central Otago, Aukaha, Central Otago District Council. The interviews will use a set of guiding questions derived from the research questions above. The open-ended nature of the questions will allow the participant to drive the interview. Key informant interviews will be audio recorded, with prior permission of the participant, in order to analyse the data at a later date.

Focus groups will be used to bring together a range of community members and business representatives. Participants will be recruited through assistance of key community members and sponsor representatives. A flyer drop advertising the focus group will be carried out to a selection of 50 letter boxes throughout Bannockburn. This is to ensure a wide range of residents are aware of the focus group and have the opportunity to participate. One focus group will be conducted for both Ophir and Bannockburn to identify the heritage issues specific to each region. Focus groups will be audio recorded, with prior permission of the participants, in order to analyse the data at a later date.

The data obtained as a result of the research will be retained in secure storage and then destroyed at the completion of the research. Anonymity will be kept throughout the research document with only a brief description of the person's position within the industry, through either a job title or classification given to the organisation (e.g. Local Government Representative, Community Member etc).

9. **Disclose and discuss any potential problems and how they will be managed**:

One potential issue for this research will be managing conflict and differing opinions at the focus group. Expectations will also need to be managed about what our research can facilitate. This will be managed by directing the focus groups through using guiding questions and making the group aware of our time constraints. Our positionality is that we are Masters of Planning students carrying out this research out as part of our academic studies. The Central Otago District Council and Department of Internal Affairs are sponsors for this research.

Research will be carried out in groups of at least two, with all group members carrying a personal cell phone. All interviews and focus groups will be pre-arranged with a schedule made available to all group members and the academic supervisor.

Prior to the focus groups and interviews we will inform participants of the protection to their anonymity. No personal details will be recorded during interviews and interviewees will be referred to generically, unless the interviewee grants permission to use their identity. The researchers will be careful not to disclose the identity of participants to other participants, and to ensure that research outputs do not provide information that will allow a reader to readily identify a participant.

**\*Applicant's Signature:**  ...............................................................................

*Name (please print):* …………………………………………………….

**Date:**  ................................

*\*The signatory should be the staff member detailed at Question 1.*

*ACTION TAKEN*

☐    Approved by HOD          ☐    Approved by Departmental Ethics Committee

☐    Referred to UO Human Ethics Committee

**Signature of \*\*Head of Department***:* ........................................................................

*Name of HOD (please print):* …………………………………………………….

**Date:**  ...................................................

\*\*Where the Head of Department is also the Applicant, then an appropriate senior staff member must sign on behalf of the Department or School.

**Departmental approval:** *I have read this application and believe it to be valid research and ethically sound.  I approve the research design.  The research proposed in this application is compatible with the University of Otago policies and I give my approval and consent for the application to be forwarded to the University of Otago Human Ethics Committee (to be reported to the next meeting).*

**IMPORTANT NOTE**: As soon as this proposal has been considered and approved at departmental level, the completed form, together with copies of any Information Sheet, Consent Form, recruitment advertisement for participants, and survey or questionnaire should be forwarded to the Manager, Academic Committees or the Academic Committees Administrator, Academic Committees, Rooms G22, or G26, Ground Floor, Clocktower Building, or scanned and emailed to either gary.witte@otago.ac.nz. or jane.hinkley@otago.ac.nz

## HERITAGE ISSUES IN OPHIR AND BANNOCKBURN
## INFORMATION  SHEET  FOR  PARTICIPANTS

Thank you for showing an interest in this project.  Please read this information sheet carefully before deciding whether or not to participate.  If you decide to participate we thank you.  If you decide not to take part there will be no disadvantage to you and we thank you for considering our request.

### What is the Aim of the Project?

The aim of this project is to investigate how the heritage assets of Ophir and Bannockburn can be protected and celebrated to support future community initiatives. This project is being undertaken as part of an academic requirement for the Master of Planning Programme at the University of Otago.

### What Types of Participants are being sought?

Community members from both Bannockburn and Ophir are being sought to take part in the focus groups. Key informants are sought based on their expertise in heritage or resource management.

### What will Participants be asked to do?

Should you agree to take part in this project, you will be asked to either take part in a focus group lasting no more than 90 minutes with other community members, or to undertake an interview with the researchers lasting approximately 30 – 45 minutes. The focus groups will be semi-structured to ensure the session is completed within a timely manner. The interview format will be open ended; you will largely shape the direction of the interview based on your area of expertise. Please be aware that you can choose not to answer any questions at any time.

### What Data or Information will be collected and what use will be made of it?

The data collected will be securely stored in such a way that only those mentioned below will be able to gain access to it. Data obtained as a result of the research will be retained in secure storage and then destroyed at the completion of the research.

This project involves an open-questioning technique. The general line of questioning includes heritage issues in Bannockburn or Ophir. The precise nature of the questions that will be asked have not been determined in advance, but will depend on the way in which the interview develops.  Consequently, although the Department of Geography is aware of the general areas to be explored in the interview, the Committee has not been able to review the precise questions to be used.

In the event that the line of questioning does develop in such a way that you feel hesitant or uncomfortable you are reminded of your right to decline to answer any particular question(s).

**Can Participants change their mind and withdraw from the project?**
You may withdraw from participation in the project at any time up to two weeks after the interview without any disadvantage to yourself. Due to the nature of the focus group it will not be possible to withdraw complete participation after this has taken place. However, you may review the focus group transcript and withdraw particular comments, up to two weeks after the focus group.

**What if Participants have any Questions?**

If you have any questions about our project, either now or in the future, please feel free to contact either:-

Esther Neill                                  and            Michelle Thompson-Fawcett

Department of Geography                          Department of Geography

Email Address: neies026@student.otago.ac.nz        University Telephone Number:

                                                   03 479 8762

                                                   Email    Address:    michelle.thompson-
                                                   fawcett@otago.ac.nz


This study has been approved by the Department stated above. However, if you have any concerns about the ethical conduct of the research you may contact the University of Otago Human Ethics Committee through the Human Ethics Committee Administrator (ph +643 479 8256 or email gary.witte@otago.ac.nz). Any issues you raise will be treated in confidence and investigated and you will be informed of the outcome.

**HERTIAGE ISSUES IN BANNOCKBURN AND OPHIR**
CONSENT FORM FOR KEY INFORMANT PARTICIPANTS

I have read the Information Sheet concerning this project and understand what it is about. All my questions have been answered to my satisfaction. I understand that I am free to request further information at any stage.

I know that:-

1.  My participation in the project is entirely voluntary;

2.  I am free to withdraw from the project at any time up to two weeks after the interview without any disadvantage;

3.  Information from audio recordings will be destroyed at the conclusion of the project;

4.  This project involves an open-questioning technique. The general line of questioning relates to heritage issues and opportunities within Bannockburn and Ophir. The precise nature of the questions that will be asked have not been determined in advance, but will depend on the way in which the interview develops and in the event that the line of questioning develops in such a way that I feel hesitant or uncomfortable I may decline to answer any particular question(s) and/or may withdraw from the project without any disadvantage of any kind;

5.  The results of the project may be published but every attempt will be made to preserve my anonymity, unless I grant permission to use my identity (see 7 below);

6.  I grant/do not grant my permission to allow the researchers to audio record my interview; (please circle one)

7.  I grant/do not grant permission to allow the researchers to use my identity. (Please circle one)

I agree to take part in this project.

........................................................................    ..............................
        (Signature of participant)    (Date)


........................................................................
        (Printed Name)

**SAMPLE QUESTIONS/TOPICS OF DISCUSSION**

Note that interviews and focus groups will take an open-ended format. The topics discussed within each will largely be shaped by the knowledge and experiences of the interviewee/participants, with question foci adapted as appropriate. However, listed below are some lines of inquiry that will form the foundation of key informant interviews:

- What do you think the district wide character of the region is? What about character at Bannockburn/Ophir?
- What do you view as the most important heritage values and forms of the region? What about Bannockburn/Ophir specifically?
- Are there any heritage values/forms that you think could be protected or enhanced?
- How do you see the built form of heritage in Ophir/Bannockburn developing in the next 20 years? Do you think other members of the community would agree?
- How about tourism and business development?
- What additional infrastructure would be needed to support this?
- What would be the preferred project/initiatives?
- What opportunities are there for funding?

**HERTIAGE ISSUES IN BANNOCKBURN AND OPHIR**
CONSENT FORM FOR FOCUS GROUP PARTICIPANTS

I have read the Information Sheet concerning this project and understand what it is about. All my questions have been answered to my satisfaction. I understand that I am free to request further information at any stage.

I know that:-

1.  My participation in the project is entirely voluntary;

2.  I am free to withdraw prior to the focus group taking place. Once I have participated in the focus group I can request to review the transcript and withdraw any comments, up to two weeks after the focus group;

3.  Information from audio recordings will be destroyed at the conclusion of the project;

4.  This project involves an open-questioning technique. The general line of questioning relates to heritage issues and opportunities within Bannockburn and Ophir. The precise nature of the questions that will be asked have not been determined in advance, but will depend on the way in which the interview develops and in the event that the line of questioning develops in such a way that I feel hesitant or uncomfortable I may decline to answer any particular question(s) and/or may withdraw from the project without any disadvantage of any kind;

5.  The results of the project may be published but every attempt will be made to preserve my anonymity, unless I grant permission to use my identity (see 7 below);

6.  I grant/do not grant my permission to allow the researchers to audio record my interview; (please circle one)

7.  I grant/do not grant permission to allow the researchers to use my identity.
    (Please circle one)

I agree to take part in this project.

............................................................................ ..............................
       (Signature of participant)                      (Date)

............................................................................
       (Printed Name)

**SAMPLE QUESTIONS/TOPICS OF DISCUSSION**

Note that interviews and focus groups will take an open-ended format. The topics discussed within each will largely be shaped by the knowledge and experiences of the interviewee/participants, with question foci adapted as appropriate. However, listed below are some lines of inquiry that will form the foundation of the focus groups:

- What do you think the district wide character of the region is? What about the character of Bannockburn/Ophir?
- What do you view as the most important heritage values and heritage forms of the region? What about Bannockburn/Ophir specifically?
- Are there any heritage values/forms that you think could be protected or enhanced?
- How do you see the built form in Ophir/Bannockburn developing in the next 20 years?
- How about tourism and business development?
- What additional infrastructure would be needed to support this?

- Community support – would you be prepared to help implementation of these ideas? What sort of involvement could you provide?
- How do you see these projects being funded?
- How would the community decide between competing projects/initiatives?

## 8.5 Appendix E

RU

R
[RRA (2)]

JOINS
MAP 8A

Lake Dunstan /
Te Wairere

Bannockburn
Inlet

W

W

W

Note: See Schedule 19.13
For Extent of Lake Dunstan
Operating Easement – SA 105A

SA 105A

BLR

BLR

050

RU

BLR

Bannock
Burn

RU

JOINS
MAP 8A

R
[RRA (4)]

BLR

BLR

BLR

BLR

STREET

TERRACE

LAWRENCE ST

SUNLEY ST

BANNOCKBURN

ROAD

RU
[RR]

FELTON
ROAD

RU
[RR]

SA
24A

BLR

R
[RRA (4)]

050

29

HR3

050

ROAD

CARRICK

ROAD

JOINS TOP OF MAP 8

MAP
8A

Bannockburn
Inlet

Lake Dunstan /
Te Wairere

(Kawarau Arm)

BLR

RO-AD

CAIRNMUIR

RU

050

BLR

51

BANNOCKBURN ROAD

R
[RRA (4)]

RU
[RR]

Note: See Schedule 19.13
For Extent of Lake Dunstan
Operating Easement – SA 105A

Central Otago District Plan

MAP 25

OPHIR

Scale 1: 5000
( at A3 )

LOCATION
Ophir
CENTRAL OTAGO DISTRICT

ADJOINING MAPS
53
24
25
53

metres
0m  50m  100m  150m  200m

N  Northpoint Vertical

See LEGEND for key
to map notations

Amended: 10 July 2009
           19 July 2015

Publicly Notified :     15 July 1998
Amended by Decisions : 1 July 2000
Operative Date :       1 April 2008

# Central Otago District Planning Maps

## LEGEND

### RESOURCE AREAS

| | |
|---|---|
| RU | Rural Resource Area |
| R | Residential Resource Area |
| B | Business Resource Area |
| I | Industrial Resource Area |
| RS | Rural Settlements Resource Area |
| W | Water Surface and Margin Resource Area |
| MRRA | McArthur Ridge Resource Area |

### DESIGNATIONS

| | |
|---|---|
| D123 | Designation ( Schedule 19.2 ) |
| L.A.R. | Limited Access Road (Urban Map) |
| L.A.R. | Limited Access Road (Rural Map) |
| 8 | State Highway ( Urban Map ) |
| 8 | State Highway ( Rural Map ) |

### SCHEDULED ACTIVITIES

| | |
|---|---|
| SA123 | Scheduled Activities ( Schedule 19.3 ) |

NOTES 1. All legal roads are deemed to be designated.
2. All designated land subject to underlying Resource Area provisions that apply where such land is to be used for a purpose other than the designated purposes.
3. Surface of any waterbody deemed to be in Water Surface and Margin Resource Area.
4. Cadastral information correct as at 1 December 2007
5. Size of symbols as shown in Legend may vary when shown on Planning Maps.
6. Cadastral Information from Land Information New Zealand [LINZ] CROWN COPYRIGHT RESERVED with regard to Cadastral Information.

### HERITAGE VALUES

| | |
|---|---|
| HP | Heritage Precinct |
| ■ 125 | Heritage Building, Place, Site or Object ( Schedule 19.4 ) |
| ↑ 14 | Notable Tree ( Schedule 19.4 ) |
| HR12 | Historic Reserve ( Schedule 19.10) |
| SN12 | Area of Significant Natural Value ( Schedule 19.6.1 ) |
| ▲ W12 | Additional Wetlands ( Schedule 19.6A ) |
| OL | Area of Outstanding Landscape Value ( Schedule 19.6.2 ) |
| | Land over 900 metres |
| LMA | Upper Manorburn / Lake Onslow Landscape Management Area |
| | Esplanade Provision ( Schedule 19.9 ) |
| Ⓝ | Nohoanga ( Traditional Camping ) |

### HAZARDS

| | |
|---|---|
| FP | Flood prone land ( Schedule 19.11 ) |
| | Mined Area (Urban Maps) |
| | Mined Area (Rural Maps) |
| F | Active Geological Fault |
| | Filled Area (including closed Landfills) |
| | Area of Subsidence or Slippage |
| H | High Voltage Lines ( See Rule 4.7.6 A (g) ) |

### OTHER NOTATIONS

| | |
|---|---|
| | District Boundary |
| | Resource Area Boundary ( Where distinction required ) |
| R / B | Resource Area Boundary underlying a Designation |
| MAP 4A | Area subject to enlarged Planning Map |
| [RR] | Rural Residential ( See Rule 4.7.2 (ii) ) |
| [RuRA( )] | Rural Resource Area (1)–(5) ( See Rule 4.7.2 (ii) & (ia) ) |
| [RRA( )] | Residential Resource Area (1)–(11) ( See Rule 7.3.3 (i)(c) ) |
| [BA( )] | Business Resource Area (1) ( See Rule 8.3.6 (i) ) |
| R* | Residential Resource Area ( See Rule 7.3.6(iii)(X)(2) – Sloping Sites) |
| | Airport Protection Zone ( See Rule 4.7.6 A (i) ) |
| | Proposed Road Alignment |
| | Actual position of formed road ( For information purposes only) |
| | Road to be Stopped |
| BLR | Building Line Restriction |
| | Verandah Required ( See Rule 8.3.5(iii) ) |
| | Building Facades ( See Rule 8.3.2 (i) ) |
| | Bridge |