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Valuing our place:
a critical exploration of frameworks for assessing the
significance of New Zealand's historic heritage

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Abstract

This thesis argues that considerations of value and significance are fundamental to sustainable heritage management practice. It explores critical issues relating to the valorisation of historic heritage in New Zealand and considers whether existing frameworks for evaluation and assessment are effective and appropriate.

The rationale for the research proposes that achievable and effective outcomes for historic heritage only occur in the context of rigorous evaluation and assessment frameworks. Theoretical and pragmatic frames of reference drive key lines of reasoning. The two frames of reference comprise: firstly, theoretical principles relating to the nature and qualities of heritage value and secondly, operational strategies relating to the process of assessment.

The thesis integrates current policy and practice within existing epistemology with primary research data using a mixed methodology. A review of international policy and practice contrasts the various approaches used in Australia, Canada, England and the United States of America, and identifies effective system characteristics. Existing understandings and practice within New Zealand are considered and analogies made between particular elements of the primary research drawn from surveys of professional and non-professional opinion of the heritage assessment process. The New Zealand findings are then set against the review of international evidence and the literature to identify significant strengths and shortcomings.

It is argued that New Zealand currently lacks suitable frameworks within which appropriate concepts of value and effective strategies for significance assessment are meaningfully integrated. Expressions of the nature and qualities of historic heritage must be reformulated in ways that afford greater recognition to principles of social value and the holistic, multivalent properties of the resource. Moreover, identified deficiencies in matters of community engagement, consistency, resourcing, local authority process and the recognition of indigenous rights, undermine the effectiveness of operational strategies for assessment and require attention.

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Glossary

Valuing our place - Manaakitia to tatau kainga

<i>Hapu</i>	Sub tribal community.
<i>Iwi</i>	Tribal community.
<i>Kaitiaki</i>	Iwi, <i>hapu</i> or <i>whanau</i> group with the responsibilities of <i>kaitiakitanga</i> .
<i>Kaitiakitanga</i>	Stewardship of resources.
<i>Marae</i>	Traditional tribal cultural centres.
<i>Mauri</i>	The life essence, life force or power which exists in all things.
<i>Pa</i>	Former fortified villages.
<i>Pakeha</i>	A non-Maori New Zealander generally of European descent.
<i>Rangatiratanga</i>	Sovereignty; self determination.
<i>Tangata whenua</i>	Local community.
<i>Taonga</i>	Treasure; valued resources.
<i>Tikanga</i>	Customary values and practices.
<i>Wahi tapu</i>	A place sacred to Maori in the traditional, spiritual, religious, ritual or mythological sense.
<i>Wahi tapu area</i>	An area of land that contains one or more <i>wahi tapu</i> .
<i>Whakapapa</i>	Personal or tribal genealogy.
<i>Whanau</i>	Extended family group.

1 Walking back over time: introduction to the thesis

‘When I look at these landscapes I see my ancestors walking back to me’¹

This thesis explores the valuation of New Zealand’s historic heritage. The requirement to value historic heritage, to select certain examples and discount others, and to justify such assessments of worth is an acknowledged reality. The legitimacy of this practice ensures that the collective histories and memories of the nation are conserved as part of a rigorous process of decision-making.

Historic heritage occupies a unique place in the New Zealand landscape. The reasons for this relate to the nature and qualities of the heritage resource: its contribution to cultural awareness and social identity; its provision of a sense of place, purpose and ownership in peoples’ lives; its influences on material culture and wellbeing. Its context and components, this thesis demonstrates, are uniquely varied. A growing appreciation of heritage as a national asset dictates cognate obligations to protect and manage it. Historic heritage² is a finite resource compelling careful management. It is not limitless, renewable or replaceable; its distinguishing characteristics are its rarity and ultimate fragility. Thus, a major challenge lies in developing sustainable frameworks for management of the resource which preserve its unique qualities.

The evaluation of historic heritage and the application of value concepts to modes of assessing its significance are likewise critical issues. The requirement to assess significance is based on the logical premise that it is unrealistic to protect everything. Pressures on government and financial constraints have paralleled pressures on historic heritage and competition from other resources. Such constraints compel the imposition of

¹ A quote by Sir James Henare (New Zealand Historic Places Trust, 2003a)

² Delimitation: the study focuses on the non-portable, human historic heritage environment - historic buildings, archaeological sites, and landscapes of Maori and non-Maori. It does not concern itself with portable historic objects or cultural issues associated with literary or performing arts heritage.

a process of selection and choice, the starting point of which must be the identification and assessment of particular items.

The background, skills and experience of the author have influenced the rationale for this thesis. In particular, they have signalled the ways in which the disciplinary thinking of archaeology influences estimations of historic heritage value. Training in English modes of operation has enabled a degree of objectivity and comparison to views of the New Zealand heritage environment that both enlightens and disturbs. The rationale for the thesis emerged from these standpoints when frustrations within the heritage sector concerning issues of historic heritage value became evident.

This chapter identifies the key dimensions of the thesis. It introduces the rationale for the thesis and its frames of reference. It sets out the research question, the research objectives and previews the central argument of the thesis. Reference is made to relevant literature, to studies that have a bearing on the issue and their limitations to substantiate the significance of the thesis and justify the research. The original nature of the thesis is previewed and its potential contribution to the heritage sector outlined. The chapter concludes with an overview of the structure of the thesis.

1.1 The research context and its rationale

In the heritage context and, more specifically, the context of this thesis, the process of evaluation and assessment concerns itself with the value or worth (in ways other than solely financial) of historic heritage. Value imparts meaning to a heritage item; it enables a determination of its relative worth and aids understanding, which is the precursor to its sustainable management and protection. The valorisation³ of heritage thus helps shape the decision-making process. The related process of assessment is a measure of the relative worth of specific heritage phenomena which precedes their protection, conservation and management. Approaches to heritage assessment relate to specific methodological concerns of strategy and process. These two components, evaluation and assessment, are

³ An assessment of the values attributed to heritage.

present in the phrase 'heritage significance' which defines and describes an item's value in heritage terms.

The rationale for the thesis proposes that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. The thesis adopts a critical approach framed within the context of the research question:

Are existing frameworks for valuing and assessing the significance of New Zealand's historic heritage appropriate and effective?

Theoretical and pragmatic frames of reference are developed from the context of the thesis to address the research question; as key components they are critical to the structure of the thesis. The two frames of reference comprise: firstly, theoretical principles relating to the nature and qualities of heritage value, for it is argued that a fundamental understanding of the nature and qualities of historic heritage value is an integral component of informed decision-making. The second frame of reference concerns operational strategies relating to the process of assessment – an element critical to determining conservation priorities and the eventual management of a place. These frames of reference allow the research question to be examined, an apt methodology constructed and the research outcomes to be analysed. These two frames of reference, theoretical and pragmatic, thus underpin the rationale for the thesis and drive key lines of reasoning

The first frame of reference is based on the assumption that value principles are formed and informed by two fundamental tenets. Firstly, that principles of social value derive from cultural context – the sphere of public values and community engagement. It is argued that the social context of historic heritage requires definition, recognition and understanding by all communities of interest for it to be considered appropriate. Secondly, and related to this principle, it is maintained that historic heritage possesses holistic qualities encompassing a diversity of understandings, hence its description as being multivalent. Examination of these qualities reveals a phenomenon exceeding the sum of its parts, comprising tangible and intangible characteristics, natural and cultural elements and acknowledging the contextual significance of local places in their wider,

landscape settings. The suitability of value approaches, it is argued, may be determined by the extent to which such values are acknowledged in heritage policy and practice.

The second pragmatic frame of reference relates to procedures for the assessment of historic heritage. Here, the reasoning follows a thematic approach and addresses issues which determine, to a greater and lesser extent, the effectiveness of the assessment process. The thesis explores the adequacy with which locally and regionally significant heritage is recognised and the degree of community engagement in the assessment process. It assesses the consistency of all elements of the assessment process and their potential to achieve effective outcomes, and gauges the adequacy of current levels of resourcing. It explores the effectiveness with which territorial local authorities manage their responsibilities for heritage assessment and finally, it discusses the suitability of existing structures for the assessment of Maori historic heritage. These are recurrent themes throughout the thesis to which primary and secondary outcomes relate.

The rationale for this argument is developed as follows. Significant approaches in selected countries overseas are examined and baseline indicators of effective system characteristics are proposed based on identified common features. These approaches cover four topic areas: the nature of heritage value, assessment frameworks, the community and the process of significance assessment. Existing understandings of approaches within New Zealand, drawn from professional and non-professional opinion, supplemented by reviews of national and sub-national policy and practice are considered, and analogies drawn between particular elements of the primary and secondary research outcomes. The New Zealand findings are then set against the findings from the international review and the literature to determine areas of strength and underperformance. These outcomes provide a substantive body of evidence from which an authoritative response to the research question and the central argument of the thesis can be addressed.

In short, the research question is explored by pursuing the following objectives:

- **To examine significant approaches to the evaluation and assessment of historic heritage overseas and in New Zealand.**
- **To compare approaches in New Zealand to the international evidence in key areas of value ascription, national and sub-national frameworks of assessment, the community dimension and the strategy of assessing significance.**
- **To identify the relative strengths and shortcomings evident in New Zealand's approaches.**
- **To stimulate discussion of more effective and appropriate approaches.**

This thesis argues that New Zealand frameworks, when examined in terms of these theoretical and pragmatic components for evaluation and assessment, are neither appropriate nor effective. Furthermore, they lack sufficient rigour, and are not directed towards realisable outcomes. The next section considers the literary context of the thesis, focussing particularly on works that contribute to the ever-growing context of heritage praxis.

1.2 The research in the context of relevant literature

This section sets the research problem within the dialogue of scholarly literature internationally and in New Zealand, focussing on the last decade. It highlights particular studies of relevance and summarises the merits and limitations of the literature. It acknowledges the extent to which the thesis draws on existing literature, is differentiated from it and, by highlighting omissions, substantiates the rationale for the research. A wider-ranging exploration of literature relevant to the thesis is presented in Chapter Two.

Much of the theoretical underpinnings of the thesis derive from explorations of the concept of value and significance in archaeological literature – a debate which has been ongoing since the 1970s. Tainter and Lucas' (1983) discussion of the origin of the idea

and epistemology of the significance concept remains influential. Bruier and Mathers' (1997) analytical review of the literature relating to the evaluation of cultural resource significance provides a unique picture from a United States perspective and has informed certain sections of this thesis.

Not surprisingly, international literature on the topic is extensive. However, this review is confined to works which highlight particular themes addressed in the thesis; a more detailed discussion is offered in Chapters Two and Three. A critical reading indicates that a comprehensive theoretical exploration of issues of valorisation can be found in Carver's (1996) work, although this too focuses on archaeological material. Pearson (1994; 1995; 1999) examines aspects of Australian practice and offers a detailed exposition of the practical applications of significance assessment. Many of his suggestions are incorporated in frameworks of the new Australian heritage initiative discussed in Chapter Three. Within the last few years, attention has turned to detailed examination of specific themes, as for example, the work of Byrne *et al* (2001) who argue for the precedence of social significance in any exploration of cultural values. Seminal papers from the Getty Conservation Institute discuss issues of cultural value and contribute valuable insights to the research (Avrami, Mason, & Torre, 2000; Mason, 2002). These works highlight a theme of particular relevance to the thesis – the reality that the public nature of heritage materials dictates management of the heritage resource in the public domain.

The consequences of cultural heritage management practices for indigenous communities are discussed by King (2003) and Smith (2004) and the growing emphasis on the economic value of historic heritage is outlined in the work of Mourato (2002). The broader perspective of historic landscape assessment in England is presented by Fairclough (2003). These topics each inform certain sections of this thesis.

Mathers, Darvill, and Little (2005) offer the most recent contribution to the literature in ways which challenge basic assumptions about the ascription of value to historic heritage. It addresses topical issues from a world view and draws on international expertise to consider theoretical and pragmatic approaches to archaeological value. It alludes to a tension evident in the discipline and referred to in this thesis: the separation of heritage

research from heritage management – the gulf between theory and practice discernible in the heritage sector in New Zealand. Its primary focus on issues of archaeological assessment and significance is a limiting factor, however, its contribution to the debate on value and significance approaches is seminal.

Thinking in New Zealand has vacillated between constructive debate and periods of neglect. The last decade has seen a maintenance of the *status quo* in terms of critical discussion and innovative practice identified in significant publications. Aside from papers and reports on specific topics (referred to in the course of this thesis in Chapters Four and Seven), it is characterised by two types of publications: government and agency reports on the one hand and the work of academics and heritage practitioners on the other.

The roles and responsibilities of the Historic Places Trust (the Trust) as the principal agency for historic heritage in New Zealand are discussed in greater detail in Chapter Four. At this point, it is merely noted that expectations of its leadership role and evidence of this in printed outputs are less than might be anticipated. A recent publication provides guidance for resource managers on issues of heritage assessment and management (New Zealand Historic Places Trust, 2004c). It is one of the few resources of this nature available to local agencies and thus provides a significant, if limited, overview of current practice. Elsewhere, Trust comment on its recent initiatives, for example, in Hawke's Bay (New Zealand Historic Places Trust, 2004b) and policy issues, for example, registration procedures (New Zealand Historic Places Trust, 2004g) is constructive. The Register and the registration process has been the subject of review by Richardson (2000) and Skelton (2004). Skelton's (2005) proposals for legislative amendment have yet to be implemented; his critique of specific issues of heritage value is relevant to this thesis.

Publications by other government agencies include reviews by the Parliamentary Commissioner for the Environment (Parliamentary Commissioner for the Environment, 1996a) and the Department of Conservation (Department of Conservation, 1998a, 1999). Notable initiatives include the cultural experiences survey (Statistics New Zealand & Ministry for Culture and Heritage, 2003) whose findings contribute valuable comparative

information to this thesis. Empirical research on the publicly-identified values of historic heritage is minimal. Indeed, the authors of a recent survey of public opinion comment on the paucity of research into how much New Zealanders value their heritage, noting '... our collective uncertainty about both what our heritage comprises and how important our heritage is' (Warren & Ashton, 2000, p.3); a statement addressed in several of the outcomes of this thesis.

Attention now turns to the works of New Zealand academics and practitioners within the discipline. Although recent studies have looked at aspects of evaluation and assessment, these have generally formed part of a wider examination of heritage management strategies. Allen (1998) adopts an interrogatory approach in his discussion of historic heritage; his wide-ranging critique of current practice remains pertinent and valid. In particular, he draws attention to the challenges of assessing Maori historic heritage and is one of the first to offer a detailed discussion of historic landscape studies; an issue further developed in this thesis. However, the main focus of Allen's work is on the protection of historic places; issues of value and assessment are accorded lesser significance.

Walton (2002) is one of few professionals to explore assessment issues *per se*. He considers existing frameworks and proposes new approaches; however, his primary focus is on the archaeological resource. Warren-Findley (2001) comments on issues of heritage value in her survey of New Zealand heritage management. The community and the public values demonstrated in heritage places assume prominence in a heritage context for the first time in a New Zealand publication which draws on comment from historians, archaeologists, heritage consultants and other specialists on matters of public history and heritage including its evaluation and significance (Trapeznik & McLean, 2000).

It is acknowledged that a partial selection of recent New Zealand literature as evidence of current thinking and practice is noted here. As indicative of the state of current debate, it is maintained that New Zealand literature is selective in the topics examined and conventional in its approaches. It shows few departures from established practice and largely ignores the extensive body of evidence accessible in overseas studies. These conclusions lend credence to the suggestion of a lack of any discernible heritage strategy

in New Zealand. They also highlight the dearth of any critical analysis of historic heritage values in New Zealand literature – a deficiency which this thesis proposes to address.

This thesis therefore satisfies a number of acknowledged omissions in the literature. It demonstrates the need for research that challenges accepted wisdom in New Zealand. A thesis that critiques the valorisation of historic heritage and which makes issues of evaluation and assessment the primary context within which matters of resource management can be effectively explored and progressed. Moreover, research which looks to overseas policy and practice to update, inform and enlighten thinking within the heritage sector in New Zealand. Finally, it contributes to the international literature by informing scholars and practitioners of evidence of New Zealand practice. This brief literary survey enhances the context of the thesis and, by legitimising it, confirms its intellectual significance.

1.3 Contribution of the thesis

This thesis intends to extend the meaning and understanding of heritage values in more holistic ways than have hitherto been considered. The exploration of both theoretical knowledge claims and pragmatic understandings in the rationale for this thesis moves the debate beyond the traditional domains that characterise current approaches in New Zealand. Significantly, it emphasises the relationship between the community and the holistic qualities inherent in value approaches.

The thesis draws attention to a deficiency in the structure of historic heritage – the separation of academic theory from heritage in the field. This thesis therefore aims to bridge the gap amongst heritage professionals in New Zealand between on the one hand, theoretical debate on issues of assessment concept and on the other, their practical application as operational strategies. This thesis argues that it is time to overturn the conventions of such artificial separation and develop new approaches that combine innovative research with multidisciplinary management strategies.

This thesis aims to enhance the body of knowledge by bringing new ideas to current modes of heritage praxis and, by doing so, strengthen the knowledge base of New Zealand's historic heritage. By appraising the current situation, it aims to generate new ideas and offer alternate directions that will provide an appropriate context for discussion. Indeed, heritage practitioners acknowledge the need for research of this nature as revealed in the following comment to the author:

Having thoroughgoing academic research done on heritage assessment, its purposes, its objectives, its methodologies, its effectiveness and the apparent grounds which underlie all the different approaches, would be the best means of engendering improvement and greater consistency in the future (A. Challis, 10.7.2003, personal communication).

The thesis also considers the existing body of knowledge in the context of the New Zealand heritage environment. It is argued that the ways in which heritage value is defined and the current process of significance assessment do not reflect the multicultural qualities of New Zealand society. The thesis considers modes of reformulation in ways more relevant and appropriate to the needs of contemporary society and future generations. The expectation is that such an appraisal will help define and contribute to a dynamic agenda for New Zealand's historic heritage. Moreover, the thesis provides an international context for the exploration of value concepts and a facility to compare New Zealand to international approaches.

The thesis adopts a fresh approach in the way it seeks and applies evidence from primary research outcomes – from the people who view historic heritage as a critical concern. The opinions and perceptions of professionals and non-professionals are sought and their attitudes employed to inform the discussion. It is argued that many of the issues are already in the public arena but await evidence of government commitment and action. Other issues which come to light as the thesis unfolds represent new insights on existing phenomena. For example, the importance of the public values of historic heritage and the diverse ways in which this is acknowledged is one of a number of significant outcomes of the research.

The thesis also enables a comparative assessment of issues in terms of their relative importance. Thus, 'the community' and all this entity represents – particularly issues of

locally significant heritage and participation – rank as the most important challenge when considering evaluation and assessment frameworks. Secondly, the importance of engendering consistency throughout the assessment process is a crucial factor. For the first time, these issues are recognised and accorded the prominence they merit.

The scope of the thesis has been necessarily restricted to issues of evaluation and assessment, despite the acknowledged temptation to consider the wider parameters of heritage management practice. Thus, comment on wider issues of government policy, heritage tourism, matters of private ownership, and on protection and consent procedures in New Zealand, is not specifically made except where necessary to set the research in context. The thesis is confined to reviewing policy and practice in four countries: Australia, Canada, England and the United States, each selected to offer insights to inform the investigation in New Zealand. Finally, the exploration of issues relating to New Zealand's indigenous historic heritage takes place primarily within a non-indigenous research context. It is acknowledged that this affects the extent to which the thesis may be said to explicitly represent Maori perceptions and attitudes.

This thesis is positioned within a body of knowledge that affirms the importance of consistent building blocks as ways of approaching issues of heritage value. It is being undertaken to challenge preconceptions, advance understanding and stimulate a constructive dialogue about issues relating to the value and assessment of New Zealand's historic heritage. This thesis integrates existing knowledge claims and current policy and practice with primary research data. Moreover, it draws on overseas practice for insight, contrast and correspondence to inform the investigation. A critique of assessment principles and process is offered and evidence presented to confirm that current frameworks in New Zealand are neither appropriate nor effective. Where apposite, alternate directions in which the heritage sector may profitably develop its thinking are proposed.

1.4 The thesis structure

Four topic areas outlined in Figure 1.4.1 develop the research rationale and form the principal structural components of the thesis. Following a discussion of the nature of historic heritage value, national and sub-national frameworks for assessment are considered, in particular, focussing on national policy, agencies and a lead agency, legislation, registration and issues for territorial local authorities. Issues for indigenous communities are discussed as part of the public dimension of historic heritage. Finally, the strategy, criteria and process of assessing significance are reviewed, together with issues of historic areas, landscapes and archaeological sites. This structure applies to Chapters Three, Four and Seven.

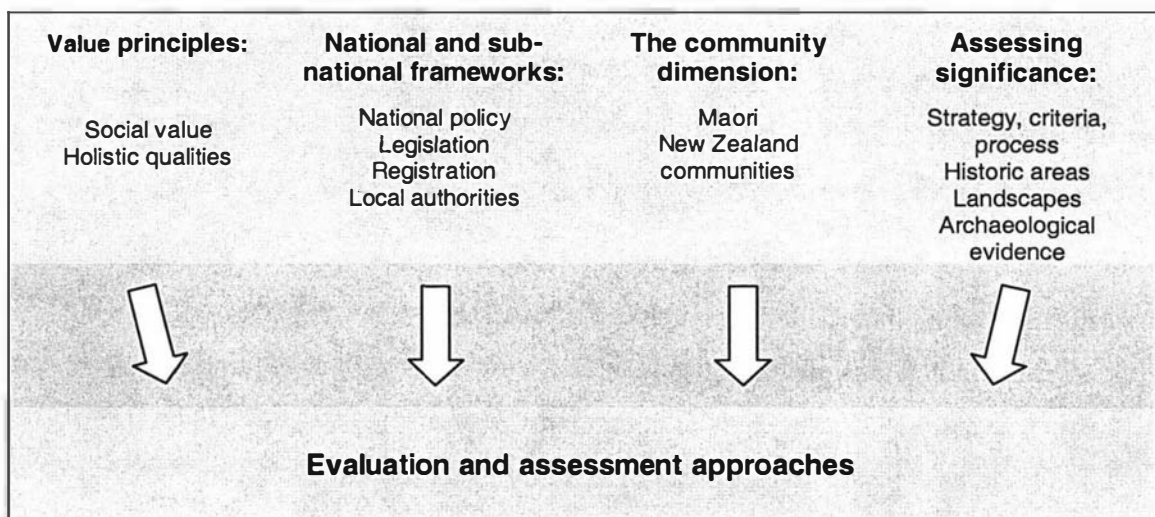


Figure 1.4.1 Principal research components

Chapter Two sets the thesis in the context of the literature and relevant studies taking a worldview. It discusses the theories and principles from which the issue was conceptualised, summarises what is known and unknown and assesses the contribution this thesis makes to the literature.

Significant international issues are explored in Chapter Three via a review of overseas policy and practice, and a series of consultations with experts in Australia. International

frameworks are discussed and an outline of strategies in four selected countries – Australia, Canada, England and the United States – presented. A framework of effective system characteristics based on identified common features is set out.

This leads to a review of the principal qualities and features of New Zealand policy and practice in Chapter Four, amplified by evidence from consultations with heritage practitioners. The discussion provides a platform for raising awareness and crystallising issues on which this thesis is focussed – principally, the manner in which evaluation and assessment frameworks are constructed in the New Zealand heritage context.

Chapter Five introduces the research design and methodology, describing specific procedures in terms of the research population, participants and sampling strategies. The eight data sources A – H are presented, each prefixed with a letter to facilitate identification throughout the discussion. This chapter summarises the instruments and data collection procedures in accordance with the mixed methodology design. It details the data and its treatment, namely the investigative review of local authority provisions, surveys of professionals and non-professionals, and the expert panel.

Chapter Six commences an analysis of the research outcomes. There is discussion and a preliminary interpretation of the results in the New Zealand context, drawing on analogies between particular elements of the research findings. Thus, national level policy and practice are contrasted to the findings from the review of territorial local authority procedures. Likewise, the similarities and differences between expert and non-expert perceptions are identified through comparing the findings from the expert panel, professional questionnaire and expert consultations to those of the non-professional questionnaire.

Chapter Seven discusses and interprets significant issues and summarises their outcomes. This chapter has an integrative focus: the New Zealand findings are compared to those from the review of overseas policy and practice and the literature, and the discussion returns to the original conceptual problem and the rationale for the research to answer the research question.

The final chapter presents the conclusions of the thesis based on the findings. The first section of Chapter Eight appraises the thesis and reviews its objectives in terms of the central argument of the research. Next, the impact of the thesis is evaluated. Its implications for theory building and scholarly understanding are put forward followed by a discussion of its implications for professional practice, decision-making, best practice and for Maori. Finally, potential areas for future research are identified. It concludes with reflections on the contribution and significance of the thesis and its potential value to the heritage sector.

In summary, this chapter has outlined the research context. It explains the background and rationale for the thesis and introduces the central argument of the research. The research question and research objectives are identified and reference made to relevant studies. The significance of the research is previewed and the structure of the thesis outlined. The thesis is positioned in a specific epistemological context and body of scholarly knowledge. The next chapter explores this contextual setting to provide a theoretical frame of reference for the remainder of the thesis.

2 A panorama of the past: exploring the theoretical frameworks for evaluation and significance assessment

Chapter One introduced the context of the thesis and previewed the rationale of the thesis. Chapter Two identifies theoretical and pragmatic understandings in which key issues of the thesis are located. The theories and principles from which the research problem was conceptualised are presented and the tensions existing in the attributes of heritage value introduced. Attention focuses principally on materials from the 1980s onwards as best illustrating the context and content of contemporary thinking.

This chapter examines key literature in terms of the two frames of reference of the thesis: theoretical principles relating to the nature and qualities of heritage value and secondly, operational strategies relating to the process of assessment. It is argued that an understanding of the qualities and the function of values is critical in the context of this thesis as a basis from which to engage with the frameworks of historic heritage and issues of their suitability and effectiveness. However, before discussing these frames of reference, it is helpful to summarise the origins of heritage studies, its links to archaeology and to clarify key definitions and terminology that are used throughout the research.

2.1 Heritage – origins, definitions, meanings and terminology

The origins of heritage studies have been variously ascribed to the post-Medieval period (Cleere, 1989) and to the late 19th century (Carman, 2005), although Harvey (2001) prefers to view heritage as a cultural process that has always existed, yet hitherto lacked a name or its own history. Whatever its beginnings, a growing body of theory underpins current approaches to the discipline. Heritage has steadily broadened in outlook from the narrow conceptual framework of the 1970s which focussed on buildings of architectural merit, archaeological sites and archives in museums. The term ‘heritage studies’ now represents a vast network of interrelated elements that is undeniably more than the sum of

its parts. It has led to entire schools of thought, international agreements, legislation, an entire 'heritage industry' no less, that has been alternatively applauded and derided by authors such as Hewison (1987) and Lowenthal (1985; 1998).

Fundamental concepts of heritage theory originate in the discipline of archaeology. Archaeology originated in the Enlightenment movement and the rise of science. An empiricist view predominated in the first part of the 20th century; early theoreticians such as Clark (1960) justified the study of archaeology in functionalist terms to explain its relevance to modern society. However, the development of the New Archaeology or processual archaeology, in the 1960s and 1970s, legitimised the scientific rationale and systematic methodology of archaeology by positing a wider range of interpretations.

Human adaptation to the environment creates a cumulative resource uniquely reflecting the society or culture that forms it. Whilst this resource and the material culture⁴ it creates may be studied from many perspectives (Schlereth, 1985), the discipline of archaeology, defined in this research as the scientific study of the human past through its material remains (Ashmore & Sharer, 1996), examines material culture in terms of the artefacts and ecofacts (non-artefactual natural remains) that provide information about human behaviour. In this way, the ideas and beliefs of past societies help explain the evidence in the archaeological record (Hodder, 1993) and its contemporary interpretation and presentation as 'heritage.'

Whilst each heritage practitioner may have their own definition of heritage, certain key concepts are apparent in the literature. Heritage may be defined succinctly as 'the things we want to keep' (Hall & McArthur, 1996, p. 4). It is an inheritance: our legacy from the past, which we live with today and pass on to future generations. Heritage comprises things of significance to which diverse meanings and interpretations are attached. It is a mixture of interrelated elements: tangible and intangible, personal and collective. Natural and cultural heritage are often joint contributors to a shared legacy – the natural environment and cultural creations – yet each has traditionally been dealt with differently

⁴ Defined as the study through artefacts of the beliefs – values, ideas, attitudes and assumptions – of a particular community or society (Prown, 2001).

(Lowenthal, 2005). However, this thesis argues that it is time to consider a closer liaison between the natural and cultural environment in ways that align with their singular expectations for ultimate mutual benefit. Ultimately, the diversity of heritage ensures that it always embodies more than its constituent elements. It has the following qualities which are by no means exhaustive: it is a creation of the present; it is possessive; it represents both a shared legacy and is a singular concept; it possesses a psychological relevance and has a political dimension and finally, it has been adopted by protectionists in arguments for sustainable management. These qualities are discussed below.

‘Heritage’ is a creation of the present; it is a cultural construct of society which reflects its current values. Heritage is continually shaped and defined as the needs and expectations of society change. As Lowenthal comments: ‘Heritage is sanctioned not by proof of origins but by present exploits ... the worth of heritage is likewise gauged not by critical tests but by current potency’ (Lowenthal, 1998, p.127). The ‘past represented in the present’ is thus a common theme in heritage studies signifying the ways in which the discipline operates out of a contemporary context. ‘Heritage is a contemporary function, selecting from the past, for transmission to the future’ (Tunbridge & Ashworth, 1996, p.268). Similarly, Lowenthal (1998, p.xv) sees heritage as a practice that ‘clarifies pasts so as to infuse them with present purposes’ whilst Hewison (1987) observes history being absorbed into heritage.

Heritage is possessive, implying ownership both individual and communal. It represents the things we want to keep; things of value which are inherited though the reasons for keeping them are diverse and highly value-driven (Hall & McArthur, 1996). As heritage is a product of society so it must follow that the cultural frame of reference of the valuer will feature in any consideration of heritage. It can be viewed as a cultural vehicle for social identity at all levels for different cultures, nations, communities, groups, and individuals; a concept explored extensively in subsequent sections of this chapter.

Heritage is a shared legacy. ‘At first yours or mine, heritage soon becomes inherently collective’ (Lowenthal, 1998, p. 55). Heritage is about people and their ownership of it for ‘it is people who make something valued as heritage’ (Hall & McArthur, 1996, p.

297). Social groups have a valid interest in, and a right to, claim heritage. Lord Charteris, Chair of the National Heritage Memorial Fund, provocatively defined heritage as 'anything you want' (Davison, 1991, p. 4), which can be extended to mean anything you want to keep. Good stewardship is implicit, for it is inappropriate to isolate heritage places from the community which owns and values the item, no matter what the cost (Carter & Grimwade, 1997).

As well as being a collective construct, heritage is also a singular concept provoking a unique response for 'heritage starts with what individuals inherit and bequeath' (Lowenthal, 1998, p.31). It is particular to the individual (Tunbridge & Ashworth, 1996) and as such holds different values for different people. Heritage is often intensely personal with strong emotional attachments and is thus invariably subjective.

Heritage has a psychological resonance; one which is utilised by conservationists for it hints at 'a treasury of deep-buried, but indefinite, values that invoke a lofty sense of obligation to one's ancestors and descendants, thereby securing the moral high ground for the conservationists in their battles with the developers' (Davison, 1991, p.4). By contrast, the term is also frequently misapplied as, for example, when unlikely heritage commodities and even businesses – 'Heritage Metal Blasters' and 'Heritage Trading Co.' – are aggrandised with the spurious hallmark of antiquity.

More recently, there has been far greater acknowledgement of the narrowness of Western 'institutional' meanings of heritage. Definitions of heritage are broadening to include previously overlooked and underrepresented themes such as sites of significance to living minority cultures as well as a questioning of 'approved' listed sites whilst others are excluded (Skeates, 2000). Issues of cultural identity have given rise to a sense of psychological or spiritual ownership of those items set aside for special consideration particularly as indigenous communities assert ownership and reclaim their heritage – a notion explored further in this chapter and occupying a primary position in this thesis.

Heritage has a political dimension demonstrated in such issues as the ownership of antiquities removed from their context and the return of human remains to their ancestral birthplaces. It asserts a public or national interest in things traditionally regarded as

private and can be used as a vehicle for promoting national identity (Davison, 1991). Likewise, Smith (2004) debates the charged relationship between archaeology and the politics of cultural heritage. Its meaning and symbolism can be used to serve a variety of political ends (Hall & McArthur, 1996).

The protectionist element has become increasingly prominent. From the 1970s, heritage has come to represent those valuable features of our environment which we seek to conserve from the advances of development and ravages of decay (Davison, 1991) in concert with a growing awareness of the importance of sustainable management. Indeed, the wanton destruction of much of New Zealand's architectural heritage in the latter decades of the 20th century stands as a mute testimony to this fact. However, the researcher maintains that preserving 'things' *ipso facto* does not necessarily preserve the values they embody. Indeed, Thorley (2002) argues that heritage conservation is a contrived mechanism for reproducing the past, as one cannot retrieve the past by preserving its parts.

Heritage and archaeological studies thus share common approaches; their ultimate objectives are cognate because, to paraphrase Carman (1993), each tells us something about what it is to be a human being. Similarly, cultural, historic and archaeological heritage are each recognisably distinct heritage elements yet are frequently combined.

Cultural heritage is simply the things and places associated with human activity (Heritage Victoria, 2005). A broader definition is: our inheritance from previous generations of the defining elements of an identifiable way of life, knowledge, activities, and remains of people and communities, which the present judges worth preserving both now and for the future.⁵ It is distinct from natural heritage⁶ and enables a connection through time to people, places and cultures which are inherited and valued. Cultural heritage embodies the evidence of past human activity in two dimensions – tangible and intangible:

⁵ Definitions derived from an expert survey of archaeologists and heritage professionals in response to an email by the author, July 2001.

⁶ Indigenous species, habitats and ecosystems, and geological and physiographical elements, features and systems (Department of Conservation, 2005).

- Tangible: artefacts, ecofacts, buildings, gardens, landscapes, historic places, relics of the past, material remains big and small.
- Intangible: folklore, language, music, dance, manners, memories, customs, traditions, histories and notions of identity.

Its intangible dimension embodies elements pivotal to meaning and identity, indicative of a value which is immeasurable (English Heritage, 2003). Indeed, UNESCO recognises that successful heritage preservation requires that the many forms of heritage, both tangible and intangible, are properly managed so that their unique cultural values are preserved (UNESCO, 2003). Internationally, as noted in Chapter Three, the broader term 'cultural resources' is more common in heritage definitions and the term 'cultural resource management' (CRM) applied to their active management.

However, a narrower distinction between cultural and historic heritage is customary in New Zealand and until the mid 1990s, the two elements were often combined. Historic heritage is regarded as the land-based component of cultural heritage. The ICOMOS New Zealand Charter defines historic heritage as: areas, landscapes and features, buildings, structures and gardens, archaeological and traditional sites, and sacred places and monuments (ICOMOS New Zealand, 1993). Lawlor maintains it is:

central to individual and community identity, it is unique, it links people and place, it enables better understanding of cultural differences and it promotes appreciation of both the past and the present and our place in history (Lawlor, 2002, p.2).

Chapter Four discusses the adequacy of definitions and meanings of historic heritage in New Zealand.

Archaeological heritage is the material remains of human activity; indeed, for certain periods, it is the only source of knowledge concerning the human past. The ICOMOS Charter defines archaeological heritage as that part of the material heritage in respect of which archaeological methods provide primary information. (ICOMOS, 1990). It can imply a physical examination of the evidence by excavation and other intrusive techniques. Indeed, many archaeologists see their discipline as having close affinities to history as a means of understanding the past through practical engagement with it. However, new technology and a more holistic appreciation of the site and its setting are

increasingly challenging the concept of the archaeological resource as being primarily site-based as the discussion of contextual values in this thesis reveals. Archaeological evidence provides contemporary society with a vital perspective on its place in cultural evolution by serving as a tangible link to what went before. 'Material things, be they artefacts, structures or landscapes, thus lend themselves well to society's need for continuity in the transmission of cultural information through time' (Lipe, 1984, p.5).

This section has summarised the meanings of heritage, the ways in which its definitions are drawn from related disciplinary knowledge and current understandings of cultural, historic and archaeological heritage. It is evident that such understandings signify a diversity as complex as the resource they describe. The implication for heritage theorists is the necessity to remain open to all lines of reasoning. The ability to engage in lateral thinking, it is argued, is fundamental to a rational engagement with the phenomena. Moreover, the discussion draws attention to the holistic qualities of heritage and its foundations in cultural process – key themes which are explored in the next section.

2.2 Principles of value theory – concepts of significance

This section reviews the theory of value ascription and examines the reasons why value is ascribed. It discusses value concepts and introduces the related concept of significance. It then reviews key conceptual approaches fundamental to the rationale of the research concerning its first frame of reference: theoretical principles relating to the nature and qualities of heritage value. Two themes are discussed: the socio-cultural context of historic heritage and the holistic qualities of value and significance.

2.2.1 The theory of value ascription and the concept of significance

In an era characterised by rigorous determination of conservation priorities, the requirement to ascribe value is critical, and requires transparency and integrity in its application by all agencies. Values are central to our understanding and comprise those qualities regarded as important and socially desirable (Carter & Bramley, 2002). Qualities

of heritage value refer to the particular characteristics of a place (conceptual not spatial) that are considered sufficiently important to ensure that others in the present and future have an opportunity to understand and experience it.

The theoretical basis of value systems assumes its origins in a combination of qualities, principally, those of suitability, need and knowledge. But the stability of value systems cannot be assured over time because of the uncertainty of future developments, so, it makes sense to consider the suitability of a value system in the context of decision-making in which features like consistency and flexibility are paramount (Rittel, 1969). Consistency, a recurrent theme in this thesis, and the ability to adapt, are key indicators of effective and durable value systems.

Values also originate from need. Justification is provided on two counts of want and need: firstly, the demand criterion, that is, if enough people want it then this demand is sufficient justification and, secondly, the fact that the commodity must serve a human need. When such values lose their relevance, new value systems better adapted to new situations and needs are created (Habermas, 1973). Secondly, and most importantly, values change in the light of new knowledge and understanding (Giddens, 1990). Values thus originate from a combination of influences: decision-making, need, and new information, each of which affects the manner in which values are adopted.

‘Significance’ and its synonym ‘importance’ describe the state or quality of something that is outstanding or noteworthy because it is especially meaningful; a form of comparative assessment is frequently implicit (Boyd, 1996; Carter & Bramley, 2002). Heritage is ascribed value by the process of significance assessment. The term ‘significance’ thus describes the degree to which a place possesses certain valued attributes. This needs to be part of a careful, intellectually rigorous process that ‘ensures, as far as it is possible, that all aspects of value are duly considered and that none are exaggerated’ (Pearson & Sullivan, 1995, p.168). It is important to establish the value of a heritage item because ‘any statement of justification for retention of a heritage item or site involves an exploration of the concept of *significance* and of the criteria used to

establish it' (Aplin, 2002, p.19). It thus plays a vital role in determining conservation priorities and the eventual management of a historic place.

However, it can be argued that the term 'significance' is overworked; little effort has been devoted to clarifying its meaning in an application sense (Carter & Bramley, 2002). A survey of the literature indicates that concepts of value and significance are commonly not differentiated; for simplicity, the terms are used synonymously throughout this thesis.

Society has a natural propensity to value its past, so it follows that heritage values are as legitimate and important as any other values. Heritage value thus describes the contemporary value placed on heritage usually because it has acquired the merit of age. Ascriptions of heritage value satisfy both the demand and need criteria and thereby justify a social policy aimed at protecting this value and making it available to all. This thesis demonstrates that qualities of consistency, flexibility, suitability and adaptability are present to a greater and lesser extent in all estimations of heritage value by society; the extent to which such characteristics are understood and acknowledged determines the effective outcome of the value ascription process.

2.2.2 The socio-cultural context of historic heritage

This section continues the critical engagement with the theoretical bases for evaluation and assessment and considers the first of the two frames of reference of the research: the principles relating to the nature and qualities of heritage value. Two themes inform the examination of value principles. The first theme relates to the socio-cultural context of historic heritage and the implications of this for value ascription. The review discusses how and why heritage is ascribed value by social process; issues for indigenous communities; the dissonance between public opinion and professional judgement and public archaeology. The second theme relates to the holistic qualities of heritage – a topic evident in the earlier discussion of the definitions and multiple understandings of heritage. The review signals the multidimensional qualities of heritage and the ensuing tensions that such characteristics provoke.

Value is not inherent in any artefact or historic property, but depends on the social, intellectual, historical and psychological worldview held by the individual and community. Heritage places are given value by human beings; their value rests in their perception by the community. Such values reflect the present and mirror contemporary values and ideologies; its dynamic qualities imbue it with a fluidity as complex and dynamic as society's multilayered and changing value systems (Pearson & Sullivan, 1995). Heritage value is accorded to those things that are held in particular esteem by the society or culture concerned and helps to explain why society is attached to the remains of the past. Pearson and Sullivan (1995, p.7) define it as 'the capacity or potential of the place to demonstrate or symbolise, or contribute to our understanding of, or appreciation of, the human story'.

Australian heritage practitioners such as Johnston (1992) and Clarke and Johnston (2003) have played a significant role in the articulation of the social value of historic heritage and responses to the question *Whose values count?* Social value is difficult to quantify and therefore may even be inconsistent within different groups, as perceptions of value vary within different communities and organisations (Australian Heritage Commission, 1993). A tension between all interested parties is implicit; the values attributed to heritage by institutions, legislation and government policy will never reflect those of all the stakeholders in heritage (Hall & McArthur, 1996; Smith, 1996). Smith notes that it is not the inherent values that are measured but the values symbolic of society at the time of the assessment:

Significance is a socially constructed concept **not** an absolute quality or essential characteristic ... a cultural resource does not **have** value, but is **given** value through the process of significance assessment (Smith, 1996, p.67).

The nature of social value as a set of meanings shared by a community suggests it is likely to be held consistently and with a growing depth and richness of meaning (Australian Heritage Commission, 1994). The importance of empathetically interpreting the different structures of meaning and therefore value associated with places prized by the community, and of developing a broadly framed understanding of the significance of the environment in people's lives in the present and in the past, that is, ongoing public

participation rather than expertise and intellectual rigour, is challenging yet essential (Sullivan, 1995).

The social value of historic heritage to indigenous communities is an issue of increasing significance. Lipe (1974) was among the first to recognise the need to involve indigenous communities in the process of determining what was formerly described as 'ethnic value.'⁷ The concept of social value is broadly applicable to any country recently colonised by an overwhelming alien culture, that has to find 'ways of coming to terms with the indigenous cultures that they almost obliterated, and of recognising the diverse cultural origins of the recent colonisers themselves' (Pearson & Sullivan, 1995, p.158). Problems arise when archaeologists attempt to restructure archaeological practices to include indigenous concerns (Smith, 1996) whilst the management of traditional cultural properties in the United States raises particular challenges of identification and evaluation (King, 2003). Thorley (2002) highlights the 'conflict of values' in the practice of heritage conservation in indigenous contexts and the failure to attend to these issues which has prevented indigenous societies gaining control of the heritage management process. Heritage managers are increasingly called to arbitrate on conflicts over cultural heritage and indigeneity – the challenging sphere of 'contested pasts' referred to in this thesis.

Indeed, the heritage sector is increasingly listening to the wishes of groups previously underrepresented or ignored and reshaping their approaches accordingly. Chapter Three reviews the ways in which the rights of indigenous peoples in Australia, Canada and the United States to determine the value of their own sites and sacred places is being acknowledged and appropriate protocols are being devised to reinforce this. Carter and Bramley (2002) explain how the values placed on a resource by an indigenous community through their spiritual links merit special consideration and represent a move away from a Western 'imperialistic' style of heritage management and techniques of ascribing value. Customary land, and its inherent spiritual qualities, is highly prized by indigenous communities. An acknowledgement of such values can assist the maintenance of social cohesion and cultural identity as evidenced in New Zealand in the selection of

⁷ Defined as a site which holds religious, mythological or other spiritual significance for a discrete community of people (Doyel, 1982).

wahi tapu by *tangata whenua* and in Australia's Northern Territory where Aboriginal sacred sites are protected under the Sacred Sites Authority. The potential conflict between archaeological and indigenous values is discussed in relation to Aboriginal heritage in Chapter Three and Maori heritage in Chapter Four.

Of relevance to this discussion is the tendency for structure and place to assume primacy over the socio-cultural context of heritage with a resultant loss of the 'fabric of life' – the idea of place in society which, Sullivan (1993) maintains, contributes to its richness and complexity. She stresses the interdependence between past and present, rather than the maintenance of one at the expense of the other:

... the whole landscape (rather than individual places) is the essential fabric for living traditions; and though it may be our job to analyse or fossilise some parts of it, this is not the essential issue. The essential issue ... is how to move our physical and cultural landscape into the future in a way which may adapt, but which does not fossilise or destroy the intimate connection between the present and the past which is the boundary at which we intervene (Sullivan, 1993, p.61).

It is here that intangible values assume prominence as signifiers of the ways people interact with their social and cultural environment (Clarke & Johnston, 2003). The integration of intangible values, the authors argue, 'will require a fundamental shift from a somewhat static view of significance to one that recognises the dynamic and contextual nature of social meaning' (Clarke & Johnston, 2003, p.6). Similar challenges, this thesis argues, exist in the New Zealand heritage environment. The research also acknowledges the priority accorded to the social significance of local heritage, even though such places are frequently accorded a lower grade compared to their architectural and aesthetic attributes.

The dissonance between public opinion and professional judgement is also relevant to this discussion of social value and the question of *for whom?*. Heritage listings frequently betray the language of democracy by showing the elitist values of the heritage consultants who have compiled them and for demonstrating a colonial legacy. Sullivan (1993) notes the worrying gap between the expert and the ordinary interested person, for while the expert strives for methodological purity, popular culture favours emotion, myth and diversity. In fact, communities frequently voice a more emotional and holistic

approach to heritage compared to the categorisation of the heritage environment favoured by practitioners – a reality evident in this thesis.

In an effort to conserve a more democratic heritage, Davison suggests the use of thematic frameworks and a representative selection – approaches which are discussed below.

Heritage, he advises, should be representative not only *of* the people, and conserved *for* the people but it should also be identified and conserved *by* the people. He identifies the tension between the demands for bureaucratic consistency and professional expertise on the one hand and popular participation and local autonomy on the other. Heritage must reflect the community's own sense of its past. He notes the irony that 'although the public is constantly exhorted by the experts to cherish and nurture the heritage, the job of identifying, classifying and ensuring it largely belongs to the coterie of heritage experts' (Davison, 1991, p. 11).

Carman, in an email to the author, has remarked cogently on the variance between public and professional attitudes to heritage valuation and assessment:

There are it would seem, two discourses in heritage: a general 'public' one which is about the emotional and cultural value of sites to people; and a 'professional' one about 'significance' and its measurement. These two discourses occupy different spaces and rarely, it seems, touch, although the professional discourse would have no meaning unless underpinned by the other 'emotional' one. The great problem in heritage management ... lies in bringing these two separate discourses into alignment. To claim ... that 'significance' is a measure of cultural value seems to me not to work, because it is grounded in anything other than 'raw' emotion. But, at the same time an emotional response is by its nature not reducible to comprehensible measurement or evaluation. Hence the separation (Carman, 25.5.2000, personal communication).

The reality that people confer value on heritage implies that any evaluation strategy defers to the heritage values attributed by the community. Indeed, the fact that heritage is highly valued has been amply demonstrated in recent surveys (MORI, 2000; Warren & Ashton, 2000; English Heritage, 2003; Statistics New Zealand & Ministry for Culture and Heritage, 2003) and is discussed in subsequent chapters. Yet, dissent is inevitable, for to speak of a single 'community of interest' is naive; the fractured and fragmented nature of society makes it all the more important that any valuation and assessment process demonstrates due sensitivity and is culturally appropriate. Despite the challenges this

presents, this thesis explores ways in which the international heritage sector is cautiously moving towards a multivocal approach to determining significance.

The disciplines of archaeology and heritage contribute to bringing the past alive in the present and advancing a greater understanding of human development. The term 'public archaeology' is concerned with presenting interpretations of the past to the public. It signifies the point of contact between archaeology and heritage studies, a field alternately known as Cultural Resource Management (CRM) in the USA, Cultural Heritage Management (CHM) in Australia and New Zealand and Archaeological Heritage or Resource Management (AHM or ARM) in England. Here lies the fusion of material remains as expressions of *culture*, their contemporary use as a *resource* and the *management* of that resource. Parliament, heritage legislation, government departments and trusts, are all involved in the public side of heritage management defining a public interest. Such publicly-derived values illustrate a further facet of the origins of heritage value in society.

This thesis argues that the genesis of historic heritage in social process affords it a primacy which encompasses all other traditionally-identified values. All study and interpretation of the past emanates from, and thus reflects, the current socio-cultural context. Any value system is essentially a social concept of varying desirability (Darvill, 1995). Practitioners such as Byrne *et al.* maintain that heritage is a field of social action indicative of cultural change and social significance rather than a category of significance. People acquire knowledge of heritage and express heritage values as '... part of the way individuals and social groups construct their identity ... communities are participants in the heritage discourse rather than passive subjects of it' (Byrne *et al.*, 2001, p.143). Put simply, this elevates the community to a position as the ultimate arbiter of the worth of historic heritage – a statement whose significance is explored extensively in this thesis.

2.2.3 Holistic qualities of heritage value and significance

Part one of this chapter drew attention to the multiple meanings of heritage; this section explores this theme in greater detail and, by doing so, informs a key line of reasoning of the thesis coincident with its first frame of reference: the principles relating to the nature and qualities of heritage value. This section reviews the multivalent qualities of value and significance. It outlines the differences between an intrinsic and relative approach; it considers their dynamic, mutable and subjective qualities; their grounding in the present, multiple facets and the importance of choice and flexibility. Issues of legal, research and economic value are also discussed. Such qualities feature extensively in estimates of the worth of the historic heritage resource and occupy an equally significant place in this thesis.

The intrinsic versus relative debate

A key argument centres on whether intrinsic qualities exist inherently in a resource, independent of and beyond any value placed on it by society; whether they can be assessed objectively and agreement reached on the level of significance attributed. Concepts of relative or extrinsic value embody a mutable quality reliant on subjective assessment. Key differences inherent in the two approaches are outlined in Table 2.2.3.1.

	Approach 1	Approach 2
Quality	Essential	Relative
Approach	Intrinsic, immutable	Extrinsic, dynamic
Judgement	Objective	Subjective
Assessment	Singular	Multiple
Methodology	Often qualitative	Often quantitative

Table 2.2.3.1 Value concepts: contrasting qualities and approaches

Allen (1994) maintains that essential, intrinsic criteria, when applied to historic places, provide qualitative judgements (Approach 1). The quality inherent to a heritage item can

be assessed when significance is observable and recordable, for example, in an assessment of a building's architectural merit. This assessment can then be a one-off procedure because each historic place is assumed to be unique. Indeed, recent studies privilege the intrinsic, unchanging qualities of place and landscape perceived through personal experience; qualities especially prevalent in indigenous ideology (King, 2003).

In contrast, the concept of 'relativity' (Approach 2), highlights a place's possession of relative values (Leone & Potter, 1992) and is considered by some to be the single most outstanding quality inherent in the concept of significance (Mathers *et al.*, 2005). Terms like 'value' and 'importance' are relative concepts, best described in comparative terms (Startin, 1993). Put simply, it allows a comparison – this place is more significant than that – although the reasoning behind such comparisons may be less straightforward. Significance assessments require matching like with like, comparison with other places of the same type and theme so that a breadth of knowledge is available to inform judgement. The provisional nature of such judgements is also explicit; judgements of relative significance are inherently comparative and since the sum total of the 'heritage' can never be known, then such judgements are necessarily provisional and require constant re-evaluation (Davison, 1991). The core of this argument is therefore that heritage has no abstract, inherent value but that it acquires value or has value ascribed to it.

This thesis identifies the existence of both approaches and proposes a further approach: that heritage values retain both intrinsic and relative qualities – essential, unchanging core values together with dynamic values that change over time.

The dynamic concept of significance

The changing nature of heritage is a common theme in the literature; its varied concepts emanate from the current intellectual and cultural climate and thus reflect society's changing values and assumptions (Smith, 1996). Lowenthal notes its dynamic qualities, observing that 'the past as we know it is partly a product of the present; we continually reshape memory, rewrite history, refashion relics' (Lowenthal, 1985, p.26). Skeates refers to the 'heritage process' – an active condition by which the material culture of past

societies is subject to constant change and re-evaluation in the present. He maintains that there are conflicting definitions and demands by heritage interest groups whereby each group presents their own definition of heritage as an authoritative statement of its intrinsic quality (Skeates, 2000).

Nor can one ignore the influence of time and changing fashions which often act as a precursor to changing values. The very act of assessing the significance of a resource, regardless of the criteria employed, embodies a host of assumptions about the nature and significance of the record that will change over time (Dunnell, 1984). For example, the growing appreciation of industrial heritage from the mid-1980s highlights the fact that places considered unimportant twenty years ago may assume significance because sufficient time has elapsed to enable us to appreciate their heritage values (Kelly, 2000). The fluidity and dynamism of value and significance concepts are recurrent themes in heritage literature and occupy an equally significant position in this thesis.

Significance as a mutable concept

Significance has a mobile, mutable quality which changes over time as the subject matter changes (Raab & Klinger, 1977; Bowdler, 1984). It changes according to the needs of the times (Schaafsma, 1989), and it changes in time and space (Pearson & Sullivan, 1995). 'Significance ... is a quality that we assign to a cultural resource based on the theoretical framework within which we happen to be thinking' (Tainter & Lucas, 1983, p.714). Just because a place is not significant now does not preclude its potential to be significant in the future. In addition of course, at any single point of time, there will be diverse opinions of the value of the same item or place by all individuals and communities of interest. Thus, concepts of the significance of the heritage resource and the selection of places to demonstrate this reality will change over time. This simple fact highlights an unfortunate tendency – a consequence of any assessment of significance to be 'frozen in time' when the assessment occurred.

Significance as a subjective concept

Significance is without doubt in the eye of the beholder; totally objective observation is a myth. Any view of historic heritage is essentially an individual observation and thus assessed from an ultimately personal and subjective standpoint (Leone & Potter, 1992). The past only exists through our present understanding of it and this derives from contemporary ideology and culture (Pearson & Sullivan, 1995).

Significance will inevitably vary according to personal or collective perceptions and how these values are interpreted. Bias is therefore inevitable (Davison, 1991). Furthermore, not only will each individual have a different perception of what is valuable and what is worthless, but each will also ascribe different kinds of value to the same item because it will have a different meaning to everyone. Perceptions of heritage and thus its value, also differ between ethnic groups, socio-economic classes, age groups and from nation to nation. There is no single definition or answer. 'Different people, both individually and in groups, define their heritage, and the manner in which it is to be preserved and used, in different ways' (Aplin, 2002, p.28). A note of caution is therefore necessary in any attempt to provide a 'one size fits all' assessment of significance however tempting this may seem.

The contemporary context of significance

Of necessity, significance and any evaluation of it, is firmly rooted in the present. The process of significance assessment attributes present-day values to cultural resources from the past (Smith, 1996). It is important to distinguish between entity and process – between a heritage representing, on the one hand, the material culture of past societies that survives in the present and, on the other hand, a dynamic process through which the material culture of past societies is re-evaluated and reused in the present.

Carman explains how the present value of an object may greatly exceed its value in the past. Drawing on Thompson's 'Rubbish Theory,' he describes the two distinct and apparently contradictory concepts – that the rubbish in the midden was worthless in the past yet valuable in the present (Carman, 1990). The ascription of value thus has the

potential to create oppositional conflict between the past and the present: the symbols of the past, be they worthy or worthless, are reinterpreted and reassigned a value in the present.

Significance is multi-faceted

The value of a heritage place is usually determined by assessment against a set of significance criteria which reflect these values (Lennon, 1998). The ascription of significance categories to historic resources as a means to define, interpret and assess value is well developed in heritage literature (Schiffer & Gumerman, 1977; Schiffer & House, 1977; Davis, 1989). It is also important to acknowledge the application of explicit and multiple criteria to the evaluation process as opposed to a formulaic, 'cook book' approach to resource assessment (Glassow, 1977; Moratto & Kelly, 1978; Fowler, 1982; Dunnell, 1984; Davis, 1989).

A range of categories is used to assess the nature of this value and its thresholds, amongst which are aesthetics, history, science, landscape, education, leisure and recreation and psychological values. Such categories represent heuristic units rather than a prescriptive list of significance types and there is frequently an attempt to give a ranking or weight to the relative importance of these elements which is explained in the next section of this chapter.

Choice and flexibility

Each age has its own conception of what is important (Kristiansen, 1989); and it is said that every generation gets the Stonehenge it deserves. Any system of assessment involves a decision-making process which ultimately calls for the making of choices as explained by Rittel above. Brown's literary appraisal of the valuation of genetic resources is transferable to a heritage context:

The problem is not in valuing the books we have read, but in deciding which books to preserve from the vast array of unread books. The books we have read make up a small share of all books. From the unread books we must choose not only those that appeal to us but also those valuable for future generations. Their tastes will differ from ours in

unknown ways because those tastes are a function of knowledge, and we do not know where the path of knowledge will lead (Brown, 1990, p.203).

For there is a pragmatic reality: conservation of the entire heritage resource is not a possibility:

A differential fate has to be assigned to cultural resources if we are to accept our responsibility for managing them. By avoiding such difficult choices and regarding *all* resources as either important or expendable, we are in danger of adopting a position that is insupportable in legal, ethical, and intellectual terms (Bruier & Mathers, 1997, p.14).

The complexity and infinite variability of the historic heritage resource require flexibility and innovation in estimations of its value. The challenges of developing explicit principles for evaluating significance are acknowledged together with 'the difficulty of achieving intellectual closure on such a dynamic and relative phenomenon without creating unworkable, mechanistic, and simplistic check lists' (Bruier & Mathers, 1997, p.32). Recent studies (Boyd, Cotter, Gardiner, & Taylor, 2005) divert attention from the heritage place as an object and focus instead on the multiple meanings representative of it – an acknowledgement of the fluidity and occasionally, contradictory, nature of these meanings. In this way, heritage is valued and thus managed in a more inclusive and imaginative manner. As this thesis will demonstrate, a balance is required: the need to establish evaluation criteria that are sound, explicit and consistent yet with sufficient flexibility that acknowledges the dynamic nature of the resource.

The next sections discuss three categories of value – legal, research and economic – each of which influence the ways in which value is ascribed to the heritage resource.

The ascription of legal value

The evaluation of historic heritage takes place within many contexts, one of which is the legislative framework within which the heritage resource is managed. Thus, it is pertinent to consider the ascription of value to historic heritage in the context of the legislative process as a prelude to exploring key legislation overseas and in New Zealand in subsequent chapters.

The relationship between heritage theory and legislation is a challenging one. Research introduces new concepts and approaches which become incorporated in legislation over time, however, although research priorities continue to change and evolve, the legislative process may remain moribund – an issue discussed in the context of New Zealand archaeology in Chapter Seven. Moreover, debate on topics of legal significance require broad definition, careful presentation of the evidence, and a clear understanding of the particular concepts as they apply in the environment courts. However, the New Zealand courts have made declarations relating to the terms ‘significance’ and ‘importance’ which have resulted in far narrower definitions of significance (H. Allen, 5.2.2004, personal communication). There is also an operational facet to this discussion in that scales of importance may be enshrined in legislation thereby leaving the door open to legal challenge; a further issue pertinent to New Zealand.

Research value

It can be argued that all heritage has potential research significance. Debate over the ascription of research values has been intense since the 1970s when archaeologists were forced to justify the apparently destructive nature of their professional activities in the context of rescue-driven archaeological imperatives. Lipe muses: ‘Who is to say that today's rockpile will not tomorrow be recognised as the evidence that Neanderthal man lived in the New World?’ (Lipe, 1978, p.143).

The research agenda and current knowledge may be viewed as one of the driving forces behind value attribution (Bowdler, 1984; Bruier & Mathers, 1997; Walton, 1999). Schaafsma (1989) proposes that all archaeological resources should be treated as relevant until proven irrelevant to all reasonably anticipated present and future research. In a similar vein, Startin (1993) maintains that anything we do not understand is important enough to justify further study because it is impossible to say once and for all that some places are significant and others are not.

Carver brings an experiential approach to this debate as a strong supporter of research-driven archaeology. He argues that the value of the unknown will always exceed that of

the known, hence the paradox:

The point of archaeology is to know more; but the resource on which it depends is managed so as to favour what is already known. Archaeological research gives priority to the unknown; archaeological heritage management to the known (Carver, 1996, p.52).

He suggests an ideology where culture-as-treasure is replaced by culture-as-knowledge – an attractive concept in an ideal world.

Research worth implies an obligation to preserve for tomorrow because of insufficient knowledge today – a basis on which to make informed decisions about the preservation of fragile resources. A best practice approach will allow the most appropriate values for preservation to be chosen now and for each subsequent period in the future. Such a flexible policy will be more successful because the choices are made each time with better information (Brown, 1990).

New knowledge and understanding of heritage places should cause a healthy and continual re-evaluation and reinterpretation of the historical record, which will result in changes in significance attribution and the selection of important aspects of places over time. Such an approach reaffirms the dynamic qualities of heritage and the importance of flexibility – key factors considered in this thesis.

Financial and economic value

In the late 1990s, the drive for institutional accountability provoked an intense discussion on the value of the past as embodying resources which could conceivably be termed 'valuable' as in an estimate of their monetary worth.⁸ This realisation heralded a shift for the heritage sector into the arena of financial accountability. Subsequently, the two concepts have occupied an uneasy space in heritage scholarship.

Estimates of the potential economic worth of cultural resources as an evaluation of their

⁸ Concepts of financial and economic value are linked yet distinct. Financial value is seen as forming a part of the total economic value of a cultural asset which may include broader social values (Mourato & Mazzanti, 2002).

significance are becoming increasingly recognised as a valid constituent of cultural policy and particularly so when complemented by lines of enquiry from other social disciplines (Mourato & Mazzanti, 2002). New Zealand is no stranger to this concept. A recent survey explores the benefits of cultural heritage and sets out a strategy designed to produce cultural and economic returns from the heritage sector. The report enthusiastically declares: 'We see heritage not as remote and moribund but as a current cultural resource, continually reinvented to meet present needs' (Keith, 2000, p.vi).

Measures that provide a consistent way to measure the benefits provided by cultural heritage goods have a place in informing heritage management policy, in decision-making and as an aid to expert judgement (Navrud & Ready, 2002). In order to estimate the value generated by cultural heritage goods, non-market valuation techniques, developed for estimating environmental values, have been used for studies in Italy (Riganti, 1997); at Durham Cathedral (Willis, 1994) and at Stonehenge (Kennedy, 1999). Recent studies in England confirm that the historic environment is a highly valued resource (National Economic Research Associates, 2003), with an increasing role in regeneration and a contributor to sustainable development (English Heritage, 2003). This research uses a modified form of contingent valuation methodology to assess willingness to pay for historic heritage as explained in Chapters Five and Six.

Welcome or not, heritage is also associated with commerce and enterprise. The economic return from the growth of cultural tourism, recreation and leisure pursuits has become an important justification for public and private sector investment in heritage whilst heritage designations may positively affect land and building values through their enhanced importance (Mathers *et al.*, 2005). The worth of portable antiquities is estimated in terms of their monetary value whilst the black market trade in illicit antiquities and looted materials attests to the financial value of heritage assets in more regrettable circumstances. However, the concept of ascribing heritage a financial or economic value has its critics who view it as the contemporary 'commodification' and blatant commercial 'exploitation' of heritage (Skeates, 2000). Matters of the financial value of specific heritage assets are excluded from consideration in this thesis.

Many of the arguments are brought together succinctly by Carman *et al.* (1999) who maintain that the heritage resource is above value. The fundamental purpose of heritage is simply to *be* the heritage; attempts to assess the importance of sites and landscapes from an 'economic' perspective based on accounting techniques are false and thus any measurement of its value meaningless. Its preservation is a moral duty of civilised society as a priceless (rather than worthless) asset. Although Carman does accept that institutions and archaeologists must be accountable and their efficiency evaluated, however, the material with which they work is not.

Such arguments demonstrate the polarisation of views that has distinguished the debate. Measures to assess the economic value of historic heritage undeniably have their place alongside other complementary techniques. It is evident that heritage requires a system of accountability separate from the institutional context in which the resource resides. The ultimate aim must be to construct a multidisciplinary framework coincident with the multivalent qualities of the heritage resource. Confusing the need for information on heritage assets with their valuation is perplexing and illogical at least and dangerous at most.

To conclude this section, it is essential that principles of value theory reflect the multiple meanings and understandings discussed above. The holistic nature of heritage values and related concepts of significance, encompassing both complementary and contrasting qualities, symbolise the complexity of the resource. Arguably, values may be considered from an essential or relative approach. They possess dynamic, mutable and subjective qualities. They exist in the present and are multi-faceted. The importance of recognising choice and flexibility is acknowledged. Finally, value principles may be related to concepts of legal, research and economic worth.

The diversity of heritage in terms of its many qualities is apparent, along with an enigmatic breadth of its conceptual terms of reference. To note that 'heritage is all things to all peoples' has a certain veracity and may explain its multiple meanings and definitions ostensibly as diverse as the resource itself. This blend of interrelated concepts underlies the holistic qualities inherent in the resource. A fundamental principle of value

theory, this thesis argues, is to recognize such disparities constructively and consider them judiciously in terms of their suitability and effectiveness.

The tensions noted in this discussion, however, should not be confused with legitimate articulation of theoretical understandings that inform and ultimately progress disciplinary thinking. It is evident that qualities of value and significance are formed and informed by a range of concepts and theories. Each makes a legitimate contribution to theoretical understandings and the advancement of knowledge. Moreover, it will be apparent that each concept plays a critical role in determining the way the assessment of heritage significance is carried out and thus its ultimate effectiveness. Increasingly, there is more constructive discussion on what heritage *does* and for whom it *does it* and the implications of this in terms of operational strategies – a topic discussed in the next section.

2.3 Approaches to significance assessment

From the review so far, it is evident that the qualities of value and significance attributed to historic heritage encompass a range of theoretical understandings informing various approaches. The final section moves the discussion to a more applied position. It considers the ways in which value is used in heritage management as an operational tool by reviewing the principal approaches and methodologies to evaluation and significance assessment. This topic forms the second frame of reference of the research: operational strategies relating to procedures for the assessment of historic heritage.

It is maintained that an effective assessment procedure should reflect and shape a broad perception of history and heritage. Procedures may be quantitative or qualitative, however, their outcomes must be judged in terms of their effectiveness as tools for rigorous and consistent decision-making. It is argued in this thesis that a key contributor to the operation of an effective assessment strategy is the existence and application of sound assessment approaches. This section reviews the principal approaches which feature prominently throughout the thesis: concepts of ranking, national importance and

representativeness; regional research designs and thematic frameworks and finally historic landscape studies.

The concept of ranking

Conceptual schemes for grading heritage resources in terms of their relative significance or importance have been considered since the 1970s (Groube, 1978; Moratto & Kelly, 1978; Brown, 1990). Ranking is a quantitative system of significance assessment which evaluates places against specific criteria and awards them a grade – often numerical.

A comparative methodology defined by consistency, rigour and transparency, provides a sound basis for informed decision-making and is a key benefit of any scoring or ranking system. A ranking system requires good information – it works well with clear survey and assessment methodologies, it can assist with thematic and regional assessments, and last but not least, its success can be measured. The advantage of a ranking system is its rigour, transparency and consistency, and thus its defensibility under challenge; proposals for listing new items can also be assessed against the same criteria as existing listed items. Provided the advice of Startin (1993) is followed and scoring is explicitly seen as an aid to judgement, not a replacement for it, supported by continual reassessment and revision, it can achieve its purpose of assisting the evaluation and assessment process.

The disadvantages of a quantitative approach to significance assessment can be summarised. Ranking tends not to allow for the changing imperatives of research in the light of new discoveries and information.

Ranking systems based on *relative* measures assume that significance is an *assigned* value, one that is dependent on the assumptions of the person or authority ranking the site or place. In these cases, the significance of a historic place will vary as social and scientific values change and as information about other places increases ... a place that is not regarded as significant at one time could well become highly ranked at another (Allen, 1994, p.214).

Ranking requires good information systems and continual review in the light of new knowledge. The information must be, but rarely is, sufficient to make an informed judgement.

Assigning values or a numerical score is subjective and tends to fossilise the value of a place (Pearson & Sullivan, 1995). Despite the use of grades, numbers and categories, it is never an objective statement as every assessment is the result of a number of expert, yet nevertheless, subjective judgements (Bowden, 1988). In addition, ranking tends to set one place against another. The process of 'picking winners' which, by default, also implies acknowledging 'losers', has the result of devaluing the perception of the lesser group.

Ranking against set standards is entirely appropriate for unique historic places but the shortcoming of such a singular procedure is its omission of any process of comparative assessment. It is difficult to use as the basis for any systematic programme of recording and registration and, Allen (1994) believes, if used on its own, inevitably produces an *ad hoc* collection.

Instances of the practical application of a quantitative methodology of significance assessment are relatively few and have met with variable success (Groube, 1978; Groube & Bowden, 1982; Clegg, 1984; (Deeben, Groenewoudt, Hallewas, & Willems, 1999). In New Zealand, it is used by certain territorial local authorities as noted in Chapter Six. The new Australian assessment process (see Chapter Three) applies thresholds, a modified version of ranking without numbers, to indicate relative degrees of heritage significance.

The concept of national Importance

The concept of national importance may be defined as sites and places of particular quality and special significance, often delimited by certain categories of value – a 'crown jewels' approach to site selection as opposed to the 'broad brush' of representative selection.

It is argued that the deceptive simplicity of this concept however, may cause more problems than it resolves. Critics note the impossibility of protecting all historic places which results in the preservation of only the best and most important (Allen, 1994), leaving the question of 'the rest' unanswered. Fowler observes tension between the two concepts of 'best' and the 'most significant'. The 'best' may be the concept at stake here,

but criteria for defining it are essential; the quality of 'bestness' is not self-evident. This methodology also tends to isolate the place from its context. As Sullivan observes, sampling or seeking to preserve the best or most outstanding will not preserve the ambience or sense of place which it gives to the landscape (Sullivan, 1993).

A review of international assessment methodologies in Chapter Three records the use of the concept of national importance in each of the four countries surveyed. For example, the Monument Class Descriptions of the Monuments Protection Programme help define the concept of national importance in England. The selective nature of this concept causes particular challenges for indigenous cultural properties where it is not readily consistent with the holistic, non-discriminatory principles of indigenous values. Such issues of cultural unsuitability are discussed in relation to Maori historic heritage in Chapter Four.

The concept of representativeness

In contrast to the singularity of the concept of national importance, a representative sample comprises a broad cross-section of the resources of a region, area or project chosen to illustrate and define the whole. Pragmatic selection on the basis of representativeness is the counter argument to the untenable notion of total preservation as Cleere explains:

It would be utopian to consider that all cultural resources must be conserved in perpetuity – nor, indeed, would it be in the best interests of contemporary and future societies. Selection of the best and the representative is imperative (Cleere, 1984, p.127).

Representative strategies highlight local distinctiveness and regional diversity and a representative sample of sites could conceivably be designated as a 'bank' for future use and reference (Pearson, 1984). Also, it is possible for minority heritage to receive greater prominence through employing a representative strategy.

However, a representative sample can never be definitive because the sum total can never be known (Sullivan, 1995). It is important to establish parameters for assessing

significance: 'Any attempt to produce definitive lists of the top ten sites in any area could also only be possible in an area where it can be safely assumed that *all* sites are known, and all possible research questions have been canvassed' (Bowdler, 1984, p.8) but this is, of course rarely, if ever, possible.

Moreover, the concept presents acute difficulties for sites of significance to Indigenous communities. For example, it is discussed in Chapter Four that a representative sample of Maori historic heritage would be untenable. Smith (1996) encountered problems with the use of this concept in Australian management archaeology, noting in particular the vagueness of the definition and its contradictory nature.

The concept of representativeness in the selection of sites for preservation is widely acknowledged; less apparent is the methodology for applying it. Bruier and Mathers note with irony that 'such a critical and highly visible concept is associated with such a dearth of publications seeking to operationalise it' (Bruier & Mathers, 1997, p.15).

Legitimation in a natural heritage context is illustrated by New Zealand's Biodiversity Strategy which seeks to protect and maintain habitats and ecosystems through survey, identification, and the assessment of threats to key ecosystems. However, the concept has a limited application to New Zealand's historic heritage principally due to the need for sound information and survey systems to operationalise it which is discussed in Chapter Four.

Regional research designs and a thematic approach

Regional research designs explore the context of heritage significance in ways that promote informed decision-making. Bruier and Mathers note a 'strong and continuing consensus within the profession for developing well-defined and intellectually rigorous regional frameworks for evaluating cultural resources, rather than restricting our units of analysis to simplistic, site-by-site phenomena or narrow and highly idiosyncratic criteria' (Bruier & Mathers, 1997, p.17).

Contextual knowledge of historic places can be provided by classifying or grouping similar heritage items thematically according to chronological, cultural, or functional characteristics. They require the compilation of a comprehensive inventory, and thus rely heavily on local and regional historic work – in effect, the groundwork that is required to identify major themes and areas before any place can be assessed (Sullivan, 1995).

The major advantage of a thematic approach is that it allows a comparison of significance across time and space. The disadvantage is that it may lead to artificial and inappropriate listings merely because some sites have been identified as part of an historic theme (Sullivan, 1995); caution is therefore necessary to ensure that the criteria for site selection are specific. It is also important to bear in mind that thematic frameworks are a means to an end not an end in themselves; they should always be used in conjunction with other evaluation tools as part of a multidisciplinary approach. This thesis considers the application of thematic approaches based on thematic studies and regional assessments to the identification and evaluation of historic heritage. These concepts are widely applied internationally; their use is less extensive in New Zealand.

The concept of historic landscapes

Increasingly, heritage professionals are bringing a more holistic and integrated approach to the protection and management of historic heritage in the context of landscape assessment, biodiversity and sustainability. The term 'stewardship' is now applied to the care, protection and management of heritage resources within this broader frame of reference. As Fowler (1987, p.413) comments: 'the whole canvas of the archaeological environment, not just the blobs of brightest paint on it, is what makes the picture.'

The historic landscape is one of infinite variation and reveals many of the qualities of social value discussed above. Places and areas of historic interest have a story to tell; they manifest a concept of the landscape, a broad perspective of the countryside that embraces wider themes related to social relationships, and the worlds people create for their lives (Darvill, 1999). The landscape is formed by and reflects people's self-identity, awareness of their origins and their sense of belonging. Fairclough supports a greater integration of

landscape elements in ways that encourage a deeper understanding and appreciation of how people value and acknowledge the past, the maintenance and enhancement of local character and distinctiveness, nature conservation value, amenity value, local values, the values of perception, a site's role in fostering local and self identity, and accessibility on a landscape scale (Fairclough, 1995).

The concept of reservation, the removal of land from general to a more circumscribed and restricted use, is an alternative form of holistic management of the landscape practised in Australia, Canada, New Zealand and the United States. Reservation or reserve status generally involves public ownership, whereas the English stewardship scheme involves securing public interest in conservation and open space without taking lands out of private hands or commercial enterprise. Conservation in New Zealand increasingly involves private lands as there is insufficient land available to preserve all key ecosystems (H. Allen, 5.2.2004, personal communication).

Recent work in Australia has taken an alternative direction, departing from landscape assessment based on physical characteristics, to embrace the concept of 'inspirational landscapes' comprising both tangible and intangible qualities (Clarke & Johnston, 2003). This has been developed as an element in Australia's national thematic framework drawing on people's emotional response under the heading 'Understanding and shaping the land' noted in Chapter Three.

The concept of heritage landscapes has come into prominence in New Zealand relatively recently with the observations of archaeologists such as Allen (1998) who recognises the symbiosis of landscapes and communities; the comments of Barber and McLean (2000) and several recent initiatives (New Zealand Historic Places Trust, 2003a; New Zealand Institute of Landscape Architects, 2005). They are discussed in more detail in Chapter Four.

To conclude this section, it is not surprising that the assessment of historic heritage has been cogently described as being 'fraught with difficulties' due to the diverse nature of heritage values, the fact that they change over time, they are shaped by context and, the diversity of methodologies and tools for attributing value (Mason, 2002, p.5). But instead

of viewing the diversity of heritage values and their attendant approaches as problematic, it is suggested that they be viewed positively as a way of endorsing the richness of the resource and engendering disciplinary progress. It is clear that a range of approaches can be used to evaluate historic heritage, justify an assessment of historical significance, and establish appropriate directions for management. It is maintained that the methodology governing the application of these approaches has a critical affect on the ultimate effectiveness of the assessment process.

Chapter summary

It is axiomatic that today's theoretical framework of intellectual discussion together with the availability of new information will cause a continual redefinition and reformulation of the ascription of value to the heritage resource. Debate ranges from theoretical determinations of valorisation and its implications for conservation management to practical attempts to introduce new assessment methodologies. Indeed, the extensive range of principles and methods in use only serves to emphasise the lack of consensus as to what constitutes an appropriate basis for valuing the past.

The evidence discussed in this chapter presents the information and validation base in which key arguments of the research are located. The first section of this chapter considers the origins of heritage theory, its links to archaeology and clarifies key definitions and understandings. The second section examines principles of value theory and concepts of significance. It focuses on value ascription, discussing how this is carried out and why. The next section discusses the cultural constructs of value and its social context. It confirms a core principle that heritage values reflect the contemporary socio-cultural environment and its multiple identities. A second, related theme identifies the holistic qualities of heritage value expressive of the complexity of the resource. Finally, the discussion considers evaluation and assessment practice from an applied position in terms of the qualitative and quantitative approaches that characterise the heritage resource and inform operational strategies. Regional and thematic approaches along with landscape studies underline the ways in which disciplinary developments from a contextual perspective may be applied in more holistic ways than hitherto.

This chapter draws together the various strands of the ongoing discourse on heritage evaluation and assessment. The specific focus on particular theoretical and pragmatic concepts of evaluation and assessment addresses the central argument of this research and the focal point of the thesis: the exploration of historic heritage frameworks in New Zealand in terms of their suitability and effectiveness. Moreover, it offers a rationale from which key elements of the research are drawn. These key elements, here termed frames of reference, comprise: the examination of value theory – principles of social value and its holistic qualities – in terms of how appropriate it is and secondly, an investigation of the assessment process in terms of its effectiveness.

In terms of the first frame of reference, it is evident that social and intellectual contexts reflect embedded values. A major contention of this thesis is the primacy of the concept of social value and the myriad ways in which this is articulated as expressions of cultural identity, community sentiment and public values. Perceptions of heritage and its relative worth will vary across, and within, different socio-cultural groups. It is a resource of both national and regional significance, yet it can also be local, tribal and personal in scale. The challenge lies in satisfactorily acknowledging the collective memories of all cultural groups and developing an appropriate disciplinary consciousness. This concept, and particularly the extent to which its awareness is practically demonstrated in heritage environments, is considered sufficiently significant to occupy a prominent place in the thesis and drives a key line of reasoning in this research.

Furthermore, it is evident that historic heritage is holistic; different values may be discerned according to cultural context. The multiple qualities of historic heritage extend beyond structural fabric. Its qualities embrace both natural and cultural elements wherein tangible and intangible qualities are discernible. As a legacy, it is both uniquely personal and collective. Heritage significance exists in the dual dimensions of time – both past and present, and scale – for its values extend beyond place, site and structure to incorporate its contextual setting in local, regional and landscape studies. The diverse qualities of historic heritage find expression in the multiple meanings explored in this chapter. It is suggested that determinations of significance are better served by considerations of such a multi-vocal approach as providing a truer demonstration of the public nature of the

resource. The thesis considers these principles and assumptions and examines the extent to which their expression in the heritage sector, both internationally and in New Zealand, is carried out and whether they are appropriate and effective.

The second frame of reference relates to the ways in which value theory is applied to operationalise the assessment process. Herein lies the practical exposition of conceptual theory – for the merits of heritage assessment must be seen to reside in its intellectual rationale. Concepts of ranking, national importance, representativeness, regional, thematic and landscape approaches are discussed, noting the principles behind the range of methodologies which are referred to throughout this thesis. The discussion of assessment approaches signals a more practical direction in terms of process, their implications for effectiveness and as arbiters of best practice.

Essentially, this review of the theoretical frameworks of value and significance highlights a range of concepts and captures the major themes to provide a platform on which to engage with the research question in the remainder of the thesis. It is maintained that an authoritative consideration of whether existing frameworks for valuing and assessing New Zealand's historic heritage are appropriate and effective can only be done in the context of a meaningful exposition of scholarly knowledge and relevant studies. A rigorous analysis of what went before will allow a more critical scrutiny of current circumstances. To this end, the sources, theories and principles from which the thesis was originally conceptualised are presented here in the context of the rationale for the research.

Such a review of the key theoretical dimensions of historic heritage value, it is maintained, offers a notable contribution to the discourse by its particular emphasis on germane understandings in ways not too far removed from pragmatism and reality. International studies have only recently begun to engage with the literature in this manner whilst New Zealand scholarship (noted here and discussed in more detail in Chapter Four) has tended to focus on the broader context of historic heritage or on issues of protection. It is proposed that relevant scholarship drawing attention to these issues is limited and few practitioners are positively engaged in creative thinking in the New

Zealand heritage sector. As an appraisal of the current state of knowledge, the background theory presented in this chapter rightly precedes the focal theory of the primary research design and a critical examination of the issues explored in the remainder of this thesis.

This chapter has reviewed a range of core ideas and fundamental understandings relevant to the valorisation of historic heritage. It has identified and elaborated relationships between concepts and explained their nature, meaning and direction. It has indicated significant avenues of contemporary thought and process. An example of this is debate around the overall purpose of heritage – what heritage *does* and similarly, questions of *how* heritage is valued, *by whom* and *why*. It is suggested that historic heritage studies have ‘come of age’ when practitioners have the temerity to interrogate the basic tenets of their discipline in this manner. Posing similarly fundamental questions in the New Zealand heritage environment, it will be demonstrated, is done with far less assurance when it is done at all. Nevertheless, such questions must be posed and a primary function of this thesis is to set out the evidence to enable this.

3 The international evidence: policy and practice in Australia, Canada, England and the United States

The previous chapter set out the principles and understandings framing the theoretical basis of this thesis. In the next two chapters, the discussion follows a more applied direction and turns to reviewing pragmatic features of principle and process. Significant features of international and national systems are compared and contrasted in accordance with a principal research objective: to compare approaches in New Zealand against the international evidence in key areas of value ascription, national and sub-national frameworks for assessment, the community dimension and the strategy for assessing significance.

This chapter focuses on the international evidence and reviews policy and practice in selected countries overseas. The four countries chosen for more detailed review are Australia, Canada, England and the United States. Each country has certain features comparable to those of New Zealand and systems that have been duplicated and applied here. These similarities apply, to a greater or lesser extent, to cultural context, historical development and the practical application of evaluation and assessment strategies.

The evidence is presented in ways that permit a critical engagement with and development of the rationale of the research: that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. To this end, the review examines a range of principles and operational frameworks relating to assessment strategy and process in selected countries to highlight significant approaches. As a result, cognate issues of policy and practice are identified and a set of common denominators for effective heritage practice, termed 'effective system characteristics', distinguished. The discussion returns to these denominators in Chapter Seven for contrast to New Zealand approaches.

Furthermore, this review is structured to address the rationale of the thesis in terms of its principal frames of reference. The first frame of reference concerns the examination of

theoretical principles relating to the nature and qualities of heritage value in terms of how appropriate they are. This is considered in the first section of this chapter where international principles and guidelines are outlined. Also, the nature and qualities of heritage value in each country are examined to see how they determine subsequent strategies and assess their suitability. In particular, the expression of principles of social value and the holistic qualities of historic heritage are considered. The second frame of reference relates to operational strategies for assessment. To this end, the components of national policy, the principal heritage agencies, legislation, registration and procedures at state and local authority levels are examined. The community dimension – issues for indigenous and non-indigenous communities – are considered and finally, strategies for significance assessment including the archaeological resource and the historic environment. Each of these components is reviewed in each country to allow a robust basis for comparison. Finally, distinctive approaches are identified and the characteristics of an effective system proposed on the basis of recognized commonalities. This system is discussed and summarised in a set of effective system characteristics in Table 3.6.1 and Appendix G.

Note on research design and methodology

Before discussing the international evidence, particular components of the research methodology are explained at this point. In a departure from standard practice, elements of the research methodology comprising the review of secondary data sources overseas A and in New Zealand C, and the corresponding discussions with experts in Australia B and in New Zealand D, are included here rather than in Chapter Five where the research design and methodology are presented. The reasons for this are as follows. Expert opinion, in the form of the perceptions and remarks of heritage practitioners in Australia and New Zealand, forms a powerful means of reinforcing the review of the body of knowledge from those two countries. For this reason, it is thus placed more appropriately in the discussion here and in the following chapter.

Review of secondary data sources: the international evidence A and New Zealand evidence C

Multiple secondary data sources in the form of written materials were examined in the tradition of exploratory data analysis as described by Robson (2002). The purpose was two-fold: firstly, to obtain information relating to the policy and practice of historic heritage evaluation and assessment in selected countries and in New Zealand to enable comparability of the findings and, secondly, to augment and complement the information from the primary data sources.

Information sources principally comprised public records, government publications, books, journals, reports, conference proceedings and web-based materials. An overview of the corpus of material was carried out followed by purposive sampling of a selection of the relevant texts relating to perceptions of evaluation and assessment, its policy and practice. The basic units of analysis were selected and themes developed by inductive coding. Further reflection led to the construction of categories for analysis (Ryan & Bernard, 2000; Robson, 2002), their coding and the emergence of significant issues.

All sources were evaluated against the following criteria (Saunders, Lewis, & Thornhill, 2003d). Measurement validity was continually checked to ensure that the data met the research question and objectives. Their coverage was checked in terms of time period (all sources dated from the last thirty years), that they covered the required population and contained categories coincident with those of the research design; restricting the data to trustworthy sources ensured reliability and validity of the information. The fact that the data are permanent and available enhanced the rigour of the research, as the information remains open to public scrutiny.

Expert opinion B and D

A series of meetings was held to collect empirical information in the form of textual data to support the exploratory purpose of the research objectives (Robson, 2002). An informal discussion technique was chosen due to its inherent flexibility that enabled the research topic to be explored in depth. The interaction was non-directive; the respondent

was encouraged to discuss aspects of the research phenomena and, to a large extent, their perceptions guided the conduct of the meeting. The aim was to exchange ideas and gather information from professionals in the field: senior managers actively engaged in historic heritage assessment and other heritage-related activities who may be described as 'industry influencers.' These meetings were not intrinsic to the design of the research methodology.

The meetings took place during fact-finding, research visits to the cities of Canberra, Sydney, Melbourne and Wellington. Meetings were held with the following participants in Australia: the Manager of the Historic Environment Assessment Section, The Australian Heritage Council; the Manager, Australian Capital Territory Heritage Unit; the Assistant Director, New South Wales Heritage Office; the Executive Director, Heritage Victoria; the Senior Conservation Officer, Historic Environment Assessment Section of the Australian Heritage Council; the Director of the New South Wales National Trust and three professional consultants. All meetings were held in an informal setting (generally the respondents' offices). Each meeting lasted 1-1.5 hours, was recorded on audiotape and subsequently transcribed. Details of the New Zealand meetings are included at the beginning of Chapter Four.

The meeting contributed to an on-going process of reflexivity on the data, involving the use of open-ended questions, consideration of emergent themes and categories and the development of an analysis from the information supplied by the respondents. The information obtained informs Chapters Three and Four of the thesis. The results are incorporated in various forms including presentation of segments of text, and verbatim quotes from participants, as exemplars of particular concepts and theories (Ryan & Bernard, 2000).

Information from the keynote presentation of the expert panel H (described in Chapter Five) also contributed to the Australian section of this Chapter. The discussion now returns to the review of the international evidence.

3.1 The international context

Universal principles supported by appropriate legislation and organisational frameworks apply to the protection and management of the heritage resource on a supra-national scale. Since the latter half of the 20th century, the decisions of international organisations, both at the non-government organisation level and formal multi-government level, have become increasingly influential in influencing and governing heritage policy. As Cleere (1993b) explains, doctrinal and legislative texts are essential to form a protective framework within which strategies and programmes can be developed and professional standards maintained. A range of charters and declarations set out internationally-agreed principles and guidelines for managing the heritage resource which have been taken up and applied in many countries. The principal documentation is commented on briefly here.

UNESCO⁹ and ICOMOS¹⁰ are the two leading heritage organisations. UNESCO is the United Nations lead agency in heritage matters whilst ICOMOS is the main international, non-governmental organisation for the conservation of world heritage. ICOMOS is principal advisor to UNESCO concerning the conservation and protection of monuments and sites throughout the world and advisor on world heritage listings. ICOMOS sets international standards for all aspects of heritage management; many of these standards have been incorporated in the charters of member countries, including the Burra Charter of Australia and the New Zealand ICOMOS Charter.

A significant United Nations initiative is the development of the Declaration on the Rights of Indigenous Peoples – a clear indication that the international community is committing itself to the protection of the rights of indigenous peoples, their cultural traditions and customs. In New Zealand, the Mataatua Declaration on the Cultural & Intellectual Property Rights of Indigenous Peoples 1993 articulates the problems and

⁹ United Nations Educational, Scientific and Cultural Organisation.

¹⁰ It was founded in 1965 following the publication of the Charter for the Conservation and Restoration of Monuments and Sites – The Venice Charter of 1966.

solutions for Maori and particularly the main issue of indigenous self-determination (Te Puni Kokiri, 1994).

The 1990s saw the publication of two seminal charters. The ICOMOS Charter for the Protection and Management of the Archaeological Heritage (1990) is an influential doctrinal document, inspired by the Venice Charter. It covers a range of heritage management issues and activities and has been described as the gospel, code of practice and Hippocratic Oath of all professional archaeologists and heritage managers (Cleere, 1993a).

There is also a growing awareness of the importance of archaeological heritage management with the expanding role of the European Union signalling greater co-operation (Willems, 1998). Principles governing the archaeological resource are enshrined in the Valletta Convention (1992) otherwise known as The European Convention on the Protection of the Archaeological Heritage (Revised). It contains provisions for the identification and protection of archaeological heritage, its integrated conservation, and the control of excavations, among other things (Council for British Archaeology, 2001). Both charters serve as international statements of principles and guidelines relevant to the resource and have been influential in setting standards for heritage practice in several of the countries reviewed here – Australia and England in particular.

3.2 Australia

Australia's natural, cultural and Indigenous heritage are combined in the National Estate which comprises

... those places and events which define and sustain the Australian character and provide a living and accessible record of the nation's natural and cultural history. It represents the important examples of our natural environment and landscapes, the places which define the critical moments in our development as a nation (Australian Heritage Commission, 1997).

Definitions and understandings of cultural heritage are enshrined in the Burra Charter – the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance.

It was adopted in 1979 to accord with international guidelines on heritage management described above. The Charter defines the principles, processes and practices acceptable for sustainable heritage management in Australia for all professionals involved in the work. It thus establishes a framework for the management of Australia's heritage in general and provides an implicit multidisciplinary approach to assessment in particular. Such is its significance that it has been described as the 'Bible of heritage conservation' (D. Marshall, 30.10.2002, personal communication).

The Charter is for places of 'cultural significance' – a deliberately all-encompassing concept including natural heritage. The Charter guidelines clarify the process of establishing and assessing cultural significance and acknowledge the dynamic nature of heritage value by stating that cultural significance may change as a result of the continuing history of the place. In addition, the Charter defines cultural significance as aesthetic, historic, scientific, social or spiritual value for past, present or future generations whilst noting that these adjectives can encompass other values and are not mutually exclusive. Furthermore, it affirms the use of the concept of cultural significance to assist in estimating the value of places. The holistic qualities of heritage value are reiterated by a similarly broad interpretation of the concept of 'place' (Article 1) as a site, area, land, landscape, building or other work, group of buildings or other works and may include components, contents, spaces and views¹¹ (Australia ICOMOS, 2000).

The process of assessment is used to help understanding and explain why a place is important, and enables measures of significance to guide the decision-making process. In addition, the Charter treats the terms 'significance' and 'value' synonymously; it equates cultural significance with heritage significance and cultural heritage value – terms which are frequently confused and misapplied. As Bickford (1991) notes, the guidelines in the Charter make the all-important distinction between the significance assessment of a place and decisions about its future use and management.

¹¹ Elements may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

This pivotal document establishes the broad framework for Australian heritage. Its significance is particularly apparent when considered in the research context with its focus on the nature and quality of heritage value. The Charter establishes best practice for heritage, and guides all aspects of the evaluation and significance assessment process according to the principle of doing as much as is necessary but as little as possible. It highlights key qualities of heritage value by its emphasis on concepts of social value and cultural significance, whilst acknowledging the holistic, dynamic nature of the resource. It is argued in this thesis that the embedding of these qualities is critical to the development of appropriate and effective frameworks for heritage practice. However, the powerful ideal of integrating natural, cultural and Indigenous heritage elements both serves and limits; whilst appearing effective in principle, it is viewed by some to be less effective in practice. It remains to be seen whether Australia's new heritage initiative described here can modify this perception.

Frameworks

The federal structure of Australia has influenced the management of heritage places. The Australian Heritage Council is the principal national advisory body, whilst the day-to-day management of heritage is conducted at state and local levels. This section considers the principal structures within which heritage is managed and makes some preliminary comments on their effectiveness.

Australia's new national system for heritage places, the National Heritage Places Strategy, marks the most significant change in governmental roles, heritage processes and protection standards since 1975 (Marsden, 2004). The dominant aim of the new system is to rationalise the way all tiers of government identify, protect and manage places of heritage significance. The vision is to develop consistency and common national standards for the identification and conservation of heritage places. 'Certainly, the extent of the Australian programme is viewed ... as being a stimulating national conversation about heritage ... It is a "story-based" approach – linked to a thematic framework' (Marsden, 2004).

Cultural heritage is accorded greater significance in the new legislation. There is an assumption that Australia's natural heritage has been well protected in the past at the expense of cultural heritage; this may reflect an imbalance the new legislation is intended to redress. Heritage places are protected under the Environmental Protection and Biodiversity Conservation (EPBC) Act 1999. However, under new legislation which amends this Act, 'national heritage' is included as a new matter of 'national environmental significance' which provides protection for listed places to a greater extent than before. Marsden (2004) records that 'concepts and definitions of heritage values and places are now enshrined in national legislation.' An outline of the new legislative framework is presented in Table 3.2.1.

Level	Legislative process	Listing
Commonwealth	Environmental Protection and Biodiversity Conservation Act	Commonwealth Heritage List
Federal	Environmental Protection and Biodiversity Conservation Act	National Heritage List Register of the National Estate
State	State legislation	State heritage registers
Local	Local environmental planning and protection regulations	Local environmental plans

Table 3.2.1 Outline of Australia's new legislative framework

An independent advisory body of heritage experts, the Australian Heritage Council (the Council), advises on the nomination and protection of heritage places and provides statements of significance. It replaces the Australian Heritage Commission although its responsibilities appear similar to those of its predecessor. Its function is to identify, conserve and promote Australia's National Estate – those parts of the natural and cultural environment that have special value for current and future generations.

The former system whereby all nationally significant places were listed on the Register of the National Estate (RNE) is replaced by two new lists. In summary, the new system, the principal features of which are outlined in Table 3.2.2, comprises:

- The new National Heritage List (NHL) of Indigenous, natural and historic places of outstanding heritage value comprises the 'icons' of Australian heritage. It will start from scratch. The public may make nominations which will be assessed by the Council. Listed places will be protected under the EPBC Act. Marsden (2004) describes its intention to be 'a showcase of places with exceptional natural and cultural heritage values that have helped shape Australia's national identity.'
- A new Commonwealth Heritage List (CHL) of places of Indigenous, natural and historic heritage value specifically owned or managed by the Commonwealth and its agencies. It will start from scratch. The public may make nominations which will be assessed by the Council.
- The RNE is retained as an evolving record of about 14,000 of Australia's natural, cultural and Indigenous heritage places that are worth keeping for the future. They are protected under the EPBC Act (Ministry for the Environment and Heritage, 2003).

Feature	World heritage list	National Heritage List	Commonwealth Heritage List	Register of the National Estate
Administration of legislation	Department of the Environment and Heritage	Department of the Environment and Heritage	Department of the Environment and Heritage	Australian Heritage Council
Nomination	Australian government	Anyone	Anyone	Anyone
Values	Outstanding universal value	Outstanding heritage value	Significant heritage value	Significant heritage value
Types of value	Natural & cultural	Natural, Indigenous, Historic	Natural, Indigenous, Historic	Natural, Indigenous, Historic
Criteria	World Heritage Committee	EPBC Act	EPBC Act	AHC Act
Assessment	World Heritage Bureau	Australian Heritage Council	Australian Heritage Council	Australian Heritage Council

Table 3.2.2 Australia's heritage lists

The final element of the new heritage system is the introduction of a government-funded, four-year 'Distinctively Australian' programme to protect and promote Australia's

national heritage places. An indication of government commitment is the recently announced National Heritage Investment Initiative of A \$10.5 million to restore and conserve Australia's most significant historic heritage; one of several heritage funding initiatives (Department of the Environment and Heritage, 2005).

All states and territories are responsible for managing their heritage responsibilities and for maintaining their own lists of historic places which are protected by that jurisdiction's legislation although the level of protection depends on state legislation and council regulations (Department of the Environment and Heritage, 2004). Local and regional heritage is included in local and regional environmental plans and protected in local environmental planning regulations.

The National Heritage Places Strategy commenced in January 2004 and is still in a formative phase (Australian Heritage Commission, 1998); thus estimations of its likely success are premature. However, it has been well received and tackles a number of flaws in the old system. Deficiencies identified in the old system included duplication in legislative process at all levels of governance; lack of an overarching national heritage policy; confusion in the community about the various systems and lists, and lack of effective protection for nationally important heritage places. In the lead-up to the new system, the government approach was described as 'irrational' in terms of its responsibility (Department of the Environment and Heritage, 2004). It will be apparent later in this thesis that such comments are commonly applied to policy and practice in New Zealand.

The community dimension

The management of Indigenous cultural heritage is governed by a variety of statutes operating at different levels of government; effective levels of protection vary considerably under different state and territory legislative regimes (Evatt, 1998). Places of Indigenous significance are included in national lists whilst separate registers of Indigenous sites are maintained by state, territory governments and local councils. Access is sometimes restricted to respect the wishes of Indigenous communities and to ensure

that access to information does not put any cultural heritage place at risk (Department of the Environment and Heritage, 2004). The separate treatment of Indigenous heritage has been a significant factor in ensuring its effective management. The most effective model is the Northern Territory Aboriginal Sacred Sites Act which protects all sacred sites whether or not they are registered (Aboriginal Areas Protection Authority, 2005).

Specific procedures guide the mode of consultation with Indigenous peoples to determine the significance of places in accordance with their culture. Indigenous peoples are the primary source of information on the value of their heritage and how best it may be preserved; they control the intellectual property and all information relating to their heritage as this may be an integral aspect of its heritage value (Australian Heritage Commission, 2002). Indigenous concepts of the landscape offer an alternative, frequently thought-provoking way of viewing it. Aboriginal inhabitants see everything as connected: '...its not just empty space with landmarks in it' (King, 2003, p. 49); a concept that is touched on in non-indigenous approaches to landscape values. However, practitioners increasingly feel that the former separation of archaeological from Indigenous interests has outlived its usefulness and that it is now time to consider procedures of mutual benefit (Lilley & Williams, 2005).

Turning to non-indigenous heritage, places of purely local significance are more often identified through heritage overlays in local planning provisions. Guidance for local communities is available in a user-friendly handbook of advice and practical steps on all aspects of caring for natural and cultural heritage (Australian Heritage Commission, 1999). Community consultation and partnerships feature in state and local authority provisions and are a notable component of contextual studies.

Heritage strategies in the state of Victoria aim to enhance community understanding and appreciation and celebrate community identity. Victoria's draft heritage strategy (Heritage Victoria, 2004) has a distinct focus on the community and ways to build strong, inclusive networks and partnerships. It includes promotion of community heritage projects; creating inclusive networks; developing heritage partnerships between government, business, community and owners; supporting community heritage management of places,

objects and collections and supporting community heritage activities. Key drivers of community action in the state of Victoria are local heritage studies carried out by local councils comprising a steering committee of professional consultants plus invited members of the community. The studies receive funding from the local councils and the state heritage unit. Community involvement in heritage matters also occurs through residents associations, initially formed to contest the extremes of urban development and latterly concerned with heritage issues (R. Tonkin, 17.1.2005, personal communication).

Significance assessment

A set of nationally applicable standards apply to the assessment and listing of (non-indigenous) cultural heritage places in the statutory registers of all government heritage agencies (Pearson & Marshall, 1999). A particular feature of the new system is that the heritage values of a place are protected. This is a significant change as it enables larger areas to be protected, that is, the place and its context. A place has heritage value if it accords with the Burra Charter definitions noted above and meets one of the statutory criteria for the National and/or Commonwealth Heritage List. A criterion may relate to one or more of the following heritage values of places: natural, Indigenous, historic and other heritage values – the last ‘keeps the door open for anything else’ (Marsden, 2004).

Australia's heritage is a ‘mosaic of places of any level of significance’ (A. Marsden, 6.05.2004, personal communication). A significant feature of the new assessment system is that the National Heritage List significance characteristics or criteria are the same for all registers; the difference is the threshold inserted into each characteristic. The NHL and CHL have similar criteria, but they differ in the level of threshold by which they meet one or more criteria. The NHL records places of ‘outstanding’ heritage at an extremely high threshold; the CHL and RNE record places of ‘significant’ heritage value, covering places from local to international level. As noted, these values are all-inclusive and can therefore protect a place and its environs. There are nine broad significance criteria which determine heritage value: symbolic/exemplary, rarity, research, representative, aesthetic, technical, community, personal and Indigenous. All the criteria relate to both cultural and

natural values, and cultural values relate to indigenous and non-indigenous places. Although the criteria have been developed from within Australia, they follow general international trends. The Register does not distinguish between local, state or national significance thus ensuring national standards and consistency.

Thresholds are applied to help judge the level of significance of a place's heritage value. For example, to determine whether a place has 'outstanding' national heritage value to reach the threshold for the NHL, the place is compared to other, similar places. The Council determines if it is 'more' or 'less' significant compared to other similar places or if it is unique (Department of the Environment and Heritage, 2004). It is interesting to note that the 1998 National Heritage Convention opposed a hierarchical or ranked national listing of heritage places. A majority favoured an un-ranked national list in which the process of identification and assessment was distinct from protection and management decisions (Australian Heritage Commission, 1998). Pearson and Marshall (1999) note that the criteria are reasonably understood, the thresholds less well, particularly the use of levels of cultural significance to indicate degree, for example, 'considerable' or 'exceptional.' Indeed, it may be argued that the use of thresholds represents a spurious form of ranking.

A thematic framework, comprising six major themes, provides further information for assessment. The themes are: an ancient country; an island of natural diversity; peopling the land; understanding and shaping the land; building a nation and living as Australians. For example, national thematic groups theme 4 – Understanding and shaping the land – includes the sub-theme 'inspirational landscapes' drawing on people's emotional response. The new framework recognises pre-existing regional thematic frameworks and aims to integrate these into a broad framework at national level so that local/regional historic themes can continue to evolve whilst remaining linked (Australian Heritage Commission, 2001).

In addition to thematic groupings, a range of tools is used to identify and assess significance. These include Indigenous scoping studies,¹² contextual studies, indicators of

¹² Studies of a range of Indigenous sites based on significant themes.

significance and thresholds. The technique of contextual studies commences with an historical overview from which an indicative list of possible places is drawn up. Indicators of significance are then developed and a comparative analysis undertaken. The process involves extensive community consultation, followed by short listing and further research before the study is complete (Australian Heritage Commission, n.d.). Indicators of significance derive from the National Heritage List criteria and provide a greater focus on values and assist assessment. From these (indicators of significance), a raft of thresholds has been developed for each place. Thresholds are also applied by looking at a particular thematic study and developing thresholds particular to that theme.

The variety of these assessment techniques consolidates a range of complementary methodologies backed up by comprehensive guidelines. Significantly, consistency and commonality of standards is ensured as all assessments of heritage significance follow the federal framework with factors weighted to reflect local difference (S. Macdonald, 31.10.2002, personal communication). For example, the state heritage register of New South Wales lists more than 20,000 items of heritage significance and has produced an excellent guide to explain the assessment process (New South Wales Heritage Office, 2001). In theory at least, the system appears sound and pragmatic – an effective way to tell the nation's stories.

Summary

The new heritage initiative has considerable potential to strengthen heritage protection in Australia and ensure a uniformity of assessment procedures across all levels of governance. It represents a significant attempt to balance the fracture line that is a common feature of heritage management practice: the elitist decisions of professionals versus the populism of community choice and to endorse the concept of cultural significance.

It is constructive to set Australia's new system against the frames of reference of the research. The holistic, dynamic qualities of historic heritage are appropriately demonstrated in the all-encompassing framework of the Burra Charter and in particular,

its validation and explanation of the concept of cultural significance. The Charter establishes principles of best practice and guides all aspects of the evaluation and significance assessment process. Significantly, emphasis is placed on the heritage values of a place, signifying a move away from the singularity of the place itself to a more encompassing view of place and its context, noting that these may be both natural and cultural. Australia has a principal heritage agency and a definitive national strategy ensuring consistency and uniformity.

Furthermore, principles of social value are observed in the management of Indigenous and non-indigenous heritage characterised by high levels of community engagement. Significantly, the separate treatment of indigenous heritage is being reconsidered in favour of a more integrated approach. In terms of assessment, common national standards are established throughout all government heritage agencies for the consistent identification, assessment and conservation of heritage places. Moreover, significance assessment at state level shares the same concepts of compatible criteria with the national process. Finally, substantial investment in the new heritage system and assurance of support indicates significant government commitment to its success. Overall, it appears that key issues are being addressed in a positive manner – a conclusion that augurs well for the success of the new system.

3.3 Canada

In Canada, the term ‘cultural heritage’ applies to resources of acknowledged historic value (excluding natural heritage) and embraces cultural landscapes, archaeological sites, structures, engineering works, artefacts and associated records. Federal legislation covers certain aspects of national heritage management whilst each of the ten provinces has its own legislation and antiquities services (Cleere, 1993a). This structure of federal governance shares certain similarities with that of the United States although highly vocal communities have called for sovereignty and separateness.

Canada has no guiding charter enshrining national conservation principles, however, two ICOMOS charters relate to specific heritage elements: the Deschambault Declaration

(1982 Charter for the Preservation of Quebec's Heritage) and the Appleton Charter for the Protection and Enhancement of the Built Environment, 1983 (ICOMOS, 2004).

Frameworks

In terms of federal heritage structures, Parks Canada is the principal agency responsible for protecting and presenting nationally significant examples of Canada's natural and cultural heritage. The Department of Canadian Heritage is responsible for national policies and programmes.

In ways similar to Australia, Canada has a new system of heritage management that conforms more closely to international standards. The Historic Places Initiative was conceived in 1999 in response to widespread concerns at the rate of loss of pre-1920s heritage buildings over the last 30 years. It has been described as 'the most important federal heritage conservation proposal in Canada's history' (Department of Canadian Heritage, 2004b). The initiative has three major objectives: to foster greater appreciation of historic places; to enhance the ability to develop appropriate measures to ensure their conservation and preserve their historic integrity; and to provide financial incentives to promote more lasting rehabilitation and maintenance of those places (Parks Canada, 2004a).

National significance is conveyed by the system of National Historic Sites. So far, more than fifteen hundred places, persons and events that have had a nationally significant effect on, or illustrate a nationally important aspect of, the history of Canada, have been commemorated. Nationally significant places may include archaeological sites, structures, buildings, groups of buildings, districts or cultural landscapes. Further 'chronological' restrictions apply which lend a somewhat archaic air to these criteria: buildings must date prior to 1975; people must be deceased at least 25 years and events must have occurred at least 40 years ago. Of the 861 historic sites, 77 percent are administered by provincial, territorial or local governments, Aboriginal groups, local heritage groups, the private sector and individual Canadians; 17 percent are managed by Parks Canada and the remaining 6 percent by other federal departments or agencies

(Parks Canada, 2004b). A democratic process ensures that eighty percent of all nominations are made by the public (Parks Canada, 2004b).

The Register of Historic Places provides a comprehensive listing of historic places of local, provincial, territorial and national significance including those designated by Aboriginal groups. Its purpose is to identify, promote, and celebrate historic places in Canada, raise public awareness about an historic place and provide a valuable and easily accessible source of information about its heritage value. The Register was launched in 2004 and has an on-line, searchable database. Currently, up to 20,000 historic places may be eligible for inclusion on it.

The protection and management of crown-owned buildings is carried out by the Federal Historic Buildings Review Office (FHBRO) which evaluates the heritage character of buildings 40 years old or more. Evaluation criteria embody international conservation principles and relate to qualities of historical associations, architectural significance and contextual values (Parks Canada, 2003a). A two-tier ranking system is applied. The Register lists 264 'classified' (the higher of the two designations) and 1092 'recognised' federal heritage buildings, representing 3 percent of the current government building inventory (Parks Canada, 2003b).

Archaeological resources on provincial and territorial lands are protected by legislation enacted within those jurisdictions. The new initiative seeks to conserve archaeological resources (many of them Aboriginal) on federal and reserve lands by providing a framework to protect them. Significantly, a discussion paper reveals that 'currently, there is no comprehensive protection for archaeological resources on federal lands ... there is not even a way now to find out what is being destroyed or stolen' (Department of Canadian Heritage, 2004a, p.5). Discussion of a range of options to consider how best to deal with these issues is currently under way.

Phase 2 of the Historic Places Initiative focuses on the development of federal legislation to protect federally-owned historic places. The new legislation is intended to confer legal protection on all historic places on federal land, recognise the Register of Historic Places and the agreed-upon Conservation Standards and Guidelines. Stronger protection is also

proposed for other significant buildings. The proposed new Historic Places Act would bring Canada into line with other countries by providing statutory protection for all historic places and archaeological resources on federal lands (Department of Canadian Heritage, 2004c).

The community dimension

In a situation analogous to that of Australia and New Zealand, Aboriginal peoples¹³ – the first settlers in Canada – have a strong association to the land and the historic places that express their cultural affinities and the transmission of knowledge through the generations. The Historic Places Initiative recognises the importance of historic places to Aboriginal people and the specific issues relating to their protection. It encourages participation in the legislative proposals and provides opportunities for Aboriginal involvement at federal, provincial and territorial levels in the assessment of places significant to them. In terms of the Register of Historic Places, places honouring Aboriginal history are eligible for inclusion according to the appropriate designations. The new legislation is intended to provide greater acknowledgement of Aboriginal places of significance and also to recognise the importance of oral history (Department of Canadian Heritage, 2004a).

Significance assessment

Designations of national historic significance are considered on a case-by-case basis. Attributable factors include those of exceptional achievement, outstanding contribution and explicit and meaningful association. Uniqueness, rarity and ‘firsts’ are not in themselves considered sufficient but may be considered with the other criteria (Historic Sites and Monuments Board of Canada, 2004). Specific guidelines relating to each historic resource type, for example, lighthouses and Aboriginal Cultural Landscapes, describe the detailed evaluation and assessment criteria which apply.

¹³ First Nations, Inuit and Metis peoples.

A thematic framework is one of the tools used to identify and assess National Historic Sites. The framework applies five broad, inter-related themes to Canadian history: Peopling the land; Developing economies; Governing Canada; Building social and community life, and Expressing intellectual and cultural life. This thematic assessment is used to identify gaps and under-represented topics and also as a planning tool that offers a different perspective on places commemorated. Identified priorities include greater acknowledgement of places representative of the history of Aboriginal peoples, ethno-cultural communities and women (Parks Canada, 2004b).

Finally, a comprehensive, nation-wide set of standards and guidelines describes best practice and clarifies the identification and assessment process for a range of historic places, archaeological sites and landscapes (Parks Canada, 2003c). The 'Standards and Guidelines for the Conservation of Historic Places in Canada' draws heavily on models of best practice from Australia, Britain and the United States.

Summary

The new initiative brings the Canadian system more closely into line with those of the other countries reviewed in this chapter as indicated in Table 3.6.1; furthermore, its implications in terms of the frames of reference of the research are significant. A major challenge in the implementation of any programme for historic heritage is that of national identity – an issue compounded by Canada's size, its cultural diversity and its proximity to the United States. Proposals in the new system attempt to address issues of social value through promoting inclusiveness and encouraging greater participation by all peoples and communities in the conservation of Canada's historic places. The new strategies pay particular attention to places of significance to Aboriginal groups and oral histories.

The proposed legislation will protect places of national significance whilst evaluation and assessment strategies, and particularly the existence of a set of national guidelines, provide a greater degree of consistency. Furthermore, the application of themes as a planning tool attempts to broaden the assessment focus by considering underrepresented topics. Finally, the comprehensive nature of the Register, integrating federal, state, local

and indigenous designations, also demonstrates a more holistic, consistent approach to heritage values. Overall, the new initiative represents a significant step forward whereby appropriate and effective frameworks for heritage evaluation and assessment are being established.

3.4 England

This section reviews the policies, programmes and initiatives that characterise the management of the historic environment in England; the situation in Scotland, Wales and Northern Ireland differs in certain key areas and are excluded for the purposes of this research. England is part of the European Union and abides by the framework of the Valletta Convention (1992) although transference of all its regulations into English legislation is not yet complete.

The range and comprehensive nature of a number of strategic studies from the 1990s onwards demonstrate the importance with which issues surrounding the historic environment are viewed (English Heritage, 1992, 1996a, 1997a, 1998, 2000a, 2002b, 2003, 2004b; Historic Environment Review Steering Group, 2000).

In ways similar to Australia and Canada, England's existing heritage management regime is currently undergoing radical change. An extensive review of heritage protection has culminated in a series of proposals for reform of the legislative framework for the historic environment (Department for Culture Media and Sport, 2003). The new system, introduced in 2004, aims to be more transparent, flexible, comprehensive and comprehensible without compromising existing levels of protection. It places particular emphasis on putting the historic environment at the heart of the community (Department for Culture Media and Sport, 2004, p.6).

Frameworks

Two strands apply to the policy and practice of heritage resources: national level provisions in heritage legislation and local level provisions in Town and Country Planning mechanisms. At a national level, a comprehensive legislative framework that has evolved over more than a century safeguards the varied components of England's historic environment. Two distinct elements of legislative protection apply to ancient monuments and buildings designated of national importance. They are summarised here although the new system (discussed below) will substantially modify them.

The Ancient Monuments and Archaeological Areas (AMAA) Act 1979 protects sites (buried archaeological remains, historic sites and earthworks) and monuments (standing structures, whether roofed, inhabited or ruined). Nationally important ancient monuments are protected by 'scheduling,' a concept which not only aims to preserve them but to select a representative sample of items of national importance (Aplin, 2002). Scheduling is a strong protective measure but applies only to archaeological features not their setting; the latter is deemed best dealt with in planning legislation (Breeze, 1993). In 2004, there were 19,594 scheduled monuments (English Heritage, 2004b). Spectacular buildings and sites still tend to dominate the Schedule, whilst the heritage of minority cultural groups is slowly gaining recognition (MORI, 2000; Skeates, 2000).

Buildings of special architectural or historic interest are protected by listing under the Planning (Listed Buildings and Conservation Areas) Act 1990 (English Heritage, 1999). There are currently 371,971 entries¹⁴ on the English Heritage Listed Building System (English Heritage, 2004b). Entries are graded from Grade I – buildings of exceptional interest; Grade II* – particularly important buildings of special interest and Grade II – buildings special interest.

¹⁴ As an entry may comprise more than one building, the total is in excess of half a million buildings.

The main agency responsible for the management of the historic environment is English Heritage¹⁵. English Heritage also designs education and training initiatives; for example, the Historic Environment Local Management (HELM) programme aims to improve decisions that impact on the historic environment by raising awareness of its value among non-heritage professionals in local authorities and government agencies (English Heritage, 2004a).

New proposals will clarify the current mix of heritage registers and simplify them into one inventory of nationally important heritage – a single, unified ‘Register of Historic Sites and Buildings of England’ described figuratively as the new ‘Domesday Book’ (Ezard, 2004). This will comprise a main section including all listed buildings, scheduled monuments, parks, gardens, battlefields and World Heritage Sites together with a local section listing all conservation areas and items on local lists and registers. To replace the current fragmentation of responsibilities, English Heritage becomes statutorily responsible for maintaining the Register and for overall administration of the new system. Primary legislation will consolidate the new measures.

The second strand of policy and practice relates to local planning mechanisms articulated in Planning Policy Guidance notes 15 and 16 (PPG 15 and PPG 16) which provide for the identification and assessment of heritage materials by local planning authorities. Also, local authorities maintain a comprehensive local database – the Sites and Monuments Records (SMR's) – recording an estimated 1 million sites (English Heritage, 2002b). Under the new system, local authorities will administer an integrated system of consents for both buildings and monuments. About 44 percent of local authorities maintain lists of local historic items important to the community which may or may not have the statutory protection of national designations. The inclusion of historic items in local policies adds weight to arguments for their protection in planning decisions. Historic items are only protected from demolition if situated within a conservation area – a fact which has led to an increase in the number of conservation areas to more than 9,000.

¹⁵ Otherwise known as the Department of National Heritage and formerly the Historic Building and Monuments Commission for England (HBMC).

Under the new proposals, local authorities will also be required to establish and maintain Historic Environment Records (HERS). These have been developed as the approach to the historic environment has broadened from being a collection of individual features protected by law to that of an integrated whole. These records contain information on a wide range of archaeological sites, monuments and landscapes of all periods, and are extensively used. There will also be an integrated consent regime, (unifying listed building consent and scheduled monument consent), administered by local authorities (Department for Culture Media and Sport, 2004).

The overall effect of these reforms is to devolve greater responsibility for the sustainable management of the historic environment to local authorities. Time will tell if resourcing is sufficient to make the proposed policy changes fully operational and effective in ways that integrate effectively with national level heritage provisions. Furthermore, the existence of two distinct strands of policy and practice, national and local level provisions, each operating as separate processes, is an issue that remains to be resolved.

The community dimension

Surveys of public opinion demonstrate the value of the historic environment to all sections of the community (English Heritage, 2004b; MORI, 2000). Moreover, a recent report measures the social contribution of the historic environment and discusses possible ways of raising awareness of the historic environment which may promote social capital and thus generate a range of social benefits – an effort to ‘put heritage to work where it is needed most’ (Institute of Field Archaeologists and Atkins Heritage, 2004, p. 4). The new heritage review discussed above notes the pivotal role of the historic environment in the economic and cultural revival of urban and rural communities and the role of local communities in engaging with, improving and enhancing their historic environment (Department for Culture Media and Sport, 2004). Other notable areas of progress include the development of a universally acceptable set of social, cultural, environmental and economic indicators, described as the ‘pot of gold at the end of the rainbow’ (I. Baxter, 3.6.2005, personal communication).

Significance assessment

A detailed programme of archaeological resource evaluation, the Monuments Protection Programme (MPP), has been operating in England since the latter part of the twentieth century. It is described in some detail here because of the pivotal role it has played in influencing and determining heritage policy in general, and procedures for evaluation and assessment in particular, not only in England but overseas. The Programme has increased the rate at which statutory protection is extended to nationally important ancient monuments. It also provides a comprehensive reassessment and a better understanding of the country's archaeological resource using a new classification system known as Monument Class Descriptions (MCDs), to improve conservation, management, and public appreciation (English Heritage, 1997b). Fairclough (1996, p.1) describes the MPP as 'a comprehensive review and evaluation of England's archaeological resource, designed to collect information which will enhance the conservation, management and public appreciation of the archaeological heritage'.

Thresholds in the form of eight non-statutory criteria determine national importance and govern the selection of monuments as shown in Table 3.4.1; they are also used to assess sites in the planning process.

Threshold	Criteria
Survival/condition	How well does the monument survive, both above and below the ground?
Period	How representative is this type of monument of its period in history or prehistory?
Rarity and representivity	How rare is this type of monument, both regionally and nationally?
Fragility/vulnerability	Does the fragile state of the monument demand enhanced protection?
Diversity of feature and form	How many features characteristic of its class does the monument include?
Documentation	Are there any historical records of the monument?
Group value	Is the monument associated with other sites of the same period, or is it part of a sequence of sites?
Potential	What potential has the site to teach us about the past?

Table 3.4.1 Criteria for determining national importance

Informational values dominate the eight criteria; less attention is paid to aesthetic, associative and symbolic values (English Heritage, 1996b). Other factors may include the amenity value of the monument, the practicality of maintaining it, and whether or not scheduling would help to achieve its long-term preservation (English Heritage, 1997c).

The basic strategy of characterisation, discrimination, and assessment has been adopted as the framework for the evaluation of all monuments within the MPP. The system takes into account both national importance and representativeness:

- The *characterisation* of the archaeological resource in order to allow the selection of a representative sample of England's monuments for preservation.
- The *discrimination* of monuments in order to separate those of national importance from those of regional or local importance.

- The *assessment* of the management situation pertaining to monuments of national importance in order to make appropriate recommendations for future action (Darvill, Saunders, & Startin, 1987, p.395).

A scoring system¹⁶ facilitates appraisal of the evaluation criteria. Despite criticisms of quantitative methodologies in Chapter Two, results appear to be more accurate and consistent than intuitive, less-systematic approaches, since the system applies all of the criteria to all of the monuments within each class.

A combination of the detailed and comprehensive local databases, the Sites and Monuments Records, together with the National Monument Record maintained by the Royal Commission on the Historical Monuments of England (RCHME), provides baseline information for the MPP – the most systematic and extensive evaluation of England’s archaeological resource ever undertaken and still continuing. Approximately 1,200 sites are added each year; eventually there will be 30,000 scheduled sites.

A unified and consistent approach to assessment is put forward in the new heritage initiative which will replace the former system of fragmentation and discrepancies. The new proposals feature a significant change of terminology. Henceforth, heritage items are described as ‘historic assets’ – a term indicative of a stronger sense of ownership and worth. These assets comprise archaeological remains, buildings, underwater historic assets, man-made landscapes, battlefields and historic areas. English Heritage will have statutory responsibility for designating items at national level, according to nationally agreed criteria whilst local authorities will be responsible for compiling local lists against nationally consistent criteria drawn up by English Heritage. ‘This arrangement is intended to demonstrate clearly that significance in the historic environment is assessed and owned from both ends, national and local’ (Department for Culture Media and Sport, 2004, p.11). The criteria for designation will comprise a set of non-statutory measures formed by integrating and refining the current mix of criteria for each historic asset.

¹⁶ The system in use by the MPP entails assigning a score of poor (1), average (2) or good (3) under each of the discrimination criteria for each monument; the total score is then used to rank individual monuments in relation to others of the same monument class.

Ranking is retained and a revised system of grading will be applied to all new items on the proposed unified Register. Finally, a summary of importance will be drawn up for each new designated item. This is distinct from a statement of significance (normally used in the context of conservation and management plans) as it will be short, accessible and jargon-free. Consistency is a key objective. This will be ensured across assessments by publication of selection criteria and by the integration of different types of historic asset in a single register entry (Department for Culture Media and Sport, 2004).

The complex issue of historic landscape conservation has been recognised since the 1990s, together with the need to define and identify its characteristics as part of a co-ordinated strategy of preservation, management and enhancement (Coupe & Fairclough, 1991; Fairclough, 1991; Council for British Archaeology, 1993; Darvill, Gerrard, & Startin, 1993; Fairclough, Lambrick, & McNab, 1999). The result is a more inclusive approach to landscape evaluation to complement other conservation developments in countryside management (Fairclough, 1994; English Heritage, 1997b; Fairclough *et al.*, 1999). English Heritage's Landscape Characterisation (HLC) programme illustrates the shift from protecting the past at special places to managing change across the entire historic environment in more socially embedded ways (Fairclough, 2003). Moreover, the concept 'power of place' and 'place power' reflects a growing awareness of the importance of approaches that encompass the totality of the historic environment (Historic Environment Review Steering Group, 2000).

A progressive view of sustainability, balancing the demands of conservation against those of development, is evident (English Heritage, 1997d). In the words of Schofield (English Heritage, 2000b, p.13): 'The landscape is more than its individual elements, important though these are. It is the sum of all its parts, including its ecological and visual attributes, its geology and topography, and its local social values and attributes.' These initiatives share a common vision: a holistic view of the historic landscape and the need for an integrated, sustainable approach to encompass its disparate elements – a key theme of this research. Such innovative strategies are making a significant contribution to the development of historic landscape studies and, it is maintained, have considerable potential to inform comparable developments in New Zealand.

Summary

The new heritage measures predict significant change, followed by a longer-term package of reforms requiring primary legislation; an appraisal of their objectives and anticipated outcomes in terms of the frames of reference of the research follows.

Awareness of the social values of the historic environment is evidenced in several recent projects. A broader and more holistic engagement with heritage places is evident via initiatives at community level which encourage local participation and through historic landscape programmes which broaden the focus from the individual site to the environmental context to which the site relates. The progressive devolution of responsibility for managing the historic environment to local authorities is apparent in the establishment of HERS. Finally, the consolidation of all historic heritage into a single listing as historic assets undeniably represents a more unified, holistic approach and is an improvement on the present confusion of overlapping designations.

Measures to improve the effectiveness of the assessment process are apparent in the new proposals. Nationally-agreed criteria will be embedded in a single, consistent standard of assessment from local to national level, yet offering sufficient flexibility to accommodate diversity within the historic environment and allowing for local difference. It is noteworthy that a variant on ranking is retained in the new assessment measures. The historic environment is viewed as a significant component of English culture and society, seen in the range of policies and initiatives actively promoting its strategic management. Key features include the exploration of strategic frameworks, a raised consciousness of its significance to communities and the development of national research strategies based on regional and thematic syntheses.

The review has met with generally positive responses, although it is too soon to evaluate its likely long-term consequences. Further action has been proposed in certain key areas where the review is noticeably silent – notably resourcing, commitment to research, and a perceived emphasis on standing buildings (Rescue, 2004).

3.5 The United States of America

A consequence of the federal nature of government in the United States is that national, state and local governments each play a complementary role in the management of historic heritage. The United States lacks an overall guiding Charter; however, US ICOMOS has produced the Preservation Charter for the Historic Towns and Areas of the United States of America (ICOMOS, 2004). The heritage management system is based on a categorisation of 'cultural resources' comprising archaeological resources, cultural landscapes, (built) structures, museum objects and ethnographic resources (Byrne *et al.*, 2001).

Frameworks

The passing of landmark legislation between the mid-1960s and mid-1970s profoundly altered the management of natural and cultural resources (Mathers *et al.*, 2005). The two principal statutes are the National Historic Preservation Act (NHPA) 1966 and the National Environmental Policy Act (NEPA) 1969. The NHPA regulates cultural resources¹⁷ but does not guarantee protection; this occurs mainly at state or local government level by the use of zoning ordinances (Parliamentary Commissioner for the Environment, 1996b). The National Environmental Policy Act (NEPA) 1969 establishes national policy for the environment by requiring federal agencies to integrate environmental values into their decision-making processes (U.S. Environmental Protection Agency, 2005). The Department of the Interior is the federal department responsible for implementing heritage legislation. The National Parks Service (NPS) of the Department of the Interior is the lead agency in all matters of heritage management. As the national body, it is responsible for the management of many historic properties within the national parks and administers the National Register and the National Historic Landmarks Programme.

¹⁷ The term used for historic and cultural, including natural, heritage.

Significant historic places are listed on the National Register of Historic Places (NRHP) – the official list of the country's historic and cultural resources considered worthy of preservation. Included among the nearly 79,000 listings of objects, structures, sites, and districts on the Register are all historic areas in the National Park System, National Historic Landmarks, and historic places of national, state or local significance. (National Park Service, 2004c). The NRHP signals the value of historic places and is becoming more representative of the history of all cultural groups in America. Although listing does not guarantee protection, it authenticates the worth of a historic place and influences community attitudes towards it. A 'premier league' of approximately 2,500 National Historic Landmarks signify historic places (including archaeological sites) of exceptional value or quality that illustrate or interpret the heritage of the United States within the context of the major themes of American history. All historic landmarks are automatically placed on the NRHP (National Park Service, 2004b). The Register thus affects both public perceptions and policy decisions about what is significant in American history (Hardesty & Little, 2000).

The community dimension

The heritage of indigenous groups, a formerly neglected field, now features in management guidelines and the increasing number of National Register listings important to diverse cultural groups. In recent years, the participation of American Indian tribes and their evaluation of places of significance, known as traditional cultural properties, have been reflected in listings indicative of a Register more representative of all cultural groups. As Shull (2002, p.3) comments: 'the increasing number of listings and determinations of eligibility associated with diverse cultural groups and the participation of American Indian tribes, evaluating the eligibility of the places they value, are healthy signs that the National Register is becoming more representative of the contributions of all our people, as it should be.' However, there remains much uncertainty around their identification and assessment (King, 2003).

Greater community engagement is a feature of a number of initiatives. The concept of

heritage areas and corridors recognises the distinctive link between people and the cultural landscape of the past. The concept encourages community partnerships as being the best way to preserve heritage landscapes so that not only the historic place is recognised but the context in which it is situated (Barrett, 2002). So far, twenty-three areas have been listed in the NHL (National Park Service, 2004a).

The identification, evaluation and preservation of historic landscapes are driven by two initiatives – the Historic American Landscape Survey (HALS) and the Historic Landscape Initiative – both of which demonstrate the significance with which holistic concepts of historic heritage are regarded. HALS is a permanent federal programme for recording historic landscapes whilst the Historic Landscape Initiative has developed a range of preservation planning tools that forges a link between the community and the land (National Park Service, 2004a). Initiatives such as these represent a deliberate attempt to involve the local community in strategies to recognise and preserve heritage landscapes analogous to approaches in Australia and England.

Significance assessment

Two sets of criteria govern nominations to the National Register and as a National Historic Landmark. The significance criteria determining eligibility for listing on the Register are: integrity; significance at either local, state or national level; age (it must be at least 50 years old); and/or exceptional value if none of the other requirements are met (Hardesty & Little, 2000). In addition, four evaluation criteria A-D, define the quality of significance in terms of: events, famous people, distinctive characteristics or research and information potential (Criterion D) (National Park Service, 2004c).

The system appears potentially confusing. King finds the criteria unsystematic because the system tries to accommodate various theories of significance without fully explaining them. The result is that the criteria, whilst being theoretically inclusive, tend to be applied exclusively to each item (King, 2003).

A broad thematic framework assists the identification and development of historic contexts at federal, regional, state and local levels. Eight national themes, none of them mutually exclusive, comprise: peopling places; creating social institutions and movements; expressing cultural values; shaping the political landscape; developing the American economy; expanding science and technology; transforming the environment and finally, changing role of the United States in the world (National Park Service, 1996). Cutting across and connecting the eight categories are three historical building blocks of people, time and place. The framework is used as a tool to analyse knowledge about historic resources and encourages a more holistic integration of topics and historic contexts inclusive of all communities.

In determining the significance of archaeological remains for inclusion on the National Register, research and information potential are the criteria most frequently cited, in view of the often insubstantial nature of archaeological evidence. These criteria stress the physical content of the evidence as opposed to the broader definition of a place in terms of its heritage values as applied, for example, in Australia. Finally, improving the representative nature of the Register by listing more archaeological sites, 'countering the silences that currently fill the archaeological gap,' is a priority (Little, 2005, p. 122).

Summary

Writing in 1993, Elia (1993) found archaeological resource management (ARM) in the United States deficient when compared to the standards set by the ICAHM Charter. He described ARM as highly complex, idiosyncratic and fundamentally flawed. The situation has improved somewhat since these candid comments were made although certain key issues remain. Most places and sites are only protected if they are on federal land unless state and local governments have their own protection mechanisms – but many do not. There is also tension between the distinct legislative provisions of the NHPA and the NEPA (S. Ford, 18.8.2005, personal communication).

In comparison to the three other countries reviewed, the United States appears the least progressive. No heritage initiatives to hasten progress appear imminent whilst improvements to the existing system are confined more to detail than principle or practice. On a positive note, issues of social value are receiving greater acknowledgment in a range of historic area and landscape programmes which are making a significant impact. The concept of heritage areas for example, fosters the common values shared by communities and reflects their identity and sense of place. Other initiatives demonstrate a greater recognition of traditional cultural values; a National Register compiled on more explicit principles of diversity and representativeness and efforts to engage the community to a greater extent. However, with regard to operational strategies at a federal level, consistent assessment approaches are less evident. The assessment criteria appear outdated and are potentially confusing and finally, systems of assessment are disparate and lack co-ordination. Finally, the Register is unrepresentative regarding its selection of places of archaeological importance.

3.6 Summary of effective system characteristics

This review has highlighted the diverse principles, approaches, and strategies applied to the evaluation and assessment of the historic heritage resource in the four countries examined. Clearly, historical precedents and socio-cultural constructs make the situation in each country unique. Three of the countries have a federal system of government with colonial antecedents whilst imperial origins play a part in the English system. Whilst it is acknowledged that it is neither viable nor desirable to propose a 'one size fits all' heritage framework, nevertheless, it is possible to identify a set of commonalities which, on the basis of application and use in the countries studied, may be proposed as effective system characteristics for heritage assessment. Table 3.6.1 presents an overview of the principal features described in this chapter. The inclusion of a set of commonalities in the final column derived from these features forms the basis for the summary of effective system characteristics described here (See also Appendix G).

FEATURE	AUSTRALIA	CANADA	ENGLAND	UNITED STATES	Effective system characteristics
Heritage descriptor	Cultural heritage	Cultural resources	Historic environment	Cultural resources	Holistic description & definition; common, terminology
Heritage elements	Natural, cultural, Indigenous	Resources of assigned historic value	Heritage assets	Historic & cultural resources	
Guiding principles	Burra Charter		Valetta Convention		Charter or guiding principles
Recent heritage initiative	National Heritage Places Strategy 2004	Historic Places Initiative 2001	Heritage Protection Review 2004		Effective national heritage strategy
Government department	Dept of the Environment and Heritage	Dept of Canadian Heritage	Dept. for Culture, Media & Sport	Dept. of the Interior	Single government department
National agency	Australian Heritage Council	Parks Canada	English Heritage	National Parks Service	Single national agency
Primary legislation	EPBC Act 1999	Proposed Historic Places Act	AMAA Act 1979; Planning Act 1990	NHPA 1966; NEPA 1969	Primary, integrated legislation
Means of protection	EPBC Act 1999; local & state legislation; planning regulations	In new legislation; local & state legislation	AMAA Act 1979; Planning Act 1990; conservation areas	At state & local govt level by zoning ordinances	Primary legislation protects
Non-statutory policy			PPG 15; PPG 16		
National Register(s)	National Heritage List; C'wealth Heritage List; Register of the National Estate	Canadian Register of Historic Places; National Historic Sites	Register of Historic Sites and Buildings	National Register of Historic Places; National Historic Landmarks	Comprehensive national register(s)
Register categories	Natural, Indigenous, historic, or other places of national heritage value	National and local historic places	National and local historic assets	National & local districts, sites, buildings, structures and objects	Broad; protects places & values
Indigenous heritage	Separate state and local lists	Included on Register of Historic Places		Included on National Register	Respected & valued; Indigenous peoples to determine value.
Significance criteria	Symbolic/exemplary; rarity; research; representative; aesthetic; technical; community; personal; Indigenous	Exceptional achievement/contribution; association	Survival/condition; period; rarity; fragility/vulnerability; diversity; documentation; group value; potential.	Integrity; significance; age; exceptional value	Clear, consistent, comprehensive Cont'd over

Assessment methodology	Indicators of significance; thresholds	Case-by-case	Ranking – scoring	Range of methods	Clear & consistent; national standards; common terminology
Thematic framework	6 national themes	5 national themes	Part of Monuments Protection Programme	8 national themes	Clear, consistent, comprehensive
Assessment guidelines	Australian Heritage Council Guidelines	HSMBC Criteria and Guidelines	MPP; new proposals	National Register Bulletin 15	Clear, comprehensive
Conservation guidelines	In development	Standards & Guidelines for the Conservation of Historic Places	Specific to each asset	Standards for the Treatment of Historic Properties	Clear, comprehensive

Table 3.6.1 Effective system characteristics drawn from the principal features of international evaluation and assessment frameworks

The heritage resource is variously described in each country with a tendency towards the application of broader, more holistic terminology. This ‘think big’ approach is noticeable, on the one hand, in England where the term ‘historic environment’ is now used, and on the other, in Australia, where natural and historic elements of the heritage resource are combined as cultural heritage. Each country employs a standard terminology when referring to heritage in which their inherent values feature prominently. Canadian heritage policy protects resources of assigned historic value, whilst the Australian system emphasises the values inherent in resources of cultural significance.

The presence of a guiding charter helps to establish universal principles for heritage management, sets standards of best practice and guides the process of evaluation and significance assessment. In effect, it establishes a framework by affirming qualities of consistency and standardisation. Whilst neither Canada, nor the United States possess a charter, it is undisputed that the Burra Charter has been a powerful instrument in promoting the efficacy of Australia's heritage policy.

It is noteworthy that three of the countries reviewed, Australia, Canada and England, have each undergone major changes to their heritage systems. In each country, an extensive review process has resulted in considerable modification to the existing system

by addressing major issues in legislation, evaluation, assessment and protection.

Although their outcomes have yet to be fully considered, the evidence is indicative of the strength of government commitment and suggests there will be positive changes for the future.

The existence of a single national agency operating at the highest level is pivotal to the implementation of national standards, consistency and co-ordination. The Australian Heritage Council, Parks Canada, English Heritage and the US National Parks Service are each responsible for devising, implementing and promoting policy in a sustainable manner throughout the heritage sector. As governance increases in complexity, the effectiveness of heritage strategies is very much dependent on the energetic vision of such national lead bodies.

A common feature in all four countries is the existence of primary legislation governing strategies for heritage evaluation, assessment and protection. Legislation provides the ultimate protection for registered places. Most countries have dual levels of protection: specialist legislation that deals with heritage definition and protection, and general legislation dealing with protection through planning mechanisms. Protection of nationally significant heritage is common to all countries examined: however, protection of significant heritage at state and local levels is seen to be less effective and sustainable. It is therefore desirable that all heritage legislation is consistently integrated and that identification and assessment strategies, whilst separate from the management of a place, automatically trigger a process of protection.

The listing of nationally significant places is an integral element of heritage practice. Figure 3.6.2 illustrates the registration structures in each country and compares the various registration components. It is evident that a variety of structural formats exist. England has a single national inventory of historic sites and buildings, inclusive of world and national historic assets, and a separate section for local heritage. Canada and the United States operate similar systems with a single register of all national, state and local heritage within which is a separate iconic listing of national historic landmarks. Australia operates three separate lists, comprising a national (including world) heritage listing, a

list of Commonwealth heritage, and the Register of the National Estate. In addition, there are local and state registers. The varying formats are due in part to history, political structure, expediency and efficiency. It is clear that there is no 'best practice' format for the structure and content of such lists; their efficacy is due to the soundness of related evaluation and assessment strategies.

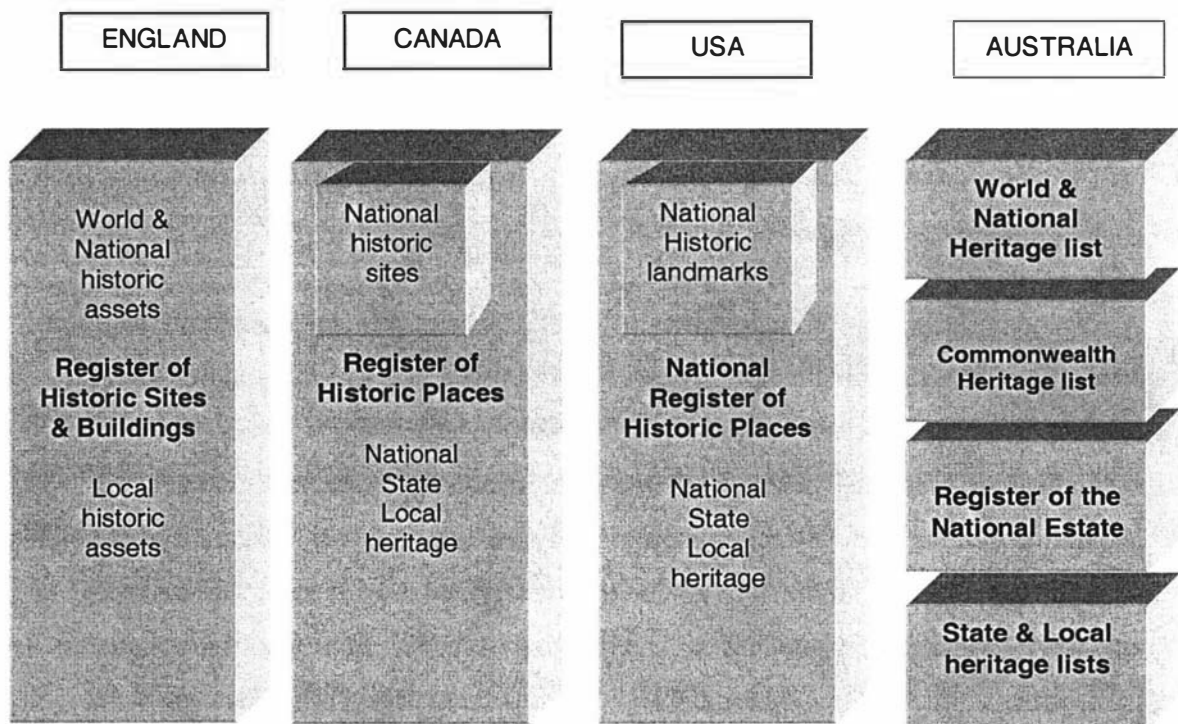


Figure 3.6.1 Registration and listing formats in selected countries

Nor is there any consensus as to whether a register should be comprehensive or selective in terms of the significance of the items listed. Whatever the system used, the dominant criterion is one that applies clear, consistent and comprehensive national standards in all cases and at all levels.

In a similar manner, the categories of places listed emphasise a breadth of selection and illustrate the richness and diversity of the resource. The concept of historic landscape evaluation is a noted feature of heritage policy in England and, increasingly, in the United

States. Australia's lists go one step further and showcase the country's places, both natural and cultural, of outstanding and significant heritage value. Places of heritage value are protected – a process which allows both the place and its context to be assessed as a single unit. In contrast, Canada has a less conventional system that celebrates a 'triumvirate' of place, people and event.

The recognition of indigenous rights to places expressive of their cultural heritage is a feature common to Australia, Canada and the United States; the principle is customarily recognised yet diverse solutions are evident. Australia affirms the rights of indigenous communities to determine their own places of significance and maintains separate lists of indigenous heritage at state, territory and local levels, although this separatist attitude is progressively becoming redundant. In Canada and the United States, places significant to indigenous communities are included on national registers and may be designated as national historic sites and landmarks, although it is suggested that principles of self-determination governing indigenous selection are less well developed.

All countries claim responsiveness to places valued by the local community and a concomitant commitment to uphold and protect them. On the question of responsibilities for assessment and the inclusiveness of this process, heritage policy in all four countries examined stresses the importance of engaging with as wide a section of the community as possible together with, as Australian procedures affirm, the expert advice of professionals. Also, the importance of involving communities and groups who may in the past have felt marginalised and excluded from determining the assessment of places significant to their culture is emphasised. The importance of historic heritage assessment as a collective process inclusive of all stakeholders, rather than one determined and thus restrained by professional judgement, is strongly upheld.

A range of distinct approaches governs the criteria for assessing significance. The criteria used to describe a place's value in heritage terms include such qualities as aesthetic, indigenous and community, as evidenced in Australia and the United States. Canada employs criteria relating to the significance outcomes of the item by referring to such features as exceptional achievement, contribution and association. In complete contrast,

informational values dominate the eight criteria used to assess significance in England, particularly with regard to archaeological sites and ancient monuments. In all countries, a range of further measures describes the nature of the criteria for assessing significance, which is frequently related to the specific requirements of the resource type. Finally, a statement of significance accompanies each registered item.

Regarding assessment methodology, a range of techniques is used to evaluate and assess significance. England uses a clearly-defined form of ranking incorporating a scoring system whilst Australia applies indicators of significance and thresholds; Canada employs a case-by-case approach. Thematic frameworks are commonly applied to assist the evaluation process. Australia, Canada and the United States have each developed their own thematic framework as one of the tools to identify and assess significance and to ensure the selection of a more representative cross-section of heritage. In contrast, England has developed an evaluation framework within the Monuments Protection Programme based on the principles of characterisation, discrimination and assessment of monuments. Canada and the United States each have comprehensive, publicly available guidelines for assessment which provide information on how to interpret the criteria; Australia and England are in the process of developing similar documentation in the light of their new heritage strategies.

It is apparent that the strategies, criteria and processes for assessing significance are open to infinite variation; again, there is no single 'best practice' approach. However, if attention turns from considering process to results, then it is possible to determine common features of an assessment strategy that produce viable, effective and appropriate outcomes as indicated in Table 3.6.1. In summary, all values should be clearly and appropriately identified; evaluation criteria need to be precise, transparent, flexible, comparable, easy to understand and apply; criteria should be nationally consistent yet allow for local difference; thresholds and other assessment methods need to be transparent and clearly set out. Comparative assessments should be encouraged and clear guidelines made available. These qualities are considered further in Chapter Seven.

Chapter summary

This is an appropriate juncture to revisit the central argument of the research that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. This argument is addressed through the research objectives which examine significant approaches to the evaluation and assessment of historic heritage overseas in key areas of value ascription, national and sub-national frameworks for assessment, the community dimension and the strategy for assessing significance. Appraisal of the international evidence progresses the thesis by providing a sound basis for comparison to approaches in New Zealand in terms of these objectives. Moreover, the recognition of indicators of effective system characteristics based on identified common features in Table 3.6.1 provides a set of commonalities for heritage assessment that enables a robust basis for comparison to New Zealand approaches in subsequent chapters.

Two frames of reference provide a contextual base within which the rationale of the research is developed. They provide significant positions from which to consider the evidence from international heritage approaches presented here. The first frame concerns theoretical principles relating to the nature and qualities of heritage value, in particular, the suitability of approaches to value theory, focussing on concepts of social value and the holistic nature of heritage value. The second frame of reference relates to the assessment process and the effectiveness of operational strategies. These frames are now considered in the light of the common features identified from international approaches.

In terms of the first frame of reference, the characteristics of an effective system for heritage assessment signify that the nature and qualities of historic heritage are clearly demonstrated in a dynamic and holistic definition inclusive of the entire heritage environment - the natural and cultural values of both a place and its context. A charter or convention (or similar principles) provides top-level strategic direction throughout the heritage sector. Furthermore, heritage policy demonstrates adherence to principles of social value; indigenous and community heritage concerns are acknowledged in principle and effected in practice. Policy displays appropriate cultural sensitivity and invites

participation of all communities of interest in the assessment process.

In relation to the second frame of reference, it is evident that all aspects of the significance assessment process conform to a national strategy with consistent, transparent, comprehensive criteria, and interpretative guidance. Government commitment is demonstrated via a national strategy and supported by an integrated legislative framework with robust protective mechanisms. A proactive lead body develops policy and oversees a comprehensive registration and listing process.

This review of the international evidence is significant for two reasons. Firstly, the examination of a range of principles and operative frameworks highlights a number of significant approaches. This allows the identification of cognate issues of policy and practice and the exploration of diverse solutions. Consequently, a series of common denominators for effective heritage practice are distinguished in Table 3.6.1. The discussion returns to these denominators in Chapter Seven. Secondly, the international evidence amplifies and develops the frames of reference of the research. The suitability of evaluation principles and approaches are considered noting the pre-eminence of concepts of social value, cultural significance and the ways in which the holistic qualities of historic heritage are recognised and appreciated. Moreover, it is apparent that a number of operational factors contribute to the effectiveness of the assessment process. These include such factors as the recognition of locally significant heritage; consistency; government commitment and the provision of adequate resources; the competence of local authority mechanisms and the degree of community inclusiveness. These factors and the significance of their impact on the effectiveness of evaluation and assessment strategies occupy a key position in this thesis.

The evidence presented in this chapter thus develops the central argument of the research by highlighting key features of international policy and practice and identifying a set of characteristics for effective practice. This evidence provides a constructive platform from which to consider New Zealand frameworks in the next chapter and to extend the inquiry via the research methodology in Chapter Five.

4 Our places ... our treasures: New Zealand policy and practice

Significant features of policy and practice discussed in an international context in Chapter Three are now considered in New Zealand. This review focuses specifically on issues of evaluation and assessment in order to address the rationale of the research: that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. The evidence presented in this chapter thus allows an initial response to the research question which considers whether existing frameworks for valuing and assessing the significance of New Zealand's historic heritage are appropriate and effective.

Furthermore, the evidence is considered in the context of the frames of reference of the research. Firstly, value principles are considered in terms of their suitability in the New Zealand environment, focussing on concepts of social value and the demonstration of the holistic qualities of historic heritage. Secondly, procedures for the assessment of historic heritage are explored to determine the effectiveness of their outcomes. The objectives are two-fold. Firstly, to identify topics for further exploration through the primary research presented in Chapter Five and its subsequent analysis in Chapter Six and, secondly, to set out the evidence allowing a comparison of New Zealand findings to the international data in Chapter Seven.

This chapter follows a similar structure to Chapter Three. Firstly, the nature and qualities ascribed to heritage value are discussed. Next, national and sub-national frameworks for assessing historic heritage are outlined comprising national policy, agency approaches, the legislative context, registration and local authority assessment procedures. The issues which historic heritage raises for Maori and Pakeha communities are then examined. There follows an overview of the strategy, criteria and process for assessing significance, a discussion of historic areas and heritage landscapes and, finally, archaeological issues are examined.

Methodology note

Information from meetings with senior heritage managers D is incorporated in this chapter to reinforce the review of the body of knowledge.¹⁸ In Wellington, meetings were held with the following practitioners: the Marketing Manager, New Zealand Historic Places Trust; the Chief Registrar, New Zealand Historic Places Trust; the Senior Policy Adviser, New Zealand Historic Places Trust; the Senior Policy Analyst, Ministry for Culture and Heritage; the New Zealand representative for ICOMOS and archaeologists from the Science and Research Unit of the Department of Conservation. Evidence from the keynote presentations of the expert panel H is also included in this chapter.

4.1 Heritage value: its nature and qualities

If heritage comprises ‘things of significance to which meanings are attached’ (Davies, 1997, p.21), then it is timely to unpick the elements in this superficially simple phrase to examine its true meaning in the New Zealand context. For it is comparatively straightforward to describe what New Zealand's historic heritage comprises; it is less simple to define and consider how it is valued. Historians maintain that ‘New Zealand currently lacks a widely understood or agreed definition of this word’ (Trapeznik & McLean, 2000, p.14) – a fact, this thesis argues, which is responsible for much of the confusion that currently exists today. Indeed, one should also note that a commonly agreed terminology has been slow to appear; ‘historic heritage’ now appears to be the accepted expression.

Quite simply, New Zealand's historic heritage comprises archaeological sites including Maori sites, colonial structures and evidence of contact between Maori and European people; historic buildings and structures ranging from single, simple structures to grandiose buildings and landscapes – the last representing a combination of natural and cultural features and their unique imprint on the environment.

However, no common definition of historic heritage exists in major heritage-related

¹⁸ The rationale and methodology is explained at the beginning of Chapter Three.

legislation which adequately reflects its nature and qualities and a place-based approach is apparent in definitions. The Conservation Act 1987 refers to the 'historic resource' which is defined as 'a place within the meaning of the Historic Places Act 1993.' The Historic Places Act (HPA) refers to the 'historical and cultural heritage of New Zealand' and defines its constituent parts as archaeological sites, historic places, historic areas, *wahi tapu* and *wahi tapu* areas. A broader definition is found in the Amendments to the Resource Management Act (RMA): 'those natural and physical resources that contribute to an understanding and appreciation of New Zealand's history and cultures.' The ICOMOS New Zealand Charter (ICOMOS New Zealand, 1993) defines historic heritage succinctly as: areas, landscapes and features, buildings, structures and gardens, archaeological and traditional sites, and sacred places and monuments (ICOMOS New Zealand, 1993). This document sets out the determining principles which guide the conservation of places of cultural heritage value in New Zealand. The emphasis on *value*, it is argued, is significant for this reduces the emphasis on structure and fabric apparent in legislative definitions to focus on significance in terms of value attributes. However, whilst the principles of the ICOMOS Charter are acknowledged, its application in policy and practice is less evident.

It is noted in Chapter Two that historic heritage comprises tangible, intangible, intrinsic and dynamic elements, but to what extent are these concepts acknowledged in the major legislative provisions governing heritage in New Zealand? The intrinsic value of historic places is recognised in the HPA (s.4 (2)(a)) and in the statement of values of the Historic Places Trust (Trust), which also notes that tangible and spiritual values are essential to Maori and Pakeha identity (New Zealand Historic Places Trust, 2001). The ICOMOS New Zealand Charter distinguishes between tangible and intangible values and manages some aspects of intangible values but only within the context of the link to physical places. O'Keefe (2000) notes, however, that there is no mechanism for the management of intangible values that may have a superficial link to physical land. In contrast, there is no mention of intangible values in the Conservation Act, the RMA or the HPA. Finally, the dynamic quality of heritage value is absent from defining legislation.

Indigenous values receive recognition in the ICOMOS NZ Charter where a separate section (s 2) refers to the indigenous cultural heritage of Maori and Moriori and the significance of the Treaty of Waitangi as the basis for indigenous guardianship. Indigenous values are referred to in the RMA and reference made to the principles of the Treaty of Waitangi both there and in the Conservation Act. However, there is limited recognition in the HPA and no reference is made in this legislation to the Treaty of Waitangi. The perception by Maori that inadequate recognition is paid to Maori heritage values and the consequences of this in terms of identity and legitimacy, are profound.

The international evidence reviewed in the previous chapter drew attention to the importance of addressing and upholding principles of social value and the holistic qualities of historic heritage. However, such fundamental qualities of heritage and heritage values appear poorly addressed in New Zealand frameworks apart from in the principles of the ICOMOS NZ Charter, however, this document, it is argued, has limited application in the heritage sector. The absence of any clear definition of historic heritage is apparent. Furthermore, definitions of historic heritage emphasise a place-based approach, focussing on the individual site, building and area rather than prizing the value of a place and its context. Returning to several of the themes of Chapter Two, there is also inadequate recognition of the dynamic qualities of historic heritage and its reflection of contemporary socio-cultural contexts. Furthermore, whilst indigenous values are acknowledged in heritage legislation, and intangible values are recognized in the ICOMOS NZ Charter, there is no mechanism for making their links to places of spiritual value explicit. The lack of definition and clarity of qualities inherent in principles of heritage value, this thesis argues, contribute to the current confusion and inhibit the development of appropriate strategies.

4.2 Frameworks for assessment

This section provides an overview of the major constituencies within which heritage is organised. It examines national policy, agencies, the role and responsibilities of the Historic Places Trust and the principal legislative provisions in terms of their

consequences for the evaluation and assessment of historic heritage. Following this, registration policy and the Register of the Historic Places Trust are reviewed. Finally, the strategies adopted by local authorities in dealing with issues of heritage assessment are outlined. If, as McLean (1997, p.1) asserts, 'the identification and assessment of historic places is the crucial first step in the creation of any cultural heritage landscape,' then it is time to gauge the authority of this statement in the New Zealand context.

National policy

A comprehensive review of all aspects relating to the management of historic heritage in New Zealand was undertaken in 1996 by the Parliamentary Commissioner for the Environment (PCE) (Parliamentary Commissioner for the Environment, 1996a, 1996b) in response to concerns about threats to *wahi tapu* and archaeological sites and the loss of heritage buildings. The report concluded that the current system for the management of historic and cultural heritage as a whole:

- lacks integrated strategic planning, is poorly resourced and appears to fall short of the principles of the Treaty of Waitangi. Consequently, permanent losses of all types of historic and cultural heritage are continuing.
- is performing poorly, is very reactive, and at present is characterised by poor resourcing and a lack of vision and integrated strategic planning (Parliamentary Commissioner for the Environment, 1996a, p.91).

Both the PCE review and a consequent policy review by the Department of Conservation (1998b) stressed the need to develop a new policy framework; the former specifically recommended a national policy statement and a national historic heritage schedule. One positive result of the reviews was the establishment of the Ministry for Culture and Heritage (MfCH) in 2000 responsible for heritage and heritage operations and for providing policy advice on heritage which 'reflects the government's commitment to provide leadership in historic heritage management' (Ministry for Culture and Heritage, 2004a, p.11). However, a subsequent report examining the cultural sector and proposing a dramatic restructuring, was felt to leave too many issues about the future of this sector unanswered and the government decided to not to pursue its recommendations.

Moreover, government involvement has had inevitable repercussions in terms of resourcing for historic heritage. Despite the cultural sector¹⁹ contributing 2.8 percent to Gross Domestic Product²⁰ (GDP) (Ministry for Culture and Heritage & Statistics New Zealand, 2005), government expenditure on heritage services, policy advice and grants administration for 2005/06 is estimated at \$10,106,000 representing a mere 0.02 percent – 0.05 percent of total government expenditure (E. Siddle, (MfCH), 8.8.2005, personal communication). On a positive note, the National Heritage Preservation Incentive Fund²¹ is one way in which the government is assisting private owners of heritage, that has been assessed as having national or other value, to undertake conservation work (New Zealand Historic Places Trust, 2005a). Similarly, the financial boost provided by the Cultural Recovery Package in 2000 allocated \$1.1 million to the Trust to enhance its capacities in the sphere of Maori heritage and to upgrade the Register. Furthermore, in 2006, the government allocated about \$12.8 million over four years to support the Trust's operations (New Zealand Historic Places Trust, 2006).

However, this thesis explores the premise that, despite the establishment of the MfCH and recent financial subsidies, the partial implementation of recommendations from several reviews has significantly undermined the performance of the heritage sector. Furthermore, the capacity of the Trust is perceived as less than adequate to carry out the vast task set for it (Skelton, 2004). Government commitment to historic heritage remains uncertain. Moreover, the features of a substantive national strategy endorsed by adequate resourcing are fundamentally absent from the New Zealand heritage environment. Factors such as these, it is argued, have serious implications for the effectiveness of heritage operations.

¹⁹ A combination of historic heritage and cultural activities.

²⁰ The total value of goods and services produced by a nation (Ministry for Culture and Heritage & Statistics New Zealand, 2005).

²¹ \$500,000 is distributed each year.

Agencies and a lead agency

Two agencies deal with historic heritage in New Zealand: the Historic Places Trust and the Department of Conservation (DoC). The HPA designates the Trust as the lead body for the identification and assessment of heritage and sets out its legislative mandate for registration.²² The Trust has statutory regulatory functions via the HPA yet it is a hybrid public authority whose status has been described as confusing (Parliamentary Commissioner for the Environment, 1996a). The Department of Conservation manages historic heritage²³ on public conservation land. One of its objectives is to protect, restore and interpret a representative range of historic and cultural heritage (Department of Conservation, 2005).

The absence of a single national lead agency is profound and has led to calls for the establishment of such a body from the 1960s (Walton & O'Keeffe, 2004). As indicated in Chapter Three, a lead agency sets national standards for evaluation and assessment, ensures co-ordination between heritage agencies and assists local authorities to manage their responsibilities for heritage assessment and protection. The question is whether the Trust has the capabilities under its existing mandate to effectively perform this role. This thesis considers the role and responsibilities of the Trust in the sphere of evaluation and assessment and the effectiveness with which it discharges its duties in this and subsequent chapters.

Legislative frameworks

This section considers the principal statutes governing the management of historic heritage in New Zealand: The Conservation Act, the Resource Management Act (RMA) and the Historic Places Act (HPA) and the ways in which they guide and inform

²² The Trust is a government organisation with the status of a charitable trust (Ministry for Culture and Heritage, 2004c). It became an autonomous Crown entity via the Crown Entities Act 2004.

²³ DoC manages 125 historic reserves and 140 historic places registered by the Trust.

management practice. It is not intended to provide a detailed discussion of the legislation at this point; particular provisions are considered in the context of specific aspects of the heritage process in the remainder of this chapter.

The Conservation Act promotes the conservation of New Zealand's natural and historic resources and acknowledges the principles of the Treaty of Waitangi. The RMA promotes the sustainable management of natural and physical resources (s.5 (1) and protects places of identifiable heritage value. Moreover, the Act recognises 'the relationship of Maori to their culture and traditions with their ancestral lands, water, sites, *wahi tapu*, and other *taonga*' (s.6 (e)). It also provides for the identification and protection of significant heritage of regional and local significance.

The principal purpose of the HPA is 'to promote the identification, protection, preservation and conservation of the historic and cultural heritage of New Zealand (s.4 (1)). It recognises the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, *wahi tapu* and other *taonga* (s.4 (2)(c)) although it lacks specific reference to the Treaty of Waitangi. Archaeological sites are protected in a separate section irrespective of whether or not they are registered. Finally, it establishes the Register of Historic Places and the Maori Heritage Council to safeguard and respond to Maori interests.

The HPA specifies the registration of four major types of historic heritage: historic places, historic areas, *wahi tapu*,²⁴ and *wahi tapu* areas, and outlines assessment criteria²⁵ broadly similar to those in use in Australia and the United States. It introduces more detailed definitions based on two ranked categories of historic place, and specifies a broad identification and listing process. Contrary to popular belief, registration does not in itself confer protection for any place or area on the Register; this is achieved either

²⁴ *Wahi tapu* are distinguished from historic places because they represent a different cultural concept.

²⁵ A set of ten eligibility criteria (HPA s.23 (1)) are commonly grouped into three: historical, physical (aesthetic, architectural, archaeological, scientific, and technological), and cultural (including social, spiritual and traditional). The terms 'value' and 'significance' are treated synonymously.

through district plans or heritage orders enforced through the RMA and local planning regulations.

Amendments to the Resource Management Act, 2003, elevate historic heritage to a matter of national importance. They attempt to remove the unevenness with which local authorities treat the significance of their historic heritage by clarifying the value local authorities should place on historic heritage in their planning and management processes. Greater weight is also accorded to the protection of Maori heritage. Finally, the regulation and protection of archaeological sites is transferred from the Historic Places Act to the Resource Management Act.

There is little evidential consistency in major heritage-related legislation; indeed, the legislative landscape has been described as comprising a 'myriad of statutes' Vossler (2000, p.68). In principle, the two major pieces of heritage legislation, the HPA and RMA were each designed with a separate purpose: identification and assessment of historic places was to be covered by the HPA and protection by the RMA although they were intended to be integrated and complementary. Accordingly, regional councils and territorial authorities were to have important roles in providing for historic heritage protection and management under the RMA. However, the intended integration between identification and protection measures was never endorsed and, despite the progress represented by the amendments to the RMA, remains fragile (Allen, 1998).

The disparate nature of this legislative framework raises legitimate concerns over its ability to facilitate effective management of the nation's historic heritage. Primary legislation, as indicated in Chapter Three, is a crucial factor determining the ultimate effectiveness of strategies for heritage evaluation, assessment and protection. Moreover, all heritage legislation should be consistently integrated. The identification and assessment process, whilst separate from the eventual management of a place, should automatically trigger a process of protection. This thesis argues that existing legislative provisions are confusing, they lack integration and compromise the ultimate effectiveness of assessment measures.

Registration and the Register of the Historic Places Trust

If it is assumed that ‘the starting point for most systematic statutory historic and cultural heritage protection must be a register or inventory of heritage items, and that this must be based on a defensible assessment process’ (Parliamentary Commissioner for the Environment, 1996a, p.50), then it is appropriate to examine the registration process to gauge the extent to which this ideal is being met. This section examines the objectives of the Register, the criteria and guidelines for registration, its legislative linkages, the issues it raises for Maori, registration policy and the selection of places for registration. Recent registration initiatives are also discussed.

The Register is the primary national strategic heritage identification tool and a means of advocacy for the protection of places (Challis, 2004). However, it is argued in this thesis, that the interpretation of the registration criteria, in particular, the existence of two sets of widely differing criteria and resulting assessment methodologies in Sections 23 (1) and 23 (2) of the HPA, causes inconsistency and confusion. A two-stage process determines the eligibility of any place to be entered on the Register, as detailed in provisions of the HPA (see Appendix A). The criteria in Section 23 (1) appear so comprehensive that all places would qualify, yet, in Section 23 (2) a restrictive selection assigns places to one of two ranked categories: Category I – places of special or outstanding historical or cultural heritage significance or value, or Category II – places of historical or cultural heritage significance or value. However, there is no evident link to the ranking implied by assigning Category I or Category II status to historic places. Furthermore, the differentiation between the two classes, indicated by the terms ‘special or outstanding’ for Category I and those of ‘significance or value’ for Category II is not defined. The combination of both essential and relative types of assessment criteria in Section 23 (2) of the HPA 93 is also potentially confusing. Also, these selective criteria only apply to historic places including archaeological sites; historic areas and sites of significance to Maori are registered but not ranked.

The Register is a pivotal link between the HPA and RMA (Parliamentary Commissioner for the Environment, 1996a) – a key source of information for identification, assessment

and for protection. However, the lack of integration between the identification and assessment process on the one hand and protection mechanisms on the other, diminishes the effectiveness of the Register as there is no direct protection for registered items. Furthermore, the HPA assessment criteria are enshrined in statute – a reality which opens each registration to legal challenge and a potentially lengthy and resource-consuming process. Finally, although guidelines for interpreting the registration criteria exist, they are neither definitive nor comprehensive and allow discretion in individual cases (Vossler, 2001).

The registration process raises concerns for Maori. Registration is designed to protect Maori sites of significance by bringing them into the heritage system through the dual legislative modes of HPA identification and RMA protection. However, this process, in particular the prescriptive nature of the existing assessment strategy, has never been popular with Maori. Foremost among these issues is the fact that the concept of national importance and the ranking of places are not culturally appropriate for Maori heritage because places of significance to one *iwi* or *hapu* are no more or less significant than the places of others. The register is also unrepresentative of sites of significance to Maori – the number of Maori site registrations is exceedingly low. Finally, there are concerns over the feasibility of the current single register of sites of significance to Maori. These and further issues are discussed in more detail in the next section of this chapter.

The registration process emphasises the preservation of the best and most important sites because the impossibility of protecting all historic places is recognised. However, the principles governing the selection of historic places and whether these should be based on ‘national importance’,²⁶ comprehensiveness or a representative selection are ambiguous. The New Zealand Register is similar to those reviewed overseas in Chapter Three in being based on a selection of historic places of national and international significance, rather than being comprehensive or representative. However, the presence of both the principles of comprehensiveness and representativeness in Section 23 (1) and (2) of the HPA adds to the confusion. There are also problems with a register based on national

²⁶ The term ‘national importance’ is not present in the Historic Places Act 1993.

importance when its coverage is admittedly based on incomplete identification studies. Richardson (2000) has noted the uneven, partial listing of places of recognised heritage value. Concepts of national/regional/local significance are hard to define, potentially elitist and, as noted above, culturally inappropriate to Maori. Moreover, a valid selection of historic places for registration can only be made by comparing the proportion of registered items to the known resource as occurred in England more than 20 years ago; the probability of a similar initiative taking place in New Zealand appears unlikely.

The current content of the Register is indicated in Table 4.2.1 and reflects a predominantly site- and place-based approach. Issues of balance, of representativeness and comprehensiveness regarding building types, historic areas, geographic areas and historic themes have all been raised (Richardson, 2000; Donaghey, 2001). Richardson notes an imbalance in the numbers of different types of registered heritage items. For example, European buildings²⁷ are over-represented by 4:1; there is under-representation of certain place-types, and an imbalance in the distribution of registered places by chronological period (Richardson, 2000). Historic area and landscape registrations are also relatively few (see below). The on-going registration review discussed below is designed to address these and other issues.

Registration type	Total
Historic place Category I	861
Historic place Category II	4293
Historic area	104
<i>Wahi tapu</i>	38
<i>Wahi tapu areas</i>	41
Total	6030

Table 4.2.1. Content of the Register²⁸

²⁷ At present, there is no search facility available on the on-line Register that indicates whether an entry is a building (N. Jackson, 4.10.2004, personal communication).

²⁸ (N. Jackson (Trust Registrar), 20.8.2005, personal communication).

Table 4.4.4 indicates that archaeological sites comprise approximately one sixth of total registrations. However, the selection of archaeological sites is unrepresentative both of the diversity of site-type and period compared to the total resource (Richardson, 2000; Donaghey, 2001). Unlike buildings of exceptional merit which are easily identifiable, the nature of archaeological sites makes them less obviously discernible. Archaeologists, like Maori, are suspicious of register-type systems and have long expressed ambivalence concerning the merits of registration because legislation provides automatic protection for all archaeological sites. A further anomaly is the fixed cut-off date of 1900 for the definition of an archaeological site.

The Register upgrade and registration pilot projects are recent initiatives indicating a more proactive approach towards registration by the Trust. The Register upgrade is the first ever detailed audit of the Register; it specifically aims to formalise registration strategy and develop registration policy. Its main objectives are to: upgrade existing registrations to meet current information standards; process the backlog of registration proposals and add new entries that are most important and at risk. It also aims to streamline and accelerate the registration process. About ten percent (predominantly Category 1 places) of the Register has now been researched and upgraded (New Zealand Historic Places Trust, 2004a). The Register is available on-line – more than 5,275 registered places (excluding *wahi tapu* and *wahi tapu* areas) appear on the Trust's website. In a recent major review of registration procedures, Skelton (2004) concludes that the upgrade is going well and will hopefully make the Register more representative and comprehensive.

Furthermore, two regional pilot projects are currently underway to increase the rate of registrations. The Rangitikei-Ruapehu Pilot Project is designed to develop strategies and tools for identifying places that have heritage value for communities. The two-year project is looking at more than one hundred key sites using a mix of strategies: a thematic approach to identify sites associated with key historical themes and a regional approach with a high degree of local collaboration (New Zealand Historic Places Trust, 2003b). A similar project is underway in the Hawke's Bay region (New Zealand Historic Places

Trust, 2004b). These projects appear to be succeeding in their aims of making the Register more comprehensive, relevant, representative and accessible.

Other recent initiatives to improve the content of the Register include increasing the representation of Maori and archaeological heritage; increasing entries in under-represented themes and geographical areas, and collaboration with others to avoid duplicating research (Challis, 2004). The registration of Kuia Rongouru as a *wahi tapu* is the latest in a series of registrations of a group of islands offshore from Paihia and is a good example of an integrated, coherent approach (New Zealand Historic Places Trust, 2005b).

It is argued that the challenges are known to exist and progress is being made in certain areas. Certain similarities to the registration provisions of the Australian National Heritage List and the United States Register of Historic Places described in Chapter Three are apparent. However, the New Zealand registration process overly concerns itself with site and fabric. It operates from a place-based approach which, figuratively speaking, is a relic of the past, while this thesis maintains that the emphasis should focus on the wider *values* of heritage places as expressed in their meaning and context. Such an approach allows both the place and its context to be assessed as a single unit. Moreover, the categories of places listed should emphasise the breadth of selection and illustrate the richness and diversity of the resource; a factor which is not evident in New Zealand. A register may be based on principles of comprehensiveness or selectivity in terms of the significance of the items listed. However, whatever system is used, clear, consistent and comprehensive national standards must be applied in all cases and at all levels. It is argued that such features, and in particular that of consistency, are not apparent in New Zealand frameworks. This thesis examines these arguments and considers their consequences for the effectiveness of heritage frameworks.

Regional and local authority procedures

Local authorities²⁹ play an important role in the identification, assessment, conservation, protection and promotion of historic heritage values of national, regional and local significance. The ways in which they fulfil this role and the effectiveness with which they do so are explored in this section.

The legislative provisions that affect local authorities with regard to historic heritage are principally outlined in the provisions of the RMA and HPA. As explained above, the RMA places much of the responsibility for the management of historic heritage in the hands of local authorities who give effect to these responsibilities through regional policy statements, regional plans and district plans. These documents provide a means to identify and protect historic heritage of regional and local significance and help ensure that places of heritage value are protected in district plans.

All local authorities are required to provide for the sustainable management of heritage items including archaeological sites in their district plans, whilst Section 7 of the RMA states clearly that 'councils must have particular regard to the recognition and protection of the heritage values of sites, buildings, places and areas.' The role of local authorities is further enforced by amendments to the RMA, which elevate heritage to a matter of national importance.

Evidence of statutory connection between the RMA and the HPA is present in the listing of registered heritage places. As noted above, one of the purposes of the Register is to assist in the protection of historic heritage through the RMA. Local authorities are obliged to include all places on the HPA Register in their district plans. Consequently, while the HPA Register identifies places, it is left to territorial authorities to manage their long-term survival through the RMA.

Regional councils also perform a significant role in promoting integrated management across local councils. The achievements of Auckland Regional Council are a good example of a regional approach to integrated heritage management (Quality Planning,

²⁹ There are 74 district and city councils and 12 regional councils in New Zealand.

2003), however, other councils have 'largely ignored heritage' (McLean, 2001, p.159). Indeed, Skelton queries why local authorities but not regional councils record all registered items and he points out the inconsistency between regional councils and territorial local authorities in carrying out their heritage functions (Skelton, 2004). Overall, regional councils have significant opportunities to influence and enhance the capacity of local councils and the quality of their response to issues of historic heritage; however, it appears that few are able to fully engage in this role at present.

Various surveys have focussed on the management of historic heritage within territorial local authorities (Parliamentary Commissioner for the Environment, 1996a; Woodward, 1996; Ministry for the Environment, 1997a; McClean, 2002). They note some achievements at local authority level but also identify wide variance in local body responses to heritage issues and an uneven and inconsistent application and interpretation of the purposes and principles of the RMA with regard to historic heritage management. A review of local authority provisions described in Chapter Six provides information to investigate these assertions.

In conclusion, the enabling features of the new environmental management regime under the RMA empower local and regional authorities to protect and enhance the quality of the environment. However, the increased obligations placed on local authorities raise legitimate concerns over their ability to fully carry out the spirit and letter of the legislation. New Zealand is no different to international practice in having dual levels of protection: specialist legislation that defines and protects heritage, and general legislation dealing with its protection through planning mechanisms. However, the extent to which the protection of significant heritage at regional and local levels is carried out in an effective and sustainable manner is uncertain. Furthermore, issues of concern relate to the relationship between central and local government over matters of historic heritage, the use of variable assessment criteria and the lack of central guidance. This thesis explores the extent of variation between local authorities in their commitment to, and competence in, heritage assessment and questions the degree of national consistency that exists between heritage agencies.

This section has focussed on the ways in which frameworks at national, regional and local levels, impact on the assessment process. It is apparent that a number of factors determine the effectiveness of assessment outcomes. Amongst these are the extent and degree of government commitment as evidenced in national policy and the competence of a lead agency for heritage. The integration of heritage-related legislation, the effectiveness of the registration process and local authority procedures also play a key role. The new initiatives noted represent affirmative actions however, it is maintained that significant shortcomings exist in key areas of policy and practice which affect the overall effectiveness of the assessment process. Primary data to explore these assertions is presented in subsequent chapters.

4.3 The community dimension

A principal line of reasoning of this thesis is the primacy of concepts of social and cultural significance as indicators of a rigorous and appropriate approach to value theory. People make choices about heritage, a statement which, by implication, results in an assessment of heritage value affirming an item's worth and desirability. Salmond (2000, p.56) makes a valid point that 'heritage has value for no other reason than that it is widely accepted as culturally significant – that is, significant to the community as a whole.' Concepts of social value occupy an increasingly prominent place in the heritage discourse (Byrne *et al.*, 2001; Clarke & Johnston, 2003). Emphasising the relationship between a place and its community *ipso facto* necessitates a discussion of how the community views this relationship. Furthermore, communities are legitimately the first authorities on traditional cultural properties (King, 2003). Finally, the assessment of cultural significance is a key feature in conservation planning (Salmond, 2000).

Chapter Two considers principles of cultural significance and social value and clarifies the grounds for their primacy. Chapter Three highlights how concepts of social value are demonstrated internationally in heritage principle and practice. This section considers concepts of social value, particularly the nature and suitability of their acknowledgment, and the implications of this, when applied to New Zealand communities.

The unique composition of peoples and communities that shape the nature of society in New Zealand presents significant challenges in the search for an impartial and cognisant expression of historic heritage. The fact that 'the heritage sector has been slow to embrace the concept of pluralism' is an unfortunate reality (Trapeznik & McLean, 2000, p.15). The nature of heritage as a means of cultural expression implies that the value and significance of heritage characteristics is, to a certain extent, only understood by people who share that culture and amongst whom it has a 'common value' (Mosley, 1999, p.90). The challenge is to acknowledge and integrate these values satisfactorily in the framework of assessment strategies. Does this occur in New Zealand and if so, to what extent is it appropriate and effective? These are legitimate questions for consideration in this thesis. Furthermore, this thesis suggests a diversion from the norm – privileging constructs of social value rather than concepts of national importance. It considers how an understanding of indigenous values may allow the values of all communities to be expressed. This section examines the assessment of historic heritage firstly for Maori and secondly for New Zealand communities.

People of the land: Maori historic heritage

This section explores the dissonance between Maori and Pakeha philosophical constructs of heritage and its implications for significance assessment. It focuses on the consequences of the distinction between indigenous and non-indigenous values and how such contested values impinge on Pakeha-determined assessment structures. It discusses the legal provisions relating to sites of significance to Maori, the role of the Maori Heritage Council, the registration process, assessment methodologies and local authority issues.

At this point, it is appropriate to acknowledge the following limitations which apply to considerations of Maori historic heritage both in this chapter and throughout the thesis. Firstly, detailed analysis of indigenous issues is beyond the scope of this thesis, largely due to size restrictions of 100,000 words. This review is therefore presented in ways that highlight the research argument rather than as a detailed discussion of Maori historic

heritage whilst acknowledging that such matters cannot be totally excluded from this research. This has implications for the research findings and circumscribes the extent to which they may be understood to represent Maori attitudes. Furthermore, the low response by Maori to several of the research instruments (explained more fully in Chapter Five) restricted the extent to which the issues raised in this thesis could be explored. Despite these limitations, a number of significant issues are identified for discussion in the following review.

Indigenous approaches to heritage value place less importance on scientific evidence (the realm of public and official decision-making) and more on the symbolic, religious or spiritual nature of sites (Boyd, 1996). Moreover, changes in significance occur alongside changes in context, social perceptions, the political climate and available knowledge. The challenge lies with the numerous definitions of significance and the varying perceptions of a single definition, for it is true that indigenous cultural heritage is mostly managed within the dominant non-indigenous political and social context of the individual country or state (Boyd, 1996). This reality has profound implications for the ways in which historic heritage of Maori origins is considered and managed.

The Maori ancestral landscape and the values inherent in it are fundamental axioms of Maori beliefs which must be considered in any discussion of historic heritage values. Maori view heritage holistically as integral to their intellectual, moral, creative and spiritual growth (Warren & Ashton, 2000). For Maori, the cultural landscape is the foundation of traditional, historical and spiritual values, and is fundamental to their cultural ideology. Their cultural identity and belonging derives from the relationship between people and the land (Sims, 2000).

The philosophical differences between Maori and Pakeha signal the need for a distinct approach to the management of Maori heritage values and for the assessment process to reflect primary Maori values (Green, 1989). Butts (1994) notes that recognition of Maori *rangatiratanga* has focussed more on sentiment than substance. Similarly, Allen notes that heritage procedures:

... have been extended to include Maori places but were not developed with this in mind. Maori heritage management has come as something of an afterthought. It is not yet conceived as a field that might require its own approaches (Allen, 1998, p.45).

Maori value land-based places which hold special historical, spiritual, or cultural associations including natural heritage values evidenced in natural heritage places where no human activity may be evident. There are also intangible heritage values present in places which lack any visible expression but where a significant event or traditional activity took place (New Zealand Historic Places Trust, 2004d). All or any of these places may also be *wahi tapu* – places or their location which are sacred in the traditional, spiritual, religious, ritual or mythological sense.

Maori and Pakeha concepts of value stand in fundamental contrast to each other (Allen, 1998; Trapeznik & McLean, 2000). Non-indigenous philosophies emphasise the tangible qualities of place and fabric; Maori, however, define and combine people, nature and the land in a holistic manner embedded in living traditions. These contrasting knowledge systems and value constructs are responsible for the tension over the ways in which heritage values are acknowledged and managed in New Zealand yet, it is argued, may ultimately contribute to changing non-Maori understandings of heritage value.

Archaeological sites and the assessment of their significance symbolise the uneasy relationship between Maori and Pakeha values. For Maori, it is the "essence" of a site that is important not its tangible value. The existence of a traditional site or *wahi tapu* does not require any physical presence – oral traditions or written accounts are sufficient (Allen, 1998). Many sites of Maori origin have cultural value to *tangata whenua* quite separate from their archaeological value and which a process of information record can neither identify nor retain. Information about places is intricately tied to *whakapapa*, which is a private, tribal, living history, not for distribution to Pakeha specialists or heritage managers (Lawlor, 1990).

Because European archaeological heritage value is frequently equated to physical remains, and assessed in terms of scientific value, intangible Maori values related to the land and the maintenance of Maori culture are accorded lesser significance. Naturally, a conflict arises when *tangata whenua* attribute a high level of cultural association to a

place, and archaeologists perceive the site to have low archaeological value in terms of its information content. Emphasis is usually placed on the latter (Mosley, 1999). Further challenges relate to procedures for significance assessment where Pakeha concepts of selective value expressed in principles of national importance and ranking are inimical to Maori.

The prescriptive nature of the legal system 'prefers to deal with heritage when it is presented in the form of observable, measurable data and is much less comfortable with more-difficult-to-measure social and spiritual values' (Walton, 1998, p.251). The HPA 1993 aimed to create, and largely achieved, a unified system of heritage management, however the concept was inimical to Maori. Allen has described the provisions of the HPA from a Maori point of view as 'at best, a hit and miss affair' as they protect many places of little significance yet exclude others of greater importance (Allen, 1998, p.40). However, recent legislation has tended to sustain Maori values and make legislative provision for the protection of Maori heritage.

Every aspect of the New Zealand environment is reflective of the indigenous culture and has an underlying Maori interest which should ideally be taken into account in the registration process. However, Maori remain sceptical over the relative merits of registration. For some, registration is favoured only for its preservation purpose. For others, registration is seen as a valuable tool to assist the conservation, protection and management of their historic heritage. Here, the Maori Heritage Council (MHC) plays an important role in protecting the authenticity of Maori values. However, the primary concern of the MHC is that Maori heritage is often not valued appropriately.

Consequently, there are issues around the use of the Register for recognising places of significance to Maori as registration may be a compromise judgement between its possible benefits and issues of confidentiality. Moreover, as noted earlier, very few buildings of significance to Maori have been registered as historic places as the categorisation this process entails has been regarded as culturally inappropriate. This is not an indication of non-interest in registration by Maori but is rather reflective of difficulties in defining assessment criteria and suspicions of interference from external agencies which may obstruct Maori rights of *kaitiakitanga*.

There is also the challenging issue of *wahi tapu*. These sites are not a category of historic place; they are not ranked or assessed by professionals and are located in a separate section of the register. Moreover, their protection by territorial authority processes effectively divorces these sites from the community (Allen, 1998). As Mosley (1999, p.144) comments: '*Wahi tapu* as a concept challenges people's values in terms of identity and relationships with the land.'

A key issue is that evaluation systems devised by Pakeha specialists have never been popular because Maori heritage is primarily *iwi*-, *hapu*- and *whanau*-based. Maori assert the primacy of *tangata whenua* to establish the significance of any historic place, area, or *wahi tapu* associated with their *iwi*, *hapu* or *whanau* or to propose it for registration. Many of the thousand-plus archaeological sites on the Register are also of significance to Maori but have not been selected as a result of a systematic process of assessment. Nor has the relevant *whanau*, *hapu* or *iwi* had the opportunity to carry out their own assessment of significance or develop a policy for their protection. Maori would argue that under the Treaty of Waitangi, their values are the more fundamental. In principle, Maori have the right to full participation in all decision-making regarding Maori sites of significance irrespective of their ownership. This, however, is not always the case in practice (Allen, 1998).

Challenges also exist between the public values of heritage protection and the more specific cultural and often personal values of Maori. Allen (1991) observes that issues of confidentiality arise due to the personal relationship of Maori and their places and environment – information on Maori sites and their values is generally specific to the people of each area who may wish to keep it private. This confidential information is often contained in 'secret files' whilst the registration process may require the publication of culturally sensitive material.

The standard management approach is for a public body to protect, on behalf of the entire population, a small number of special places selected by experts. By contrast, Maori stress the importance of cultural places chosen by local communities who wish to manage such places themselves (Allen, 2000). As Mosley (1999, p.140) notes:

Management of places of heritage significance in New Zealand similarly assumes that these places represent the past and are removed from experience in the present. The result is a top down process where professional administrators decide what is of value and make management decisions.

Finally, the existence of three organisations each with responsibilities for managing aspects of Maori heritage: Te Puni Kokiri, the Ministry of Maori Development, the Ministry for the Environment and the Maori Heritage Council, presents challenges for the development of an integrated and co-ordinated approach at national level. The Maori Heritage Council is the only one of these organisations with a specific conservation role.

This review has highlighted a range of concerns for Maori. Such concerns occupy an uneasy space in a political ideology of multiculturalism which is seen by Maori to grant them insufficient autonomy. Maori unequivocally assert their right of *kaitiakitanga* as primary guardians of their heritage; the challenge is how to acknowledge and promote iwi, hapu and whanau decision-making alongside existing political structures. More recently, the work of the Trust in general and the MHC in particular has met with qualified support as it displays a more community-directed approach for Maori heritage (Allen, 2002). This thesis considers the most appropriate means for protecting Maori interests and safeguarding Maori heritage values.

New Zealand communities

Cultural activities are assuming increasing importance in the daily lives of New Zealanders (Statistics New Zealand & Ministry for Culture and Heritage, 2003). Heritage provides a context for community identity; it gives meaning and plays an important part in people's lives. Chapter Two notes the ways in which the personal and subjective qualities of heritage help define identity and promote belonging; it links past, present and future and is a holistic concept uniting the cultural, natural and physical environments. And finally, the community view heritage pragmatically; things are seen as having value only when they are perceived to be useful, suggesting that heritage concepts and their value characteristics can and do change in a dynamic context (Warren & Ashton, 2000).

However, the multicultural nature of New Zealand society adds a further dimension to the challenge of determining a viable strategy for heritage management. As minority groups in England feel excluded from experiencing heritage on the grounds of their ethnicity so do many non-Maori New Zealanders feel a greater kinship with the overseas heritage of their birth country than with Maori heritage (MORI, 2000). The assumption that the preferences of the majority are the chief determinant of heritage policy to the detriment of the heritage of minority groups remains prevalent.

At present, government and heritage agencies dominate a decision-making process which professional interest groups effect in practice. Indeed, Turnpenny suggests that assessments of significance are frequently detached from the communities in which the places are located and thus pay scant regard to the values the local community may identify:

Assessments of significance ... are often in reality a statement of the values and ideologies of the professionals who make them. The production of these lists and significance statements does not, therefore, necessarily represent the way 'non-experts' think about places or objects (Turnpenny, 2004, pp.297-8).

One of the objectives of this thesis is to examine the values of the local community and determine how such 'non-experts' view heritage places.

Heritage is highly valued but overlooked (Warren & Ashton, 2000); indeed, it has been observed that 'the current public perception is that there's a negative value to heritage' (P. Leslie, 8.7.2003, personal communication). Communities (for there will be more than one) have a legitimate right to be involved although the vehicles for this involvement are as yet ill-defined. Local consultation is necessary to identify things of local significance, and community/group consultation to identify things of community/group significance. Heritage, it is argued in this thesis, is given value by the community, yet loses its value if the community are denied involvement in the assessment process.

Historic heritage is far more than structural fabric. This thesis demonstrate that people value historic heritage in ways more diverse than traditional approaches; that tangible and intangible forms of material culture have the potential to be equally meaningful in ways that offer common ground for Maori and Pakeha communities of interest. Examples of

intangible heritage include oral tradition and expression, performing arts and rituals; their value qualities encompass the associative values of tradition and custom. For example, the symbolism invested in the Waitangi Day celebrations goes far beyond the actual event and its location. An archive centre, The 'Treasury', is being developed for the Thames-Coromandel region as a 'resting place for all those stories that we find under beds and in wardrobes when loved ones pass on' (Barriball, 2004, p.4). Community participation in the registration pilot projects discussed earlier, is described as a 'breath of fresh air ... representing what all groups in the community think is important about their heritage' (Carroll, 2004, p.19). For the first time, the community has been asked to consider what is important rather than the expert.

This section considers concepts of social value, and previews the grounds for debate about their suitability in terms of New Zealand communities. Several key lines of enquiry, which are further explored in subsequent chapters, are apparent. Firstly, it identifies the ways in which concepts of social value are demonstrated in the New Zealand heritage environment for indigenous and non-indigenous communities and raises some initial questions of their suitability. Secondly, it examines the holistic, multivalent qualities of heritage value and the extent to which they find expression in recognitions of locally significant heritage. It is argued in this thesis that the dynamic, tangible and intangible, natural and cultural forms of material culture, together with an intimate appreciation of a place and its contextual setting, are factors which fundamentally affect the way communities perceive and experience historic heritage. The question is whether such realities are borne out in existing practice. Moreover, the thesis considers the degree of community inclusion in the identification, nomination and consultation process and whether this enables a full appreciation of the value of the historic heritage resource. Finally, the thesis identifies the extent to which the vital qualities that community perceptions bring to the process of evaluating historic heritage are borne out in existing significance assessment strategies in New Zealand – a topic addressed in the next section.

4.4 Assessing significance: strategy, criteria and process

Attention now turns to operational strategies and the assessment of significance – the second key frame of reference of this thesis. From the evidence presented in Chapters Two and Three, it is evident that any assessment process should be rigorous and structured to result in outcomes that are both appropriate and effective. This section explores the theory and practice relating to significance assessment in New Zealand. It examines the concepts in use, how they are applied and presents an initial estimation of their effectiveness.

This section commences with a discussion of the various approaches to determining historic heritage value and highlights issues specific to the New Zealand context. There follows a review of the principal assessment strategies practised – namely, ranking; the concept of national importance; representative studies; regional and contextual studies and thematic frameworks. Historic areas and heritage landscapes are also discussed and the section concludes with a discussion of issues relating to archaeological sites.

The value judgements which inform the assessment of different heritage types and their qualities allow for a variety of approaches as discussed in Chapter Two. Two approaches are particularly significant: the recognition of the dynamic nature of historic heritage values and secondly, subjective and objective approaches. Each of these approaches is considered briefly here.

Assessment is a dynamic process reflecting contemporary values; these values are never static but will change as new information results in new understanding and reinterpretation in the light of scholarship. Because significance assessment is an active process, it follows then that the means whereby significance assessments are managed – the lists, registers and schedules – must also evolve to remain relevant. As an example of this, Kelly (2000) mentions the increasing rarity of kauri dams in New Zealand; the few that are left are assuming greater importance as their numbers decline and disappear. This thesis examines the extent to which assessment strategies embody dynamic qualities that reflect the contemporary, evolving values of the New Zealand environment.

Furthermore, any assessment is also ultimately subjective as it represents an interpretation of values by the assessor and the community of interest. For example, assessments of aesthetic appreciation and social and cultural value are often considered to evoke an emotional response and trigger a subjective value judgement. However, an objective assessment can be adopted in, for example, ranking places of architectural merit against specific criteria or for technological values which can be measured and potentially used to compare 'like with like.' For the last twenty years in New Zealand, most significance assessments have emphasised architectural values over all others for two reasons. The first is the readily impressive nature of European-inspired buildings which comprise the bulk of New Zealand's nationally significant heritage to date. The second is because architectural value is more immediately observable and has benefited from a longer period of historical development. As the thesis unfolds, it will become apparent that such a fabric-, iconic-based approach to valuing places is outmoded and does not accurately reflect the contemporary values of New Zealand society.

Assessment criteria are enshrined in legislative format in the HPA, however, legislative criteria for assessing significance rarely provide a practical basis for assessment (Kerr, 1996). Indeed, Allen notes:

The legislative process transforms criteria for registration set up by the Historic Places Act 1993 into concepts of **legal significance**. Although the Act might allow a wide range of approaches to be pursued, these will only be legally effective if they conform with the more narrow reading taken by the courts (Allen, 1998, p.23).

Wide variation is also discernible in the application of significance criteria; the differing approaches subsequently adopted by the various heritage agencies have resulted in confusion rather than clarity. Table 4.4.1 indicates how each approach occurs in particular contexts and decision-making processes. Assessment may be qualitative or quantitative but must be rigorous. The reasons why a particular building or object is identified must be available through a transparent and accountable process (Parliamentary Commissioner for the Environment, 1996a). The assessment process was highlighted as a critical issue in the PCE report and, this thesis argues, continues to be critical.

Agency	Purpose	Assessment procedure
Historic Places Trust	Identification, education, advocacy	Outlined in HPA, s23
Department of Conservation	Conservation	Various
Local authorities	Planning, mitigation, protection	Various

Table 4.4.1 Principal assessment approaches by agencies

One of the ways in which the reasons for assessment are deemed transparent and accountable is by a statement of significance which summarises the reasons for registration, and outlines the main heritage attributes of each item prior to registration and listing according to standardised criteria and process. It thus helps clarify and justify the registration decision and is a vital component to effective heritage management practice as it informs conservation priorities. However, there is no particular requirement for a statement of significance to accompany a registration.

Guidance to help interpret assessment criteria are an important feature of heritage management practice. The Trust's guidelines for preparing conservation plans refer to four general criteria for the assessment of significance or value: aesthetic, scientific, social and historic, and define each category (Bowron & Harris, 2000). Guidelines for assessing and interpreting the registration criteria for historic places and areas refer to three registration criteria: historical, physical and cultural for definitions of national importance. Further voluntary selection criteria are based on qualities of representativeness and rarity to assist in determinations of Category I or II. Finally, in the guidelines for resource management practitioners, the brief section on assessment criteria cites Environment Waikato's Proposed Regional Coastal Plan as an example of a comprehensive process (New Zealand Historic Places Trust, 2004c). Beyond these brief documents however, there is little comprehensive guidance available to agencies in interpreting assessment criteria – a significant omission this thesis argues, which causes major problems for consistency and standardisation.

This section has reviewed the various approaches to determining historic heritage value and made some initial observations of their impact on the effectiveness of assessment

strategies. It is evident that the assessment process should reflect the dynamic qualities of the resource and that value judgements should allow for both objective and subjective approaches. However, the extent to which the assessment process meets these requirements is unclear. Moreover, inconsistencies are apparent due to the varying approaches adopted by heritage agencies; statements of significance are not mandatory and there is minimal guidance available to assist heritage agencies interpret the assessment criteria. The next section summarises the principal assessment strategies as follows: ranking, the concept of national importance, regional and contextual studies, representative studies and thematic frameworks.

The concept of ranking

As noted above, the ranking of historic places is implicit in the assessment criteria of the HPA (s23 (2)) and is arguably required to assist decisions about conservation priorities. However, as noted in Chapter Two, systems of grading and numerical scoring have not gained universal acceptance and are considered culturally inappropriate by Maori. Table 4.4.2 summarises the advantages and shortcomings of ranking as a quantitative methodology for assessing significance.

Advantages	Shortcomings
Categorised, numerical scoring suitable for general use	Reduces subjectivity of professional judgement
Consistent, rigorous, transparent	Prescriptive; compartmentalises heritage
Defensibility under challenge – methodology can be justified	Assessments can be 'frozen' in time
Facilitates comparison to existing listed items – can compare 'like with like'	Requires a comprehensive information database
Can assist with thematic and contextual studies	Unsuitable for archaeological sites
Assists community recognition of heritage	Culturally inappropriate for Maori sites

Table 4.4.2 Advantages and shortcomings of ranking

Thresholds are implicit in the criteria for assigning Category I or Category II status in the assessment criteria of the HPA, but they are inconsistently interpreted and applied. It is also noted earlier that the distinction conferred by the threshold 'special or outstanding' in Section 23 (2) of the HPA is not defined, is confusing and effectively represents a specious form of ranking.

Ranking systems are commonly used by many heritage agencies and have figured in recent publications. For example, a scale of values to determine degrees of significance is described in the guidelines for preparing conservation plans (Bowron & Harris, 2000). Ranking is also suggested in the recent guidelines for resource management practitioners as a way of acknowledging 'variance in the level of value or significance of heritage places' (New Zealand Historic Places Trust, 2004c, p.66). The investigative review described in Chapter Six indicates the extent to which ranking is practised by local authorities. However, the Trust considers ranking inappropriate and has established a case-by-case approach to assessment (New Zealand Historic Places Trust, 2004g). If ranking is used, it should be transparent, consistently applied and legally defensible; as a methodological process, it remains a source of considerable dissent.

The concept of national importance

The concept of selecting the most important heritage items is one of universal practice, originating from the acknowledgement that not everything can be protected and preserved. However, the deceptive simplicity of choosing the best, an enticing concept for policy analysts and managers, has provoked debate of unexpected complexity. One of the problems with this concept is its presumption in favour of preservation of 'the best,' which automatically resigns 'the rest,' frequently places of regional and local significance, to an inferior and marginalised status whose likely preservation is therefore less certain (Allen, 1998). In addition, hierarchical lists of the best and most spectacular may also run the danger of turning into '*de facto* masonry freak shows – too many of the oldest, largest, most attractive objects and buildings instead of a representative sampling' (Barber & McLean, 2000, p.104).

A number of challenges are associated with the application of this concept in New Zealand, not the least being the anomaly of its use as a supplementary criterion for statutory assessment in the HPA (Parliamentary Commissioner for the Environment, 1996a; Allen, 1998). As Table 4.4.3 indicates, a confusing duality of concept is represented by the levels of assessment present in parts 1 and 2 of Section 23 of the HPA and the type of historic item to which they apply. (See also the discussion of registration criteria in this chapter).

Assessment stages	Statutory criteria	Aim/outcome
Part 1: S23 (1)	Assessment criteria: aesthetic, historical etc. (historic places & areas)	Comprehensive – based on a representative selection
Part 2: S23 (2)	Category 1 and 2 (historic places only)	Selective – based on national importance

Table 4.4.3 Assessment stages in the Historic Places Act

Archaeological sites pose a further challenge to this concept because of the lack of documentary evidence and frequent sub-surface nature of their remains, the full extent of which may only be discernible following excavation. It is not difficult to select for registration the most exceptional or monumental archaeological sites based on criteria for national importance; however, many archaeological sites defy this type of selection and assessment (Allen, 1994). There is also the problem that Maori historic heritage, which comprises the bulk of New Zealand's archaeological sites, is not readily consistent with the concept of national importance.

A number of questions arise: Is the concept of national importance flawed? Should the Register be selective or all encompassing? Should it include a limited number of nationally significant registered items or should it be a nationally representative list of places meeting HPA criteria, for signalling in local planning and consent processes? The concept of national importance aims to preserve *the crème de la crème* of historic places. This thesis argues that, in the absence of a national evaluation programme, this has

produced an unrepresentative and biased list with a consequent diminution of its effectiveness. McLean expressed his criticism of the present system of registration succinctly, when he described the Register as 'barely relevant to the 200 years of European history, let alone 700 plus of Maori habitation,' and doubts that 'an elitist national significance-only list could serve the needs of a post-colonial society' (McLean, 1997, p.9).

Regional and contextual studies

Human use of the unique environments that comprise the New Zealand landscape has created distinctive patterns or historical signatures that vary regionally and cause dramatic variation in the character of historic places, archaeological sites and landscapes across the country. The concept of contextual studies – that the context of historic places, the grouping of places and buildings, has equal importance to individual places and buildings – is well established in historic heritage studies and is discussed in Chapters Two and Three of this thesis. A regional framework for significance evaluation allows assessment criteria to be applied in a regional context. Regional and contextual studies also enable places, areas and landscapes to be identified via a thematic framework, by the selection of a representative sample and by historic landscape studies.

The technique of regional and contextual studies is becoming increasingly applied as a basis for the evaluation of heritage entities in New Zealand (McKinlay, 1973; Challis, 1991). This technique has several advantages. As discussed above, an effective Register requires systematic and objective procedures for the nomination and selection of historic places, preferably via comprehensive regional and district assessments. Regional studies enable an extensive study of an area yet they also highlight regional and local distinctiveness. Representative sampling of distinctive historic items at local and regional level may also help determine the suitability of items for registration. It also allows comparative assessments of related registered items in contrast to one-off assessments that are more often the case and it can assist with thematic studies. Finally, regional and contextual studies are particularly appropriate for archaeological material. 'Decisions

about [archaeological] site significance and disposability should be made in localities on the basis of fieldwork designed for the purpose' (Challis, 1991, p.21).

The technique is being applied successfully to the Trust's two pilot projects described above (New Zealand Historic Places Trust, 2003b, 2004b). Here, regional reviews and thematic assessments of heritage in collaboration with regional partners, professionals and strong community input aim to make the Register more comprehensive, relevant, representative and accessible. These studies are designed to support a substantial number of registration proposals (A. Challis, 10.7.2003, personal communication). A DoC initiative whereby a combination of regional and contextual studies is applied to a thematic framework is also considered below. Overall, regional and contextual frameworks are an effective component of assessment strategies and moreover, encourage community engagement in the process. This thesis argues that there is scope for their wider application in the New Zealand heritage environment.

Representative studies

Representative sampling is one of a number of tools that can help provide balance in the selection of New Zealand's heritage by enabling the preservation of examples of both the spectacular and the ordinary. Most ranking systems create bias by focussing on the unique and extraordinary; a representative selection is a way to avoid this, by taking into account regional and local variations. It offers the opportunity for community voices to be heard – for it is here that the social significance of the vernacular may claim its authentic place. In addition, Walton (1999) observes that representativeness is often a surrogate for potential (particularly for archaeological sites), as protecting a representative sample allows for changes in knowledge about the past and for the largely unpredictable future shifts in research priorities.

In terms of the New Zealand heritage environment, the responsibility to conserve and protect representative aspects of New Zealand's heritage is signalled in legislation.

Section 23 2(a)³⁰ of the HPA notes representativeness as an assessment criteria for registering historic places and historic areas as a consideration in assigning Category I or Category II status although, as discussed above, the criterion is confusingly combined with that of national importance. Overall, the concept has its place as part of a comprehensive assessment framework; however, its ultimate effectiveness is dependent on a thorough evaluation of the resource. In New Zealand, a programme of national evaluation is not anticipated in the near future.

Thematic frameworks

The development of thematic or heritage identification (HI) studies has been intermittently put forward as a means of identifying representative heritage in New Zealand (Adams & Mahoney, 1987; ICOMOS and New Zealand Historic Places Trust, 1997). Reasons for this indecision are part historical, part systemic. McLean claims that the Historic Places Trust Register reflects the biases of a pre-1993 view of land-based heritage: 'The failure of national and local agencies to undertake comprehensive, thematic surveys, continues to contribute to the "misreading of the past" that concerns historians such as Lowenthal' (McLean, 1997, p.7). He favours thematic surveys of heritage places, modelled on the successful Dictionary of New Zealand Biography, using multidisciplinary teams of professionals working with regional and specialist committees. The framework he proposes utilises a site-based taxonomy from a social history perspective combining eight common threads of people, place and time (McLean, 1997). A shorter, more user-friendly thematic framework is being drafted by the Historic Places Trust (Challis, 2003).

A robust thematic approach would have a number of advantages. Briefly, it would: help solve problems of national consistency and balance by providing a framework for the Register; identify gaps – some themes such as early childhood, are grossly underrepresented on the Register; contextualise, evaluate and interpret historic places;

³⁰ The extent to which the place reflects important or representative aspects of New Zealand's history.

assist local and national registration and district planning; guide priorities on public acquisition of places and funding for conservation; empower individuals and groups; and finally, clarify public perceptions because it is an easily understood approach and can thus help to tell the story. Thematic studies also facilitate comparison by comparing a place with similar examples 'to establish its position in a pecking order' (Kelly, 2000, p.128).

However, a thematic approach has its limitations. It can be prescriptive by fitting places into boxes on the one hand, whilst on the other, certain categories can be so broad as to be meaningless. There is a tendency to compartmentalise heritage, whereas themes should reflect the dynamic nature of history in places over an ever-changing time frame. It may not work for all types of historic heritage, as physical fabric cannot always adequately interpret certain historic themes, and it is never a 'quick fix' solution and cannot replace adequate information and expert evaluation. Multicultural heritage may be difficult to deal with, as each theme would have a Maori standpoint that would be different from a Pakeha perspective. In addition, because Maori heritage is primarily *iwi*-, *hapu*- and *whanau*-based, Pakeha-designed evaluation systems would not be attractive to Maori.

The technique has been applied in a modified format in New Zealand by DoC to prioritise sites for active management (Egerton, 2001) and included in an analysis of broad thematic meanings in a national and regional context (Jones, 2003). Furthermore, the Trust's registration pilot projects incorporate a thematic approach (New Zealand Historic Places Trust, 2003b). However, it is noted that in Panui, the national thematic framework did not reflect the themes that were important to the regions and so are being used as an 'inspirational tool to help us think outside the square and consider places that are normally passed over or forgotten' (New Zealand Historic Places Trust, 2003b).

Themes, it is argued in this thesis, have their place as a valid strategy in a comprehensive assessment process; the challenge, according to Mahoney (2004) is to decide on the themes and how they should be applied. Egerton sums up the continuing dilemma:

... thematic frameworks continue to be both lauded and maligned with passion. Ongoing argument about their effectiveness and deliberation on their content is perhaps the greatest factor undermining their implementation. It seems that more time is spent arguing about and consulting over the methodology than anyone spends on just trying them out (Egerton, 2001, pp.2-3).

Historic areas and heritage landscapes

Discussion of these components of historic heritage is a relatively recent phenomenon in New Zealand heritage literature (Allen, 1998; Barber & McLean, 2000). The concepts of historic areas and heritage landscapes form a recognised element in assessment strategies, as noted in Chapters Two and Three, requiring multidisciplinary and wide-ranging research for effective implementation. Each concept is examined here in terms of the issues around its application in New Zealand.

Historic areas³¹

The hypothesis that 'the whole may be more than the sum of its parts' applied to historic heritage, is recognised in those sections of the HPA relating to historic areas and *wahi tapu* areas. The concept of historic areas broadens the focus of heritage: 'the information from a number of individually quite insignificant but related sites may be far more valuable than the information from even the most important single site' (Parliamentary Commissioner for the Environment, 1996a, p.A33).

The concept of historic areas has several advantages. Their registration has the potential to encourage community participation and enhance local authority strategies; they shift the emphasis away from registering elite or specific historic places and widen the focus to harness community interest and local identity in an area. They also provide a rapid means of defining a large quantity of varied heritage items at one time. The HPA recognises the importance of context in the concept of historic areas and *wahi tapu* areas and, more recently, in proposals for archaeological conservation zones, heritage landscapes and listed historic precincts. Indeed, recently there has been a shift towards a consideration of

³¹ There are currently 104 registered historic areas (see Table 4.2.1).

the site and its context via an increase in the number of historic areas registrations (McClellan, 2002). For example, the historic area of the former Queen Mary Hospital and the thermal pools complex at Hanmer Springs is a recent registration (New Zealand Historic Places Trust, 2005b).

The concept signals the holistic qualities of historic heritage referred to in this thesis and a contextual approach which shifts the focus from the individual place. Historic areas also have the potential to engage the community in their assessment. The concept thus relates to a number of the qualities which, this thesis argues, are desirable in terms of evaluation and assessment approaches. As a concept, it should be more widely acknowledged and applied.

Heritage landscapes

Whilst the concept of heritage landscapes is not in itself a new phenomenon, definitions and understandings are at primary stages of development in New Zealand. A recent definition is:

... those landscapes, or networks of sites, which deserve special recognition or protection because of their heritage significance to communities, *tangata whenua* or the nation. They encompass the physical structures and changes made to the environment by people, natural landforms modified by human action, the meanings given to places and the stories told about them (New Zealand Historic Places Trust, 2003a, p.4).

In terms of legislation, heritage landscapes are not recognised in the RMA.³² However, the concept is afforded partial recognition yet given a narrow definition in the HPA where it is accommodated in the legislative concept of historic areas and *wahi tapu* areas and by one of the criteria (s.23 (2)(k)) for registration.³³ However, this maintains the narrow 'place-based' approach noted earlier, focussing on the place within the landscape,

³² Parliament removed reference to heritage landscapes in its definition of historic heritage in the RMA as it was unhappy with such a wide, all-embracing concept (H. Allen, 19.8.2005, personal communication).

³³ The extent to which the place forms part of a wider historical and cultural complex or historical and cultural landscape.

rather than elevating the landscape as an element of significant historic heritage in its own right.

A landscape approach offers a holistic way of viewing heritage as explained in Chapter Three, encouraging a broader appreciation of all cultural values as illustrated, for example, in the remains of gold-mining in the Otago and Coromandel regions (Barber & McLean, 2000). The benefits include a greater appreciation of Maori and Pakeha heritage, a greater awareness of the contributions of other ethnic cultures, and benefits to the economy and to tourism (Kenderdine, 2005). Indeed, nowhere is this better expressed than in the holistic view of a culturally meaningful landscape posited by Maori in which ecological and cultural relationships are united. In addition, the concept of *whakapapa* or layering³⁴ as proposed by Salmond (2000) is inclusive of all strands of cultures through the recounting of stories which link people with the land, and provides an additional framework for heritage assessment.

However, there remain misunderstandings surrounding how the criteria relate to Maori heritage. The historic site of Takapuneke, Akaroa, arguably as significant as the Treaty Grounds of Waitangi, demonstrates the gulf that exists between Maori perceptions of a heritage landscape comprising the embedded values of personal narratives and the scenic- and structure-based values of non-Maori (Leonard, 2005). As noted above, the holistic nature of the concept has the potential to accord with Maori ideology, but has yet to be developed in practice.

In contrast to England where, as noted in Chapter Three, heritage landscape projects are well advanced, techniques for understanding the nature and significance of heritage landscapes and evaluating their significance are in their infancy in New Zealand. Of note is the Heritage Landscapes Think Tank held in 2003 (New Zealand Historic Places Trust, 2003a) and the first heritage landscapes conference held in 2005 discussing their recognition, protection, interpretation and management (New Zealand Institute of

³⁴ The intertwined story, woven from different strands of land and ancestry in different parts of the country.

Landscape Architects, 2005). Their potential to add rigour and efficacy to the development of heritage studies in New Zealand is significant but as yet under-utilised.

Archaeological sites

The evaluation of archaeological evidence has posed particular problems for the New Zealand heritage assessment process which has traditionally concerned itself with the architectural splendours of historic buildings rather than the often less engaging nature of surface and sub-surface material. This section examines the issues arising from definitions of archaeological value; the legislative provisions governing the assessment of archaeological materials; the registration of archaeological sites and issues relating to the assessment of Maori sites of significance. It is apparent that these issues are analogous to the nature of archaeological evidence: multi-layered, often faint, requiring patient, investigative work, and frequently open to any number of varied interpretations.

Conflicting definitions of an archaeological site and its values are apparent in the HPA and New Zealand ICOMOS Charter. The HPA³⁵ defines an archaeological site in terms of its information content whereas the ICOMOS New Zealand Charter stresses that archaeological sites have lasting values and can be appreciated in their own right as well as for their information content. The conflict arises when the collection of archaeological information by the destructive process of excavation, can potentially damage the values inherent in the site. Frequently, the historical and information value of a site is unknown and only revealed in the course of excavation prior to development. As the PCE review notes, the degree of this potential conflict depends on the scale of threat to a site. 'If it is likely to be destroyed, a greater degree of intervention or modification in order to gather archaeological information can be justified than if a site is to remain protected on account

³⁵ An archaeological site is defined in Section 2 of the HPA 1993 as:
any place in New Zealand that -

a) Either -

- was associated with human activity before 1900; and

- is the site of the wreck of any vessel where the wreck occurred before 1900; and

b) Is or may be able through investigation by archaeological methods to provide evidence relating to the history of New Zealand.

of its inherent heritage values' (Parliamentary Commissioner for the Environment, 1996a, p.A5).

Further issues relate to the manner in which archaeological value is expressed in legislation. Archaeological values represented by their material remains are rarely preserved *in situ*. Current legislation defines an archaeological site in terms of the information it contains about the past, that is, its research value; this scientific value is determined by physical evidence together with research potential. As noted above, the HPA provisions are not designed to protect the physical features of a site but its information content (which is frequently in the form of sub-surface features). This archaic legislative provision assumes preservation of the value in the physical evidence, whereas in reality, archaeological value is more often preserved by record (Walton, 1999). A further anachronism is the statutory cut-off date of 1900 for the definition of an archaeological site.

Furthermore, the distinction between the archaeological provisions of part 1 of the HPA which apply to all sites and the registration criteria in part 2 which apply to a limited number of historic places (including archaeological sites), selected by a system of assessment and ranked, is confusing. The reasons for this are partly historical in that, as originally conceived, the Register was intended to relate narrowly only to historic places; archaeological sites, and then *wahi tapu* were an afterthought the subsequent inclusion of which has never been satisfactorily assimilated. Problems are also caused by the nature of archaeological evidence. Part 1 of the HPA provides blanket protection for all archaeological sites as a class, as a way of safeguarding their unknown potential.

However, in part 2 of the HPA, archaeological sites are treated as historic places in terms of the registration and assessment process. As Table 4.4.4 indicates, more than one thousand archaeological sites (predominately Category II) have been registered, representing about one sixth or 17 percent of the estimated fifty-six thousand plus sites on

the file of the New Zealand Archaeological Association (NZAA).³⁶

Archaeological sites	Total	% of total	Registration type
8	861	0.9	Historic place Category I
1010	4293	23	Historic place Category II
3	104	3	Historic area
8	38	21	<i>Wahi tapu</i>
1	41	2	<i>Wahi tapu areas</i>
1030	6030	17	

Table 4.4.4 Registered archaeological sites

Local authorities are obliged to include all identified registered places on the HPA Register in their district plans and manage their protection under the RMA. However, New Zealand is the only country to distinguish between identification and protection and the dual legislative process it represents is an additional source of confusion. The transfer of the archaeological provisions from the HPA to the RMA is an attempt to overcome this misunderstanding.

Several issues relate to the assessment of Maori sites of significance, many of which are archaeological sites. For example, the definition of an archaeological site in the HPA is wide enough to include some historic places and *wahi tapu* but a *wahi tapu* may also be an archaeological site (Skelton, 2004). Furthermore, there is the issue of the nature of the resource itself. Much archaeological evidence in New Zealand is unspectacular – pits and middens resulting from everyday, predominantly Maori activities in the past which fit poorly into register-type formats. Such places are unlikely to qualify for listing in a selective system of registration based on ‘importance’ or to have an application to destroy them refused; their selection on the basis of representativeness would also be doubtful (Allen, 1998).

³⁶ Information about archaeological sites is recorded on the Central Index of New Zealand Archaeological Sites (CINZAS) – a computerised database managed by DoC on behalf of the NZAA.

Archaeologists are frequently required to evaluate a range of historic places, not only archaeological sites and their values; moreover, these values frequently focus on places of significance to Maori and require appropriate liaison with local *iwi* (Walton, 1999). The requirement to assess Maori values is also stipulated in the HPA 1993 but from a non-Maori perspective. Allen points out the anomaly whereby the majority of archaeological sites in New Zealand are of Maori origin, yet the HPA provisions demonstrate a Eurocentric approach to the nature of the evidence with the emphasis on scientific value and their information content, in contrast to traditional sites and *wahi tapu* for which the presence of physical evidence is not required. It is also a source of contention that archaeological sites, defined in terms of their scientific value are given a higher priority in legislation than sites of significance to Maori (Allen, 1998). Ultimately, archaeological values may complement or compete with other imperatives; the primary focus is to consider a range of values and integrate them constructively in the decision-making process.

In conclusion, a range of issues has been identified in relation to the archaeological resource. The nature of the resource and its values are variously and, it is argued here, inadequately defined in New Zealand; legislative provisions are inconsistent and confusing, and deficiencies exist in the registration and assessment process. Furthermore, significant issues exist for Maori which have their origin in the differences between Maori and Pakeha concepts of the nature of archaeological material and their values which, this thesis argues, require resolution.

To conclude this section on the assessment process, it is evident that the identification of a number of issues challenges the degree to which current assessment frameworks may be deemed effective. The principal factors determining the efficacy of significance assessment strategies have been indicated in Chapter Three. Such factors include consistency of strategy and process, the recognition of locally significant heritage and inclusiveness in the identification, selection and assessment process representative of all communities of interest. These factors are further considered and then set against primary data drawn from existing practice in New Zealand in forthcoming chapters to provide a sound basis for engaging with the central argument of the research.

Chapter summary

This chapter raises a number of legitimate questions regarding the manner in which issues of evaluation and assessment are addressed in the New Zealand heritage context which are directly relevant to the research question: Are existing frameworks for valuing and assessing the significance of New Zealand's historic heritage appropriate and effective? The evidence presented in this chapter thus develops the central argument of the thesis in accordance with the frames of reference of the research. These reference frames relate firstly to the examination of value principles in terms of how appropriately they demonstrate and uphold concepts of social value and cultural significance together with the holistic qualities of heritage value. The second frame of reference relates to the examination of the assessment process in terms of its efficacy. The next sections consider the New Zealand evidence in terms of these two frames of reference.

In terms of the first frame of reference, a crucial line of enquiry concerns the extent to which concepts of social value and cultural significance, as indicative of indigenous and non-indigenous cultural knowledge systems are acknowledged in heritage practice. Maori scepticism of the heritage assessment process is apparent and, this thesis argues, not misplaced. Aspects of current process are viewed as being culturally inappropriate; the adequacy of existing frameworks to serve the needs of Maoridom remains uncertain.

Furthermore, it is salutary to recall that it is people whose appreciation confers value on historic heritage; their choices must be considered paramount in the dialogue about what is valued, how and why. The management of the assessment of historic heritage significance as a collective responsibility is a tenet clearly defined in international contexts which the New Zealand heritage sector has an obligation to heed. This thesis explores the strength of community recognition of historic heritage, the diverse ways in which heritage is understood and appreciated as well as community desire for involvement in the process of its identification and evaluation. In addition, this thesis examines the extent to which the current system adequately sustains community values and experiences, recognises heritage of local significance and promotes genuine engagement with all groups and cultures.

Historic heritage is multivalent. It is noted in Chapters Two and Three that the values pertaining to historic heritage extend beyond building, place and site to encompass context and landscape, intangible and spiritual qualities, and may include both natural and cultural characteristics. This research considers the existence of these multiple qualities and values in New Zealand and their influence on community perceptions and experiences of historic heritage. It also examines the extent to which such multivalent qualities of historic heritage are acknowledged in theory and practice in New Zealand.

Turning to the second frame of reference, the assessment process, various factors are identified in Chapter Three that contribute to the effectiveness of assessment strategies. These include the recognition of locally significant heritage; consistent principles and policies; government commitment and the provision of adequate resources; the competence of local authority mechanisms and the degree of community inclusiveness.

This review has highlighted a number of issues, irregularities and confusing factors in existing New Zealand frameworks which cast doubt over the extent to which these frameworks may be said to be working effectively. These relate to the articulation of national policy, the existence or absence of a national strategy for historic heritage and the implications of this in terms of a national lead agency and the adequacy of current levels of resourcing. Such challenges, it is argued, raise doubts over the degree of government commitment to the heritage sector. This review notes inconsistencies in major heritage-related legislation and their consequences, particularly for Maori.

Substantive issues are raised in connection with the registration process and the Register of the Historic Places Trust. The devolution of heritage management functions to local bodies highlights the inability of all but the most well-resourced local authorities to adequately fulfil their responsibilities and calls into question the clarity of the relationship between central and local government over matters of historic heritage assessment.

Furthermore, a variety of issues surround the strategy, criteria and process of assessment, which raises questions over the consistency with which assessment strategies are employed in New Zealand. Finally, procedures for dealing with heritage landscapes must be developed and considerable challenges relate to the assessment of archaeological sites

and their values. These factors and the significance of their impact on the effectiveness of evaluation and assessment strategies occupy a key position in this thesis.

On a more positive note, it is acknowledged that examples of good practice with successful outcomes are evident – most notably the Register upgrade and registration pilot projects. These represent significant achievements in a challenging financial climate for the Historic Places Trust.

This chapter has examined principles and practices relating to the evaluation and assessment of historic heritage in New Zealand in key topic areas of value ascription, national and sub-national frameworks of assessment, the community dimension and the strategy of assessing significance. It has explored approaches to the nature and quality of value in the New Zealand heritage context; it has considered central and local government policy; it has discussed indigenous and community issues and reviewed significance assessment methodologies.

This review has identified areas of adequacy and inadequacy and articulated a range of concerns relating to the effectiveness of existing frameworks for valuation and assessment in New Zealand. The evidence is considered in ways that permit a critical engagement with the rationale of the research: that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. Moreover, it addresses a key research objective: the examination of significant approaches to evaluation and assessment of historic heritage in New Zealand. The evidence is presented as a platform from which a more precise interrogation via the methodology is considered in Chapter Five.



5 From discussion to data: research design, methodology & process

Previous chapters have focussed on discussions of (mainly) secondary materials; attention now turns to a consideration of primary materials that address the research question: Are existing frameworks for valuing and assessing the significance of New Zealand's historic heritage appropriate and effective? Some indications of provisional judgements are apparent in Chapters Three and Four; however, Chapter Five provides the basis for the collection of primary evidence from which to consider the central argument of the research. The primary data presented in this chapter thus develops a key research objective: the examination of significant approaches to the evaluation and assessment of historic heritage in New Zealand. This data is drawn from an investigative review of local authority process together with professional and non-professional opinion of the heritage assessment process.

This chapter introduces the research design; it outlines the research methodology and clarifies the research process. Part one explains the major elements of the design framework, namely the theoretical basis and rationale for the research approach and the research strategies employed. It establishes the credibility of the research findings and notes ethical considerations. Part two outlines the methods used: their purpose, the specific practices used to obtain data, the interrelationship between practices and, finally, data processes.

5.1 Design framework

In part 1, the following elements of the design framework are discussed: the research philosophy; approaches to the research; the research strategies used; the credibility of the research findings and ethical considerations.

The research philosophy was underpinned by pragmatic knowledge claims and research assumptions from a primarily inductive research position. This theoretical perspective

enabled the essential criteria of the research design to be contextually responsive and consequential; it supported the research question and allowed a practical and applied philosophy suited to the research study (Teddlie & Tashakkori, 2003).

The research design required the application of pluralistic approaches directed to collecting a diversity of data types to best provide an understanding of the research problem (Creswell, 2003). Multiple research strategies shaped the research and provided the tools for understanding the empirical materials of the research phenomena (Charmaz, 2000). This multiple-method approach supported the varying assumptions, flexible forms of data collection and varied modes of analysis which were subsequently applied. The inductive logic of the research approach allowed the formulation of broad themes which were then applied to the generalised theory and to the literature (Creswell, 2003).

A survey in the form of two questionnaires of professional and non-professional subjects provided a quantitative description of attitudes and opinions. Qualitative categories of information were obtained using the strategies of an investigative review of local authority documents and an expert panel conference. Constant comparative analysis featured throughout the research; the exploration of these multiple data streams allowed the development of categories and themes from which explanatory frameworks that detailed the relationship between them were drawn up (Charmaz, 2000).

The information was integrated at successive stages of analysis and interpretation of the research findings. In this way, the convergence of both quantitative and qualitative data was achieved to provide a comprehensive analysis of the research problem and to verify the fit between the emerging theoretical framework and the empirical reality it explained (Charmaz, 2000). The rigour of the research is attested by the application of multiple methods to study the research phenomena. This allowed triangulation of the results and thus demonstrated a self-supporting concept by convergence of the research outcomes.

5.2 Research methodology

This section describes the application of a mixed method approach; it identifies the purpose governing the collection of quantitative and qualitative materials and the interrelationship between the two strategies. It explains the choice of the particular instruments and the research tools used to collect and analyse empirical materials. Data collection and analysis were concurrent and used a set of procedures designed to be open-ended and rigorous. Both quantitative and qualitative methodologies were used to confirm and corroborate the research findings.

The decision to use a mixed methods research approach was made for a number of reasons. It allowed the expansion of understandings from one method to another; the convergence, cross-validation and corroboration of the research findings from different data sources; it minimised the possibility of drawing alternate explanations for conclusions drawn from the research data; it explained divergent aspects of the phenomena and, finally, it strengthened the knowledge claims of the research (Creswell, Clark, Gutmann, & Hanson, 2003; Johnson & Turner, 2003).

In accordance with a mixed methods approach, data collection methods were combined so that 'the combination used by the researcher may provide congruent and divergent evidence about the phenomena being studied' (Johnson & Turner, 2003, p.299). The use of separate qualitative and quantitative methods maximised the strengths and minimised the weaknesses inherent in each strategy. Multiple forms of data collection comprised both close-ended measures with numeric information and outcomes from instruments, and open-ended observations of textual information from documents and discussions.

Qualitative and quantitative data were collected concurrently; different methods were used to confirm and corroborate the findings in the research according to Creswell's (2003) definition of concurrent triangulation strategy. This is presented as a model of the research in Table 5.2.1.

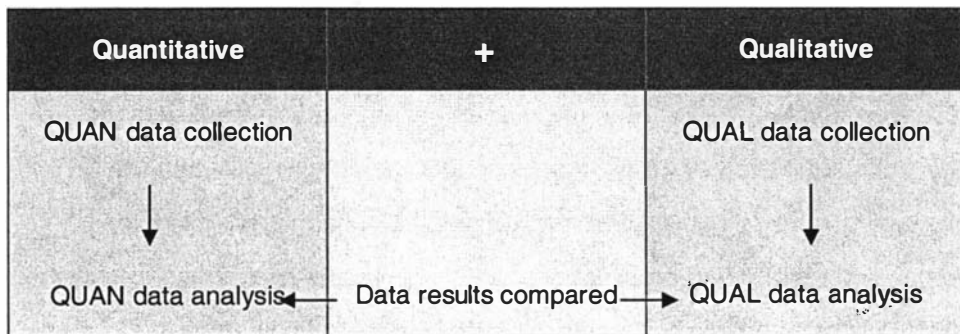


Table 5.2.1 Concurrent triangulation strategies (after Creswell, (2003, p.214)

The range of qualitative and quantitative procedures used is presented in Table 5.2.2 together with an indication of the type of data collected, whether each data type is primary or secondary, and its intent in terms of the research purpose. Each procedure is prefixed by a letter for ease of identification throughout the remainder of the thesis. The inclusion of open-ended questions in the surveys resulted in the collection of qualitative data; all data sets and findings were integrated at data analysis & interpretation stages.

Method	Data	Procedure	Purpose
QUAL	Secondary	A Overseas Review	Fact-finding, issue forming
QUAL	Secondary	C New Zealand Review	Fact-finding, issue-forming, problem generating
QUAL + quan	Primary	E Investigative Review	Fact-finding, issue forming, problem generating
QUAN + qual	Primary	G Non-probability expert sample	Fact-finding, issue forming, problem solving
QUAN + qual	Primary	F Non-probability segmented sample	Fact-finding, issue forming, problem solving
QUAL	Primary	B & D Expert opinion	Fact-finding, issue forming, problem solving (presented in Chapters 3 and 4)
QUAL + quan	Primary	H Expert Panel	Fact-finding, issue forming, problem solving

Table 5.2.2 Summary of mixed methods data types, procedures and purposes.

Mixed methods data analysis fulfilled the following five purposes drawn from Onwuegbuzie and Teddlie (2003):

- Triangulation - convergence and corroboration of results from different methods;
- Complementarity - elaboration, enhancement, illustration and clarification of the results across methods;
- Development - using the results from one method to help inform another method;
- Initiation - discovering paradoxes and contradictions that lead to a reframing of the research question;
- Expansion - seeking to expand the breadth of the enquiry by using different methods for different inquiry components.

In terms of data analysis and validation procedures, employing a mixed methods analysis enabled the application of the strengths of both quantitative and qualitative techniques to the research. 'The ability to "get more out of the data" provides the opportunity to generate more meaning, thereby enhancing the quality of data interpretation' (Onwuegbuzie & Teddlie, 2003, p.353). This also allowed a comparison of data outcomes. Thus, national and local policy frameworks in New Zealand are compared and contrasted via data sets C and E and non-professional and professional perceptions are compared in the results of questionnaires F and G in subsequent chapters. The research methodology and process applied to the qualitative and quantitative data sets are presented in the following sections of this chapter.

5.3 Research strategy and process

Purposeful sampling strategies were used to obtain information in the form of primary and secondary data collections. The data were classified into meaningful categories and themes derived from the theoretical framework; the emergent structure enabled further organisation and analysis of the data (Saunders, Lewis, & Thornhill, 2003a). Qualitative strategies were used for the following enquiries: the review of secondary data sources A and C comparing the international and New Zealand evidence; the investigative review of local authority procedures E, the series of expert consultations in Australia B and New Zealand D and the expert panel of heritage practitioners H. The reviews of secondary data sources and the expert consultations are discussed in Chapters Three and Four. The reason for this is that the perceptions of heritage experts were better able to amplify, illustrate and ground the reviews of secondary data sources when presented concurrently.

Ethical considerations

The two survey instruments, the non-professional and professional questionnaires, were peer-reviewed by a representative of the Massey University Human Ethics Committee (MUHEC) and the doctoral research supervisor. Appropriate protocols were established and the MUHEC Checklist for Research, Teaching and Evaluations involving human

participants discussed. The surveys were considered low risk and so did not require submission to the MUHEC.

In addition, ethical issues relating to the collection of survey data from participants were explained in a research information sheet (see Appendices B and C) accompanying each questionnaire. Each questionnaire also included a covering letter (see Appendices B and C) introducing the researcher and explaining the purposes of the survey.

The expert panel used a variant on the Delphi technique in which participants were self-selected and fully informed of the purpose of the conference in advance publicity (Appendix D). Participants were free to withdraw and thus were considered to have given their informed consent by attending. All participants were made aware of the aims and objectives of the conference before the formal programme began and that its outcomes would inform the thesis.

Investigative review of territorial local authority procedures E

The reasons for using an investigative review strategy in the research stemmed from the decision to collect primary data at local authority level. This allowed for the comparison to national level policy and practice; a corroboration of the elements discussed in Chapter Four; the comparison to other research findings and to inform the analysis presented in subsequent chapters of this thesis. It also permitted a comparison of the findings to a number of similar surveys of local authority procedures (Neave, 1981; Woodward, 1996) and comment (Parliamentary Commissioner for the Environment, 1996a; McClean, 2002; Tanner, 2002). These and other related studies are discussed in more detail in Chapter Six.

The data source comprised local authority heritage provisions in the plans and policy statements of regional, district and city councils of New Zealand.³⁷ Fifty-five percent of local authorities (47 of a total of 86) were surveyed and five regional councils. Table

³⁷ Local authorities in New Zealand comprise 12 regional councils and 74 territorial authorities. Of the 74 territorial authorities, 16 are city councils and 58 district councils.

5.3.1 shows the spread of rural and urban authorities in the North and South Island (excluding regional councils) which were reviewed.

	North Is.	South Is.	Total
Urban	15	1	16
Rural	24	7	31
Total	39	8	47

Table 5.3.1 Local authorities surveyed

Data were retrieved from two sources: hard copy in the Auckland office of the Ministry for the Environment and from the website of Local Government Online.³⁸ Attention focussed on each authority's provisions for and procedures relating to the assessment of historic heritage; a coding process developed categories of analysis from these provisions and procedures. These categories included the presence of a comprehensive list, schedule or register of heritage items (registered places, areas and precincts, recorded archaeological sites, sites of significance to *tangata whenua* and other heritage items); the classification of

heritage items; the application of assessment criteria including ranking to determine items for inclusion on a list and their comprehensiveness; the listing of Maori heritage, archaeological sites and provisions for listing local heritage. Data was recorded on a spreadsheet and classified. Codes were developed to form a description of, and to help identify, themes (Creswell, 2003). The data were subject to elementary statistical analysis and the results drawn up according to their coded categories.

³⁸ <http://www.localgovt.co.nz/AboutCouncils/CouncilsInformation/District+and+Regional+Plans.htm>

***Expert Panel of heritage practitioners using a Delphi technique procedure
(AppendixD)***

Expert opinion was surveyed in the form of a conference wherein the aims and objectives of the research were specifically identified. The conference conformed to the principles of an expert panel as described by Fontana and Frey (2000) being held in a formal setting and incorporating a structured question format.

The conference drew on a wide source of knowledge, experience and expertise in a systematic manner using the informed judgement of heritage specialists as a primary source of information. As a gathering of expert opinion, it conformed to the major principles relating to the application of the Delphi technique, namely: the problem/issue does not lend itself to precise analytical techniques; the problem/issue has no monitored history nor adequate information on its present and future development; addressing the problem/issue requires the exploration and assessment of numerous issues connected with various policy options (Ziglio, 1996).

The conference applied expert opinion and judgement to progressing issues of evaluation and assessment. Ziglio (1996) describes the Delphi technique as a structured communication process for collecting and distilling knowledge from a group of experts allowing the investigation of a complex problem. Its objective is the reliable and creative exploration of ideas or the production of suitable information for decision-making.

The following principles, corresponding to the Delphi technique (Rowe, 2001), were applied to the conference:

- *Experts with appropriate domain knowledge were used.*

The knowledge and experience of participants reflected a breadth of perspective. Sixty-five experts from the following organisations attended: the New Zealand Historic Places Trust (NZHPT); the Department of Conservation (DoC); representatives from territorial local authorities (TLAs) together with consultants and academics.

- *There was provision for informed feedback.*

Workshops were held in the morning following the keynote presentations and in the afternoon. Participants were divided into groups of six to eight, each managed by a facilitator who recorded discussions and fed back summaries to the assembled group.

- *The questions discussed were clear, succinct and framed in a balanced manner to avoid bias.*

Workshops in the morning focussed on the broad question 'What do we have?' A second series of workshops in the afternoon focussed on the question 'How do we make it work?'

The advantages of the conference in terms of the use of the Delphi technique were that it ensured that all possible options concerning evaluation and assessment issues were considered; it ensured that the impact, consequences and acceptability of a range of options were explored; that it focussed attention directly on the issues being investigated; that it provided a framework within which participants were able to work together and, finally, that it produced precise documentation through which informed judgement could be advanced.

The purpose of the conference was exploratory; it was deliberately designed to build on the research objectives in the following ways:

- To examine existing structures and processes for determining value and assessing the significance of historic heritage resources.
- To develop a framework of strategies for determining value and assessing the significance of the resource. The intention was to produce a model of best practice guidelines.
- To facilitate greater definition of the emergent categories of the research.

The conference, entitled 'For what it's worth: determining value and assessing the significance of the historic and cultural heritage resource,' was held at the offices of Auckland Regional Council.³⁹ Sixty-five self-selected specialists from around the country

³⁹ The conference was co-hosted by the Heritage Department of Auckland Regional Council and Massey University.

attended in response to widespread publicity.

Data collection strategies comprised keynote presentations, workshops and a short survey. All presentations were recorded on audiotape and then transcribed. Workshop discussions were recorded on hard copy (flip chart), workshop feed-back on audio tape and whiteboard transcription to PC text. A summary of the proceedings was sent electronically to all participants and made available on the web.⁴⁰

Three speakers, selected for their specialist knowledge, skills and experience in the domain areas, gave keynote presentations:

- Director, Historic Assessment Section, Heritage Division of the Australian Federal Department of the Environment and Heritage, presented a review of the new national system for assessing heritage significance in Australia.
- Senior Policy Analyst, New Zealand Historic Places Trust, Wellington, presented a review of Trust policy and processes.
- National Coordinator Historic Heritage, Department of Conservation, Wellington, presented a review of the Department's historic and cultural heritage resource evaluation practices.

Workshops in the morning focussed on the broad question 'What do we have?'

Participants examined existing structures and processes for determining value and assessing the significance of historic heritage resources using a SWOT analysis. The primary questions were: 'What's working?' 'What's not working?' 'What are the obstacles?' and 'What might work?' A second series of workshops in the afternoon focussed on the broad question 'How do we make it work?' Participants were encouraged to examine the framework, processes, criteria and strategies to create a model of best practice. All participant comments on hard copy were transcribed on to a computer and checked for accuracy.

The technique of content analysis as outlined by Robson (2002) was employed to extract meaningful outcomes from the comments. Categories derived from the theoretical

⁴⁰ <http://www.heritageneews.org.nz/index.php?hn=conference&id=9> for the conference and <http://www.heritageneews.org.nz/index.php?hn=conference&id=9> for the summary and whiteboard notes.

frameworks and literature outlined in Chapter Two and the reviews in Chapters Three and Four, informed the development of a coding scheme (Ryan & Bernard, 2000). This scheme was based on frequency of words, patterns and themes; each of the categories developed was exhaustive and mutually exclusive. The generation of pattern codes allowed further grouping, classifying and refining of the data (Miles & Huberman, 1994). A conceptual grid was developed by manual sorting tempered by Silverman's (2000) remarks on the drawbacks of an overly prescriptive approach.

Statements were classified according to each of the nine workshop questions and then assigned to relevant issues as indicated in Table 5.3.2. Similar statements were combined under each issue. A process of data reduction was undertaken – a small number of unrelated, inchoate references were ultimately excluded from the final coding scheme and analysis. All responses were entered on to a spreadsheet and totalled to produce a ranked list. Coding was used to generate themes or topics for analysis.

	Workshop	Question	Issues	References
1	What do we have?	What's working?	14	44
		What's not working?	18	59
		What are the obstacles?	17	43
		What might work?	14	35
		Total	63	181
2	How do we make it work?	Framework?	16	38
		Processes?	11	24
		Criteria?	7	9
		Strategies?	10	28
		Model of best practice	10	12
	Total	54	111	

Table 5.3.2 Workshop questions, categories and comments

For workshop 1, all issues were ranked and significant topics recorded regardless of whether they indicated a positive or negative quality. 181 statements were recorded covering 39 issues. For workshop 2, topics derived from the five questions were combined to produce a list of 29 ranked issues, representing an effective 111 statements.

A short, anonymous survey, 'Future directions,' completed by all participants, provided further data. It comprised five similar evaluative statements devised by the author to test for shifts in perceptions regarding the historic heritage assessment process that might be in place by the year 2010. The survey was based on a three-point Likert scale (disagree-maybe-agree) and is shown in Table 5.3.3. There were two iterations, the first in the morning and a second in the afternoon towards the close of proceedings. Responses were entered on to a spreadsheet and percentages for each answer calculated.

Q	Statement
1	By the year 2010, we will have an assessment process representative of all New Zealand's historic heritage
2	By the year 2010, a system for assessing the significance of Maori historic heritage, acceptable to tangata whenua, will be in place.
3	By the year 2010, we will have a nationally consistent, clear, easy to use assessment system in place.
4	By the year 2010, the significance of community values will be clearly acknowledged.
5	By the year 2010, historic heritage will be: chronically - adequately - well funded (circle one option).

Table 5.3.3 'Future Directions' survey statements

The size of the sample meant that the findings are not statistically significant; however, they do provide information of value to the research findings. Sixty-four participants completed the first survey in the morning. This number reduced to fifty-two in the afternoon. (It is conceivable that the departure of twelve participants from the sampling frame may have skewed the results). The survey applied a variant on the Delphi

technique in that only two iterations were completed. The second iteration showed a degree of vacillation; a third and fourth iteration may have stabilised the results.

Non-professional Questionnaire F and Professional Questionnaire G

A survey was the preferred instrument for the research because of its advantages of distinguishing the attributes of a large population from those of a small group of individuals (Creswell, 2003). Both surveys were cross-sectional. Their purpose was to generalise from a sample to allow inferences to be made about the characteristics of professional and non-professional attitudes to evaluation and assessment.

A sampling design refined the emerging theoretical ideas of the research phenomena. Its objectives were to examine opinion and generate information about current procedures for the evaluation and assessment of historic heritage; to explore public and professional perceptions and levels of satisfaction with current practice; to identify the strengths and weaknesses in current practice and, finally, to consider possible improvements.

A purposeful, non-probability sampling strategy utilising a fixed, quantitative design framework was selected. This format was chosen as the most appropriate method for the following reasons:

- It stemmed logically from the conceptual framework as well as from the research questions being addressed by the study (Kemper, Stringfield, & Teddlie, 2003).
- It allowed the collection of information-rich data relevant to the research design in a standardised format.
- It allowed the selection of individuals from a known, target population (Robson, 2002).
- It allowed the selection of individuals, with and for whom the processes being studied were most likely to occur (Denzin & Lincoln, 2000).
- The sample was able to generate a detailed database on the phenomena under study.
- It allowed the internal comparability of data in that it comprised two questionnaires in a single survey design.
- It allowed the external comparability of data to similar research studies and settings.

- It allowed the possibility of drawing credible inferences from the data and the transference of the conclusions of the study to other settings or populations.
- It enhanced both the inferential quality (internal validity) of the research, and enabled the generalisability or transferability (external validity) of the results (Kemper *et al.*, 2003).
- It maximised the professional credibility of the study.

The sampling design was single-stage; potential participants were sampled directly. Although the population of interest comprised adults aged fifteen years and over resident in New Zealand, the specific purposes of the research design required the selection of two sub-groups, professionals and non-professionals, and thus the design of two questionnaires for the following reasons. On the one hand, it was felt that professionals engaged in heritage matters are able to respond to issues of evaluation and assessment in the depth required by the research. On the other hand, it was felt that non-professionals, although less qualified to comment on detailed policy issues, yet their acknowledged interest in heritage issues makes them valuable observers of the wider heritage scene.

The professional questionnaire G was a purposive, expert judgement sample (Sekaram, 2000), stratified according to areas of expertise and positions of responsibility. The target population for the professional questionnaire comprised practitioners dealing with historic heritage as part of their responsibilities in a range of working environments. Respondents were selected according to a personal judgement about which members of the population would be most representative (Statistics New Zealand, 1995; Sekaram, 2000). The survey population included representatives from the following organisations and groups in New Zealand: commercial heritage operators; consulting services; Department of Conservation; Maori Trust Boards; Ministry for Culture and Heritage; Ministry for the Environment; museums; New Zealand Archaeological Association; New Zealand Historic Places Trust; territorial local authorities and tertiary institutions.

The purposive sampling strategy confined the study to specific target groups selected as being best able to answer the research question and meet the research objectives (Sekaram, 2000; Saunders, Lewis *et al.*, 2003d). The sampling frame comprised members of the survey population who responded to the initial publicity and who expressed a

willingness to assist with the survey. Sample selection methodology and participant recruitment for the professional questionnaire included pre-survey contact with more than 200 recipients by email verifying their willingness to take part in a survey.

The non-professional questionnaire was a self-select, segmented sample of informed participants (Saunders, Lewis *et al.*, 2003c). The target population for this questionnaire comprised individuals with an awareness of, and an interest in, historic heritage. Respondents included representatives from the following organisations: the New Zealand Historic Places Trust; the New Zealand Archaeological Association and local historical societies; Maori Trust Boards and *tangata whenua*.

The choice of sampling frame for the non-professional questionnaire can be justified for reasons as follows: the survey required the participation of people from an informed background – representativeness was not a significant criterion; those with knowledge and interest in heritage issues would be best able to fully complete the survey and, if necessary, comment on the issues raised. Finally, as stakeholders with an acknowledged commitment to heritage matters, this group reflected a sector of the wider community of interest.

The non-professional questionnaire had a less precise sampling frame, as it was dependent on responses to initial publicity in the heritage media and exploratory contacts. Extensive publicity in selected heritage media outlets to encourage a high response to the non-professional questionnaire took the form of a note describing the research, the reasons for the survey and inviting potential participants to contact the author to request a copy of the questionnaire. Officials from ten branch committees of the NZHPT also responded and forwarded further copies of the questionnaire to their members. Approximately 188 questionnaires were issued.

In terms of the survey frame, the geographic extent of both questionnaires was nationwide; however, there was a greater response from those living in Auckland and its environs. Data collection was precisely managed. Details of those willing to participate were recorded on spreadsheets on a computer database, including participants' preferred means of receiving, completing and returning the questionnaire.

The possibility of duplicated responses, that individuals might conceivably complete both surveys, was largely discounted. Job title descriptions in both questionnaires were checked to see if any participant had responded to both surveys. It was also felt admissible that individuals could legitimately complete both surveys both in a professional capacity and as part of the wider community of interest.

The measures mainly comprised closed or forced-choice questions together with a number of open-ended questions to probe opinion. Closed questions comprised structured response categories based on dichotomous, Likert and comparative scales, category, 'fill in the blank' and forced-choice ranking scales. The non-professional questionnaire comprised twelve multi-part questions plus an additional eight demographic and socio-economic indicator questions. The professional questionnaire comprised ten multi-part questions with an additional six demographic and socio-economic indicator questions. Copies of both questionnaires may be found in Appendices B and C.

The framework of the instruments was dictated by the needs of the research. Questions were subsequently refined and narrowed to specific issues and to answer particular questions bearing upon the research objectives. User studies during the development phase included extensive pre-testing and pilot studies with subjects similar to the eventual respondents to check for suitability, clarity and understanding (Sekaram, 2000; Saunders, Lewis *et al*, 2003d). Questions were checked for understanding, sensitivity, ease of questionnaire completion, and the overall length of the questionnaire. Each questionnaire took approximately 10-15 minutes to complete. The major content sections of the instrument comprised opening statements and closing instructions together with standard demographic questions.

In terms of the survey content, question design and some of the measures used were cognate to those used in other relevant research to enable comparisons to be made (Saunders, Lewis, & Thornhill, 2003b). Several questions were either modelled on questions from the research conducted for English Heritage (MORI, 2000) with a slight alteration in wording to suit the New Zealand context or were identical to that study (Questions 6, 8 and 9). Similarly, Questions 3, 4, 5 and 8 were closely comparable to the

survey of professionals described below with minor adjustment for clarity and understanding. Question 1 was worded similarly to Warren & Ashton's (2000) focus group Question 2. This enabled comparison of the findings and enhanced the rigour of the research by enabling its reliability to be assessed.

Both instruments were self-completion questionnaires issued by email, mail and fax. Each instrument was personally addressed to the recipient and a reply-paid envelope was included for return of responses. This may have had a bearing on the high response rates which were achieved. Non-response was minimised by the issue of follow-up and call-backs made at weekly intervals after the deadline. Reconciliations were made to identify non-respondents. Data were collected over a four-week period.

Procedures for survey issue and receipt of each instrument varied. Table 5.3.4 indicates the organisations in which respondents to the professional questionnaire worked, the number of questionnaires issued and received and their format in hard or soft (electronic) copy. One hundred and fifty-five copies of the instrument were issued and 104 copies returned – a 67 percent response rate.

Organisation	Issued	Ret'd	Hard	Soft
DoC	14	11	8	3
MfE	2	1		1
MfCH	1	1	1	
TLA	55	38	25	13
NZHPT	?	6	2	4
Maori Trust Board/iwi org.	17	4	3	1
Voluntary organisation	?	3	3	
Consultant	22	11	4	7
University	8	7	5	2
Museum	36	19	13	6
Commercial heritage	?	1	1	
Unknown	?	2	2	
Total	155	104	67	37

Table 5.3.4 Professional Questionnaire: issue and return according to organisation

The non-professional questionnaire was made available over an eight-week period, with an additional issue in response to further publicity. Responses to the non-professional questionnaire could only be estimated because some questionnaires may have been copied or electronically forwarded to participants. However, an estimated one hundred and eighty-eight copies of the instrument were issued and 141 returned – 11 by email and the remainder on paper copy. This gives an estimated response rate of 75 percent.

The nature of the research was a critical determinant for the choice of issues measured. Issues relating to participants' opinion of evaluation and assessment procedures comprised the majority of the questions; other variables (mainly demographic) measured behaviour and attribute. Principal issues are shown in Table 5.3.5 together with their related questions.

Issue	Professional Questionnaire	Non-professional Questionnaire
Nature of historic heritage	Q 1	Q 2
Types of historic heritage		Q 1
Register of the NZHPT	Q 2	
Local authority procedures	Q 2	
Options for assessing Maori historic heritage	Q's 3, 4	Q 4
Responsibility for assessment	Q 5	Q 5
Assessment qualities	Q's 5, 6, 7	Q's 6, 8
Assessment process	Q's 5, 6, 7, 8	Q 8
Percentage preserved		Q 7
Importance of historic heritage		Q's 6, 8, 9
Rates charge		Q 10
Percentage of tax revenue		Q 11
Funding options		Q 12

Table 5.3.5 Issues and related survey questions⁴¹ in each questionnaire

Measures on the professional questionnaire explored attitudes towards the nature of historic heritage value; the effectiveness of national and local assessment procedures; attitudes to Maori historic heritage, the overall effectiveness of assessment procedures and invited suggestions for improvement. Measures on the non-professional questionnaire addressed wider issues such as how people define historic heritage; what elements they feel are most important; how it should be assessed and by whom; how much people are willing to pay to preserve it and its importance in people's lives.

To maximise the efficiency of data capture, clear procedures were established to track the flow of documents and process the incoming data. All information was recorded on computer file – primarily spreadsheets. Computer applications were used to arrange,

⁴¹ In Appendices B and C, sub letters have been added to identify individual multi-part questions in both questionnaires to assist the overall analysis.

process and analyse the captured data using a standard statistical software package – SPSS. All data were backed up to zip disc daily and the information kept in a secure location at all times. The data will be kept for five years after which it will be destroyed.

The quantitative variables were subjected to univariate and multivariate descriptive statistical analysis. Individual variables were explored and presented as frequency distributions. In terms of the closed questions, pre-determined multiple-response questions were rank ordered and assessed on a rating scale.

Responses to questions one and two in the non-professional questionnaire were post-coded. Pattern coding (Robson, 2002) was applied to Question 1 and clusters of heritage descriptors combined to form twelve additional categories of heritage. The ranking of all heritage items in Question 2 was then achieved by adding these additional categories to those listed in Question 1.

Recoded responses were as follows: Question 12: 'Maori Trust Board' recoded as iwi organisation; university and teachers recoded as 'tertiary institution'; Question 6: parts (b), (e), (g), and (j) and Question 8: parts (b), (c), (f) and (g) were reverse-scaled to facilitate measurement of the alpha coefficient (Hair, Babin, Money, & Samouel, 2003).

The technique of content analysis (Ryan & Bernard, 2000) was applied to the open-ended questions (Questions 1, 2 and 19 in the non-professional questionnaire; Questions 9 and 10 in the professional questionnaire) and the written comments in both questionnaires. All data were numerically coded according to a predetermined model code; a coding scheme capturing the variety of the responses was set down in a codebook (Saunders, Lewis, Thornhill, & Guppy, 2003).

With regard to the limitations of the research methodology, it is acknowledged that the purposive sampling procedure decreases the generalisability of the findings, particularly in terms of the sample size for the two questionnaires. This was clearly less than adequate to provide conclusive findings, however, it does offer valuable evidence of opinion and perception to inform the research. The ability to generalise from the findings is also

compensated for by extensive comparison to cognate procedures and by triangulation of the results from all other data sets.

Goodness of measures was established through validity and reliability tests. The issues indicated in Table 5.2.7 demonstrate the adequacy of the items designed to inform the elements and dimensions of the research (Sekaram, 2000) thus ensuring content validity. Convergent validity was indicated by the correlation of scores measuring identical concepts in the non-professional and MORI survey. Reliability of the issues in terms of their stability and internal consistency was established through measuring the coefficient alpha. Consistency in test administration and scoring was achieved by rigorous checking at all stages of data capture and analysis to eliminate possible errors. It is likely that the influence of response bias was minimal. An independent advisor checked that the procedures for deriving measures from the survey data were theoretically correct.

The survey methodology allowed generalisations to be made from the sample to augment the primary data of the research design. The methodology was judged effective in terms of the richness and relevance of the data and its consonance with the anticipated research outcomes. The two questionnaires generated a substantial body of opinion and information about current perceptions of, and procedures for, the evaluation and assessment of historic heritage and levels of satisfaction with current practice. They identified strengths and shortcomings in current practice and proposed improvements. Subsequent examination of the responses allowed inferences to be made about the characteristics of professional and non-professional attitudes to evaluation and assessment.

Statement of limitations regarding Maori engagement with the research

The intention was to seek a wide sample of *tangata whenua* respondents. Contact was made with all environmental spokespeople on Maori Trust Boards of the central North Island (see Appendix H) on the suggestion of the principal Maori heritage consultant of Auckland Regional Council. Since trust boards are organisations representing local *iwi* and *hapu*, these were considered appropriate bodies to deal with. Also, two meetings

were held with Maori representatives⁴² to discuss the questionnaire from a cultural perspective and determine appropriate protocol regarding contact with local *iwi*. Pre-survey contact was made with more than thirty Maori individuals by letter, telephone and email. In the majority of cases, each Maori respondee received a copy of both questionnaires. In order to increase the level of Maori response to the questionnaires, follow-up phone calls, emails and letters were issued. Despite these efforts, the percentage of Maori responses was less than anticipated and this limited the ability to generalise from the findings on the basis of the small sample. Only four Maori responses to the professional questionnaire were received (Table 5.3.4). In the non-professional questionnaire as reported in Chapter Six, only 14 respondents replied.

In relation to the expert panel, although participants were self-selected and ethnic origin was not solicited or verified, it is estimated that approximately ten percent of attendees were Maori.

These levels of response have implications for Maori engagement with the research and the validity of the findings in so far as they relate specifically to Maori perceptions and attitudes. The exploration of issues relating to New Zealand's indigenous historic heritage is therefore circumscribed by the above limitations.

Chapter summary

This chapter has described the methods used to obtain the primary research data sets. The complementary purposes of a mixed-method approach provide validity for the overall research strategy and enhance the rigour of the research. The fixed design framework of the quantitative research method allowed a cautious generalisation about the population whilst specific claims derived from the research outcomes contributed to the research question. The flexible design of the qualitative procedures facilitated comment and analysis. The use of a multi-methods design strategy permitted triangulation of the results, their complementary application and subsequent analysis of the findings.

⁴² Principal consultant on Maori heritage at Auckland Regional Council and the Ngati Whatua area representative.

In more practical terms, the research design and its methodology produced both complementary and contrasting data sets. Thus, the review of local authority procedures E allowed comparison to the review of national frameworks in New Zealand C. Similarly, the attitudes and opinions of heritage professionals in questionnaire G and expert panel H may be compared to the comments of non-professionals in questionnaire F.

This chapter concludes the presentation of primary materials focussed on identifying and discussing the evidence related to the rationale of the research: that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. Attention now turns to a discussion and analysis of the major findings which occupy the remainder of this thesis. The next chapter discusses the New Zealand findings and presents a preliminary analysis of the individual research outcomes whilst subsequent chapters converge the results and present a wider analysis and interpretation of their significance in the context of the thesis.

6 Towards an analysis of the New Zealand findings

This chapter presents a preliminary analysis of the New Zealand findings based on primary research data. The outcomes of four data sets, the collection and data treatment of which is described in the previous chapter, are now analysed. They comprise the review of territorial local authority process; the two surveys probing professional and non-professional perceptions and lastly, practitioner opinion as evidenced by the findings of the expert panel.

This body of evidence offers a specific focus that allows an exploration of the research question: whether existing frameworks for valuing and assessing the significance of New Zealand's historic heritage are appropriate and effective. Particular strengths and weaknesses are identified and the evidence allows a preliminary determination of the suitability and effectiveness of existing frameworks in New Zealand.

Data analysis proceeded concurrently and utilised standard data analysis approaches in accordance with the mixed-methods research described in Chapter Five. This chapter presents the findings of the qualitative and quantitative data sets each identified by a code letter as indicated in Table 6.0.1: the review of territorial local authority provisions E; the results of the non-professional and professional questionnaires F and G, and the expert panel H. It concludes with a summary of the principal outcomes.

Section	Data set	Code
6.1	Local authority Review	E
6.2	Non-professional Questionnaire	F
6.3	Professional Questionnaire	G
6.4	Expert Panel	H

Table 6.0.1 Data sets and matching alpha codes

6.1 Review of territorial local authority provisions E

The investigative survey of five regional policy statements and 47 district plans explored local and regional authority provisions relating to the evaluation and assessment of New Zealand's historic heritage. Twelve of the 47 local authorities reviewed are city councils. Provisions of the RMA require local authorities to have regard for the protection of places of heritage value – a role enhanced by amendments to the RMA elevating heritage to a matter of national importance as explained in Chapter Four. In effect, this means that councils must consider historic heritage in their plans, policies and decision-making. As noted in previous chapters, most constituencies achieve the protection of heritage through a system of listing; some awareness of how places might be evaluated is an integral part of this process. Thus, the existence, or absence, of methods of assessment to determine the value of the heritage items, for the management of which local authorities are responsible, is an essential part of this process. This review explores the nature and effectiveness with which this responsibility is upheld in local authority provisions and compares the results to analogous surveys.

The data were examined and critical features explored and compared in terms of frequency (that is numbers of), similarity and difference (Dey, 1993) as described in Chapter Five. Attention focussed on each authority's provisions for, and procedures relating to, the assessment of historic heritage in a number of component areas. These components included the existence of a comprehensive list, schedule or register of heritage items (registered places, areas and precincts, recorded archaeological sites, sites of significance to *tangata whenua* and other heritage items); the classification of heritage items; the application of assessment criteria including ranking to determine items for inclusion on a list and their comprehensiveness; the listing of Maori heritage, the listing of archaeological sites and provisions for listing local heritage. Most authorities⁴³ address heritage as a distinct topic in various sections of their district plans; policies relating to the protection of Maori heritage are usually dealt with in a separate section.

⁴³ The term used for regional, district and city councils.

Table 6.1.1 presents a summary of the findings in terms of the frequency and percentage of the principal data components of historic heritage in local body provisions. The first column 'Conforms to HPT Register' indicates the number of authorities that transfer the Trust registration format to their own schedules. The second column indicates authorities that have devised their own scheduling system. The final column indicates authorities that either do not provide any details or whose details were not distinct. As a proviso, it is noted that in some cases, registered items may be duplicated and HPT registered items may also appear on district plan schedules. This is due to the existence of a separate but parallel protection process: district plan schedules are produced in response to the RMA 1991 whilst the HPT Register is created in response to the HPA 1993. A heritage item may therefore appear on both or either lists. Tables 6.1.2 – 6.1.7 show the data broken down by the 16 urban (city councils) and 31 rural authorities, together with five regional councils.

Component	Conforms to HPT Register		Own system		No details	
		%		%		%
Register	36	69	12	23	4	8
Assessment criteria	15	29	24	46	13	25
Ranking	27	52	13	25	12	23
Maori heritage			31	59	19	36
Archaeological sites			40	77	12	23
Local heritage			36	59	16	31

n: 52

Table 6.1.1 Summary of frequency and percentage of principal data components in local body provisions relating to historic heritage

All plans contain some form of schedule, register or list (the terms are used interchangeably) of heritage items – as required by the RMA either following the description of, and provisions for, historic heritage or in separate appendices. As indicated on Table 6.1.2, 36 local authorities (69 percent) directly transfer the information contained within the Register of the Historic Places Trust. The remainder, predominantly urban authorities, create their own lists and schedules according to their own criteria.

Only one (Auckland) of the five regional councils reviewed detailed HPA registrations. The structure, content and detail of all registers surveyed vary considerably. The majority indicate whether an item is registered under the HPA and its category of registration, that is, I or II for historic places.

Registrations	Use HPA register		Use own schedule		No details		Total
	Urban	Rural	Urban	Rural	Urban	Rural	
Regional council	1				4		5
District council	5	30	11	1			47
Total	36 (69%)		12 (19%)		4 (8%)		52

Table 6.1.2 Listing of HPA registrations by territorial authorities

The number of lists, registers and schedules on which heritage items are recorded varies widely across authorities from two (most usually) to five. They are commonly defined either by heritage type, for example, notable buildings, historic precincts, or by level of significance, for example, from outstanding significance to those of lesser or local significance. Generally, historic buildings, monuments and other tangible items are listed on one schedule whilst archaeological sites and *wahi tapu* (when included) are listed on separate schedules. The quantity and the quality of information recorded also varies substantially. Several authorities, amongst them New Plymouth, only list significant heritage in district plans; heritage of lesser significance is noted on planning maps.

The application of significance criteria allows authorities to identify and assess an item of regional or local significance for inclusion on a schedule. A wide range of methodologies and criteria, both qualitative- and quantitative-based, is evident (Table 6.1.3). Almost half (46 percent) of all local authorities reviewed have devised their own assessment criteria comprising from 4-13 descriptors; these are mainly urban authorities and it is not surprising that these frequently reflect a more local perspective. A further third, mainly rural councils, use the criteria of the Historic Places Act whilst the remaining 25 percent provide no details.

Assessment criteria	Use HPA criteria		Own criteria		No details		Total
	Urban	Rural	Urban	Rural	Urban	Rural	
Regional council			1		4		5
District council	2	13	15	8		9	47
Total	15 (29%)		24 (46%)		13 (25%)		52

Table 6.1.3 Assessment criteria used by territorial authorities.

Generally, urban authorities exhibit more comprehensive criteria than rural authorities. Almost all the city councils surveyed have devised their own, frequently detailed criteria and procedures for assessment, sometimes adapted from overseas models. For example, the system in Christchurch is based on seven assessment criteria. Auckland City Council operates a system derived from Parks Canada with ten criteria. Wellington and Palmerston North City Councils share identical criteria for listing places of cultural heritage value comprising three main categories of significance criteria: cultural, use and contextual value or level of significance, each with sub-categories.

The provisions of five regional councils are also considered. The regional policy statement of Environment Bay of Plenty notes the difficulty of identifying heritage values and the limited co-ordination between agencies with heritage protection responsibilities (Environment Bay of Plenty, 2005). The policy statement of Auckland Regional Council (ARC) is the most comprehensive with detailed assessment comprising 13 significance criteria. All the district councils within ARC apply variants on this common assessment process applying criteria ranging from four (Papakura), five (North Shore City), seven (Waitakere) to ten (Manukau City). This suggests that district councils are following the rule that their plans should conform to prescriptions in regional policy statements and that, in Auckland at least, this would appear to be happening. ARC is actively involved in historic heritage (Grainger, 1997; Donaghey, 2000); there is much good practice in place that it would be appropriate for other authorities to consider.

Ranking is a quantitative form of assessment that allows the application of different rules to items of different type and varying significance (Woodward, 1996). As Table 6.1.4

indicates, over half (52 percent) of local authorities maintain lists of heritage places based on those registered as historic places in the HPA which identifies Category I and Category II places. Of the remainder, 13 (25 percent), mainly city councils, have devised their own ranking system and assessment strategy whilst the rest provide little or no detail in their plans. Several do not rank heritage at all.

Ranking	Use HPA criteria		Own criteria		No details		Total
	Urban	Rural	Urban	Rural	Urban	Rural	
Regional council	1				4		5
District council	5	21	10	3	3	5	47
Total	27 (52%)		13 (25%)		12 (23%)		52

Table 6.1.4 Use of ranking by territorial authorities

Two authorities, Auckland and Waikato illustrate the variance in assessment strategies and criteria. Auckland City Council (2002) operates a detailed system by which sites and places are evaluated against 21 attributes on a four-scale ranking in two parts: part one – intrinsic attributes including archaeological/scientific; context; integrity; education; history; architectural; technological; *tangata whenua* and part two – supplementary information including accessibility and other heritage items. In contrast, the assessment methodology for Waikato was developed from a wide range of criteria including the HPA and overseas criteria (Holman, 1997). Places are assessed against ten criteria and graded Category A or B depending on their level of significance.

Over half (59 percent) of the authorities surveyed list sites of significance to Maori as noted on Table 6.1.5; however, more than one third of the remainder make no explicit reference to Maori heritage. This omission may be deliberate due to issues of cultural sensitivity and confidentiality. Two authorities note that information on *wahi tapu* is held in silent files and thus is not publicly available.

Maori heritage	List Maori heritage		No details		Silent files	Total
	Urban	Rural	Urban	Rural		
Regional council	1		4			5
District council	13	17	3	10	2	47
Total	31 (60%)		19 (36%)		2 (4%)	52

Table 6.1.5 Listing of Maori sites of significance by territorial authorities

The highest level of conformity is recorded in relation to archaeological heritage with 40 authorities (77 percent) recording archaeological sites in their schedules as shown in Table 6.1.6. Most have opted for a blanket transfer of sites from either the site record file of the New Zealand Archaeological Association (NZAA) or the Trust Register to their lists. However, eight authorities make no mention of archaeological sites in their heritage provisions or lists whilst several others include them in their schedule of historic places.

Archaeological sites	List sites		No details		Total
	Urban	Rural	Urban	Rural	
Regional council	1		4		5
District council	13	26	3	5	47
Total	40 (77%)		12 (23%)		52

Table 6.1.6 Listing of archaeological sites by territorial authorities

More than half the authorities (59 percent) list heritage items of significance to the local community as indicated in Table 6.1.7; however, in one third of the cases, local listings are not apparent. These places are not, as a rule, graded or ranked in significance.

Local heritage	List sites		No details		Total
	Urban	Rural	Urban	Rural	
Regional council	1		4		5
District council	15	20	2	10	47
Total	36 (69%)		16 (31%)		52

Table 6.1.7 Sites of local significance listed by territorial authorities

In terms of regional policy statements, that of Auckland Regional Council provides the most detail with comprehensive coverage of registered places, Maori heritage, archaeological sites and local heritage; the remaining regional councils merely state their intent to manage historic heritage in accordance with relevant legislation and liaison with appropriate agencies.

Discussion

There have been earlier reports focussed on local authority provisions and it is useful to compare them with the findings of this investigation. A report by Neave (1981) found that only 45 percent of authorities had a register listing historic items with varying degrees of elaboration and comprehensiveness. Fifteen years later, Woodward's findings revealed widespread disparity among the 25 local authorities surveyed, confirming that local authorities were at different stages in recognising their responsibilities. Standards were variable although it noted that most councils were meeting at least some of their responsibilities (Woodward, 1996). Nuttall and Ritchie (1995) found a similar gap in council plans and policies between the expression of worthy sentiment as regards the protection of Maori heritage places and the absence of practical means to implement them.

Similarly, the 1996 report by the Parliamentary Commissioner for the Environment noted the wide range of assessment methodologies and variable assessment criteria, and commented on the need to develop more consistent assessment approaches – and

especially the development of core assessment criteria. The report noted that some authorities were making a significant commitment to cultural and historic heritage management through dedicated heritage units and sophisticated assessment procedures linked to robust scheduling provisions in district plans. Auckland Regional Council was singled out as a notable example of an authority displaying a strong vision in its heritage management responsibilities (Parliamentary Commissioner for the Environment, 1996a).

The diversity of local authority approaches evident here is borne out in other, more recent studies. Tanner's survey (2002) demonstrated that local authority approaches to historic heritage management were extremely variable, concluding that, with few notable exceptions, they are not currently in a position to accept greater responsibility for managing historic heritage. Turvey noted a similar lack of consistent national criteria for assessing significance, and insufficiently detailed criteria for listing heritage items. Many local authorities had developed their own criteria for listing items but 'the rigour and quality of assessment varies substantially from council to council' (Turvey, 2002, p.2). Allen (2000) also noted the absence of detailed assessment knowledge at local authority level.

McClellan (2002) undertook a detailed investigation of the heritage rules in district plans of local authorities in the central region and in particular the adequacy of information in heritage schedules. Of 27 local authorities, only two – Napier City Council and Wanganui District Council maintained 'comprehensive' heritage schedules; about half were 'doing the right thing mostly' and the remainder fell into the categories 'generally doing something right', 'the very basics' and 'lacking' (McClellan, 2002, p.7). Two councils lacked any schedule. Furthermore, he notes a shift of focus away from individual buildings towards the registration of historic areas in some districts.

A recent study *Planning Under Co-operative Mandates* (PUCM) confirms these findings. It found that the quality of regional policy statements and district plans ranged from good to poor with most falling below a 'pass' mark. Whilst the objective and policies of plans are ambitious, they are not backed up by effective rules and/or assessment criteria, leaving a worrisome implementation gap (PUCM, 2004).

On a positive note, more councils are aware of the importance of responding to the community and are considering community values, for example Auckland, whereas others, for example Christchurch, still appear to maintain a building-oriented approach. Urban authorities generally exhibit more comprehensive provisions than rural councils for assessing heritage and most have designed their own lists and schedules. Rural authorities are more inclined to transfer the Trust Register and the HPA assessment criteria unmodified to their planning provisions. The overall impression is thus one of variability both, in resolution and application, rather than congruity.

Occasional negative comment in local authority provisions is noted, indicative of the pressures experienced by managers in identifying and determining the value of heritage resources under their aegis. Gisborne's district plan notes a lack of understanding of the cultural heritage resource, a lack of appreciation of its value, and inadequate consultation on its management (Gisborne District Council, n.d.). An entry in the Bay of Plenty Regional Policy Statement is blunt:

Heritage places and values can be difficult to determine or identify and as a consequence they may be unknowingly destroyed or modified. It is difficult to determine the significance of many heritage sites, due to the fact that they may often have a very strong local significance but little significance in any wider context. Also, the fact that many heritage areas remain inadequately surveyed or documented as historic places, limits the assessment of their relative significance (Bay of Plenty Regional Council, 1999, p.178).

Overall, the majority of local authorities apply the principles and provisions of the Historic Places Act although a number have adapted them or have devised their own. All councils are notified of historic place registrations and maintain their own schedules of registered items. The majority assess heritage items according to explicit criteria, whether their own or based on that of the HPA. Scheduling and assessment criteria are extremely variable ranging from detailed significance criteria and elaborate ranking schemes to none at all. It is a matter for concern that a quarter of authorities surveyed provide no assessment details at all. Some councils make no mention of archaeological sites or sites of significance to Maori in their schedules and most, but not all, list items of local significance.

In conclusion, inconsistent assessment standards and criteria are still a feature although improvements are apparent in the last 25 years. Indeed, a uniform national assessment system may neither be feasible nor desirable as community perceptions of significance understandably vary. Some practitioners believe that reconciling different assessment approaches amongst local authorities is not a priority, provided assessments are carried out in a nationally consistent manner (A. Challis, 10.7.2003, personal communication). This suggests that detailed criteria weighted to allow for local difference would be feasible, provided local authorities followed a set of nationally agreed standards.

However, some degree of concurrence is required and this should ideally apply to assessments at both national and local level. A notable suggestion was put forward at a joint ICOMOS/HPT Register workshop:

It is highly desirable for local assessments to be based on essentially the same criteria, even if the weighting of these criteria changes to reflect different values. A similar set of core criteria used throughout the country would increase the robustness of schedules (ICOMOS and New Zealand Historic Places Trust, 1997, pp.12-13).

One suggestion is for regional councils to take a more proactive role in the preparation of regional heritage plans listing items of regional significance and provide direction for local authorities so that heritage management is integrated across territorial authorities in each region. Again, Auckland Regional Council has taken the lead here but is still hampered by a lack of direction at national level.

This investigative review suggests that the performance of territorial authorities in the field of heritage assessment and protection remains highly variable, ranging from proactive authorities with effective heritage strategies to those having less than adequate provisions. Amendments to the RMA and the circumstances of devolution of political authority may empower local authorities as primary protectors of historic heritage to take a more active management role but in the light of this discussion, it remains to be seen whether they have the capacity to accomplish this. Overall, the impression is that local authorities are doing the best they can with the resources available given that national direction is less than adequate.

6.2 Non-professional Questionnaire F

The questionnaire was a self-select, segmented sample of 141 informed participants, defined as 'non-professionals' with an awareness and interest in historic heritage and heritage-related activities. The questions sought participants' opinion on a range of heritage assessment issues along with several questions of a more general nature as shown in Table 6.2.1. This survey accesses an informed body of opinion – people with experience of the system yet who are not directly involved in its implementation. Its findings can be set against the opinions of professionals discussed in the next section of this chapter. Moreover, these findings can be compared with those of four recent surveys of a similar nature – one in England and three in New Zealand – discussed below.

No.	Question
1	When you think of historic heritage, what sort of things do you think it refers to?
2	Select three of the above and place them in order of importance with 1 being the most important.
3	Please tick the statement closest to your view of historic heritage value.
4	Tick the statement(s) closest to your opinion of Maori historic heritage.
5	Who should decide the importance of historic heritage?
6	How much do you agree or disagree with the following statements about historic heritage?
7	Keeping in mind Question 1, what percentage of historic heritage should be preserved?
8	To what extent do you agree or disagree with the following statements about New Zealand's historic heritage?
9	How important do you think historic heritage is in ...?
10	If you had to pay an additional charge on your local rates to protect and conserve historic heritage in your local community, what is the maximum you would be willing to pay each year?
11	What percentage of tax revenue would you agree to be spent to protect and conserve historic heritage?
12	Which one of these options would you support to pay for the preservation of historic heritage?

Table 6.2.1 Non-professional Questionnaire F – instrument questions

(The questionnaire is shown in Appendix B)

The demographic and socio-economic characteristics of the sampling frame were not intended to resemble those of the New Zealand population. Chapter Five describes the principles governing respondent selection and the reasons for this. Participant comment was knowledgeable and indicated an informed background with awareness of the complexity of the issues. It was felt important that participants were able to understand, complete the survey and, where necessary, comment on the issues raised as heritage stakeholders. Overall, levels of response to all items in the instrument were high.

Respondents showed a willingness to express their views and commented even when not required to. There were 52 additional comments (some respondents commented on more

than one question). Space for further comment was also provided at the end of the instrument. Twenty percent of respondents took this opportunity and their comments add valuable insights to the discussion; their comments are included throughout this section to provide a personal dimension to the discussion.

Overall non-response and 'don't know' responses were low; for example, all respondents answered question 9. This level of awareness and evident desire to assist would not have been possible if a random sample had been the chosen methodology. Table 6.2.2 shows the percentages of response, non-response and 'don't knows'; the highest non-response was recorded for questions four and seven for reasons discussed below.

Question	% response	% non-response	% 'don't know' ⁴⁴
1	100	0	N/A
2	95	5	N/A
3	98	2	N/A
4	63	37	5
5	99	1	0
6	98	2	>1
7	70	30	N/A
8	99	1	>1
9	100	0	2
10	99	1	N/A
11	96	4	N/A
12	98	2	2

n:141

Table 6.2.2 Percentage of response, 'don't know' and non-response for sample group F

This survey can be compared to similar investigations undertaken in England and New Zealand within the last 15 years, providing valuable evidence of public perceptions of the value of heritage and participation in heritage activities in England and New Zealand.

⁴⁴ As a percentage of 'response.'

The survey, 'Attitudes towards the Heritage', formed part of a review of policies relating to the historic environment of England (Historic Environment Review Steering Group, 2000), noted in Chapter Three. This survey combined the results of two nationally representative quota samples and focus groups. The key finding of this survey was that heritage plays a valuable role in the life of the country (MORI, 2000).

Four surveys have been carried out in New Zealand within the last five years. A survey by Warren and Ashton used focus group methodology (40 participants) to explore public attitudes towards historic heritage. They conclude that heritage is highly valued, plays an important role in people's lives yet note, significantly, the dearth of research into how much New Zealanders value their heritage (Warren & Ashton, 2000). Walter (2002) notes a greater awareness of conservation and heritage (compared to archaeology) amongst the Auckland population. A recent survey confirms public esteem for historic heritage, the need to preserve, to conserve and protect the past for future generations, the ways in which it teaches people about themselves and the need for an understanding and appreciation of the past in order to comprehend the present and look forward to the future (Marsh, 2004). Finally, a government survey recorded a high level of interest and participation in a range of cultural activities. An estimated 2.1 million New Zealanders experienced at least one heritage activity in the year preceding the survey and an estimated 27 percent had visited an historic place during the survey period (Statistics New Zealand & Ministry for Culture and Heritage, 2003).

All four surveys affirm that a majority of the population have a high regard for heritage; they value its place in their lives and are aware of the diverse ways in which it may benefit communities. Their findings allow the research instrument to be positioned in a relevant context and germane comparisons to be drawn. Moreover, the objectives and findings of these four surveys were felt to be of sufficient significance to inform the design of several of the measures in the research instrument and so to enable comparison. As noted in Chapter Five, measures in Questions 6, 8 and 9 were either modelled on questions from the research conducted for English Heritage with a slight alteration in wording to suit the New Zealand context or were identical to that study. The instrument measured responses based on a six-point Likert scale identical to that used for the English

survey. In addition, measures in Questions 3, 4, 5 and 8 were similar to the professional questionnaire G in this research with minor adjustments for understanding by a non-professional group. Question 1 was similar to Warren and Ashton's focus group question 2. Despite the acknowledged difference in the survey populations and research methodologies between the research instrument and the four surveys discussed above, there was felt to be sufficient similarity in intent and outcome to allow a measure of comparison of the responses. The next section discusses the demographic and socio-economic profile of respondents (supplementary questions 13-20). This is followed by a discussion of the survey responses.

Demographic and socio-economic profile of respondents

More women than men completed the survey (60 percent: 40 percent) (Question 13). This may reflect the higher proportion of women (51 percent) to men (49 percent) resident in New Zealand (Statistics New Zealand, 2004). Alternately, it may indicate that women have a greater interest in heritage consistent with findings indicating that women are ten percent more likely than men to have experienced a heritage activity (Statistics New Zealand & Ministry for Culture and Heritage, 2003).

A majority (88 percent) of respondents are Pakeha of European descent with Maori (10 percent) making up the next largest ethnic group (Question 14). There is a single respondent from each of the remaining ethnic groups: Pacific Peoples, Asian and Indian.⁴⁵ These findings can be compared to a corporate identity survey of Trust stakeholders which concluded that the Trust is not generally perceived as a bicultural organisation and thus has less appeal to Maori and other minority ethnic groups (New Zealand Historic Places Trust, 2002). Although there was no precise breakdown by geographic area, it is likely that respondents were mainly drawn from urban centres, particularly Auckland.

⁴⁵ The latest (2001) Census figures for New Zealand are: European 80 percent; Maori 14.7 percent; Asian 6.6 percent and Pacific Peoples 6.5 percent (Statistics New Zealand, 2004).

Respondents tend to be middle-aged (Question 15) (Figure 6.2.1); three out of four are aged 45 years or more and a substantial proportion are aged 65 years or over.

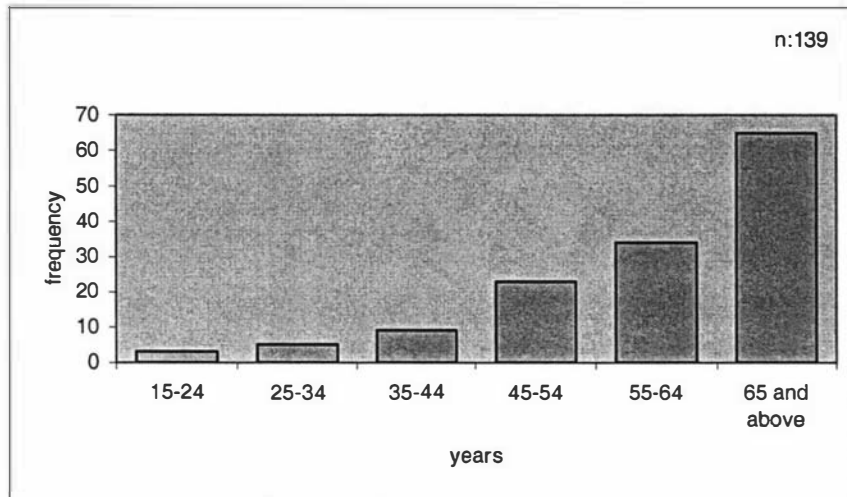


Figure 6.2.1 Age of respondents

(Question 15)

The question on total household income (Question 16) indicates moderate prosperity as shown in Figure 6.2.2. A majority (29 percent) report a total household income of between \$20-\$39,000, with the next largest income bands comprising those reporting incomes under \$20,000 and between \$60-\$79,000. This is comparable to the average salary of \$41,698 before tax (New Zealand Herald, 2005).

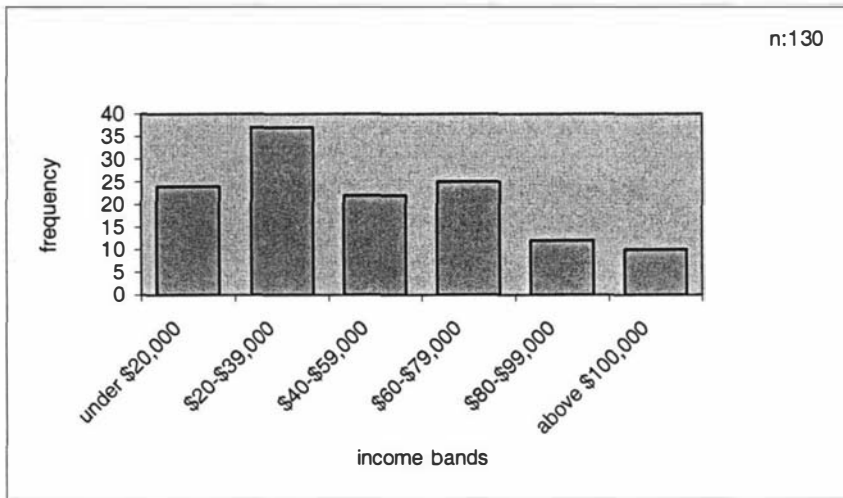


Figure 6.2.2 Total household income

(Question 16)

Figure 6.2.3 indicates the educational attainments of the survey group (Question 17). Respondents appear to be well-educated; a significant proportion (60 percent) has a tertiary qualification.

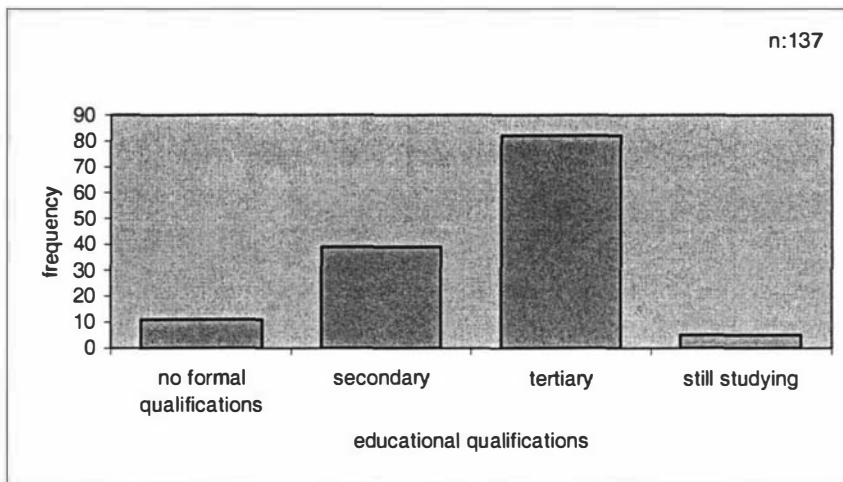


Figure 6.2.3 Highest educational qualification

(Question 17)

Only eight percent of respondents have no formal qualifications and a number are still studying. These findings accord with the New Zealand survey which found that people with a tertiary qualification are 33 percent more likely to visit historic places than those with a secondary qualification (25 percent) (Statistics New Zealand & Ministry for Culture and Heritage, 2003).

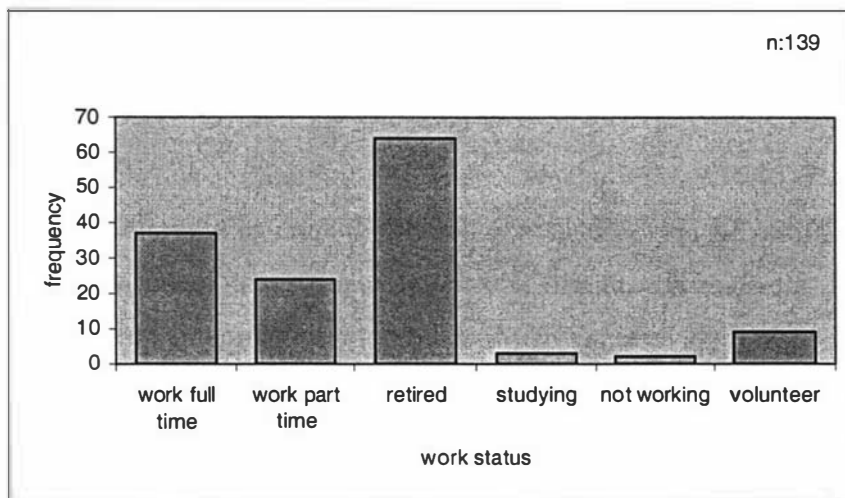


Figure 6.2.4 Work status of respondents

(Question 18)

Nearly half the respondents (46 percent) are retired (Question 18) Figure 6.2.4, although a substantial number indicated that they do voluntary work whilst 17 percent work part time. On the other hand, a quarter of respondents are in full-time work.

Question 19 (open-coded) asked respondents to describe their current or last position in an organisation. The top five ranked positions indicated in Table 6.2.3 show that most are either working or have worked in various managerial positions as senior administrators and managers, team leaders or consultants. The second largest group comprises those who style themselves as director or owner. Not surprisingly, a significant number work, (or previously worked if retired), in education and the heritage environment as curators, museum staff, archivists and as heritage guides.

Current /last position	Count	%
Managerial	26	25
Directorial	22	21
Education	14	13
Secretarial	10	9
Heritage-related	9	8

n:106

Table 6.2.3 Current/last position in an organisation

(Question 19).

Responses to Question 20, asking respondents to indicate their heritage interests, reveal a survey group that is well-informed about heritage matters; indeed, many indicate a substantial degree of practical involvement. Only five did not respond to this question. Table 6.2.4 indicates that the most popular activity is visiting heritage places including museums, followed by reading about heritage, and watching heritage programmes. A number are either members of an historical or genealogical society and/or a member of the Historic Places Trust. Participation in heritage-related courses is popular. From comments made in response to other questions, it is clear that a significant number of respondents are actively engaged in historic heritage on a regular, voluntary basis – indicative of the extent to which the heritage sector relies on the contribution and efforts of its volunteers. Many hold positions as secretary, treasurer or chair of a range of heritage organisations, often on the branch committees⁴⁶ of the Historic Places Trust.

⁴⁶ There are currently 23 branch committees of the Historic Places Trust.

Heritage interest	Count	% responses
Visit heritage places	129	20.9
Read heritage books	115	18.6
Watch heritage programmes	103	16.7
Member of historical/genealogical society	85	13.8
Member of the NZHPT	73	11.8
Work(ed) as a volunteer	62	10
Attend(ed) a heritage-related course	46	7.4
Member of the NZAA	5	.8
Total responses	618	100

Table 6.2.4 Heritage interests of respondents

(Question 20)

This degree of awareness of, and participation in, heritage matters comes as no surprise in the light of the four other surveys described above. Nor are these findings surprising in view of the acknowledged profile of the survey group. Responses overall indicate an elderly, predominately Pakeha, well-educated community of interest with a keen enthusiasm for New Zealand's heritage. Though the majority have retired on a modest income, they donate their time and energy to supporting historic heritage and have considerable awareness of the issues it raises. As a survey population, they are well positioned to comment with authority.

Discussion of survey responses

If historic heritage is more than the sum of its parts, then public perceptions of the heritage construct, its multiple layers and meanings, have a significant bearing on how it is seen and valued. Question 1 explored participants' perceptions of heritage, how it is defined and what it comprises in multiple response format. Does the popular perception of heritage accord with its statutory and professional definition? Is it possible that unconsidered components of heritage exist which have been overlooked?

Fourteen items (here termed 'descriptors') were initially offered to participants to select when considering historic heritage (Question 1(a)-1(m)). The question asked, "When you think of historic heritage what sorts of things do you think it refers to? These descriptors ranged from the predictable one of 'archaeological sites' to the less obvious category 'old stories and memories'. A sub-set of Question 1, offered the option to self-select four additional items. These were post-coded (as described in Chapter Five) and similar groups of heritage descriptors combined to form 12 additional categories of heritage. For example, archives, maps, books, newspapers and photos were combined under the descriptor 'documents.'

The question elicited 1,359 responses from which 25 heritage descriptors were drawn up as indicated in Table 6.2.5. These descriptors covered a diverse range of items from people to cemeteries; medical memorabilia to maritime heritage. It is no surprise that historic buildings appear to represent the most defining element of historic heritage in people's minds; this descriptor was selected by all but three percent of respondents. Local history and archaeological sites appear jointly as the second most popular association – each chosen by 87 percent of respondents. The status of local history is noteworthy. Anecdotally, this is not surprising given the evident interest in the histories of local communities demonstrated in the numbers of local heritage groups, flourishing historical societies and related publications. However, there has been little substantive recognition of this in academic literature.

Assigned descriptors	% responses
Historic buildings	97
Archaeological sites	87
Local history	87
Old stories and memories	77
Maori sacred sites	76
Old industrial sites	74
Historic gardens and parks	72
Art galleries and museums	69
Churches	64
Monuments and statues	54
Marae	54
National parks	45
The countryside	32
Self-selected descriptors	
Documents	15
Transport and technology	12
People; maritime heritage	11
Historic areas	6
Maori heritage; natural heritage; artefacts	4
Military heritage; cemeteries	3
Sense of place; medical heritage	1
Total responses	1,359
n: 141	

Table 6.2.5 Descriptors of historic heritage

(Question 1)

'Old stories and memories' is a popular choice of 77 percent of participants along with that of Maori sacred sites (76 percent). The relatively high ranking of oral history (old stories and memories) is borne out in Warren and Ashton's survey (2000), which notes the significance accorded to personal narratives represents an attitude towards heritage shared by both Maori and Pakeha. For Maori, the *taonga* of oral information is a key part

of *whakapapa* and similarly, the recording of personal oral history establishes an intimate archive of an individual's journey. In the words of one (Pakeha) participant:

People came to New Zealand to escape their lives in England. This caused a severance of family ties and a sense of disconnectedness leaving an identity vacuum that New Zealanders are slowly gaining an awareness of. They are only now beginning to value their family stories and ancestry ... we need a sense of where we come from ...

Responses indicate an appreciation of industrial heritage; 'old industrial sites' was a selected response by 74 percent of participants, followed by historic gardens and parks (72 percent). The choice of art galleries and museums followed by churches indicates the fusion in popular thinking of cultural and historic heritage elements. Monuments and statues rank alongside *marae* in an intriguing juxtaposition – powerfully symbolic elements of Maori and Pakeha culture.

National parks, the countryside, flora, fauna, reserves, and wetlands are also popular heritage elements indicative of the close association between natural and cultural heritage – the land and the human environment as noted in Chapter Two. Indeed, the significance of ecological and holistic concepts inherent to heritage in the minds of the public has been demonstrated (Warren & Ashton, 2000). Interestingly, historic areas and landscapes do not feature highly, despite the former being a specified heritage item in legislation.

A number of respondents link culture and heritage: dance, concerts, food and fashion figure together with anthropomorphic elements of language, oral history and genealogy. Again, these findings are echoed by Warren and Ashton (2000) who find that definitions of heritage are inclusive of history, culture and the natural and physical environment.

Of the self-select descriptors in Question 1, the most popular item is documents and illustrative materials: archives, maps, books, newspapers, paintings and photos, followed by transport and technology: roads, railways, bridges, tools and machinery. The descriptor 'people' underlines a strong envisioning of culture within historic heritage, embracing such diverse categories as occupations and historical societies. New Zealand's maritime heritage – its boats, wharves, waterways and shipwrecks – is also evident. One respondent comments: "New Zealand's maritime history has largely been ignored and our rich heritage in boat building has decayed away and [is] largely ignored." An awareness

of the significance of Maori heritage is indicated by those who list *whakapapa*, *urupa* and *iwi* histories. Responses emphasise the tangible nature of the heritage resource; intangible qualities do not feature significantly in the self-select descriptors. They are, however, more evident in general comments which are included to illustrate and amplify the findings presented here.

In order to shed more light on the relative importance of heritage descriptors and verify consistency with the outcomes in Question 1, a forced choice question asked respondents to rank their choices relative to one another. Question 2 required respondents to select the three most important heritage items identified in Question 1 and place them in rank order. The weighted totals were calculated by multiplying the selections for each ranked descriptor as described for archaeological sites in Table 6.2.6. Thus, 33 respondents rank archaeological sites in first place, twenty-three rank them in second place and eleven in third place. The first-place ranking was multiplied by three, giving a total of 99, and the second-place ranking was multiplied by two, giving a total of 46. The third-place ranking was multiplied by one. The ranked totals were then added to give a grand total of 156. This process was repeated for the ranking of all selected heritage descriptors.

	First rank	Second rank	Third rank	Weighted total
Number of responses	33	23	11	
Calculation	x3	x2	x1	
Sum	99	46	11	156

Table 6.2.6 Calculation of weighted totals for archaeological sites

The results displayed in Table 6.2.7 confirm the congruity between the outcomes of Questions 1 and 2 and the importance of the three most popular descriptors: historic buildings, archaeological sites and local history in people's minds. These items are followed by Maori sacred sites, old stories and memories together with art galleries and museums ranking in equal fourth place.

Descriptor	Q 2 weighted totals
Historic buildings	213
Archaeological sites	156
Local history	109
Maori sacred sites	62
Old stories and memories	58
Art galleries and museums	50
Churches	24
Old industrial sites	23
National parks	17
Historic gardens and parks	14
Marae; documents	12
Maori; monuments & statues	11
People; maritime heritage	7
The countryside	5
Historic areas; natural heritage; transport & technology; artefacts	>5
Total responses	401

Table 6.2.7 Order of importance of historic heritage

(Question 2)

Some found Question 2 challenging because “all heritage is precious” and impossible to rank. As one respondent comments: “heritage is like a jigsaw dependent on the many and varied pieces to complete the picture, to make a cohesive whole. They can have equal importance.” Others remark on the interdependence of heritage components: “I think they are all important and blend or work in together – if you lose one it can affect the others.”

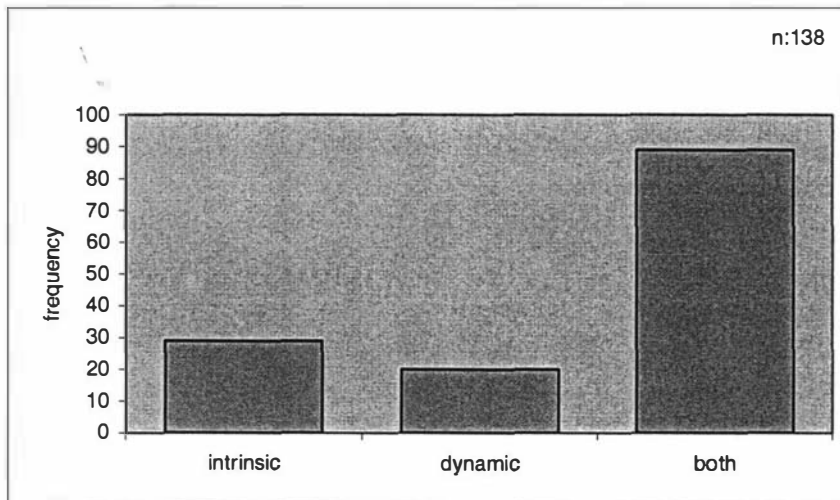


Figure 6.2.5 The nature of historic heritage value

(Question 3)

Question 3 explored the nature of historic heritage value and whether its qualities are predominantly intrinsic or dynamic or both. Figure 6.2.5 shows that a clear majority of public participants believe that historic heritage has both intrinsic and dynamic values although a number believe that either intrinsic or dynamic values exist as exclusive phenomena. Warren and Ashton (2000, p.13) agree that, while heritage has intrinsic values such as linking the past, present and future, there is also a sense of its values being dynamic akin to a 'changeable feast.'

Attitudes to Maori heritage hint at a less-than-comfortable relationship existing between Maori and archaeological values which has been noted earlier (Parliamentary Commissioner for the Environment, 1996a). One should also bear in mind the low Maori response to the survey overall. Table 6.2.8 displays the results of a multiple response question (Question 4) exploring attitudes towards Maori heritage and related decision-making. This question generated a high (37 percent) non-response, presumably because respondents are less familiar with the issues and 11 respondents feel they do not know enough about the issues to comment. Of the remainder, 33 percent believe that information about Maori historic heritage should be publicly available (Question 4(b)) rather than remain confidential (Question 4(c), five percent), although one respondent

qualifies their answer: "access to Maori history should not be public as of right but at the discretion of *iwi* holders of knowledge, in good faith." 18 percent (Question 4(a)) believe Maori historic heritage should be considered separately from colonial heritage – an option selected by several Maori respondents.

Tick the statement closest to your opinion of Maori historic heritage	Count	% responses
b. Information about Maori heritage should be publicly available	73	33
d. The Maori Heritage Council should make decisions about Maori heritage	42	19
e. <i>Tangata whenua</i> should make decisions about Maori heritage	42	19
a. Maori historic heritage should be considered separately	41	19
f. I don't know enough about this	11	5
c. Information about Maori heritage should remain confidential	10	5
Total responses	219	100

Table 6.2.8 Attitudes to Maori heritage

(Question 4)

There is no clear outcome as to who should have responsibility for decision-making regarding Maori heritage. Allowing the Maori Heritage Council to make the decisions was selected by 19 percent of respondents (Question 4(d)). A similar percentage (Question 4(e)) favours allowing *tangata whenua* to make decisions about Maori historic heritage. This option is also the most popular with the majority of Maori respondents. However, a subsequent statement (Question 8(b)), Table 6.2.19), that only Maori should assess Maori heritage records 67 percent disagreement. Indeed, some critical comment is overt in its bluntness: "Maori should not assess Maori heritage as they will only twist it to suit themselves and the truth will be lost."

Written comments stress the importance of engaging with *tangata whenua*. This from one Pakeha respondent: "... it is extremely important to consult with *iwi* and the *tangata whenua* because their story must be told from a 'Maori' perspective and not altered to appeal to Europeans." Overall, a high regard for Maori historic heritage is apparent. Seventy-eight percent of respondents disagree or strongly disagree with the statement that

'colonial buildings are more important than Maori historic heritage' (Table 14, Question 8(c)).

Question 5 explored attitudes to decision-making and asked who should decide the importance of historic heritage. The responses shown in Figure 6.2.6 indicate a majority (86 percent) in favour of it being a joint responsibility of, on the one hand, professional heritage agencies and consultants and, on the other, the local community where the heritage item is located. As one respondent declares: "[It] should be a conscious choice by the present community." There was very little support for the options of decision-making exclusively by either professionals (four percent) or the local community (nine percent).

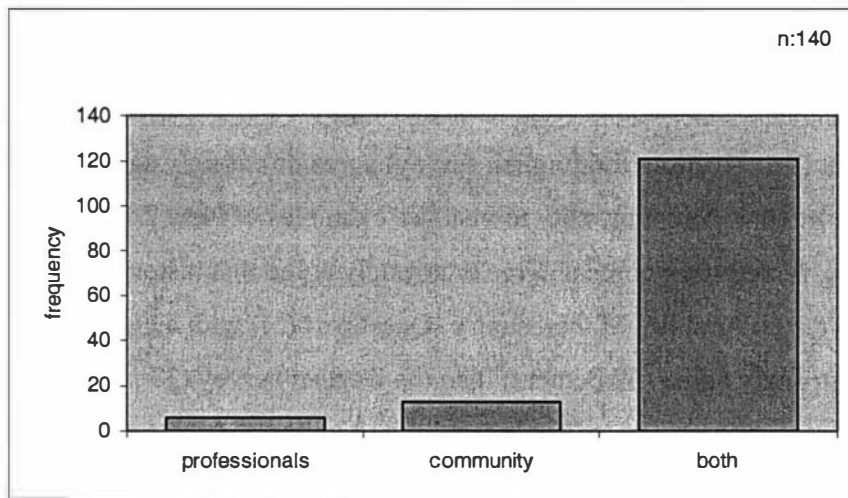


Figure 6.2.6 Who should decide the importance of historic heritage?

(Question 5)

The need for open lines of communication and the importance of consulting and engaging the local community in the heritage process is apparent in several comments: "... but overall in the community there needs to be so much more communication between all the authorities, (govt. and local), and the public such as is attempted by the Hist. Places Trust, under its restricted budget." And another declares: "All historic information

pertaining to NZ's past, cultures and previously occupied sites and inhabitants should be made available to the public." In the words of one participant:

Particular circumstances apply to particular cases and no one rule applies to all. Sometimes the cost will outweigh the benefits of preservation. I favour preservation where benefit can be shown but not at all costs – some things become costly white elephants and of course my opinion and other people's will differ. Consultation and discussion very essential.

Similar sentiments are expressed in the English survey which suggests that a greater openness and consultation about what should be preserved in the local community would not go amiss; decisions are seen to be very removed from the people at grassroots level (MORI, 2000).

Question 6 using a 5-point Likert scale response format, examined attitudes towards historic heritage in general and New Zealand heritage in particular. The results are displayed in Table 6.2.9.⁴⁷ Six statements in Question 6 (a-h) were identical to those in the English survey to enable comparison of responses. Heritage clearly enriches people's lives. Ninety-six percent (76 percent in the English survey) agree or strongly agree that their lives are richer for having the opportunity to visit/see examples of New Zealand's heritage (Question 6(h)). Ninety-five percent agree or strongly agree that historic heritage plays a valuable role in the cultural life of the country (Question 6(c)) with a greater proportion seeming to strongly agree (62 percent) than the English survey (37 percent). A higher percentage (89 percent compared to 79 percent in the English survey) tend to disagree or strongly disagree with the statement that historic heritage is not relevant to them (Question 6(e)).

⁴⁷ Statements a, b, e, f and j were reverse-scaled to assist comparison; 'disagree' denotes those who disagreed or strongly disagreed.

How much do you agree or disagree with the following statements about historic heritage?	% agree/strongly agree
h. My life is richer for having the opportunity to visit/see examples of New Zealand's heritage	96
c. Historic heritage plays a valuable role in the cultural life of our country	95
g. We already preserve too much heritage	94 <i>disagree</i>
f. All school children should be given the opportunity to find out more about New Zealand's heritage	93
i. Knowledge of historic heritage gives me a sense of the past and a key to my identity	92
j. We should only protect historic heritage if its going to be destroyed	89 <i>disagree</i>
e. Historic heritage is just not relevant to me	89 <i>disagree</i>
l. Historic heritage is priceless	89
b. Only important buildings count as heritage	88 <i>disagree</i>
a. Nothing after 1950 counts as heritage	82 <i>disagree</i>
d. It is important to think about the preservation of modern buildings for future generations	77
k. Historic heritage must be given a dollar value so we know how important it is	64 <i>disagree</i>
m. We must preserve all New Zealand's historic heritage	60

Table 6.2.9 Attitudes to historic heritage

(Question 6)

The importance of heritage in the education of future generations appears undisputed in both England and New Zealand. Ninety-three percent (98 percent in the English survey) agree or strongly agree with the statement that 'all school children should be given the opportunity to find out more about New Zealand's heritage' (Question 6(f)). Several participants mention heritage as a link between past, present and future generations:

I feel it is important for future generations to see and experience the way their forefathers lived and worked. It is important for young people to know how lives and living places have evolved over time.

Indeed, this appears to confirm the existence of a school of thought wherein the preservation of the past, so it can be handed on to future generations, is seen as a moral obligation.

Historic heritage also inspires an emotional response; the theme of historic heritage as an element in the national consciousness, contributing to national identity, self-esteem and belonging, is clearly apparent. For some, heritage can also be a means of promoting cultural accord and provokes an emotional response:

... [I] am passionate in the belief that knowing where we come from is essential to understanding where we and our offspring are going – a believer in racial harmony and compromise, both cultural and economic.

Indeed, whilst people relate to memory and identity as integral to heritage, this occurs at an abstract level and appears divorced from the circumstances of New Zealand history which have been (and many would argue still are) characterised by racial unease.

An issue of potential significance to New Zealand in view of the increasing diversity of its ethnic populations is the polysensual⁴⁸ nature of heritage. This was a strong theme in the English survey where many felt heritage to be unrepresentative of certain groups and therefore felt excluded. It found that people valued personal heritage highly but felt excluded because the historical contribution of their group in society was not being celebrated (MORI, 2000).

The intensely personal view of heritage was a common thread running through the survey. Heritage is subjective and the values it embodies are in the eyes of the beholder. It encompasses things which people value as individuals: one person's trash may be another's treasure (Ministry for the Environment, 1997b) and it helps define a sense of belonging and sense of self (Warren & Ashton, 2000). The subjective nature of heritage concepts indicates a sense of strongly-held values which reside in the unconscious and

⁴⁸ The capacity to understand the world through all the senses and emotions (MORI, 2000).

find expression in an engagement in, and appreciation of, the value of heritage important to the community. The strength of feeling is eloquently summed up in this comment:

I am 75 years old, NZ born, ancestors on both sides came to Christchurch in the early 1860s. I am very concerned that we of European descent may be losing our way.

People find heritage meaningful, yet subjective, in that different things hold different values for different people or groups. Also, while people may hold common values, it may be for different reasons and in different ways (Warren & Ashton, 2000). Similarly, the English survey found that different types of visitors, for example, will value a historic site or place in different ways (MORI, 2000).

Most (92 percent) agree or strongly agree that knowledge of historic heritage gives them a sense of the past and a key to their identity (Question 6(i)). For many, knowledge and a sense of one's *whakapapa* or family tree is essential to a sense of identity and wellbeing, to understand the present and to protect heritage for future generations, or, as one observer suggests, "let's get it down so we don't have to make it up anymore!" This is coincident with the notion that heritage contributes to, and reflects, self-identity. Warren and Ashton (2000) comment that just as heritage contributes to people's sense of identity, so people's sense of identity contributes to their sense of heritage – a significant response in terms of the common perception that New Zealand is too young to have very much of a heritage. Similarly, participants in the English survey view heritage as providing continuity, relevance and meaning in everyday life; indeed, many believe it is more important to teach children about the past than to leave them to learn it for themselves. This is combined with a strong feeling of moral and ethical obligation to preserve heritage for future generations (MORI, 2000).

The survey also explored people's attitudes to the types of historic heritage they value and its age. People are willing to consider heritage less than fifty years old; 82 percent of respondents disagree or strongly disagree with the statement (Question 6(a)) that nothing after 1950 counts as heritage (English survey 69 percent). Despite the perception that historic heritage comprises impressive architecture of colonial origins, 88 percent disagree or strongly disagree with the statement that only important buildings count as heritage (Question 6(b); English survey 79 percent). Respondents tend to show similar

levels of agreement to preserving modern buildings for future generations (77 percent) as English respondents (Question 6(d); 76 percent in the English survey).

Several questions explored how much should be preserved and in what circumstances. Very few (six percent) believe that 'we already preserve too much heritage' (Question 6(g)), compared to nine percent in the English survey, whilst a similar number disagree that historic heritage should only be protected if it is going to be destroyed (Question 6(j), five percent). Respondents show a judicious awareness of the finite nature of the resource and the need to preserve as much as possible. "As many historic buildings and sites as possible should be preserved" is one remark. An imminent sense of loss is apparent in other responses. As one respondent states frankly: "Once you've lost it, it has gone forever" and similarly, "NZ does not have much heritage compared with other countries so what little we have needs to be acknowledged and cared for before it vanishes completely." And from another:

Cultural and heritage conservation and protection is extremely important to me. Because a lot has been lost, exploited, desecrated (destroyed) or seen as not important and therefore not given priority over more economic objectives.

The fact that heritage is highly valued but frequently overlooked unless highlighted or threatened is a conclusion similar to that found in the DoC survey (Warren & Ashton, 2000).

Two questions relating to the amount of historic heritage that should be preserved produced different outcomes. More than half (60 percent) agree or strongly agree with the statement "We must preserve all New Zealand's heritage" (Question 6(m)). However, when asked to estimate a percentage for preservation (Question 7), a quarter of respondents appear to prefer preservation of the entire resource with 37 percent choosing to preserve from 75-90 percent. The reason for the different outcomes is possibly due to the nature of the questions: Question 6 (m) does not allow a choice whereas the ratio scaling of Question 7 allows a choice to be made as to percentage preserved. Respondents find the task of estimating the percentage of historic heritage that should be preserved challenging; 30 percent non-response was recorded for this question. This question also recorded the highest number, eleven, of unsolicited comments. Three respondents refer to

the alternative of considering each case on its merits and that "[it] should not be a percent, depends on the quality and examples of the heritage."

Respondents were asked to consider the importance of heritage in areas such as education, culture, tourism, recreation and job creation (Question 9). In order to allow comparison, questions used a 4-point Likert scale identical to that of the English survey (MORI, 2000). Responses from the two survey groups are closely similar and not statistically different as indicated in Table 6.2.10. The most important role of heritage is seen in education, especially teaching children about our past (Question 9(a), 96 percent believe it to be fairly or very important) and teaching us about our past (Question 9(c), 96 percent believe it to be fairly or very important). Its role in enhancing culture is also important (Question 9(b), 94 percent believe it to be fairly or very important) and in providing places to visit and things to see and do (Question 9(e), 91 percent believe it to be fairly or very important). It is viewed as somewhat less important in encouraging tourists to visit (Question 9(d), 87 percent believe it to be fairly or very important), creating jobs, and therefore boosting the economy (Question 9(f), 73 percent believe it to be fairly or very important). Overall, the responses confirm that heritage plays a significant part in people's lives.

How important do you think historic heritage is in ...?	New Zealand: % fairly & very important	England: % fairly & very important
a. Teaching children about our past	96	98
c. Teaching us about our past	96	96
b. Enhancing our culture	94	87
e. Giving us places to visit, things to see and do	91	95
d. Encouraging tourists to visit	87	94
f. Creating jobs; boosting the economy	73	88
n: 141		

Table 6.2.10 The importance of historic heritage
(Question 9)

An interesting trend in relation to the perception of historic heritage as an economic asset is apparent when comparing the results to those of the English survey. The historic environment can be valued in a variety of ways, from the aesthetic and emotional pleasure gained from experiencing heritage sites, to the value of those sites as generators of revenue, jobs and training opportunities (English Heritage, 2003). Encouraging tourists to visit, together with its role in job creation and boosting the economy, is ranked less highly in New Zealand than in England. It is significant that these twin objectives have been highlighted for future development as part of a strategy to promote the cultural sector in New Zealand and its value to the country's economy (Keith, 2000; Ministry for Culture and Heritage, 2004c).

Schools of thought exploring the economic dimension of historic heritage have been discussed in Chapter Two. Moreover, studies based on a cost-benefit analysis framework can be used to measure the benefits of preserving heritage (Ozdemiroglu & Mourato, 2001) as noted in Chapter Three. Although such enquiries were not a major aim of this survey, several questions in the instrument (Questions 6 and 12) were designed to focus on the economic and financial parameters of heritage value and, particularly, how much respondents were willing to pay for the conservation of historic heritage in their community, as a percentage of tax revenue and how the preservation of historic heritage should be funded. Significantly, these questions also generated the largest number of supplementary written comments. Two out of three respondents disagree or strongly disagree with the suggestion that 'historic heritage must be given a dollar value so we know how important it is' (Question 6(k)); on the contrary, 89 percent agree or strongly agree that it is priceless (Question 6(l)). Respondents clearly prefer public, that is, government, funding for its preservation (Question 8(a), 96 percent agree or strongly agree). When asked how best this can be achieved, a clear majority (Question 12(d), 82 percent) favour annual funding from the national budget as opposed to other options such as for it to be self-financing and self-supporting (Question 12(b), 3 percent); receive a one-off government grant of \$100 million (Question 12(c), 1 percent); or as much as it needs (Question 12(e), ten percent).

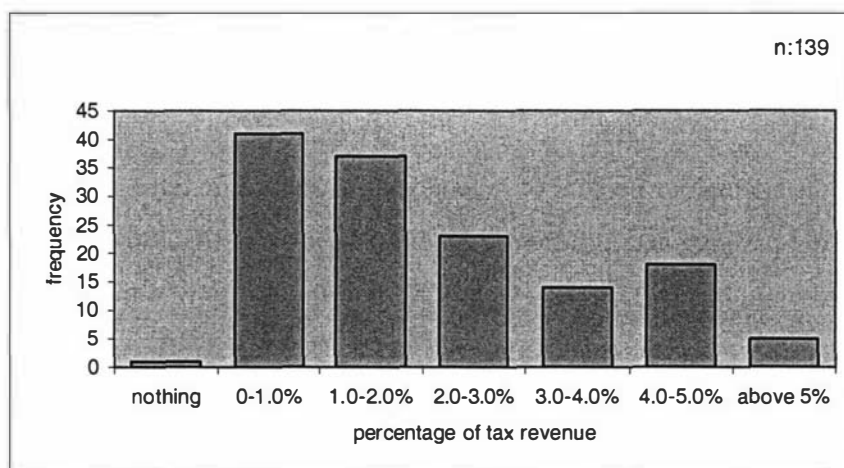


Figure 6.2.7 Percentage of tax revenue allocated to conserve historic heritage

(Question 11)

When asked to indicate the percentage of tax revenue that should go to the protection and conservation of historic heritage (Question 11), Figure 6.2.7 indicates that more than half of the respondents opted for up to two percent. One participant advises removing funding for heritage from the political arena altogether: "There should be a threshold below which government funding cannot fall in percentage of GDP so that political parties can't play fast and loose with heritage." Another respondent is unequivocal regarding the origin of ultimate responsibility:

Just like funding for the arts, etc. historic heritage should be preserved for generations to come and not be at the mercy of corporate sponsors, charity, rates, etc. We must be careful not to be charged twice, so this is preferable to local e.g. rates as people can be very short-sighted. A perfect example is ownership. We need to change the law to make it clear that owners are only the guardians of a place; they can't do what they want, and if they don't like the terms they should buy something else, somewhere else!

Estimates of the values generated by cultural heritage goods (Navrud & Ready, 2002) provide another means of measuring how and, more significantly, how much, people value historic heritage. A 'willingness to pay'⁴⁹ question brought the issue of paying for heritage closer to the homes and pockets of respondents. Question 10 posed the situation:

⁴⁹ Defined as the largest amount of money an individual is willing to pay to have that opportunity (Navrud & Ready, 2002).

'if you had to pay an additional charge on your local rates to protect and conserve historic heritage in your local community ie historic buildings, archaeological sites, etc, what is the maximum you would be willing to pay each year?' Two trends are discernible in responses to this question. Forty-four percent of respondents appear to favour paying an amount from \$1-\$30 more per year and half favour paying \$40 to more than \$60 per year. The responses of several participants indicate a lack of faith in the ability of either the government or local authorities to protect and conserve historic heritage: "[I] wouldn't trust the council or government so it should really go to a historic body e.g. NZHP." Indeed, several comment that the Historic Places Trust should receive a larger budget, whilst others think it should be a government responsibility and not funded through the rates. "I think the preservation and protection of historic sites and buildings etc. should be government-funded and not from private payers like myself." Several show an enterprising degree of lateral thinking in their suggestions to locate revenue sources and recompense ratepayers:

[I] suggest volunteer help. T.V. programmes sponsored by building trade / garden nursery firms, in the same way as private homes and gardens are 'made over', to help with sound restoration of historic homes, countryside areas of note.

Another comments: "Rate payers should get something in return – brochures, free entry."

A set of statements explored attitudes concerning the relative importance of nationally and locally significant historic heritage. Question 8 used a 5-point Likert scale with items (c), (b), (f) and (g) shown reverse-scaled in Table 6.2.11. Respondents are aware of the importance of listing historic heritage on a national register (Question 8(d), 91 percent agree or strongly agree) and listing important historic heritage in local plans for special attention and protection (Question 8(e), 97 percent agree or strongly agree). "National – a selection of the most significant buildings/sites based on thematic themes. Local – what the locals decide and are able to fund." Other comments display a judicious rationality in terms of relative priorities:

To what extent do you agree or disagree with the following statements about New Zealand's historic heritage?	% agree & strongly agree
e. All important historic heritage must be listed in local authority plans for special attention and protection	97
a. It is right that there should be public funding for preserving New Zealand's heritage	96
d. All important historic heritage must be listed in a national Register	91
c. Colonial buildings are more important than Maori historic heritage	78 <i>disagree</i>
b. Only Maori should assess Maori historic heritage	67 <i>disagree</i>
f. Nationally important places mean more to me than places in my local community	57 <i>disagree</i>
g. Historic places in my local community mean more to me than nationally important places	47 <i>disagree</i>

Table 6.2.11 Attitudes to New Zealand historic heritage

(Question 8)

Just because someone says a place, site or building etc. is part of our historic heritage it doesn't make it so. Definition and assessment of its value and importance has to be an integral part. Those responsible need to be SELECTIVE. There is a tendency to class anything old as part of our heritage which is ridiculous and disperses resources (manpower and money) instead of focussing on those that are IMPORTANT to the national and local community.

However, a degree of ambivalence is discernible in participants' responses to the statement 'nationally important places mean more to me than places in my local community' (Question 8(f), 57 percent). On the other hand, only 47 percent agree with the statement, 'historic places in my local community mean more to me than nationally important places' (Question 8(g)).

The importance of locally significant heritage that is valued by the community is clearly articulated and aptly summed up by this remark: "... heritage gives a sense of permanency, stability and pride in one's community." The significance of heritage as a constant in people's everyday lives, providing continuity, relevance and meaning as traditional institutions become less significant, is highlighted in the English survey of 2000 whose authors comment:

People are looking in new directions to help define where they personally fit in, and what is important to them. In a rapidly shifting society, heritage and the historic environment represent something constant and reliable, so it may be that people turn increasingly to the sector to provide this meaning in their lives (MORI, 2000, p.5).

The importance of heritage places valued by the community and their ability to foster a sense of belonging is a distinct theme. One participant remarks, "Some districts have more heritage sites. Heritage gives a sense of permanency, stability and pride in one's community." Another comments, "Currently it seems too easy for people to ignore historic places particularly when local housing is concerned. The penalties are not adequate." Responses such as these indicate a significant strength of feeling for locally significant historic heritage that is confirmed elsewhere in this thesis. Indeed, it may well be that globalisation and the ensuing feelings of rapid change and instability may be responsible for causing people to seek permanency in their own neighbourhood.

In conclusion, the research findings indicate a population of active, senior citizens with intimate knowledge of, and a passionate engagement in, the historic heritage of New Zealand. Responses, although predictable for the most part, indicate a survey population with a highly developed awareness of the multiple facets of heritage. Many of the comments display common sense attitudes signifying an understanding of heritage issues grounded in an uncomfortable reality, and first-hand experience of the challenges rather than an idealised view of the past based on a transferred British ancestry. They exhibit a distinct perception of New Zealand's heritage and the unique circumstances that prevail here.

Historic heritage contributes to cultural life and has both a personal and contemporary relevance. It is highly regarded and, whilst historic buildings feature prominently in people's minds as embodying the traditional face of New Zealand heritage, locally significant sites and oral history also occupy a conspicuous place. Maori heritage is highly regarded yet there is some ambivalence over the precise frameworks for its evaluation and assessment. Historic heritage is all things to many people. It is subjective and speaks to the emotions; it helps explain the past, define the present and qualifies the future; it enriches both personal and national identity. People value it highly and are prepared to pay to protect and conserve it. Local places make heritage meaningful to local

people, for it is the heritage on people's doorsteps which has the potential to inspire, engage emotions and stimulate energies. Locally significant heritage helps define and foster a sense of community, permanency and belonging. The survey group, indicative of a community of interest, has expressed a desire to be fully engaged in its evaluation and assessment, along with professionals and their expert advice. These and related issues are discussed in detail in Chapter Seven.

6.3 Professional Questionnaire G

A questionnaire explored the attitudes of professionals engaged in heritage and heritage-related activities to issues of historic heritage evaluation and assessment in New Zealand. In addition, respondents were invited to identify the advantages and shortcomings in current practice, suggest recommendations for improvement and discuss the qualities of an ideal system. The research instrument (see Appendix C) comprised eight closed questions (Questions 1-8) and two open questions (Questions 9 and 10) as indicated in Table 6.3.1, together with six supplementary questions (11-16) designed to confirm ethnicity, professional status and involvement in historic heritage. Its findings allow a degree of comparison to those of the non-professional questionnaire discussed above.

No.	Question
1	Please tick the statement closest to your view of the nature of historic heritage value.
2	How effective do you find each of the following as a valuation tool for assessing New Zealand's historic heritage?
3	How effective is the Historic Places Act in dealing with the assessment of Maori historic heritage?
4	Thinking about the assessment of Maori historic heritage, how effective do you consider each of the following options to be?
5	To what extent do you disagree or agree with these statements about historic heritage?
6	Indicate whether you disagree or agree with the following statements beginning "The valuation process of the Historic Places Act ..."
7	Indicate whether you disagree or agree with the following statements beginning "An effective valuation process for historic heritage should be distinguished by"
8	To what extent do you disagree or agree with the following options in terms of their potential to improve the valuation process?
9	Name any factors that you feel would improve the current system for valuing historic heritage in New Zealand.
10	What would be the characteristics of an ideal system for assessing the value of historic heritage in New Zealand?

Table 6.3.1 Professional Questionnaire G – instrument questions

Overall, levels of non-response were low. Table 6.3.2 shows that the highest non-response was recorded for Question 8 which required more intimate knowledge of valuation and assessment methodologies. The highest percentage of 'don't know'/'no opinion' responses was recorded for Question 6 which required participants to comment on the context of evaluation and assessment and, similarly, Questions 3 and 4 which required some understanding of issues regarding Maori historic heritage.

Question	% non-response	% no opinion/ don't know
1	2	N/A
2	6	10
3	5	21
4	5	16
5	2	1
6	5	40
7	4	10
8	10	18
9	N/A	N/A
10	N/A	N/A

Table 6.3.2 Percentage non-response and 'no opinion'/'don't know' responses

Responses to the supplementary questions 11-16, indicate that 92 of the 104 respondents are European/Pakeha working in central and local government, as consultants, and in the museum service as indicated in Table 6.3.3. Respondents also work for the Historic Places Trust, the New Zealand Archaeological Association (NZAA) and in tertiary education. Maori respondents tend to work for Maori Trust Boards, *iwi* organisations, in local government and for the Historic Places Trust. These categories cover the major professional areas within which heritage practitioners are predominantly engaged. They represent a body of informed opinion providing a corpus of expertise from which valid findings may be drawn.

Profession	Count	%
Local government	38	36
Museum service	19	18
Central government	13	12
Consultancy	11	11
Tertiary institution	7	7
Historic Places Trust	6	6
Maori Trust Board/iwi organisation	4	4
Voluntary organisation	3	3
Commercial sector	1	1
Unknown	2	2
n: 104		100

Table 6.3.3 Profession of respondents

Respondents were keen to set down their opinions; the amount of qualitative data is rich and the comments reveal an agreeable frankness and honesty. The technique of content analysis was applied to the open-ended questions and general comments, as described in Chapter Five. All written comments were coded and analysed according to the nature of the response; these comments are included as part of the overall discussion of the survey findings in this section. Table 6.3.4 indicates the number of solicited and unsolicited comments per question. Over half the respondents responded to the two final open questions producing a substantial body of valuable comment which is included in the overall analysis. Indeed, many of the responses move beyond valuation and assessment to consider the broader parameters of heritage management – its strengths and shortcomings. Many respondents appended comments at the end of the closed questions when invited to (Questions 5, 6 and 7) and a number commented at the end of closed questions even when not invited to – indicative both of the strength of opinion which the topic evokes and a willingness to support the research objectives.

Question	Nature of question	Count of comments
1		7
2	Unsolicited comment	7
3		4
4		10
5		44
6	Solicited comment	27
7		35
8	Unsolicited comment	17
9	Solicited comment	64
10	Solicited comment	71
	Total	286

Table 6.3.4 Solicited and unsolicited comments

Question 9 invited comment on suggestions to improve the current system for valuing historic heritage, and Question 10, the characteristics of an ideal system for assessing value; these final questions generated the greatest response (see Appendix E). In response to Question 2, eight participants returned a copy of their local authority assessment system.

The following discussion and analysis of the findings covers four topics: the nature of historic heritage value; the degree of satisfaction with existing practice; identified shortcomings in current practice and finally, recommendations to improve existing practice and characteristics of ideal practice.

The nature of historic heritage value

A vital component in any discussion of issues of significance assessment, as discussed in Chapter Two, is the nature of historic heritage value and its qualities. Two questions explored perceptions of heritage value. In Question 1, respondents were asked whether they believe heritage possesses intrinsic value qualities that endure regardless of time,

change and advances in knowledge, or, whether heritage value is a dynamic quality which can and does change.

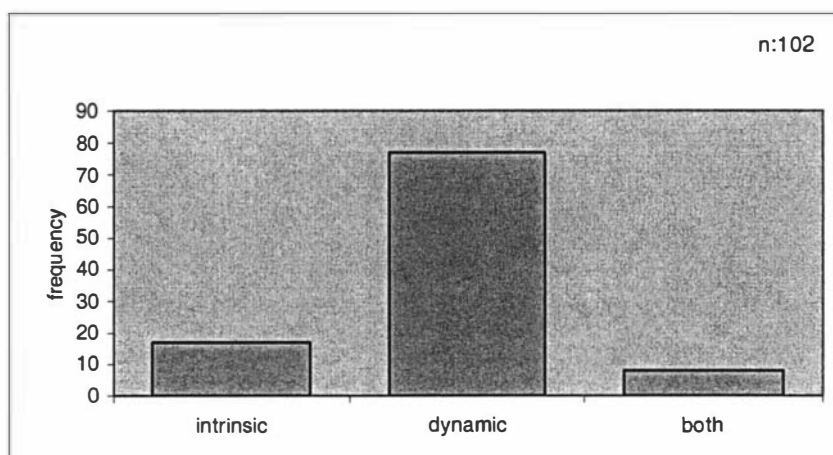


Figure 6.3.1 The nature of historic heritage value

(Question 1)

Figure 6.3.1 indicates that three quarters (75 percent) agree that historic heritage is dynamic and subject to a continual process of revaluation. However, several comment that core elements of intrinsic value exist and are continually reassessed in a dynamic context. On the other hand, Maori respondents tend to believe that heritage has intrinsic rather than dynamic value.

Two further statements probed the relationship between heritage and assigned values. Nearly three quarters (72 percent) appear to agree or strongly agree that heritage only exists because of the values people attach to it (Question 5(a)). In the words of one respondent, "historic heritage is in the eye of the beholder," and its appreciation is determined by people's perceptions – a response echoed strongly throughout the survey. Respondents comment that, although sites exist, the values assigned to heritage are based on people's perceptions of its value and this can be extremely variable. However, there is less support for the view that historic heritage is above value (as argued by some heritage practitioners in Chapter Two) merely because society has a moral duty to preserve it, thereby making it priceless and thus unable to be commercially assessed (Question 5(c),

37 percent). One respondent cogently remarks: "Society has a moral obligation to future generations to preserve heritage, but to put it beyond argument will only encourage backlash and result in a far worse situation." In addition, in the words of another: "Everything, including cultural heritage management has an opportunity cost."

In terms of the evaluation process, there is overall agreement that national criteria are necessary to ensure common direction and consistency in evaluation when assessing historic heritage rather than considering each assessment on its merits (Question 5b). However, as noted here by one respondent, there should be the proviso that the criteria must allow for the recognition of local significance:

A nationally consistent bottom-line with scope to tailor each assessment to the local environment. The process must be top-down (not bottom up) i.e. there should be local involvement but only within a centrally run system which applies national consistency.

There is little support for the suggestion that heritage should be assessed according to the potential of places to provide research material, because it is difficult to anticipate future research trends and requirements (Question 5(g), 8 percent). "Who knows what questions we will be asking in the future," is one respondent's reply. Research value is seen to be only one of a number of equally valid criteria.

Degree of satisfaction with current practice

When asked to rate the effectiveness of the Register of the Historic Places Trust on a 5-point Likert scale (Question 2(a) and (b)), responses appear inconclusive. Sixty percent of respondents believe the Register is effective or very effective at a national level as a valuation tool for assessing historic heritage. However, less than half (42 percent) believe it is effective locally. Despite this, one respondent notes that although the Register of the Trust provides national consistency, it falls short by discouraging the effective management of heritage places. From the additional (seven uninvited) comments made, respondents note that the rate of registrations needs to increase and the Register needs more robust information requirements associated with registration proposals that are able to withstand legal challenge.

The effectiveness of local authority assessment procedures as evidenced in district and regional plans also produced less than conclusive outcomes (Question 2(c) and 2(d)). Fifty percent believe them to be either effective or most effective. As one respondent comments: "Local authority registers have the potential to be far more comprehensive at a local level than the Historic Places Register, but through lack of funding, skills or caring, they do not always take advantage of this capacity."

On the other hand, the quality of procedures at local authority level appears variable. Respondents' observations appear to support the findings of the investigative review of local authority provisions E outlined above in this chapter which discussed the existence of disparate methodologies. Respondents note the advantages of local authority schedules in that they allow proactive local authorities, who have devised their own methodologies, to assess a wider range of historic heritage and they are thus better able to give more weight to locally significant heritage. One participant explains the approach of their local authority:

Our current register is not representative of the development of the area. To reassess our heritage, we will rely on a set of accepted consistent criteria as the base line and reference – these will draw from the Trust criteria and the Burra Charter. We will then look at introducing a set of themes that cover development / settlement areas on the North Shore – this will form our framework. On top of that we will approach the community for input into places they consider significant. These will be fitted into the framework. Professionals will be asked to complete the assessments.

In contrast, some local authorities have opted for an unmodified transfer of the Trust lists to their schedules, whilst others have minimal or no listing of their own locally significant heritage. The consensus appears to be that procedures at national and local levels are variable, and provide little evidence of national consistency incorporating common standards.

Identified shortcomings in current practice

Several questions explored deficiencies and shortcomings in existing practice. Two issues stand out: the assessment of Maori sites of significance and the assessment criteria of the HPA.

Questions 3 and 4 were geared to eliciting responses concerning the assessment of sites of significance to Maori using a 5-point Likert scale. Overall, there is no definitive response as to the effectiveness of the HPA in assessing Maori heritage (Question 3). Moreover, despite the low response to this question, it is not surprising that Maori respondents rate the ways in which the HPA deals with sites of significance to Maori poorly. One respondent highlights the attendant problems by noting the conflict: "between the assessment of physical fabric as expressed in the archaeological value of Maori historic heritage and the assessment of cultural values which can only be decided by *iwi* and especially in situations when there are no physical remains." It has already been noted in Chapter Four that there is a confusing overlap between archaeological value and value to Maori.

When asked to rate a range of possible options for the assessment of Maori heritage (Question 4), Table 6.3.5 shows a majority (77 percent) favour a system that would allow *tangata whenua* to assess the significance of Maori heritage (Question 4(f)) and decide whether its listing should be public or confidential. Decisions, it appears, need to be *iwi/hapu*-based for maximum acceptance and effectiveness. One (unsolicited) comment sums up the issue:

The evaluation of significance to Maori is and should remain in the hands of Maori who can formally register or list (secretly or otherwise) as appropriate. There needs to be a system that is trusted to suit not only a biculturally but a multiculturally defined society incorporating a wide range of values.

In theory, this is a viable option and is being actively practised by at least one TLA; however, several comment that it may be lengthy and difficult in practice and slow to achieve its outcomes. A separate public list of *wahi tapu* is also a popular option (Question 4(a)). The practice of confidential listing of *wahi tapu* in silent files (Question 4(b)), as operated by some local authorities is not viewed as a viable option by approximately 30 percent of respondents and as one comments: "confidential systems are never an effective means of heritage protection because they create artificial boundaries, loopholes and inefficiencies." Nor are other options favoured, for instance, a separate assessment system developed by the Maori Heritage Council (Question 4(c)) or the

possibility of indicating rather than listing places of significance to Maori on the Register (Question 4(e)).

Thinking about the assessment of Maori historic heritage, how effective do you consider each of the following option(s) to be?	% effective/ most effective	% no opinion
f. Encourage tangata whenua to establish the significance of Maori historic heritage & whether its listing is public or confidential	77	8
a. A separate public listing for wahi tapu	45	13
e. A register which indicates places of significance rather than lists places of significance to Maori	33	19
c. A separate assessment system developed by the Maori Heritage Council	30	26
b. A separate confidential listing for wahi tapu	24	13
d. Register all Maori sites as wahi tapu	15	15

Table 6.3.5 Options for the assessment of Maori historic heritage

(Question 4)

Thirty-three percent agree that the assessment process overall is culturally sensitive and responsive to ethnic and cultural values (Question 6(f)), despite its weighting towards Pakeha issues and values. The importance of engaging in dialogue with *iwi* and *hapu* is acknowledged in many of the comments:

With reference to heritage protection, the values of *tangata whenua* may override Pakeha heritage values. Its important to meet with/listen to the hapu associated with the sites – only they are fully cognisant of its core values (which may be cultural, spiritual ...).

One respondent also touches on the holistic nature of heritage which has the potential to accord with Maori belief in the indivisibility of past and present:

I suspect we all value our sense of place, continuity between past, present and future, stewardship etc.. I would like to think that the current broadening of our European-based heritage perceptions to include all aspects of cultural landscapes could provide a comprehensive basis for identifying with all NZ heritage values.

Comments of this nature echo English Heritage's Landscape Characterisation (HLC) programme (described in Chapter Two) and the Trust's recent Heritage Landscapes 'Think Tank' (New Zealand Historic Places Trust, 2003a). They are indicative of a willingness to encompass a multicultural and multidimensional view of New Zealand's heritage, grounded in the belief systems of all ethnic groups.

Question 6 explored aspects and qualities of the valuation and assessment process of the Historic Places Act. Overall, the process is viewed to be in need of substantial improvement as evidenced by Table 6.3.6. (The percentage of 'don't know' comments to this question may reflect lack of knowledge of these issues). Only 18 percent find the current system easy to use (Question 6(a)) and 15 percent feel that it is transparent to everyone (Question 6(d)). One participant notes that it tends to be taken too literally, although others comment that the problem lies more with the application of the process, that is, who is applying it and how, (based on insufficient knowledge) than the process itself: "the public are confused and even professionals misuse, misapply and misinterpret it." Nine out of ten respondents disagree that it is uniformly and consistently applied (Question 6(b)). One remarks that "use of the criteria tends to be subjective and relies on showing which criteria apply rather than the extent to which they apply."

'The valuation process of the Historic Places Act...'	% agree	% 'don't know'
i. Places more importance on places of national importance than places valued by the community	49	28
h. Places more importance on colonial buildings than indigenous heritage	34	34
f. Is inclusive of/responsive to ethnic & cultural values/sensitivities	33	38
c. Reflects quality standards	24	43
e. Accords with international guidelines	24	66
g. Is a fair & representative sample of historic heritage	22	39
a. Is easy to use	18	37
d. Is clear (transparent) to everyone	15	35
b. Is uniformly & consistently applied	10	44

Table 6.3.6 Features of the evaluation and assessment process

(Question 6)

There are mixed responses as to whether the Register reflects quality standards (Question 6(c)); one respondent comments that it has the potential to reflect quality standards but only reaches these standards occasionally and another that "quality standards are possible but not inevitable within the current structure." Twenty-four percent agree that it conforms to international guidelines (Question 6(e)), but the criteria in Section 23 of the HPA are so broad, one respondent notes, that they can be read in numerous ways. Several comment that it could align itself more closely to overseas practice, in particular the Australian system as set out in the Burra Charter.

Responses as to whether the Register reflects a representative sample of New Zealand's historic heritage (Question 6(g)) are inconclusive with only 22 percent agreement; however, comment such as this is typical: "The heritage register maintained by the NZHPT represents a 'piece' of New Zealand's heritage, but is incomplete in reflecting all or a certain degree of significance of New Zealand's total historic heritage." It is

acknowledged that criteria are slanted towards European heritage: "the unrepresentative and, some might say inequitable, nature of the Register is caused by a nomination process weighted by the items a small sector of the New Zealand community value sufficiently to nominate, and takes no account of intrinsic value or value by groups that do not nominate."

One third agree that the manner in which the assessment process has been applied in the past, has tended to value built heritage, that is, colonial, over indigenous and archaeological heritage (Question 6(h)), although it is noted that this is less a consequence of the HPA and more a result of its application. This imbalance is caused by the selection of early nominations by the 'drive by' process of the Trust's buildings committee as described by McLean (1997).

Almost half agree that the current process rates the national importance of heritage places above those valued by the local community (Question 6(i)) – a significant theme explored further below. Local involvement is encouraged with the proviso that it sits within a centrally-run system which applies national consistency. Several respondents working in local authorities remark that they find the criteria of the HPA and the Register useful more as a starting point for local heritage evaluations and district plan provisions in order to explain how the criteria are applied. "We have supplemented evaluation criteria with things that reflected streetscape and visual aspects etc.. This is less highbrow than HPA, but closer to where most in the community are at." The reliance on voluntary expertise is noted and the vital part played by those who act as "heritage watchdogs and supplement the woeful lack of expertise in some TLAs."

Recommendations to improve existing practice and characteristics of ideal practice

Several questions explored the present situation in terms of general assessment issues (Question 5) and invited suggestions for future development (Question 8). The survey also invited comment on achievable and practical improvements (Question 9) and explored the distinguishing characteristics of an effective evaluation and assessment process (Questions 7 and 10). There was a number of unsolicited responses (refer Table

6.3.4); these, together with invited comment to the final open-ended questions were wide-ranging; indeed, many moved beyond evaluation and assessment to comment on wider issues of heritage management policy and practice. (See Appendix E for responses to Questions 9 and 10).

Sixty-one percent of participants responded to Question 9 contributing 123 comments. These were analysed and coded to produce thirty issues. The five top-ranked issues indicated in Table 6.3.7 are: increased resourcing; consistency throughout the evaluation and assessment process including a plea for national standards; a greater role for local authorities; greater community participation and education.

Name any factors that you feel would improve the current system for valuing historic heritage in New Zealand.		
Issue	Count	% of comments
Increase resourcing	16	13
Consistency	14	11
Greater TLA responsibility	11	9
Improve community input	10	8
Education	9	7

Table 6.3.7 The five top-ranked suggestions for improvements to the current system

(Question 9)

A similar procedure was applied to the open-ended responses to Question 10, and 34 issues were identified. Table 6.3.8 shows the five top-ranked issues to be: national consistency; resourcing; greater community input; a clearer definition and emphasis on national, regional, and local heritage values and the importance of assessment being a professional, multi-disciplinary activity. A substantial degree of concurrence is evident in both sets of responses, the implications of which are discussed later in this chapter.

What would be the characteristics of an ideal system for assessing the value of New Zealand's historic heritage?		
Issue	Count of comments	% of comments
National consistency	18	13
Improve resourcing	14	8
Improve community input	12	7
National, regional, local importance	10	6
Professional, multidisciplinary assessment	8	5

Table 6.3.8 The five top-ranked characteristics of an ideal system
(Question 10)

An evaluation of the four most frequent comments in response to Questions 9 and 10, Table 6.3.9, suggests that professionals discern certain priorities in terms of change, improvement and the qualities of an effective system. These priorities can be ranked in order of importance: consistency throughout all parts of the assessment process; realistic levels of resourcing; greater community involvement, and elevating the role of local authorities.

Issue	Question 9	Question 10	Total	%
Consistency	14	18	32	11
Improved resourcing	16	14	24	8
Community input	10	12	22	7
Greater role for TLAs	11	6	17	6
Total	123	169	292	

Table 6.3.9 The four top-ranked responses to Questions 9 and 10

The following discussion takes into account the remaining responses to Questions 5, 7 and 8, together with the comments made in response to Questions 9 and 10. A considerable degree of overlap is apparent in responses. The topics explored cover: the nature of heritage value; issues relating to the national and sub-national frameworks for assessment; Maori and community issues and the assessment of significance.

There is apparent agreement (94 percent) that any assessment system should be responsive to all historic, social and cultural values (Question 7(a)) and reflect quality standards (Question 7(d)), (Table 6.3.10). Greater attention should be paid to the concept of cultural landscapes (Question 7(i)) although one participant notes that "cultural landscapes require more work and greater attention paid to them. This will happen naturally as our heritage resources improve; they don't require special provisions." Subjectivity is acknowledged as being inevitable but, as one respondent declares, "a process distinguished by as much objectivity and scientifically measurable criteria as possible would be an improvement." Greater clarity around the values inherent in assessments of local, national and international significance is also considered important, and the need to incorporate other values such as landscape value and community esteem is also mentioned. The implication here suggests reducing the focus on the physical composition of a heritage item and the present place-based approach, and moving towards valuing the historic and current cultural context of an item in terms of the place and its setting.

'An effective valuation process for historic heritage should be distinguished by....'	% agree	% 'don't know'
a. an assessment system responsive to the wide range of historic, societal and cultural values shared by New Zealanders.	94	2
d. quality standards that underpin the evaluation process.	86	8
c. the consistent application of standard criteria when assessing places for inclusion on a national register.	83	6
b. nationally consistent assessment criteria.	73	8
h. consistent national standards for heritage assessment at local authority level, weighted to reflect differing local values.	73	8
i. paying greater attention to the concept of cultural landscapes.	71	16
g. the protection of all historic heritage under the RMA.	49	15
f. the registration and protection of nationally significant places under the HPA; scheduling and protection of locally significant places under the RMA.	40	15
e. a register restricted to historic places of national and international significance; all other places assessed by TLAs and Maori authorities.	26	9

Table 6.3.10 Distinguishing features of an effective valuation system

(Question 7)

Greater government commitment to supporting historic heritage is noted as a priority and a clearer articulation of how the system is designed to function. As one professional points out, "What New Zealand lacks is a real commitment to historic heritage." A marked lack of direction and coincident urgent need for management guidance is apparent in many comments such as this: "Standardised criteria for the assessment, identification and ultimate management of historic heritage throughout the country, regardless of Maori or European origins so all historic heritage is managed equitably." One participant is adamant that there needs to be "clearly defined and well understood processes to ensure that site registration and processes are systematically followed." In addition, clarity about the basis on which places are deemed to be of special or outstanding significance is needed, so that these can be identified – as well as places of low significance.

The need for a national policy statement is a recurrent proposal to provide guidance relating to all aspects of the evaluation process and co-ordination rather than the current "piecemeal approaches." In the words of one respondent: "All value judgements are subjective – there needs to be clear guidelines and policies (perhaps a NPS) that are adhered to by all organisations that deal with historic heritage and that are also legally recognised and not open to misinterpretation." Several propose a full implementation of the recommendations of the PCE review and a clear delineation of roles amongst the various heritage agencies.

The need for greater resourcing is clearly recognised, in terms of financial assistance at all levels, for education and training. The urgency of this requirement figures highly in many of the open comments to Questions 9 and 10 although it does not feature in any of the survey questions *per se*. One respondent pleads for: "sufficient resourcing of agencies responsible for the management of New Zealand's historic heritage to ensure those agencies are able to effectively fulfil their respective duties/roles." Another suggests the need for "... an infrastructure that can provide consistent, well researched, expert advice, at an affordable rate regardless of the financial situation of those requiring it."

A shift of responsibilities for the Trust is suggested in written comments and its transformation into a national heritage agency with a strong advocacy role; while its regulatory functions could be carried out by a separate agency. Its main focus would then move to preparing and promoting the use of well-developed criteria available nation-wide for the assessment of Maori and European heritage items at regional and local levels, as well as producing a list of nationally significant sites and places (which TLAs would be obliged to list) and advocating for good heritage practice. In the words of one respondent:

Personally, I think the HPT needs to be split into two separate organisations. One agency will be membership and property focussed (on the same model as the English National Trust). The other should exclusively deal with historic heritage – not only be a policy agency (like the MOCH) but also be a regulatory agency (like local government) with functions and powers (and sufficient funding) to achieve better outcomes for historic heritage.

The Trust is described by one respondent as "pretty ineffective and not well focussed; TLAs could do the work a lot better." This comment sums up a number of sentiments:

The HPA should be an advocacy organisation with limited protection mechanisms. It should be maintaining a register of national significance and operating by requiring TLAs to protect these places. Therefore TLAs would be responsible for enforcing protection of all nationally and locally significant sites. HPT should be providing standards, setting criteria, identifying nationally significant sites and advocating for their protection.

The division of responsibility between the HPA and RMA and the difficulties ensuing from this are uppermost in the minds of many professionals. There is a strong desire for closer linkages and greater clarity of responsibility for historic heritage across the relevant acts, and for the heritage assessment system to reflect the range of heritage issues various organisations address in a consistent and easily understood manner. There is a call for a stricter legislative regime that includes both mandatory and voluntary mechanisms "with teeth that make it all worthwhile."

Statutory protection for registered sites figures strongly. Half of all respondents appear to favour the protection of all historic heritage under the RMA (Question 7(g)) seeing this as the only mechanism for effective legal protection. "Local schedules are ultimately the only effective mechanism – as they have an enduring link with the community to sustain their conservation in the long term. Having both the HPA and RMA is ““duplicative and ineffective”” declares one participant. The anomaly is noted by another that "... archaeological sites are 'protected' under both the HPA and RMA but buildings etc. listed by the HPT have no legal protection unless listed in district plan schedules."

The identification of national, regional, and local values and their levels of significance is prominent. A number of (solicited) remarks note that the Register should identify places of local, national and international importance, but not link these to levels of protection: "If they are registered they should be listed on district plans, and they should have absolute protection." Indeed, many of the comments express satisfaction with the HPA, viewing the difficulties in heritage management as having more to do with: "... under resourcing, disarticulation with RMA inadequacies at TLA level than with the HPA itself."

Some confusion over the precise functions, responsibilities and connection between the HPA and RMA is evident in responses to Question 7 exploring effective system

characteristics and posing a series of putative scenarios. There is no definitive opinion as to whether the registration and protection of nationally significant places should exist under the HPA, with places of local significance scheduled and protected under the RMA (Question 7(f)) Table 6.3.11 – and, similarly, whether or not all historic heritage, (including archaeological sites) should be protected under the RMA (Question 7(g)). Several respondents express concern about the lack of necessary skills and expertise among TLAs to undertake effective assessments and that all but the largest city councils would need guidance from central government. Most practitioners agree that councils lack the expertise to do more in this area. It is noted that council submissions to the Resource Management Bill opposed any further transfer of responsibilities unless the government provided more assistance – something the government was clearly not going to do (H. Allen, 19.8.2005, personal communication). Moreover, few (26 percent) appear to favour the option of having a Register restricted to places of national and international importance with all other places assessed by *tangata whenua* and local authorities (Question 7(e)). Historic heritage is viewed as an inevitable element of the nation's "seamless set of natural and physical resources, which can only benefit by holistic integrated management under the RMA," according to one respondent.

The Register and the registration process are the focus of a number of comments, and in particular, the need for these to be more streamlined on the one hand and robust on the other (yet without increasing the volume of information for registration proposals) to enable them to withstand legal challenge. There is also comment on the need to accelerate the registration process. The consensus appears to favour a register of nationally significant heritage with locally and regionally significant heritage listed in district and regional plans.

Acknowledging the significance of community values is seen as a priority. Some respondents recommend statutory valuation criteria that would be applicable to all agencies (both national and local) involved in the assessment of historic heritage. However, most (73 percent) appear to favour a system weighted to reflect differing local values at community level (Question 7(h)), yet without compromising national standards. Indeed, considerable concern is expressed for the dangers of an overly prescriptive

process and that it may appear dogmatic at local level; any system needs to be sufficiently flexible to accommodate regional and local differences. As one respondent comments, what is needed is: "consistent national criteria for assessment but with flexibility to incorporate local context, significance or importance." One suggestion is for guidelines rather than statutory standards as national standards can limit innovation and often lead to wrong results. "Applying uniform set standards is a good theoretical goal – however, it can be limiting when allowing for local concerns: what is locally significant may not rate very high on a national standard." Another respondent comments:

A nationally significant list is straightforward. But I am not sure whether it is necessary or desirable to have a single system for regional or local heritage. The system will depend on what the local community values most, and also the 'maturity' of the community's appreciation of heritage and input from the local community. In the transition to valuing and protecting historic heritage, an emphasis in the earlier stages on aesthetics and streetscape ... may be more important, since at first this may be what the community most easily understands and appreciates ... For a local /regional evaluation I think a guideline would be good, where the TLA could take what was useful out of it but adapting it for their local needs.

A greater role for local authorities is also highly recommended, with a range of practical suggestions in responses to Questions 9 and 10 that include: monitoring of TLAs by a central agency; TLAs to set 'best practice' conservation principles and standards; TLAs to be responsible for the identification assessment and management of historic heritage of regional and local importance; greater awareness of the heritage role of TLAs and regional councils; instruct TLAs on how to assess local heritage; TLAs to devise their own assessment process rather than relying on the HPT register in their schedules. Finally, one commentator notes a stronger role for regional councils: "regional councils would be responsible for ensuring heritage management is integrated across territorial authorities in each region."

Assigning equal weight to Maori and non-Maori heritage is endorsed as a priority, along with greater definition and clarity around sites of significance to Maori and their clear distinction from *wahi tapu*. One participant advises: "*Wahi tapu* need to be clearly defined or the current definition to be clearly applied rather than using it as a generic term for all Maori heritage." However, the responsibility for this is unclear: whether *iwi* alone should determine the value of Maori historic heritage or whether TLA/*iwi* liaison is

necessary to identify the places of most significance to each *iwi* for inclusion in schedules. The suggestion of multidisciplinary teams together with input from communities is put forward. Respondents note the importance of recognising that: "heritage value varies from region to region and between Maori and Pakeha." It is interesting to compare such comments to those of Question 4, which indicate a clear preference for *tangata whenua* to be the prime instigators in establishing the significance of Maori historic heritage.

Alongside this, is the need to increase community/*iwi* participation in the valuation process. Respondents consider it important to have regard to regional and local values via an assessment strategy that honours local as well as national and international values. Local authorities need to support and encourage community action using local people and local knowledge and "link with community plans, district and regional plans to integrate with other environmental and wider social, economic issues." As one respondent comments:

it is important to be aware of the potential of historic heritage and the views of an informed public. Too often, the system makes assumptions about the extent of what's important, thus imposing limitations on the potential suite of historic heritage resources. (This is a default position, largely due to a lack of public knowledge and appreciation).

There is comment on the disparate extent to which heritage is valued/understood/accessible to the community. Professionals comment, in a similar way to non-professionals, on the importance of recognising the value of locally significant heritage:

Community input gives a sense of ownership and pride ... most people in NZ are proud of their heritage but frequently lack the expertise to identify it. Once it is identified, they value it.

However, other remarks reflect on the lack of heritage consciousness in communities and note a lack of public education about the benefits of retaining heritage. Public participation in the evaluation process is often minimal because "a dangerous majority of the public don't care." Respondents note that communities often lack a wider knowledge of heritage issues: "This can lead to a place being under-valued in its regional or national context; or particular aspects of value to a limited group being over-valued." Indeed, in practice, it is noted that the views of local interest groups may not be representative of the

whole community but merely represent those of a more organised and vocal minority.

With regard to responsibility for assessment, Table 6.3.11 indicates that a broadly-based assessment process, combining both professional and community interests and involvement (Question 5(f)), is clearly preferred by respondents (92 percent), although with the proviso that raising community awareness and consciousness of heritage value is a key role of the professionals. "The community can determine heritage values, however, professionals can assess the likely value over the long term and help educate the community into recognising new values" a participant remarks. In the words of one respondent, assessment must be as inclusive as possible:

Assessment of heritage must be broad-based, covering both professional and community interests. This process should be led by professionals with an understanding that the intrinsic values of heritage are often not recognised by current community or research interests.

To what extent do you disagree or agree with these statements about historic heritage?	% agree / strongly agree	% 'don't know'
f. The process of evaluation should combine both professional and community involvement.	92	0
d. The process of evaluation should be a professional, multidisciplinary assessment.	80	1
a. Heritage only exists because of the values people attach to it.	72	1
e. The process of evaluation should be community-led with a high degree of public participation.	54	1
b. It is undesirable to apply nationally consistent criteria to all heritage places; questions of value should be tailored to each place following analysis of the evidence.	47	3
c. Historic heritage is above value because society has a moral duty to preserve it; it is thus priceless and cannot be commercially assessed.	37	1
g. Heritage should be assessed according to the potential of places to answer current research questions i.e. research value is the foremost criterion superseding all others.	8	4

Table 6.3.11 Extent of agreement with statements about historic heritage
(Question 5)

A professional, multidisciplinary assessment process appears appropriate for determining places of national significance (Question 5(d)). Solicited comments confirm that community-led, public participation is preferred for assessing the significance of regional and local heritage – with certain provisos. One respondent provides the following details of the methodology in place within their local authority which encourages both community and professional collaboration:

Our current register is not representative of the development of the area. To reassess our heritage, we will rely on a set of accepted consistent criteria as the base line and reference – these will draw from the Trust criteria and the Burra Charter. We will then look at introducing a set of themes that cover development / settlement areas ... this will form our framework. On top of that we will approach the community for input into places they consider significant. These will be fitted into the framework. Professionals will be asked to complete the assessments.

There is considerably less support for the options of having the assessment process led either by professionals (Question 5(d)) or by the community (Question 5(e)). On this point, opinions are starkly polarised:

There is a view (amongst some professionals) that local community or 'grass roots' knowledge is trivial, anecdotal and best ignored in preference to published academic and scientific-based evidence.

On the other hand, another participant remarks that some cultural groups view 'professional' assessment and evaluation as "arbitrary and white middle class conservative."

Comment on the strategy, criteria and process for assessing significance is wide-ranging. Question 7 explored participant opinion of the distinguishing features of an effective valuation and assessment process as indicated in Table 6.3.11. There is a strong desire for greater consistency tempered by allowance for judgement of an item on its merits. Many note (in solicited comments) that criteria should be clear, easily understood, simple, and comprehensive, in tandem with their consistent implementation. A desire for greater consistency is also noted in the application of the current evaluation and assessment criteria, and in the application of the legal requirements of the provisions of the HPA and RMA. A majority (73 percent) tend to agree that the assessment process should

incorporate nationally consistent criteria (Question 7b) and 83 percent feel that standard criteria should be consistently applied when assessing places for inclusion on a national register (Question 7c).

Moreover, comments in response to Question 9 recommend the development of standard criteria for recording the heritage attributes of each type of heritage place. This would provide a basis for the statement of significance, and be supported by a comprehensive national assessment based on systematic research. Statements of ideal characteristics, including the descriptors 'accessibility', 'simplicity', 'clarity' and 'transparency', also feature strongly. However, the inherent practical difficulties of this ideal are recognised: "if TLAs evaluate, then this will undermine the consistency achieved by a single national agency, due to differing degrees of competency to assess historic heritage at local level." Respondents are evidently conscious of the varying abilities and resources of local authorities and their conflicting interests, which may militate against consistent and objective evaluations.

National criteria, some respondents feel, should not be too prescriptive that they appear dogmatic at local level. There are varied comments to the effect that the process needs to be nationally consistent yet applied so as to recognise local issues in relation to heritage – setting a national standard that is sensitive to regional variation. 'Professional' it is noted by one (Maori) respondent, should include experts in customary practices, *tikanga maori*, and traditional knowledge. Another (non-Maori) respondent comments on the need to acknowledge other founding cultures from New Zealand's past such as Chinese, Yugoslav and Spanish.

With regard to the strategy of assessment, a range of options in Question 8 explored opinion on methodology relating to the evaluation process and assessment of significance. It produced some significant outcomes (as indicated in Table 6.3.12) as well as varying proportions of 'don't knows' indicative of an unfamiliarity with the strategies and systems proposed in the questions. There are evidently mixed feelings about the utility of some form of quantitative methodology. Ranking of significance, as noted in Chapters Two and Four, can help identify the relative importance of sites and assess the

risk to heritage values to assist in determining management priorities. Others, however, express grave concerns about scoring as a guide to ranking and believe it should be avoided at all costs. Nevertheless, more than half the respondents favour some form of ranking. A ranked list of three or more categories (59 percent) was popular; scoring as a guide to ranking (42 percent), and a ranked, scored list (40 percent) are all considered potential options (Questions 8(d), 8(e) and 8(f) respectively). The objectivity of scoring systems is commented on:

Scoring helps remove some of the subjectivity from what is essentially a subjective evaluation. [Its] important that scores are not taken at face value but subject to a reality check to see if they end up in the logical category.

To what extent do you agree or disagree with the following options in terms of their potential to improve the valuation process?	% agree	% 'don't know'
f. A ranked list of three or more categories (see A below)	59	7
m. NZHPT register guidelines (see D below)	44	23
d. Use of scoring as a guide to ranking	42	17
k. Transfer places of local significance to TLA schedules	41	17
e. A ranked, scored list	40	14
l. Assessment system (see C below)	33	27
j. English assessment system (see B below)	32	37
g. Rank heritage according to risk	31	16
h. A nationally representative rather than a nationally important sample	30	18
c. A single, unranked list based on regional/local importance	24	11
a. A single unranked list/register	18	12
b. A single, unranked list based on national importance	14	12
i. A single thematic list	12	24

Table 6.3.12 Options to improve the evaluation and assessment process
(Question 8)

There is little support for the option of having a single, unranked register (Question 8(a)), or one based on either national, or regional or local importance (Questions 8(b) and 8(c)). Nor is the option of ranking by risk popular (Question 8(g)), or having a nationally representative rather than a list of places of national importance (Question 8(h)). It is noted that ranking would not work for Maori heritage. There is a qualified conviction that it is not the process for valuing historic heritage (meaning the HPA criteria) that requires improvement, but the system of determining which places should be evaluated, that is, the nomination system. In the words of one participant:

There needs to be a means by which places are identified for assessment so that the register represents the broad range of human history in New Zealand and the many ways in which New Zealanders value heritage.

With regard to assessment methodologies, whilst a single thematic list is not a popular option (Question 8(i)), in their written comments, a number of respondents favour the use of thematic frameworks as one tool in a defined assessment process, using clearly articulated, comprehensive criteria. One respondent sees the need for the:

Development of a national thematic framework to encourage the registration of a more representative x-section of our historic heritage. Themes are a vital aspect of making this work but need to be used in conjunction with the current assessment criteria identified in the Act.

Another comments:

The HPT should then fulfil its responsibility for assessing heritage value through the application of a thematic framework alongside assessment of historical and physical significance, and community /cultural values to determine which places should be protected by listing on local and regional plans, as well as on the HPT register.

Elsewhere, there is considered support for a more proactive approach to ensure that the range of registered places is more representative and further recognition of the value of heritage that is "more than beautiful buildings."

Of four possible assessment systems proposed, 44 percent appear to prefer the existing New Zealand system (Question 8(m)) but whether this is due to familiarity and lack of knowledge of other models is unclear. Several comment on the need for international

parity and for the assessment process to be: "consistent with ICOMOS principles and other internationally accepted standards."

Others comment on the lack of recognition afforded to archaeological sites, which can be "of equivalent significance to buildings (they are Cat 2 not 1 because of the criteria applied) and because most *iwi* have not bought into the *wahi tapu* registration."

Regarding the status of archaeological sites in the HPA, integrating the two categories, that is, places and archaeological sites is proposed, so that archaeologically significant sites could be more easily incorporated into the Register. A rolling cut-off date for the legislative definition of an archaeological site is another realistic proposal.

Finally, the need for education is highlighted as a priority. Many comments stress the importance of widening public knowledge and understanding about the process of evaluation, the need to improve professional training, and the education of local authority staff.

Summary

Professional responses appear to demonstrate an enhanced awareness of distinct priorities in terms of national and sub-national frameworks for assessment, issues for stakeholders, and the assessment of significance. On a positive note, certain elements of current practice are seen to be effective; indeed, it is reassuring in the least that there is no call to abolish the entire system and start afresh! However, the shortcomings evident in current practice, the need for change, and suggestions for improvement, are clearly articulated by participants of the survey group, based on their experience of dealing with these issues on a regular basis.

Consistency throughout all parts of the assessment process is a priority. The need for national standards, a single structure of coherent legislation, along with consistency in the application and implementation of assessment criteria by all agencies, particularly local authorities, is unequivocally expressed.

A second priority is realistic levels of resourcing. Professionals seek a greater

commitment to improved resourcing from central government for enhancement of the infrastructure of historic heritage management, for the training of skilled personnel and for public education.

Professionals feel that the voice of the community must be affirmed. Elevating the importance of locally significant heritage is a priority, for "heritage gives the community a sense of pride and identity." The ideal appears to be a system that is appropriate to, and endorsed by, New Zealand communities, with a high degree of community participation and involvement in the selection and nomination process. As one respondent observes: "the HPA process is nationally derived, not consistently applied, concerns itself predominantly with built heritage and largely fails to take local community or cultural values into account."

Finally, a greater role for local authorities is indicated in the survey responses. Professionals see local authority process as the key to effective protection via district planning mechanisms but are less than confident in the abilities of local authorities to manage effectively the responsibilities of such an enhanced role.

In conclusion, the opinions and comments of heritage practitioners thus provide a substantive body of evidence to inform the research. The significance of this evidence, discussed in Chapter Seven, is two-fold: it is contrasted with the comments of non-professionals (non-professional questionnaire F) and it augments the outcomes of the expert panel discussed below.

6.4 Expert Panel H

The final section analyses the observations of the expert panel. This panel consisted of heritage professionals gathered to explore issues of evaluation and assessment as explained in Chapter Five. This discussion examines the findings from the two workshops and the survey; material from the keynote presentations has been commented on in Chapters Three and Four. Many of the references and the subsequent analysis parallels discussion in the previous section. This is not surprising as both the professional

questionnaire and the panel described here sought the opinion of heritage experts. The findings are thus presented as a convergence of authoritative opinion to provide additional credibility and validity for the thesis.

Two workshops were held. The first followed the framework of a SWOT analysis focussing on the question 'What do we have?' whilst the second focussed on the question 'How do we make it work?' The number of responses from each workshop varied (see Table 6.4.1). The first workshop produced 181 references whilst the second workshop produced 111 references. There are two possible reasons for this: a reduction in the number of attendees: 64 at the first workshop in the morning to 52 at the second workshop in the afternoon, that is, a difference of 12; alternately, attendees may have found the process of formulating viable working strategies more challenging!

	Workshop	Questions	Issues	References
1	What do we have?	What's working?	14	44
		What's not working?	18	59
		What are the obstacles?	17	43
		What might work?	14	35
		Total	63	181
2	How do we make it work?	Framework?	16	38
		Processes?	11	24
		Criteria?	7	9
		Strategies?	10	28
		Model of best practice	10	12
		Total	54	111

Table 6.4.1 Topics and statements relating to workshop questions

Content analysis of references and issues and the resultant classification and coding process are described in Chapter Five. A difference was apparent in the number of issues

produced from each workshop. The first workshop produced 39 issues under the heading 'What do we have?' covering a wide range of heritage-related topics, not all of them strictly relevant to valuation and assessment. Workshop 2, 'How do we make it work?', however, which discussed practical strategies, resulted in fewer (29) topics and was more focussed. Participant observations during the SWOT analysis of Workshop 1 elicited a greater range of 'big picture' references relating to the management of historic heritage whereas attention to the ways of improving it (Workshop 2) yielded a sharper focus as participants developed greater clarity about the specific issues under discussion. Here, it is interesting to note the relative paucity of references to assessment criteria and suggestions for a model of best practice – a possible reason being that both these topics require greater detailed knowledge.

A frequency comparison of topics from Workshops 1 and 2 resulted in a range of issues as shown in Table 6.4.2. The community as an issue is dominant in both workshops together with inter-agency integration.

Issue	Workshop 1	Workshop 2	Total
The community	22	17	39
Agency integration	16	8	24
The role of TLA's	9	10	18
Resourcing	10	5	15
National policy statement	4	11	15
Consistency	10	3	13
Provisions for Maori heritage	7	5	12
Lead agency	3	5	8
Guidelines	1	7	8
Thematic framework	2	6	8
Total	181	111	292

Table 6.4.2 The ten top-ranked references by issue from Workshops 1 and 2

The strengths of the current system, that is, 'What's working', are ranked in Table 6.4.3. This suggests that the community, agency integration and the assessment criteria of the HPA rank equal first in importance, followed by RMA process and the role of local authorities.

Issue	Frequency	Ranking
The community	6	
Agency integration	6	1
HPA criteria	6	
RMA process	5	2
The role of TLAs	4	3

Table 6.4.3 Top five ranked 'strengths' from Workshop 1.

However, it is evident that participants do not rate the 'strengths' of the current system particularly highly. Table 6.4.4 compares the number of references to perceived strengths in relation to obstacles and weaknesses.

Strengths	Weaknesses	Obstacles	Might work
44	59	43	35

Table 6.4.4 Total references in Workshop 1 SWOT analysis

Community issues figure significantly. On a positive note, the success of certain community projects and the close collaboration between agencies, *tangata whenua* and the local community in some areas is mentioned. Local initiatives building on the strengths of smaller groups are highlighted as well as a feeling of general willingness amongst communities to work with heritage agencies. There is a need for 'bottom up'

heritage planning, the empowerment of smaller groups and the introduction of a more holistic approach as embodied in the concept 'a sense of place'. The idea of community culture mapping incorporated into Long Term Community Council Plans (LTCCPs)⁵⁰ is also suggested.

Negative references focus on the disconnection of the valuation process from the community. A conflict is apparent between community and professional perceptions of significance, which results in a perception that heritage agencies are not representing the community. The tendency for heritage of local significance to be overridden by large infrastructure projects and the lack of local heritage studies by councils are also referred to. The community, it is felt, need to understand and develop the assessment criteria used in their area.

Greater engagement and consultation with the local community and *tangata whenua* are noted as a priority. A 'bottom up' approach starting with community initiatives is suggested with the aim of being as inclusive and comprehensive as possible. Best practice principles would include community, *iwi* and *hapu* involvement in the identification process and their ongoing collaboration in tandem with professional guidance and direction.

Maori 'buy in' and thus support for the current system is seen to be selective. An atmosphere of suspicion is sensed; a lack of trust on all sides resulting in a perceived lack of transparency of *iwi* alternatives on the one hand and a fear of divulging sensitive information on the other. Better guidelines for consultation processes with *iwi* are suggested and a decision on the vexed question of how local authorities deal with the evaluation of Maori heritage which *iwi* do not wish to make accessible in the public domain. Some participants refer positively to the efforts of the Trust to involve *tangata whenua* in local-level decision-making and the successful management of certain Maori sites of significance in the HPA and district planning provisions.

⁵⁰ LTCCP: This sets out a 10 year planning process, agreed between council and the local community.

Alongside the priority of community interests, issues related to the RMA process and the improved status of heritage under the RMA meet with general approval. The application of authority process via the RMA is suggested as part of a framework offering a consistent approach to evaluation and protection, notwithstanding the requirement to embed these principles in the local authority planning process. However, a decision on whether the raised awareness of heritage by its elevation to a matter of national importance in the RMA amendments is working or not, is felt to be premature. There is guarded optimism that certain territorial local authority systems for identifying and assessing heritage value are working successfully, and that some sort of heritage protection is operating within every local authority.

However, the lack of guidance and clarity around assessment strategies for TLAs and regional councils is noted together with a lack of awareness and low commitment by some to implement the provisions of the RMA. Greater integration between RMA and HPA provisions is strongly recommended and, with it, a legislative requirement that registered items be incorporated in district plans.

Political attitudes in the form of a lack of national policy direction and leadership, and an absence of government commitment and political support are major obstacles and ones which the framing of a national policy statement (NPS), might help resolve. It is pointed out that an NPS would require the collaboration of all heritage agencies in discussion workshops through to the drafting of policy. The perception is one of a lack of knowledge and understanding of historic heritage by decision-makers. Frustration is expressed at the non-implementation of the recommendations of the 1996 heritage review of the Parliamentary Commissioner of the Environment and the feeling that the same suggestions are being repeatedly put forward without noticeable change or improvement. One innovative suggestion is for the creation of regional 'think tanks' – teams of heritage professionals who would be able to monitor the effectiveness of a newly implemented NPS on an on-going basis.

Hence, a lead agency, in the form of a new heritage protection body, is seen as an imperative. Such a national heritage agency would have clearly defined roles and legal

responsibilities, a strong advocacy role, and be supported by realistic levels of funding. Overall, the Trust is viewed in a less than favourable light; the consensus is that it characterises the lack of government commitment and could do better.

On a positive note, the progress of certain heritage agencies is mentioned along with inter-agency collaboration and successful partnerships with Maori. However, the disconnection between the various heritage agencies lends credence to the plea for greater inter-agency collaboration and consultation to enable the exchange of expertise and for sharing examples of good practice. In particular, the need to integrate information databases is highlighted so that a standardised approach to different forms of heritage can be achieved including the adoption of a common system of assessment.

Inconsistency is a term applied to a range of topics, from the archaeological provisions of the HPA, cultural and urban landscapes, ranking systems to the criteria of the HPA and systems at local level. A lack of comparability between systems is noted, particularly between the Trust and local authorities. A consistent evaluation strategy for the assessment of historic heritage, incorporating a single standard of assessment across the country linked to the legislation, with improved guidelines, is strongly recommended.

Some participants feel that the evaluation criteria of the HPA are operating successfully whilst others feel the application of S23 criteria to everyday circumstances poses problems. One recommendation is for the development of an easily understood system for ascribing value which would be transferable to all users of the system and would add up to a significance statement – moreover, one that is user-friendly, not just designed for heritage professionals.

The *ad hoc* nature of the listing process and the lack of comparable standards and processes are also mentioned; 'reactive' is a term frequently applied to a range of current heritage approaches. The desirable characteristics of an effective valuation and assessment strategy are felt to be those of consistency, clarity, transparency, and user friendliness. One participant considers that heritage agencies view the Register as an irrelevance and are getting on with scheduling, largely without reference to process. The

need for national standards and guidelines issued either by the Trust or a lead agency is also felt to be essential.

The under-resourcing of historic heritage is keenly felt, both in terms of human resources and people skills and a concomitant lack of professional experience and funding. The government is seen to support heritage in principle but not to commit adequate resources in practice. The need for improved levels of funding and resourcing figure prominently, alongside the need for enhanced education and training initiatives. One suggestion is for a programme of external funding for TLAs to assist them with historic heritage. Historic heritage is seen by one participant to be in competition with natural heritage for funding particularly within DoC.

Opinion is divided over the effectiveness of the Register. There are references to its unrepresentative nature and 'iconic' approach together with the slow output of registrations. The focus, one participant notes, tends to be on "bigger and brighter rather than representative." The lack of balance in the selection of registered items due to the biased choices of early nominations is noted. Ranking systems are seen by some to be "inconsistent and too 'buildings-focussed' whilst being inappropriate for Maori who thus miss out." The common perceptual error that registration equates to protection is also noted. There is qualified support for statutory protection for registered items. Several comment on the need for regular review of registrations as "some things outlive their use by date." Opinion as to whether to maintain the existing register or to establish a new one is inconclusive; whatever form it might take, a robust national register is felt to be essential.

Viable suggestions in terms of process focus on a regional approach emphasising contextual studies, area evaluations and the establishment of historic precincts. There is qualified support for a thematic framework possibly incorporating some form of ranking and the need for greater recognition of the concept of cultural landscapes. A case-by-case assessment process is felt to be challenging without a series of national thematic studies which can work in tandem with the nomination process. The success of Trust projects such as the Register upgrade and the Rangitikei-Ruapehu Registration pilot project are

noted and their use as catalysts and as indicators of best practice to subsequently build upon, is proposed. The need for reliable databases and an upgrade of the NZAA Site Record File is also proposed as a way forward. Other suggestions include the establishment of an independent assessment panel and that of cost benefit analysis for listing, although this would be independent of any assessment of an item's historic heritage value.

Improving the status and changing the perception of heritage are proposed as a way forward and closer integration with its natural counterpart – natural heritage. Participants observe that there is a lack of understanding as to what comprises heritage, a lack of clarity around a definition of its value, and a consequent need for information and education to rectify this.

There is no consensus as to the effectiveness of the ICOMOS New Zealand Charter as a vision statement; indeed, some think its principles so broad as to be meaningless. One participant suggests the creation of a 'whole package' approach similar to 'Distinctively Australian', but apart from this, few significant comparisons are made to Australian practice and the Burra Charter – a somewhat surprising anomaly in view of the favourable reception given to one of the key-note speakers from the Australian Heritage Council at the workshop.

A short survey, 'Future Directions', was carried out to explore participant perceptions of the state of historic heritage by the year 2010. It comprised five statements exploring respondent agreement on a three-point Likert scale. The results of the two iterations were compared to test for significant changes in the opinions of the panel during the proceedings. Table 6.4.5 shows the five statements put to participants.

No.	Statement
1	By the year 2010, we will have an assessment process representative of all New Zealand's historic heritage.
2	By the year 2010, a system for assessing the significance of Maori historic heritage, acceptable to tangata whenua, will be in place.
3	By the year 2010, we will have a nationally consistent, clear, easy to use assessment system in place.
4	By the year 2010, the significance of community values will be clearly acknowledged.
5	By the year 2010, historic heritage will be: chronically – adequately – well funded (circle one option).

Table 6.4.5 'Future Directions' survey statements

Table 6.4.6 indicates that, as the day progressed, there appeared to be a negative shift in perceptions with more participants becoming disenchanted. However, as noted above, this may have been the result of the departure of twelve participants prior to the second iteration.

Statement	agree	maybe	disagree
1 'Representative'	-8%	no change	+8%
2 'Maori'	-5%	-19%	+24%
3 'Consistent'	-9%	no change	+10%
4 'Community'	-13%	+10%	+3%
5 'Funding'	-3% good	-4% adequate	+7% chronic

Table 6.4.6 Percentage difference in responses to survey statements between morning and afternoon workshops

Overall, there is no clear agreement that an assessment process representative of all New Zealand's historic heritage will be in place by 2010 (Question1). The largest negative

shift is recorded in response to the question asking whether a system for assessing the significance of Maori historic heritage, acceptable to *tangata whenua*, will be in place by 2010 (Question 2). The number disagreeing with this statement increased by 24 percent during the day. Responses as to whether a nationally consistent, clear, easy-to-use assessment system would be in place (Question 3) are equivocal; nearly half thought it might be possible and the largest number (17 percent) agreed initially, although this proportion dropped in the afternoon to a mere eight percent. There is likewise little support for the proposition that by the year 2010, the significance of community values will be clearly acknowledged (Question 4); in fact, the number agreeing with this statement decreased by 13 percent during the day. The final question relating to funding (Question 5) produced few surprises. A significant majority are convinced that historic heritage will continue to be poorly funded in future. In fact, by the second iteration, no one agreed that it would be well funded.

To summarise, despite the speculative nature of the questions and the sample size, the survey represents an interesting snapshot of opinion from informed participants. The merit of the survey are that it provides a positive means of evaluating the impact of the workshop; its findings support the main trends of the workshop and reinforce the arguments and issues discussed. The less-than-optimistic level of response is clear, suggesting that without a fundamental change to the existing system, the assessment of historic heritage remains in a precarious state.

In conclusion, the three elements of the expert panel, that is, the workshops, presentations and the survey, each provide valuable complementary evidence. The outcomes from the workshops produced findings which uphold the findings presented elsewhere in the thesis and provide additional academic rigour. It is not surprising that comment ranged widely over many topical issues relating to heritage management; however, all comments provide a rich source of expert opinion and data to inform the research outcomes.

The significance of the community in the heritage arena is unequivocal. A clear trend is the requirement to empower the community and encourage a sense of ownership and engagement in the heritage process. The disconnection of heritage from the community is

partially responsible for the lack of support experienced by heritage agencies at local level. On a positive note, examples of successful local initiatives and community projects are noted.

The integration of heritage agencies and their databases is also a priority. The disparate nature of the heritage system, symbolised by less-than-adequate levels of consultation and collaboration is noted, and the fact that this undermines the effectiveness of the evaluation and assessment process. The need for a lead agency is a major issue, and alongside this, the need for a national policy statement and greater government commitment.

A significant outcome is the suggestion of focus on local authority process to provide a consistent and effective approach to evaluation and assessment with appropriate national level guidance. The significance of regional strategies is noted and that regional authorities are in a better position to encourage community involvement.

Other issues relate to the need for adequate funding so that realistic levels of resourcing in terms of dollars and personnel can be utilised. A lack of consistency in strategy and process is frequently mentioned and the need to improve provisions for the assessment of Maori heritage.

In conclusion, the findings of the expert panel provide a synopsis of prevailing opinions and assumptions held by heritage practitioners; their experiential comment is relevant and timely. The outcomes thus provide a valuable source of informed opinion based on first-hand knowledge to contribute to the research findings.

6.5 Combined professional responses

The opinion of professionals surveyed for this thesis provides a rich source of primary data in terms of comment on existing practice, ways to improve it and the features of an effective system. One way of considering such expert perception is to combine and compare responses to the open-ended questions of the professional questionnaire and those of the expert panel workshops. Table 6.5.1 represents a convergence of the most

commonly recurring issues from Questions 9 and 10 of the professional questionnaire F and Workshops 1 and 2 of the expert panel H expressed as a percentage of the total comments.

Issues	Improve the current system Q 9	Features of an ideal system Q 10	What do we have? Workshop 1	How do we make it work? Workshop 2	Total	%
Community	10	12	22	17	61	10
Consistent strategies & process	14	22	10	3	49	8
Resourcing	16	14	10	5	45	8
Local authorities	11	6	9	10	36	6
Provisions for Maori	5	4	7	5	21	4
Total	123	169	181	111	584	

Table 6.5.1 Significant issues identified by heritage professionals

The first column represents the issues in rank order. The second and third columns indicate the total responses per issue based on the open comments to Questions 9 and 10 of the professional questionnaire. Columns 4 and 5 are based on comments recorded in Workshops 1 and 2 of the expert panel. Column 4 represents the sum of comments from Workshop 1 'What do we have?' relating to the categories of strengths, weaknesses, obstacles and what might work. Column 5 from Workshop 2 'How do we make it work?' represents the sum of comments relating to framework, strategies, process, criteria and recommendations for best practice. Other issues rated one percent or less.

The most significant findings of the expert panel appear to confirm those of the survey of professional opinion. Again, the importance of community partnership is stressed through strategies that are fully inclusive of *tangata whenua*. This issue comprised ten percent of

all findings. A single, national assessment strategy is strongly endorsed to ensure consistency, with improved guidelines to secure its comprehensive adoption by all agencies. Issues of resourcing, although not directly related to evaluation and assessment, are felt to have a major influence on the success of strategies to manage historic heritage effectively. Professionals rank resourcing in third place as a factor capable of improving the current system. The provisions of the RMA are viewed as the most effective means of progressing assessment issues, notwithstanding residual doubts over the capacity of local authorities to implement them. Finally, provisions for the assessment of Maori historic heritage are ranked in fifth place as requiring attention.

Chapter summary

This chapter has presented the findings from the sets of primary data – namely the investigative review of local authority procedures E, the surveys of non-professional and professional opinion F and G, and the expert panel H. Whilst it is acknowledged that the factors governing the sample size limit the generalisability of the findings, it is maintained, however, that the results are significant for the correlation of their outcomes.

The review of local authority assessment procedures reveals a diversity of systems and approaches visibly lacking any comprehensive determining strategy. There is significant variance in both the quantity and quality of the information recorded, and a wide range of assessment criteria and methodologies in use. Some authorities demonstrate a significant commitment to evaluating and assessing historic heritage and have developed sophisticated procedures; however, they form a minority. The lack of consistency in both the assessment criteria and the standards that apply to them operating within local government militates against effective management practice in the long term. Such inconsistent assessment approaches within local authorities, it is argued, can only be improved by the development of a national strategy that provides clear guidance yet allows each authority to modify the criteria to reflect local difference.

Both questionnaires provide a rich source of primary data and a means of comparative analysis and convergent validity across the two samples. The goodness of the measures in

terms of their reliability and validity has already been explained in Chapter Five. The findings from the questionnaire data give access to two sets of informed opinion. Many of the non-professionals have extensive knowledge of the system based on active involvement whilst the professionals are directly involved in its implementation at national and local government levels.

The survey of non-professional opinion reflects the strength of community feeling towards historic heritage and the diverse ways in which heritage is revered. Heritage resonates on both a subjective and highly personal level yet is also seen to embody a collective identity and represent a sense of national unity. The threats to heritage are acknowledged as is the fragile, finite nature of a priceless resource. It is clear that locally significant heritage is highly valued and instils a strong sense of community and ownership which encourages a desire to participate in the assessment process.

The outcomes of the survey of professional opinion highlight the need for national standards and a common assessment process to ensure consistency of criteria and methodology. This issue also features strongly in the combined results of professional opinion indicated in Table 6.4.5. Although the precise format and the means by which this may be achieved are unclear, there is a clear desire to encourage greater involvement at community level and engage people at the grass roots of heritage. The importance of local authority process is emphasised as well as the conviction that the provisions of the RMA provide the most effective means for the sustainable management of historic heritage. Similarly, the results of the combined surveys of professional opinion favour a greater role for local authorities and a more proactive role for regional authorities co-ordinating the management of historic heritage across territorial authorities in each region.

A significant degree of conformity is demonstrated by the extent to which both professional and non-professional opinion support the need for greater engagement with the community. Community involvement is seen as a vital feature of the assessment process. Professionals are aware of the need to improve provisions for the assessment of

Maori sites of significance, and for sensitivity to issues of confidentiality and 'secret' listings and issues around *wahi tapu* sites and areas.

The analysis presented in this chapter addresses the rationale of the thesis: that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. Moreover, it adopts a critical approach by highlighting particular components of the evaluation and assessment process in ways that allow a consideration of their suitability and effectiveness; their strengths and shortcomings. The review of territorial local authority process together with the surveys of professional and non-professional perceptions and lastly, practitioner opinion as evidenced by the findings of the expert panel, offer a substantive body of evidence from which an authoritative response to the thesis question may be made. The preliminary analysis presented in this chapter thus precedes the integrated analysis of significant research outcomes which follows in Chapter Seven.

7 The bigger picture: discussion and analysis of the wider findings

The discussion now adopts a broader perspective. This chapter offers an integrated analysis of significant research outcomes relating to existing strategies for evaluation and assessment in New Zealand. It considers whether they are appropriate and effective and reflects on the relative strengths and shortcomings of these strategies when contrasted to the international evidence. A key research objective is addressed: to compare approaches in New Zealand to the international evidence in the areas of value ascription, national and sub-national frameworks of assessment, the community dimension and the strategy of assessing significance.

The analysis presented in this chapter enables a critical engagement with the rationale of the research and a response to the research question: Are existing frameworks for valuing and assessing the significance of New Zealand's historic heritage appropriate and effective? It builds an evidential case grounded in the literature which, together with the findings from primary and secondary research, clarifies those areas where New Zealand frameworks diverge from the international evidence in accordance with the research objectives. Consequently, it is argued that New Zealand frameworks, when examined in terms of the theoretical and pragmatic components for evaluation and assessment, are neither appropriate nor effective. Whilst it is not the primary purpose of this thesis to consider recommendations, some suggestions of alternative approaches are offered where appropriate.

This chapter consolidates the major conclusions from the review of the literature in Chapter Two, the international evidence (A) and Australian meetings (B) in Chapter Three, with the New Zealand evidence (C and D) in Chapter Four. It also synthesises the detailed findings discussed in Chapter Six, namely, the review of local authority procedures (E), the results of the surveys of non-professionals (F) and professionals (G) and the outcomes of the expert panel discussions (H). The findings from all data sets are combined and contrasted, and significant issues analysed according to the format of a

concurrent triangulation design of the mixed methodology (Teddlie & Tashakkori, 2003) described in Chapter Five.

The chapter is structured to enable New Zealand frameworks to be contrasted to the international evidence in four topic areas as follows: the nature and quality of heritage value; national and sub-national frameworks for assessment; the community dimension and lastly, the assessment of significance. For each topic, the components of an effective and appropriate system are defined and outlined. These components are drawn from the literature, meetings with heritage practitioners in Australia, the review of policy and practice in Australia, Canada, England and the United States and the summary of effective system characteristics at the conclusion of Chapter Three. This is followed by a discussion of areas where there is common agreement within the literature, local authority reviews and professional and non-professional opinion on aspects of the New Zealand system that are considered to be working effectively. The discussion also considers areas where there are significant shortcomings as well as areas of divergent opinion. It concludes with a consolidated comparison of all the issues discussed. The discussion focuses primarily on issues of evaluation and assessment; however, since these elements form an integral part of the overall context of historic heritage management, some comment of a general nature is also necessary. Table 7.0.1 outlines New Zealand approaches in terms of the positive and negative components discussed in this section.

Topic	Positive features	Negative features
Heritage value	Recognition of indigenous values in ICOMOS NZ Charter.	Nature and qualities poorly defined; reference to social values & holistic qualities required; ICOMOS NZ Charter less effective in practice.
National and sub-national frameworks	Recent funding initiatives. Register: upgrade; improved policy and information requirements; increase in historic area registrations; pilot projects. Good work by some regional and city councils.	No national strategy; inadequate resourcing; need for a more effective lead agency. Legislation: lacks statutory integration; no separation between identification, assessment and protection; no statutory protection for significant heritage. Register: strategy & process unclear; unrepresentative, biased selection; no national evaluation; need for guidelines, regular review of registrations and faster processing. Statements of significance inadequate. Local authorities: variable assessment strategies; lack of guidance.
Community issues	Successful projects & liaison with <i>tangata whenua</i> .	Maori legitimacy insufficiently acknowledged; assessment criteria and process culturally inappropriate; status of Maori Heritage Council unclear. Inadequate community participation in identification, nomination and assessment process.
Significance assessment	Pilot projects; draft thematic framework; greater recognition of historic areas & heritage landscapes.	'Significance' poorly defined; inconsistent process and methodology; lack of common terminology or categorisation of heritage; little interpretative guidance.

Table 7.0.1 Positive and negative features of New Zealand assessment approaches

7.1 Heritage value: its nature and qualities

The international evidence indicates that heritage is defined holistically and policy is referenced to, and inclusive of, all heritage values as evidenced by the term 'historic environment' in England. In Australia, this has resulted in the combination of natural and cultural elements at a macro level; furthermore, a standard terminology, in which inherent heritage values feature prominently, applies to the heritage resource.

A charter establishing the framework of heritage policy supported by practical, clearly-articulated government policy is a crucial component of effective decision-making. For example, the principles of the Burra Charter guide and govern Australia's heritage policy, and provide a clear statement of the nature and meaning of heritage value. A charter or similar principles thus acts as a national standard for evaluation and assessment by promoting consistency, best practice and a co-ordinated approach.

In New Zealand, the research findings confirm the theory-base discussed in Chapter Two that heritage is highly valued (Warren & Ashton, 2000; Statistics New Zealand & Ministry for Culture and Heritage, 2003; Marsh, 2004). Participant comment for this thesis suggests that heritage comprises dynamic qualities with a core of intrinsic, absolute worth. Its multiple qualities, expressive of a profound intensity of belief, are detailed in the comments of non-professionals in Chapter Six. Furthermore, heritage practitioners claim that the evaluation process should be responsive to all values; it should reflect quality standards and accord with international best practice.

The panel of experts note significant misunderstandings about heritage and its value together with the lack of any common definition of historic heritage in major heritage-related legislation. There is little recognition of concepts of social value and cultural significance. Intangible values need to assume greater prominence as these reflect the contemporary, evolving values of indigenous and non-indigenous communities.

Moreover, the diachronic and multivalent nature of the resource, inclusive of both natural and cultural elements, is not commonly acknowledged. A notable exception to this is

Tongariro National Park, a world heritage site⁵¹ representing a fusion of natural and cultural values. Allied to this is the need to view heritage holistically – inclusive of the historic landscape, the place and its context, natural and cultural forms – and to establish categories indicative of a comprehensive view of the environment.

Australia, England and New Zealand each possess a charter or convention affirming principles which guide heritage practice. The ICOMOS New Zealand Charter affirms heritage, and particularly indigenous heritage values, and provides guidelines consistent with international practice. Also, the organisation New Zealand ICOMOS is the only multidisciplinary group in the historic heritage sector and thus, as a stakeholder interest group, it is ideally placed to contribute intellectual *gravitas* – a function made easier as the Charter is used by various agencies. However, it is apparent that the Charter lacks the comparable strength and authority of its Australian counterpart – the Burra Charter; organisations pay lip-service to it and ICOMOS itself is not treated as a significant non-governmental organisation confirming Walton's (2004, p.13) opinion that the Charter is 'evidently little read or understood.' In conclusion, the evidence suggests a gap between the notional theory of how heritage is valued and its current application in heritage management practice.

7.2 Frameworks for assessment

This section discusses national and sub-national frameworks for assessment in terms of the following issues: national policy and resourcing issues, agencies and a lead agency, legislative frameworks, the registration and listing process, and regional and local authority procedures.

National policy

An extensive review process in three of the four countries examined has been a catalyst

⁵¹ New Zealand has three world heritage sites: Te Wahipounamu, the New Zealand sub-Antarctic Islands and Tongariro National Park (Shopland, 2004).

for major changes to their heritage systems. Australia, Canada and England are in the process of developing and implementing a detailed, integrated national strategy for historic heritage. A key element of these strategies is the development of heritage policy supported by appropriate interpretative guidance to determine the criteria and methodology to use when assessing heritage values at all levels of governance. Such strategies, backed up by realistic levels of resourcing, thus ensure national consistency and co-ordination, and signify government commitment to heritage. They have far-reaching consequences for the effectiveness of historic heritage management.

In New Zealand, government-sponsored initiatives for change in the previous two decades have followed a variety of directions with variable success. The most recent assessment of policy occurred in the late 1990s which concluded that successive governments have failed to undertake any overall assessment of cultural policy or develop a coherent set of priorities, objectives and structures for its involvement in the cultural sector (Ministry of Cultural Affairs, 1998). Two years later, the 'Heart of the Nation' report (Keith, 2000) outlined expansive strategies to restructure the cultural sector of New Zealand. However, it was felt that this report did not sufficiently address the issues and the government decided to not to pursue its recommendations.

The overall perception, confirmed by professional responses in the survey and the panel findings of this research, appears to be one of a lack of understanding and an absence of distinctive policy to frame government initiatives and responses to historic heritage, and an absence of government commitment despite repeated ministerial assurances to the contrary (Ministry for Culture and Heritage, 2004c). Practitioners agree that there is no agency developing policy – with the result that national, regional and local authority processes are disparate and uncoordinated. The PCE report of 1996 (Parliamentary Commissioner for the Environment, 1996a) identified an apparent lack of political will, overall poor performance, policy that is reactive and lacking in vision, and highlighted a significant policy gap at national and regional levels. This research has identified few significant developments in the period since the PCE report was written, confirming that an integrated national strategy for dealing with historic heritage has yet to be developed.

The research findings also demonstrate an absence of national standards throughout all areas of the evaluation and assessment process resulting in operational inconsistencies. There is no effective national strategy for the assessment of places and areas of significant historic, archaeological and Maori heritage value. Professionals comment on the lack of guidance on the criteria to use when assessing heritage values and particularly the criteria used to determine national significance. At local authority level, planning documents relating to historic heritage prepared under the RMA lack direction and, furthermore, there is little interpretative guidance on heritage identification and assessment available to local authorities. Recent publicity lends support to the perception that the government is interested in national symbols, such as the Tomb of the Unknown Warrior, rather than strategy.

Admittedly, any change of policy direction is a protracted process. England is still developing its new heritage strategy (Department for Culture Media and Sport, 2004). In Australia and Canada, a lengthy consultation and review process preceded the implementation of their new heritage strategies. Significantly, at the same time, the Parliamentary Commissioner of the Environment undertook a similar review in New Zealand with considerably less success. A detailed national strategy as set out in a national policy statement or a set of environmental guidelines for historic heritage drawing on collaboration of all heritage agencies, has been repeatedly suggested as a way forward (ICOMOS New Zealand, 2000; New Zealand Historic Places Trust, 2004c); however, there has been little substantive progress. Frustration at the non-implementation of the review recommendations and a continuing lack of political will and policy direction prevail. Professionals note repetition of the same suggestions with little effect. The need for top-level, strategic guidance is reiterated by expert opinion in both the survey and panel procedures in this thesis, in order to provide essential co-ordination throughout the heritage sector.

Resourcing

It is acknowledged that matters of resourcing are not directly related to issues of evaluation and assessment; however, the frequency and stridency of comment in the survey findings suggest that comment about these issues needs to be made.

The increasing emphasis placed on the past as an economic asset has been discussed in Chapters Two and Six. Results of cost-benefit analysis studies in England indicate significant public interest and conviction in the value of recorded heritage (Ozdemiroglu & Mourato, 2001). For example, the megalithic complex of Stonehenge is hugely significant to a wide range of people including those who do not intend to visit it but believe in its preservation for the future (Kennedy, 1999). The economic impact of the environment is considered as an environmental and cultural asset (The National Trust, 2001), whilst the economic and cultural value of Wales' unique historic environment is considerable yet sadly neglected (Hunt, 2002b). Furthermore, the State of the Historic Environment (SHER) report (the first ever-national audit of the state of England's historic heritage), stresses that the historic environment is a valuable resource that 'pays' rather than is a drain on the economy (Hunt, 2002a). A recent English survey quantifies the value generated by the historic environment noting its huge significance as an economic asset and that its benefits can, and should be, measured and assessed in ways no different from other aspects of the economy (English Heritage, 2003).

On a positive note in New Zealand, financial support for cultural and historic heritage has progressively increased in recent years from \$2.8 million in 2001/2 to \$8.3 million⁵² in 2003/4 (Ministry for Culture and Heritage & Statistics New Zealand, 2005) although heritage is one of nine categories in the cultural sector.⁵³ The National Heritage Preservation Incentive Fund and the Cultural Recovery Package, mentioned in Chapter Four, provide additional sources of funding for the Trust.

⁵² Figures excluding GST.

⁵³ The major categories are: Taonga Tuku Iho; Heritage; Library services; Literature; Performing Arts; Visual Arts; Film and Video; Broadcasting; Community and Government activities (Statistics New Zealand & Ministry for Culture and Heritage, 2003).

However, respondents acknowledge that historic heritage has traditionally been a belated recipient of government funding. Furthermore, inadequate resourcing has adversely affected the development of constructive strategies for its evaluation and assessment. Respondents support the conclusions of earlier reviews noting the lack of funding for historic heritage at national, regional and local levels; the lack of a dedicated national heritage fund, and the fact that many local authorities are poorly equipped with resources and expertise to meet the increased responsibilities engendered by the devolution of heritage protection under the RMA as explained in Chapter Four (Parliamentary Commissioner for the Environment, 1996a).

Government funding for identification and assessment programmes has been described as ‘grudging’ (McLean, 2000, p.228); it demonstrates principled support yet inadequate application in practice. Indeed, it is noted in Chapter Four that the contribution of the cultural sector⁵⁴ to Gross Domestic Product (GDP) far outweighs government expenditure on heritage services. Despite recent financial subsidies, a legacy of insufficient resourcing has seriously undermined the performance of the Trust, whilst Skelton (2004, p.6) notes that it ‘needs more resources to enable it to achieve the purpose of the [HPA] Act and particularly the purposes of the Register.’

It is also significant that non-professionals, albeit not representative of the entire population, were explicit about ways in which historic heritage might be funded. They indicate a willingness to pay (in varying amounts) for the preservation of sites of local significance, favour setting aside up to 2 percent of tax revenue annually to fund historic heritage, and firmly believe that historic heritage should receive annual funding from the national budget.

Non-professionals are also aware of the potential value of historic heritage as an economic asset – as a generator of revenue through employment and tourism opportunities. Adaptive re-use and heritage-based tourism make an important contribution to the economy and have significant potential to grow in importance.

⁵⁴ A combination of historic heritage and cultural activities.

Historic and cultural heritage tours provide opportunities to experience art deco architecture in Napier and tramways in Christchurch. The Treaty Grounds of Waitangi offer cultural and heritage visitor attractions with guided tours and cultural performances. In 2000, an innovative scheme to establish a Heritage Commission as a product development and marketing agency for the museum and heritage sector focussed on domestic and international cultural and heritage tourism development was proposed (Keith, 2000). However, whilst such a scheme has considerable merit, little progress has been made to advance it.

The need for increased resourcing is repeatedly stressed throughout the thesis as the single factor most likely to improve the effectiveness of evaluation and assessment strategies. Professionals surveyed for this thesis rate improved resourcing – funding, personnel, education and training – as the third most important factor likely to improve the current situation. Yet a significant outcome from the survey ‘Future Directions’ for this thesis saw a fall-off in support for the statement that historic heritage would be well funded by the year 2010. Such pessimism appears justified.

New Zealand can learn from overseas studies presenting historic heritage as an appreciating (rather than unappreciated) economic asset. A change of perception is needed from the current one of historic heritage as a financial burden to one recognising its potential contribution to New Zealand's economic wealth.

Agencies and a lead agency

Overseas practice affirms the importance of having a single, national, well-resourced lead agency to develop strategies for the identification, evaluation and assessment of historic heritage. This is effected in Australia by the Australian Heritage Commission, in Canada by Parks Canada, in England by English Heritage and in the United States by the National Parks Service. A national agency with a clearly defined leadership role is essential for the realisation of a common evaluation and assessment strategy, to coordinate and implement national standards, and for the overall care and protection of historic heritage.

Opinion surveyed for this research stresses the need for an energetic organisation to oversee all aspects of the assessment process – to set standards, develop criteria and ensure national consistency. As noted in Chapter Four, the Historic Places Trust (the Trust) is a quasi-governmental organisation with expectations to act as a public authority yet lacking the resources to do either. Its confusing status hampers its role as a lead agency and prevents it exercising its statutory role and responsibilities. The result is a policy vacuum wherein the articulation of heritage policy, the setting of national standards, support for local authorities and provision of guidance, is wanting.

Moreover, the findings support the need for an integrated approach involving all elements of the heritage sector and promoting greater inter-agency collaboration. A number of agencies are involved in historic heritage management: the Department of Conservation (DoC), the Ministry for Culture and Heritage (MfCH), the Ministry for the Environment (MfE) and the Trust, yet they lack the necessary guidance to act collaboratively and manage with competence. For example, the Trust and DoC each develop and pursue policies entirely independent of the other (Mahoney, 2004). The overall lack of government direction noted above has militated against a consistent approach with consequent inefficiencies and loss of significant heritage.

Whilst a majority of professionals acknowledge the need for effective leadership from a heritage agency, this thesis identifies a lack of consensus regarding whether responsibility should be given to an existing organisation, such as the Trust, DoC, the MfCH, or a new organisation. On the one hand, some professionals feel that the Trust has failed to set out its authority clearly and has not permitted its processes to lead to clear outcomes. They believe the Trust should confine itself to an advisory and advocacy role with the regulatory functions of heritage management carried out by another agency such as the MfCH. O'Keeffe (9.7.2003, personal communication) remarks that the MfCH was handed the role of lead agency but has not wholly taken this up, resulting in an operational and policy vacuum. Others consider the Trust is doing its best in challenging circumstances and believe it should be transformed into a national heritage protection agency with explicit legal responsibilities.

Legislative frameworks

Overseas review confirms the existence of primary, unambiguous legislation which establishes, clarifies and consolidates historic heritage evaluation and assessment strategies and promotes national consistency. In all countries examined, the process of identification and assessment, including listing decisions, is clearly separate from decisions about the current or future management of a place and its protection, and there is statutory protection for all identified significant heritage.

Significantly, overseas perception of New Zealand legislation is favourable, citing references in the RMA to the Treaty of Waitangi as a primary point of reference and the treatment of Maori and historic heritage together in legislation. Byrne believes that 'New Zealand has achieved an instrument to deliver positive duality of participation and control ... a world benchmark in addressing Indigenous (Maori) and historic heritage equitably' (Byrne *et al.*, 2001, p.83).

However, the need to rationalise heritage legislation is a critical issue emphasised throughout this thesis. Identified shortcomings relate to the lack of any common definition of historic heritage in major heritage-related legislation which adequately reflects its nature and qualities; the absence of any reference to concepts of social value and the holistic qualities of historic heritage referred to above; the lack of integration between the HPA and RMA, inconsistencies in heritage-related legislation and the anomalous separation of identification, assessment and protection procedures between the HPA and RMA. The existence of statutory valuation criteria in Section 23 (i) of the HPA is a further problem.

Heritage practitioners voice their concerns over the lack of integration between the RMA and HPA and the need for clarity of statutory responsibility. Current legislation does not explicitly designate and separate responsibilities across the two statutes as shown in Table 7.2.1 and each produces different outcomes with consequent dissonance. Legislative amendments to strengthen linkages between the two Acts have been suggested (Skelton, 2005) .

Responsibility	Resource Management Act	Historic Places Act
Identification	S7 requires TLAs to list all places on the HPA Register in district plans.	S 2 identifies historic places, historic areas, <i>wahi tapu</i> & <i>wahi tapu</i> areas. Significant heritage listed on the Register.
Assessment	No statutory requirement. TLAs apply own or HPA criteria to heritage of regional & local significance.	S 23 applies a range of criteria to heritage of significant value. Historic places graded categories I or II.
Protection	The protection of historic heritage is a matter of national importance. S 7 protects the heritage values of sites, buildings, places & areas including archaeological sites.	No statutory requirement. Archaeological provisions transferred to the RMA.

Table 7.2.1 Heritage responsibilities as effected by the Resource Management and the Historic Places Acts

Moreover, the three principal statutes which govern the protection and management of historic heritage in New Zealand: the Conservation Act 1987, the RMA 1991, and the HPA 1993, each have distinct objectives and are each arguably effective in their own right, yet the lack of national policy co-ordination is a disincentive to the consistent management of historic heritage across these Acts.

New Zealand is also unusual in that, unlike countries with dual levels of heritage protection in specialist laws and planning legislation, the protection of all historic heritage is located in planning legislation of the RMA. Such a devolved system has the potential to be effective, however the lack of co-ordination between individual councils and between national and local levels causes inconsistency.

Although the HPA is designed to be the principal statute for the management of historic heritage, as explained in Chapter Four, the primary function of the register is for identification purposes; protection is principally afforded via the RMA in regional policy statements, district plans and heritage orders. Thus, although the Napier CBD is a

registered historic area, it is not recognised and thus not protected in the Proposed District Plan (New Zealand Historic Places Trust, 2004b). Archaeological sites are an exception and are protected whether registered or not for reasons explained in Chapter Four.

A feature of all the other countries reviewed is the power of legislative protection for registered places which does not occur as a matter of course in New Zealand. Professional opinion confirms international practice whereby the functions of identification and assessment are separate from those of protection and there is statutory protection for all registered places. In terms of existing practice, this suggests a system whereby the identification and assessment of historic places are addressed in the HPA, and protection of all identified significant heritage is addressed primarily through the RMA and the district planning process.

In conclusion, there is an urgent need to rationalise the current confusing mix of statutes. A co-ordinated approach that promotes national consistency will, by default, heighten the status of historic heritage.

The registration and listing process

A register, or schedule, is a convenient means of listing heritage items, whose significance may then be determined against specific criteria. Such lists can take a variety of forms and will contain a built-in assessment process because it is assumed that only some places will qualify.

The listing of heritage of international, national, regional, and local significance is integral to good heritage management practice. Legislative change and improvements to the registration process have featured significantly in the heritage environments of Australia, Canada and England. Overseas review indicates that whilst registers may vary in structure and format, places are identified and assessed using standard criteria, consistently applied. A number of common criteria determine the effectiveness of any registration process. They must demonstrate responsiveness to all values, reflect quality standards and accord with international best practice. The criteria should be transparent;

have national acceptance and universal adoption; be consistent, unambiguous and defensible; respect local values; exhibit minimum (information) quality standards; and finally, incorporate efficient systems to enable prompt processing. They must also represent an equitable selection of indigenous heritage.

Moreover, clear guidelines and procedures help interpret the criteria for registration (together with their thresholds) to ensure their application is nationally consistent, with criteria weighted for heritage of local significance. The primary registration categories are based on carefully developed criteria for national and international significance. Where registration thresholds are applied, they are intelligible, clearly set and clarify the basis on which places are deemed significant. Finally, the dynamic quality of any registration is recognised in provisions for regular review.

It is also common for a heritage register to detail the heritage significance giving rise to the registration of each place as set out in a statement of significance. A statement of significance for each registered item describes and justifies all aspects of the significance of a place, which are above the registration threshold. The statement conforms to an established framework, and embodies standardised criteria and process. Components of the statement are referenced to registration criteria in order to make the link between the statement and the criteria transparent. The statement indicates the level of significance to clarify the registration and refers to comparative assessments wherever possible. It is fully documented to enable a clear understanding of the nature of an item's significance (Pearson & Marshall, 1999).

Registration and listing are carried out by an independent, multidisciplinary expert body. Moreover, local authorities are encouraged to establish standard procedures for the listing of places of regional and local significance consistent with a nationally agreed strategy. Overseas practice suggests that registration is best co-ordinated nationally to ensure consistency and complementarity, yet allow an acceptance of federal, state and local inventories.

It is apparent that a national programme of identification and evaluation such as occurred in England as part of the Monuments Protection Programme is vital to the ultimate

effectiveness of any registration strategy. Qualities of commonality of criteria and consistency of process are applied comprehensively from national registers through to state and local lists, with information provided by comprehensive, centralised databases.

In terms of registration structure, a variety of formats exist – from Australia with four separate lists to England with one comprehensive register. The important determinant is the soundness of related evaluation and assessment strategies and clear, consistent, comprehensive national standards in all cases and at all levels. Australia's lists include places of both natural and cultural heritage value and English strategies incorporate the broader context of the historic landscape. The thesis notes a movement away from the singularity of an iconic, place-based approach to a more holistic consideration of the place and its context within the historic environment.⁵⁵

Significant improvements to the registration process and the Register of the Historic Places Trust have occurred in New Zealand. The upgrade of registrations, aimed to make the Register more representative and comprehensive, is noted positively in a recent major review (Skelton, 2004) and similar opinions are expressed by participants of the expert panel for this thesis. The Register now has an on-line search facility allowing electronic searching of more than 5,000 of the 6,000 entries on the Register; it includes all Category I and II historic places. Other notable achievements are the Trust's regional pilot projects in Rangitikei-Ruapehu and Hawke's Bay designed to increase the rate of registrations and also ensure the Register becomes more comprehensive and representative (New Zealand Historic Places Trust, 2003b, 2004b). Professional comment in this thesis commends their use as indicators of best practice to subsequently build upon.

Furthermore, the Trust is identifying deficiencies in registrations that have arisen over the last twenty-five years. A recent audit of all (approximately 1100) registered archaeological sites identified six deficient registrations (McGovern-Wilson, 2005). The

⁵⁵ Proposed amendments to the HPA aim to clarify the meaning of historic place so that it can comprise more than one associated building and/or structure. This will enable, for example, a house and its outbuildings which collectively form an integrated whole to be considered a single historic place (Ministry for Culture and Heritage, 2004b).

registration of Kuia Rongouru – a group of islands offshore from Paihia – as *wahi tapu*, (New Zealand Historic Places Trust, 2005b) demonstrates efforts to improve the content of the Register, focussing particularly on increasing the representation of Maori and archaeological heritage. The drafting of a thematic framework is noted in Chapter Four and refinements to registration policy and information requirements for registration are ongoing. Regional registrars have also been appointed. Issues surrounding the Register and the registration process have been extensively reviewed (Parliamentary Commissioner for the Environment, 1996a; ICOMOS and New Zealand Historic Places Trust, 1997; department of Conservation, 1998a) and more recently by Skelton (2004). Challis (2004) has acknowledged the legacy of slow progress over the past fifteen years, along with continuing capacity and resourcing problems. In Skelton's (2004, p.28) opinion: 'If historic heritage is to be properly recognised and provided for as a matter of national importance under that Act (RMAA⁵⁶) ... the Register under the HPA will be the single most important tool available for achieving this.'

The next section sets out the shortcomings identified in registration strategy and process. These relate principally to the expression of heritage values in the Register; confusion regarding the primary registration categories; its consistency, coverage and representativeness; co-ordination and the existence of guidelines; the statement of significance; provisions for the review of registrations, minimum requirements for registration and its statutory format.

There is a qualified response from professionals surveyed for this thesis on the overall effectiveness of the Register and the registration process. They appear to rate it marginally effective at a national level. They note the lack of research on understanding and interpreting the values implied by the registration process, which reinforces the lack of understanding of the nature of heritage value commented on above. References to its 'inconsistency' and 'lack of national standards,' feature in remarks.

Some panel experts recommend replacing the registration structure, and thus the Register in its entirety; others believe that the identified shortcomings derive more from the

⁵⁶ Amendments to the Resource Management Act .

registration process. Indeed, a comprehensive, national historic heritage schedule has been intermittently suggested in heritage reviews (Department of Conservation, 1998b, 1999).

Confusion exists around the primary categories of the Register due to poorly developed criteria. The registration process is unclear, particularly the distinction between Category I and Category II historic places and any definition of the thresholds implied by the term 'special or outstanding' significance in Section 22 (3)(a).

Every community will hold its own view on what is significant, and indeed, the HPA democratically allows anyone to propose a place for registration – an issue discussed in the next section. However, there is a perceived lack of respect for community values and community choice. Section 23 (2)(a) denotes representativeness and importance as assessment criteria, yet neither the criteria nor process are clarified. National importance appears to rate more highly than places valued by the local community. Moreover, there is a danger identified by Maori that heritage of importance to a local community or *tangata whenua* may be devalued if compared to similar heritage of other local communities or *tangata whenua*. The issue of registration of Maori historic heritage is one of several discussed in the next section.

The review of New Zealand practice in Chapter Four identifies shortcomings in the selection of registered items. Professionals surveyed in this research confirm the unrepresentative nature of the register – its emphasis on colonial heritage places and neglect of places valued by the local community and minority cultures. They note the inequality between built and indigenous heritage and between places of national and local significance; the under-representation of vernacular architecture, Maori and archaeological sites and an imbalance in the distribution of registered places by territorial authorities. McClean highlighted the need for further research on HPA Category II historic place registrations, commenting that few exhibit comprehensive information and assessment criteria. Recent Trust policy states the intention of developing a Register that is 'reliable and nationally consistent' (S 1.1) and that the Register 'should include the full variety and range of themes and activities ...' (S 8.1) (New Zealand Historic Places

Trust, 2004g). However, such statements do not address the challenge of developing a Register that is both comprehensive and representative of New Zealand's historic heritage.

A selective system based on the nomination of a small number of places, does not ultimately demonstrate the variety and cultural diversity of the nation's heritage, and this is borne out by analysis of the Register (Richardson, 2000; Donaghey, 2001). There is nothing intrinsically wrong with preserving the unique for the very reason of its singularity; the difficulty lies in establishing an equitable balance between the extraordinary and a representative selection of the ordinary. One of the reasons for this imbalance is that the assessment of buildings according to aesthetic/art-historical principles is well established whilst the assessment of other forms of heritage such as archaeological sites and historic areas, is less well developed. Valuation and assessment processes must focus on these latter categories to ensure a balanced selection.

Greater attention to the concept of representativeness and other heritage categories will also remove the 'building as fetish object' syndrome that bedevils New Zealand registers and inventories (McLean, 1997). Despite the acknowledged success of the ongoing register review and upgrade, its outcomes, in terms of listing a diversity of New Zealand's heritage, remain less than satisfactory.

A further problem identified in this thesis is the lack of a nation-wide systematic evaluation of historic heritage comparable to the survey of English sites initiated by Wainwright (1984). One reason is possibly the fear that New Zealand would be '... leg-ironed by a long-held conservationist fear that promoting recording would be seen as opening the door to requests from developers to record and demolish' (McLean, 2000, p.224). An example of this is the Jean Batten Building in Auckland, possessing architectural value and historically significant for its association with New Zealand's most famous pilot, yet threatened with demolition because it was not registered (Russel, 2005). It is now a Category I historic place.

The policy vacuum regarding the assessment of places of national, regional and local significance is noted and especially the need for guidance on the selection of historic

places and concepts of national importance. Skelton (2005) notes the problem of registered places that are not listed in district plans whose heritage values are threatened by demolition or development. He cites recent examples at Wellington Hospital, the Fitzroy Hotel, Auckland and the Futuna Chapel, Karori. Furthermore, the poor co-ordination between central and local agencies has resulted in a lack of consistency at all levels. There is an urgent need to develop national level guidelines and procedures for the assessment of all historic heritage so that registration procedures form an integral part of a national assessment strategy.

The statement of significance is a crucial part of the registration process and a vital component to effective heritage management practice. The statement of significance justifies the registration decision by summarising the key heritage attributes that make a place significant. Currently, statements vary widely in approach, content, application and use due to the variation and confusion in the interpretation of the registration criteria. It is suggested that every registration should include a statement of significance forming a reasoned summary of heritage value.

Values are dynamic, and therefore any heritage schedule will never be a finite document but will always represent work in progress as new information increases awareness and understanding. Professionals stress the need for regular review of registered places so that they do not become 'fossilised' together with a more streamlined process of registration review. The need to accelerate the rate of registrations is also suggested by heritage practitioners notwithstanding the fact that each registration is resource absorbing and labour-intensive. 'Controversial registrations have caused the Trust Board to require rigorous, fully defensible assessment which has resulted in the development of an approach less like a summary and more like a thesis' (A. Challis, 10.7.2003, personal communication).

Furthermore, one also needs to consider the extent to which the Register should, or needs to be, a statutory document – with its criteria thus laid open to legal challenge. Registration criteria detailed in a non-statutory format, as occurs in England, would allow greater flexibility in interpretation and assessment.

Current registration policies and procedures are a poor reflection of the richness and diversity of New Zealand's historic heritage both in terms of the selection of places of national importance and those places chosen as representative of the nation's heritage. National co-ordination must ensure consistency across common assessment mechanisms and a standardised evaluation and methodology for all agencies. Moreover, the current criteria must be flexible enough to accommodate changing perceptions of value and international developments. The Register must embody a sense of collective national identity inclusive of all heritage values.

The heart of the issue is whether the Register itself is at fault or its operational strategies. Certainly, the lack of a national assessment strategy has resulted in poor co-ordination, confusion and inconsistent application of assessment criteria by central and local agencies (Walton & O'Keeffe, 2004). However, it is clear that the achievements of the current revision and upgrade process will be largely ineffectual without sustained government commitment. Skelton (2004, p.28) notes presciently in his review of registration procedures that: 'the identification, protection and preservation of our historic heritage is one of the most important resource management challenges facing New Zealand at the present time.' The Register is one of the main tools to meet this challenge.

Regional and local authority procedures

The discussion now turns to issues of regional and local governance. The features of an effective strategy identified in the review of the international evidence in Chapter Three indicate that the devolution of authority for managing historic heritage to local government bodies should be managed within the integrated framework of an effective national strategy that prescribes common standards and offers appropriate interpretative guidance. This should include a nationally-agreed methodology for identifying and assessing historic heritage and for integrating listed places in local planning provisions. Moreover, schedules of regional, state and local historic heritage should be included in local plans and given an appropriate level of protection.

In Australia, state and local authorities manage their assessment of historic heritage more skilfully and with greater integration and commonality of systems and criteria. Clear direction is apparent and the Australian Heritage Council (AHC) and ICOMOS are actively engaged in debate about these issues (H. Allen, 19.8.2005, personal communication). Local authority planning provisions are generally effective in their management of heritage with places protected in heritage overlays in most planning departments, although as one state heritage manager comments 'listing in itself doesn't protect, it's what happens afterwards' (R. Tonkin, 17.1.2005, personal communication).

On a cautionary note, the apparent inability of English local authorities to adequately fulfil their heritage responsibilities is observed. Local authorities, it appears, lack the capacity to maximise the benefits of heritage; heritage services are 'not high enough on the agenda, heritage potential is neglected and that instead of being seen as an asset to be unlocked, heritage is regarded as an obstacle to be overcome' (English Heritage, 2002a).

In New Zealand, as noted in Chapter Four, local authority process provides the primary means of protection for historic heritage. This thesis observes some positive achievements occurring at levels of local governance, notably through the planning procedures of the RMA. Indeed, there is a perception by some professionals that local authority procedures are working reasonably well. RMA process and the enhanced status of heritage as a matter of national importance are generally endorsed as evidence of a more consistent approach to evaluation and protection. Expert opinion confirms the review of local authority provisions in this thesis that certain territorial local authority systems for identifying and assessing heritage value are working successfully and have embedded RMA principles in their planning process. The successful management of historic heritage by certain regional authorities, Auckland in particular, has already been noted in Chapter Four. The devolution of heritage responsibilities to local bodies and the ensuing decentralisation thus parallels overseas heritage reform processes and, as Barber (2000) notes, represents moves in the right direction. Overall, there is consensus that some sort of heritage assessment process is operating within every local authority.

With regard to the thesis findings, the review of local authority procedures (D) however, indicates substantial variation in structure, content and detail in district plans, as well as variable assessment and scheduling criteria and inconsistencies in strategies dealing with the assessment of Maori, archaeological and local heritage. Some authorities transfer registration information straight into their district plan lists, others use it to guide the development of their own lists of heritage items. Scheduling criteria is variable; some councils use the Register of the Trust, whilst others have developed their own. A wide range of assessment criteria is evident in district plans ranging from specialist criteria for various heritage resources to none at all.

Heritage experts comment on the lack of explicit allocation of heritage management functions between central and local government and the Trust which has led to serious shortcomings in matters of significance assessment. The performance of local authorities is described as variable (Skelton, 2004). Minimal guidance, from government or the Trust, is available to local authorities on either how to manage their heritage responsibilities or how to list heritage and effectively integrate registrations into district plans. Surveys of local authority provisions for heritage management such as that carried out by the author in West Auckland (Donaghey, 2000) (see Appendix F) highlight the uneven and inconsistent application and interpretation of the purpose and principles of the RMA through provisions for historic heritage in district plans. Local authority guidelines identify the challenges authorities face in responding to RMA amendments, managing archaeological sites and addressing issues of regional significance (Quality Planning, 2003).

There is a need to consolidate heritage connections at a regional level and harness the superior resources available to regional and city councils. The Papamoa Hills Cultural Heritage Regional Park near Tauranga is a good example of successful collaboration between city and district councils and local *iwi*. It is the first regional park in the country operating under joint ownership (New Zealand Historic Places Trust, 2004f). The establishment of regional frameworks for heritage management is a viable option. A suggestion favoured by some professionals is that regional councils become more proactive in matters of assessment, so that they can improve the quality of their heritage

provisions, set standards and enhance local body capacity for assessment through the establishment of regional networks.

Such shortcomings highlight the ambiguous nature of the relationship between central and local government over matters of historic heritage. The political climate clearly favours an enhanced role for local and regional councils, which is supported by the thesis findings. The opinion of professionals and non-professionals is unequivocal that all registered items and significant heritage should be listed in district plans as only this practice ensures their protection. Protection of historic heritage would then be enforced by TLAs via the RMA. However, links to local authorities via the RMA and the planning process must be strengthened to effect a seamless transition from central to local government for all heritage assessment.

However, it is undeniable that local authorities face significant challenges from a lack of funding and in-house expertise similar to English experiences noted above. A recent study, 'Planning under Co-operative Mandates' (PUCM), cites the poor performance by TLAs in New Zealand as primarily due to a lack of central guidance. It questions the commitment and capacity of local authorities to undertake any additional responsibilities, a lack of methodology to help councils identify matters of national importance and a lack of policy direction. The government, it notes, has also failed to provide agencies with adequate capacity to support councils. 'This failing cascaded down the intergovernmental planning hierarchy into regional and district councils and on to Maori. When councils looked to the government for help, it wasn't there' (Ericksen, 2003, p.9). At present, only a minority of councils has the resources to undertake the additional responsibilities such a strategy would require. Moreover, councils have widely differing land areas and populations. The largest (by geographic area) rural councils often have smaller populations and a smaller rating base and are thus poorer, whilst city councils cover a smaller land area, are more populous and thus better resourced to manage heritage.

Local authorities in England and New Zealand, it appears, thus face similar challenges. At the level of local implementation, many of the same constraints – lack of priorities, development and growth-oriented policies, pressure to keep rates (land tax) low, variable

levels of expertise, lack of commitment or prioritising – are common to both. Given that local authorities in New Zealand have been left largely without direction, they are probably performing as well as can be expected and above this level in some cases. Councils are already responsible for heritage protection. Considering the marginal level at which most New Zealand councils are performing as regards their heritage responsibilities, they are not at present in a position to accept further responsibilities.

Professionals surveyed for this thesis identify the devolution of heritage management responsibilities and an enhanced role for local authorities as the fourth most significant issue in relation to the assessment process. District councils are the active arms of the heritage system but, in the absence of any statement of national policy or guidance from regional councils in regional policy statements, they are unable to make effective use of their powers and procedures. An agreed framework for assessment ensuring national consistency is vital. Clear methodology and guidelines for local body assessment (more comprehensive than the existing guidelines for resource management practitioners) are required for integrating significant heritage and ensuring its protection – an operational framework which local authorities could then adapt according to community preference.

This section has identified and discussed the strengths and shortcomings in national and sub-national frameworks for evaluation and assessment. In conclusion, it is apparent that a common understanding of the nature and qualities of historic heritage value is significantly absent in the New Zealand environment. At national government level, the perception is one of a lack of national policy and government commitment to consider issues of heritage value and an unwillingness to promote the values inherent in the resource or to commit adequate resources. The absence of a national strategy enforced by a lead agency to co-ordinate responses to issues of historic heritage is notable. Heritage legislation must be integrated and rationalised to clarify a number of anomalies. Despite significant improvements in registration strategies, areas of concern are identified relating to the purpose of the Register and the registration process. Finally, the lack of national standards and agreed methodology for assessing heritage items cause widespread variance in the quality of assessment strategies at regional and local levels of governance.

7.3 The community dimension

This section presents issues for all communities of interest – indigenous and non-indigenous – regarding the assessment of historic heritage. It is guided by several questions: ‘Whose values count? How are these values demonstrated?’ and ‘Who participates in the assessment of heritage values?’ Conventional approaches to historic heritage tend to focus on heritage symbolic of entire communities and emphasise national or civic histories. While this may be appropriate for certain sectors of the population such as mobile urban residents, it tends to ignore the sectional interests of a modern pluralist and multicultural society.

All communities of interest retain significant associations with their pasts. The preservation of social value, discussed in Chapter Two, implies a continuation of the ongoing relationship between people and the place that creates that value. The international evidence indicates that the social value of a place or site in the eyes of the community is paramount. Overseas policies attest to a recognition of, and responsiveness to, indigenous values. They display sensitivity to cultural difference and emphasise the importance of engaging with as wide a cross-section of the community as possible. Moreover, they endorse collaborative assessments and the existence of a body of knowledge, skills and experience among the members of the assessment panel. The equivalence of indigenous and non-indigenous heritage is affirmed, and the principle that primary responsibility for identifying and assessing indigenous heritage values rests with indigenous communities.

However, in practice, diverse methods of management are evident. Australia's separatist treatment of the indigenous heritage of Aboriginal communities, with separate legislation and records of sites of significance, has distinguished it from mainstream heritage practice, although there are now moves towards a more inclusive approach. Canada includes places significant in Aboriginal history on its new Register, whilst the United States national register includes places of indigenous significance and is making efforts to better recognise traditional cultural properties. Protection of indigenous heritage is a culturally acceptable and politically expedient way in which governments can profess to

act with responsibility towards minority groups, and is preferable to the alternative – political backlash.

A range of initiatives confirms the evident willingness of the community to be involved. For example, strategies to improve consultation and participation are being developed in England (Historic Environment Review Steering Group, 2000). 'England's Past for Everyone' is a national project dedicated to local history and supported by local volunteers (Victoria County History, 2005). Other methods of social assessment include participatory rural (or urban) appraisal - an approach to shared learning to assess the values held by the local community (Mourato & Mazzanti, 2002). In Australia, the state of Victoria prioritises community consultation by supporting local heritage studies (R. Tonkin, 17.1.2005, personal communication). Similarly, Victoria's draft heritage strategy (Heritage Victoria, 2004) focuses on the community and the importance of building strong partnerships. Occasional dissent is apparent. Certain minority groups in England, for example, claim to feel excluded and marginalised from considerations of heritage matters (MORI, 2000) despite pronouncements by English Heritage to the contrary (English Heritage, 2003).

Encouraging community engagement thus helps people understand historic heritage so they can contribute to its selection and assessment. Public participation in the management of historic heritage can be assisted by establishing partnerships with communities of interest, local authorities, businesses and the wider community, and by developing new tools for assessment strategies using community-based methodologies. The concept of cultural mapping, a technique for identifying heritage places that have significance through community input, rather than relying exclusively on professional knowledge, offers considerable potential for community involvement. The approach can tap into the myriad features that have influenced the development of communities over time.

Issues for Maori

It has been noted in Chapters Four and Five that authoritative comment on Maori historic heritage is constrained by factors limiting the generalisability of the findings and the extent to which issues may be explored in depth. The discussion of Maori historic heritage in this chapter is thus presented in the context of these limitations.

When considering attitudes and approaches to indigenous heritage, how does New Zealand compare? Members of the expert panel note the involvement of *tangata whenua* in local level decision-making and the successful management of certain Maori sites of significance in the HPA and district planning provisions. The registration of Te Apuranginui – a burial ground on the land of the Thames School of Mines – is a good example of co-operation between the Trust and local *hapu* for the long term management of the place (New Zealand Historic Places Trust, 2004e). The site of Otatara Pa in Eastern Hawke's Bay, is successfully co-managed by Maori and DoC (Leonard, 2005). In addition, the panel of heritage experts notes the success of certain community projects and the close collaboration between agencies, *tangata whenua* and the local community such as the Hawke's Bay Registration Project. Heritage experts for this thesis consider the importance of encouraging local partnerships and greater input from the community into the assessment process a crucial issue.

Archaeological and Maori values are not always in opposition. Walton (1999) notes that archaeological values frequently focus on sites of significance to *iwi* and that a consultative process is often set up to ensure all traditional rights and values are considered. In addition, Barber believes that certain *tangata whenua* groups view scientific archaeological investigations as a crucial component to a unitary *kaitiakitanga* (Barber, 2000).

Moreover, commissioners reporting on an application by Kapiti Coast District Council under the RMA accepted that there were distinct sets of values involved in assessing Maori heritage places and that these needed to be treated separately. 'Archaeologists, it was noted, have neither the mandate nor the professional brief to judge or rank Maori values' (Walton, 1998, p.250). Furthermore, recent efforts by the Trust Maori Heritage

Team clarifying registrations of *wahi tapu* and the archaeological provisions of the HPA have shifted Maori attitudes to the MHC and the Trust to one of 'qualified support' (Allen, 2002, p.350).

However, significant tensions remain. Maori and Pakeha value systems exhibit core differences whilst the current heritage system treats them the same. Heritage management authorities have been slow to come to terms with values which do not correspond to those of the majority culture (Mosley, 1999). In acknowledging this fundamental aspect of contested values, many have come to believe that progress will not be made until Maori and Pakeha values are considered differently. The review of policy and practice in Chapter Four indicates that legislative principles which accord with Maori worldviews and cultural ideology exist in New Zealand yet, it is suggested, do not find routine expression in current practice.

The current system distinguishes natural from cultural values whilst Maori values are holistic; it refers to intangible values yet there is little evidence that this concept has been assimilated into the assessment process. Similarly, legislation is concerned with the significance of historic places as icons and resources, emphasising the place rather than its context. In contrast, Maori view community, the land and knowledge as inextricably intertwined; heritage is any resource, area, place or thing (tangible or intangible), which is of economic, social, cultural, historic and/or spiritual significance to *tangata whenua*.

The New Zealand ICOMOS Charter goes some way towards addressing Maori concerns by emphasising the principle of Maori responsibility for their heritage irrespective of its legal status and that the conservation of places of indigenous cultural heritage value should be conditional on decisions made in the community. It affirms Maori cultural attitudes in ways distinct and conceivably more progressive than other countries, acknowledging, for example, that the decay process does not necessarily damage the spiritual significance of a structure (Salmond, 2000). However, as previously noted, the Charter has limited practical application.

Legal provisions for Maori heritage, as identified in the RMA and HPA have never met with universal approval and are of particular concern to Maori, many of whom assert that

theirs should be the deciding voice in the management of historic places of significance to themselves. The RMA endorses Treaty principles and the importance of the relationship of Maori with their ancestral lands. Similarly, local authorities are intended to play an important role in encouraging *tangata whenua* to take responsibility for identifying and assessing Maori heritage values yet the extent to which these principles are effected varies. Moreover, further tensions exist around the differing concepts held by Maori and Pakeha of public, private and communal interests in land (Allen, 1999).

The statutory definitions of *wahi tapu* and *wahi tapu* areas are also controversial and the lack of criteria in the HPA to assist their registration noted (Skelton, 2004). In this respect, Richardson (2000) notes the informal policy which has arisen preferring the nomination of *wahi tapu* areas over *wahi tapu* as this avoids the identification of specific sites, assists confidentiality and better recognises the importance of the protection of the land surrounding *wahi tapu*. However, the protection of *wahi tapu* is part of a mainstream approach by the government and not one that has ever found favour with Maori.

The inequality in the present register in terms of Maori sites of significance has already been referred to. Regarding assessment methodology, existing heritage procedures focussing on an iconic concept of selective value highlighting the 'best', 'most significant' and 'most important', are far removed from holistic concepts of Maori heritage. Nor is the ranking of places and the concept of national importance appropriate for Maori, as places associated with one *iwi* or *hapu* are of no greater or lesser significance than those of others. Such methods are culturally inappropriate and other ways of assessing and protecting Maori heritage drawn from Maori decision-making processes need to be explored.

The crucial issue is that registration has never been a priority with Maori. One radical proposal would be to establish an independent system such as the Australian Sites Authority described in Chapter Three. An alternative proposal – a single national register for sites of significance to Maori – is also unworkable, and at odds with Maori traditions by undermining the *mana* of a site as such a policy would imply selection in terms of importance and thus by implication, exclusion of other sites. Provision for Maori to

register and care for those sites and structures significant to Maori or to not register them as desired, is a further option (Warren-Findley, 2001).

However, non-professional opinion surveyed for this thesis, whilst holding Maori heritage in high regard, appears less in favour of allowing information about sites of significance to Maori to remain confidential or allowing *tangata whenua* to assess Maori heritage. In contrast, professional opinion tends to favour the development of culturally appropriate strategies in the areas of consultation, assessment, treatment of confidential information, *wahi tapu* and *wahi tapu* areas. As a body of expert knowledge, they support the concept of allowing *tangata whenua* to assess the significance of Maori sites and decide on their public or confidential listing.

Sensitive issues of Maori heritage are best identified through the auspices of the Maori Heritage Council (MHC) and by dialogue with *iwi* and *hapu*. However, before this can happen, the status and functions of the MHC must be reassessed and its relationship to any lead heritage agency defined. One option may be to reconstitute the MHC as a stand-alone Maori heritage agency charged with, among other things, the development of a national strategy for managing all aspects of Maori heritage. This would encourage Maori to use the existing heritage management framework more effectively and create a more appropriate system for the management of Maori heritage (Allen, 1998, 2002).

However, the apparent facility of such options conceals a political dilemma. Questions of responsibility for Maori heritage symbolise the political tension between pluralism and citizenship, between a bicultural and multicultural society. Maori affirm their special status as first nation and indigenous peoples, with autonomous rights, rather than being merged and treated as simply another minority group. They argue for New Zealand to be a bicultural country of indigenous peoples (Maori) in partnership with others (early settlers and more recent immigrant groups). However, Maori preference for a bicultural society may diminish the distinctive status and growing presence of other minorities within the majority European population who would be unhappy to be called Pakeha. Yet, a monocultural model dominates contemporary political process; the political inclination is towards a mainstream approach achieved through vehicles such as the

RMA. Although Maori have special rights of consultation through organisations such as the Maori Heritage Council, ultimate decision-making is achieved through the same multicultural instruments as are used for Pakeha and other ethnic communities. In this context, it is hardly surprising that members of the expert panel for this thesis appear pessimistic about the likelihood of a system for assessing the significance of Maori heritage acceptable to *tangata whenua* being in existence by the year 2010.

Heritage experts appear to favour improving provisions for the assessment of Maori heritage. This issue ranked fifth in importance of all issues related to historic heritage assessment. The development of culturally appropriate principles and criteria are necessary; of necessity, these would be different from Pakeha principles. Yet, at the same time, Maori and Pakeha perspectives on heritage values need to be reconciled. The ideal would be to integrate all the differing values in a constructive way so that they complement rather than compete with each other. One example of this is in the holistic concept of heritage landscapes which provides the opportunity to recognise the value of a range of physical, cultural and historic resources in a manner compatible with Maori ideology. Distinct criteria governing the assessment of indigenous and non-indigenous sites of significance are required. Moreover, appropriate policy must be devised to manage all aspects of significance assessment in a culturally appropriate manner. Maori values should have primacy where Maori heritage is concerned, and at the very least, there should be equal priority amongst all decision-making agencies and processes.

There is a need to acknowledge Maori legitimacy with regard to their sites, places and ancestral landscapes; to uphold the traditional tribal knowledge and spiritual associations inherent in them, and demonstrate a greater cultural awareness in dealing with them. Such challenges can only be overcome by the encouragement of dialogue and development of co-operative relationships to forge consensus regarding policies and protocols as demonstrated by heritage initiatives in the museum sector (Butts, 2002). However, a unifying approach of political compromise is more likely to be determined by Pakeha priorities; such an attempt at integration will subsume Maori legitimacy and cause major difficulties. It is therefore suggested that a pluralist approach, validating different cultural perspectives, encouraging partnerships and allowing for difference, merits consideration.

Issues for New Zealand communities

The questionnaire findings confirm high levels of appreciation for a diversity of historic heritage. People value the past for many reasons: because it promotes a sense of belonging, enriches the environment, enhances quality of life and can enlighten and inform as a key to the past and a resource for future generations. Heritage owes much of its significance to public perception – people's personal beliefs and values matter; indeed, it atrophies in the absence of public support (Lowenthal, 2000). The knowledge and expression of heritage values allow communities to construct their identity (Historic Environment Review Steering Group, 2000; Warren & Ashton, 2000). This identity is part of the social dimension of historic heritage – its personal narratives – and it has a spatial dimension extending beyond individual sites and buildings, to encompass the totality of the historic environment.

People tend not to compartmentalise heritage. Respondents for this thesis prefer to view heritage as open-ended and possessed of a fluidity that emphasises the item and the context in which it sits as imparting meaning rather than being defined by specific categories of place or site. Similar sentiments are echoed in England where there is a growing recognition that heritage is something that is 'all around us' and that it goes wider than the stock of statutorily protected sites to the very landscapes, streets and houses in which we live. There is more public recognition than ever of the wider value of preserving the historic environment (English Heritage, 2003, p.38).

This thesis demonstrates the value placed on local heritage – rated a close third after historic buildings and archaeological sites in the opinion of non-professionals. People value the humble features that are frequently overlooked in a perceived emphasis on places of national importance. Local heritage embodies local values as demonstrated by the creation of the 'Treasury' archive centre at Thames noted in Chapter Four and the history of Waitakere City, Auckland, based on a collation of local histories and personal narratives, being scoped by a member of the community (R. Kerr, 1.9.2005, personal communication).

Despite this, the findings of the review of local authority district plans in this thesis, identifies several authorities lacking any listing of places of local significance. Moreover, professionals acknowledge the need to place greater emphasis on the expression of community values and the empowerment of community groups. In the panel survey, 'Future Directions', experts are less than optimistic that the significance of community values will be clearly acknowledged by the year 2010.

Moreover, the New Zealand heritage approach focussing on physical fabric and built structures poses several challenges. Firstly, it provides a less-than-adequate recognition of intangible values. Experts traditionally focus on historic, aesthetic, architectural and archaeological values, whereas the public identify social, spiritual and traditional values external to the fabric which enhance the significance of a place. Secondly, the emphasis on fabric, place and site in the HPA assumes a materialist concept of historic heritage, whilst its treatment as a 'resource' in the RMA increases the difficulty of considering the cultural significance of its value. Finally, it is apparent that the iconic approach in legislation focuses on the use value of places to the exclusion of their social values. It is suggested that recognition of such wider, publicly-identified values, which harmonise more with living traditions, may also provide a means of *rapprochement* between Maori and non-Maori ideologies.

An effective assessment process invites public participation. In theory, the nomination of places for heritage registers and lists is democratic and open to any individual, organisation, group or agency. A consultative approach assumes consultation at national level to nominate things of national significance; consultation at regional and local level to nominate things of regional and local significance, and consultation with particular groups to nominate things of significance to different groups. Assessment is a collective process, inclusive of all stakeholders, which works in tandem with, rather than is controlled by, professional opinion and judgement.

With regard to responsibility for assessment, it is vital to encourage collaborative assessments by diverse individuals and stakeholder groups to ensure a variety of knowledge and experience among members of an assessment panel. A professional,

multidisciplinary assessment is appropriate for places of national significance with appropriate stakeholder input, whilst places of regional and local significance are assessed by the community with appropriate expert advice.

However, there is a danger that the management of any resource, primarily reflecting Western values, discourages public participation. Skeates (2000, p.85) describes the public as 'passive consumers of the past', in reality dictated to by professional interest groups. Professional archaeologists, historians and architects dominate heritage and its management and are recognised as having the intellectual authority to do so – an authority reinforced by legislative practice in Western society (Smith, 1993). Indeed, it has been suggested (H. Allen, 5.8.2005, personal communication) that one of the reasons why places are highly valued in principle but less so in practice is because everyone wants someone else to protect heritage. However, the heritage that someone else will protect will always remain 'someone else's.' There are also legitimate concerns over how community participation, as expressed in the term 'public heritage,' is enabled when the role of the public within the management process is indistinctly defined, or, to put it more bluntly, when 'a top-down approach to management is met with a bottom-up understanding of "heritage"' (Waterton, 2005, p.3).

The research findings indicate a strongly articulated wish by both experts and non-experts to engage the community in the heritage management process to a far greater extent than exists at present. The trend towards more significant and meaningful forms of community involvement, with the heritage professional increasingly acting in an advisory and facilitative capacity, is clear. The success of initiatives such as the Rangitikei-Ruapehu project highlights a potentially greater role for the community and *tangata whenua* in the identification of heritage places, their nomination, their assessment and overall decision-making. Although professional and non-professional attitudes towards heritage values may differ, such differences are more a matter of degree than direction. Heritage managers must actively manage what the wider community values and encourage community consultation and involvement. This was the top-ranked proposal of the professionals from the survey and panel proceedings in this thesis.

In New Zealand, any individual, group or organisation may democratically nominate a heritage place, although the perception is one of professional assessment, largely to the exclusion of community preference. The ideal would be levels of consultation leading to nomination. The need for a consistent, co-ordinated national strategy is identified in survey responses regarding responsibilities for the assessment of places of national, regional and local significance. Community opinion inclusive of *tangata whenua* should be sought wherever and whenever possible to ensure the final decision is representative, authoritative and reflects stakeholder interests. Heritage practitioners favour a professional, multidisciplinary assessment for places of national significance with community input, whilst the assessment of places of regional and local significance requires sustained input from the local community and *iwi*.

The system for the registration of places of national significance and the listing of places of regional and local significance thus exhibits a confusing array of approaches. Community participation is variable due to the lack of any consistent strategy regarding responsibility for nomination or assessment on the one hand, and the relative input from experts and the community to determine heritage of national, regional and local significance on the other. Clear guidelines are needed and particularly so for local authorities. A greater degree of inclusiveness will overcome community feelings of disempowerment and exclusion.

To mention a juxtaposition of social values espoused by the community and the objectives of government policy may appear surprising in this context, yet the two constructs patently exist in symbiotic form. McLean (2001, p.169) notes the multiple uses of the New Zealand heritage industry which could be greatly developed and its 'celebratory edge ... driven by politicians' desire to use it as social glue.' The language and tone of recent publications by English Heritage (2004b) suggest this idea is already in the public arena. Indeed, an argument could be made in favour of greater community participation to counter a political attitude of *laissez-faire* towards heritage issues.

In conclusion, it is maintained that paying greater attention to determining whose values count, how these values are decided and the inclusiveness of the assessment process will

ultimately benefit the heritage sector and the communities on behalf of whom it is managed. The notion of privileging the concept of social value of all communities of interest over the national importance of heritage determined by, and for, a minority is a radical yet enticing concept. Valid arguments prevail for considering historic heritage as a tool to promote social cohesion in a way that will allow Maori and Pakeha to understand each other's heritage values rather than contest them. Greater acknowledgement of concepts of indigenous rights and interests in cultural places would ease the tension between the public values of heritage protection and the more specific cultural needs of Maori. Finally, the thesis demonstrates that places of local significance are esteemed by the community be they Maori or Pakeha. This is less a simplistic view of heritage than a return to genuine values unaffected by academic debate or political compromise.

7.4 Assessing significance

Pragmatism dictates the existence of some type of selection in the form of nationally consistent criteria for assessing heritage. This selection process signals the recognition of a place as having heritage values, for insignificant places are unlikely to be identified in the first place. It is possible to establish a set of principles that sets out standards of accepted practice. The assessment of significance identifies the particular values that make the place significant and states the basis of the assessment. The process takes into account the breadth and diversity of the heritage resource and demonstrates cultural sensitivity. The assessment criteria accord with current legislation, reflect quality standards and international best practice and, furthermore, are compatible with the full range of value attributes.

The review of overseas practice illustrates the variety of approaches that characterise the criteria for establishing significance and a range of evaluation and assessment techniques in each of the countries examined. The overriding qualities for assessment criteria are those of detail, transparency, ease of understanding, and a facility enabling their consistent application to the entire heritage resource. The review indicates no preference for either the principle of representative selection or that of comprehensiveness; however,

the application of national standards in the selection and assessment process governing the listing of heritage from national to local level, preceded by a comprehensive identification process, is established beyond reasonable doubt.

Table 7.4.1 indicates the principal qualities indicative of an effective evaluation and assessment strategy drawn from the research findings. The evaluation and assessment criteria are detailed and precise; moreover, they are transparent, flexible, comparable, capable of consistent application, and easy to understand and apply. Criteria are nationally consistent yet allow for local difference. In Australia, for example, complementary and co-ordinated criteria apply at all levels – national, state and local. A common terminology describes the processes and decisions relating to evaluation, assessment and listing – the consensus appears to favour a case-by-case approach to assessment, rather than a numerical scoring system. Detailed assessment criteria include the basis of the statement of significance for each registration.

Quality	Detail
Culturally appropriate	Conscious of, and sensitive to, principles of indigenous ownership and the rights of ethnic minorities
Multicultural	Acknowledges the diverse nature of historic heritage
Objective	Not subject to individual, <i>ad hoc</i> decision making
Nationally applicable	Consistent application to all heritage, at all levels, by all agencies
Easy to use & apply	Simple procedures ensure relative ease of application
Systematic	Logical procedures characterise assessment strategies
Robust	Based on a systematic process of enquiry that is both legally defensible and professionally sound
Understandable	Readily understood by all involved in the assessment process
Economic	Not unduly complex
Inclusive	Incorporates a high level of community engagement
Integrated	Agency co-ordination to ensure effective strategic planning
Dynamic	Flexible to accommodate shifts in societal value

Table 7.4.1 Features indicative of an effective evaluation and assessment strategy developed from the research findings

Agencies use comparative criteria for assessment alongside culturally appropriate heritage identification and assessment studies and for regional and contextual studies. Thematic frameworks have been commented on in this thesis as providing a means of understanding and developing key themes that have helped shape a community and create its identity. Indeed, a thematic approach has been adopted in Australia, Canada, the United States and, in a modified format, in England as a way of reducing the *ad hoc* nature of registrations, to promote a fairer representation of heritage types, encourage community participation and to identify the heritage of minority groups. The international review also indicates the importance of having comprehensive guidelines for assessment

with interpretative guidance available to all agencies; England and Australia are currently developing such guidelines in the light of their new heritage strategies.

This section discusses significant achievements and shortcomings in New Zealand in terms of significance assessment and the challenges they present. The following topics are discussed: the definition and determination of significance; the issue of consistency; the statement of significance; the integration of registration and assessment; the existence of guidelines and the various assessment approaches and methodologies. The section concludes with a discussion of historic areas, heritage landscapes and archaeological sites.

Heritage professionals do not generally agree that the current assessment process is culturally sensitive and responsive to ethnic and cultural values. Moreover, the findings from the expert panel note the lack of understanding about what constitutes heritage, a lack of clarity around definitions of its value and the desirability for closer integration between natural and cultural elements. These outcomes are echoed in the survey responses from non-professionals who favour a broader context for heritage values not circumscribed by place, time or event – one in which tangible and intangible elements of nature and culture are linked more closely. Such values, this thesis argues, are ill-defined and poorly demonstrated in existing heritage practice; moreover, they have limited resonance with the way communities, both Maori and Pakeha, value their heritage.

This research has identified significant trends in the definition and application of social value in the literature and overseas practice which have yet to be taken up by the heritage sector in New Zealand. At present, historic heritage is treated as material from a site- and building-based approach rather than one which is responsive to the wider social values of historic heritage discussed here. A holistic view of heritage bringing the past into the present, giving it meaning and affirming the identity of all communities, is suggested. The definition and determination of heritage significance as part of a comprehensive study of the attributes of heritage value is a crucial precursor to sound assessment practice.

The findings record considerable confusion and variation in assessment approaches and criteria by agencies for recording the attributes of each heritage type. Consistency of strategy and process is a key factor in professionals' suggestions both in terms of improving the present system and as a characteristic in an ideal system. Practitioners disagree that existing process is uniformly and consistently applied. Their comments reiterate the need for a national strategy promoting a single standard of assessment applicable to all agencies. An air of pessimism is apparent in the opinions of the expert panel, who believe it unlikely that a nationally consistent, clear, easy-to-use assessment system will be in place by the year 2010.

This thesis reiterates that the lack of a national strategy significantly hinders the effectiveness of the significance process. A set of core criteria used throughout the country, as designed for Australia's new system, would increase the robustness of schedules of significant heritage from national to local levels. Moreover, the review of overseas practice underlines the importance of establishing systematic and objective assessment criteria even if the weighting of those criteria changes to reflect local values. If statutory protection becomes regionally or locally based in future, it is likely that the community's perceptions of significance will not be the same everywhere and that assessment criteria should allow for such local differences. Significance criteria must be nationally applicable so that equivalence in the assessment of all historic heritage is established as an operating norm yet it must be capable of adaptation to the individual requirements of the place and community.

The thesis also notes inconsistencies in the categorisation of historic places which continue to cause major difficulties for any integrated assessment of historic places. A process based on sound principles of heritage discrimination is necessary, and the development of an adequate vocabulary and common terminology in order that informed discussion can take place.

Heritage professionals surveyed for this thesis recommend the development of guidelines for registration and assessment that are clear, easy to understand and use. They note a particular need for interpretative guidance on the thresholds determining 'special' and

'outstanding' significance in Section 23 of the HPA and to help identify national, regional and local levels of significance. The existence of a set of guidelines would, they feel, also assist territorial local authorities to manage their responsibilities for historic heritage and, in particular, support them in dealing with issues of sensitivity and confidentiality regarding Maori sites of significance.

With regard to the methodology of assessment, a range of opinion on current shortcomings and viable options is evident. Professionals challenge the concept and definition of 'national importance' and stress the need for its precise definition. Places valued by the local community are perceived to occupy a place of lesser significance than places of national importance in the current system, indicative, again, of the disconnection of the valuation process from the community.

A further problem is the lack of information on the extent of New Zealand's heritage resource. A programme of national evaluation to increase knowledge of those parts of the resource for which information is absent or inadequate, and to produce a robust inventory of archaeological, Maori and historic heritage sites, is a priority.

With regard to assessment strategies, professionals disagree over the degree of consistency necessary for procedures to be effective. Challis (2004) for example, argues that the purposes of each agency, whether it is the Trust Register, district plan schedules or DoC inventories, are distinct. Providing certain principles are adhered to, he is relaxed about the necessity for a precise template of assessment. The alternative viewpoint is a top-down approach whereby national consistency is achieved by national standards, which all agencies would then apply.

Opinion on the extent of the shortcomings within the assessment process in current New Zealand practice is also divergent. Some participants of the expert panel feel the evaluation criteria of Section 23 of the HPA are operating successfully; others that their application to daily circumstances poses problems. Some comment that the problem lies less with the process and more with the need for improved resourcing (A. Challis, 10.7.2003, personal communication); others believe that the current system is workable

but the criteria need to be more detailed for administrative purposes (T. Walton, 8.7.2003, personal communication).

With regard to methodology, the strategy and process governing the application of ranking in New Zealand remains ambiguous and is a further source of contention. The thesis identifies mixed feelings about the relative utility of some form of quantitative methodology. Some practitioners view ranking as a rational guide to determining relative values and indeed, this thesis notes various ranking systems in use by local authorities. However, others oppose numerical scoring systems as being too prescriptive, permanent and culturally inappropriate. The destruction of 14 Kinsey Terrace, Christchurch – a significant landmark of Antarctic Exploration – indicates the problems that arise when a place of metropolitan significance is given a grade 4 ranking in the city plan. Regrettably, it merited a score insufficient to prevent its demolition (Bain, 2005).

There is also the issue of representativeness. One school of thought favours the preservation of a representative sample to avoid the bias towards the unique and spectacular that some ranking systems create ‘through non-statutory criteria that emphasise the variety and range of places that have contributed to the national consciousness’ (Allen, 1998, p.33). Regional or district assessments may offer the best way forward to preserving a representative sample of places but only if integrated within a national strategy with nationally defined criteria. A radical suggestion (K. Jones, 8.7.2003, personal communication) to improve the representation of places on the Register is to consider wholesale registrations of entire classes of heritage items. Walton comments: ‘If the Trust wants a credible Register, its got to start looking at the big picture and not picking up sites *ad hoc*’ (T. Walton, 8.7.2003, personal communication).

A regional approach based on area evaluations and contextual studies is a popular suggestion supported by a thematic framework. The current Trust registration pilot projects described in Chapter Four stand out as effective models of such an approach. Further studies of this nature are required based on these primary initiatives, combined with comprehensive site surveys and supported by sound information databases. The Trust is developing a thematic framework for use in conjunction with other assessment

techniques and alongside professional judgement. As the overseas evidence confirms, a thematic framework is a vital part of any comprehensive evaluation and assessment strategy and in New Zealand, would undoubtedly tighten the focus of the Register and optimise the current system.

The fundamental challenge of defining significance in the New Zealand context remains, and it is arguable that misunderstandings of this concept have introduced a level of complexity to the management process that is unnecessary and unhelpful. This thesis demonstrates that the system operating at present is rife with inconsistencies which seriously undermine its efficiency and place significant heritage at risk. The need for national standards to ensure consistency throughout all aspects of the assessment process ranked second in priority by heritage experts in this thesis. Significantly, the panel of experts also doubt that an assessment process representative of all New Zealand's historic heritage would be in place by the year 2010. A re-evaluation of the scope and application of the existing criteria and the thresholds that determine the significance of historic heritage is vital. The long-term objective must be to recognise both representative and notable heritage, to identify, assess and protect a 'portfolio' of key heritage places and yet also provide a balanced representation of New Zealand's heritage supported by agreed standards and systems – a challenging task.

Historic areas and landscapes

It is noted in Chapters Two and Three that the context of historic places, their interrelationship with other items and placement in the landscape is a well-established concept in the theory of historic heritage studies and in the heritage strategies of countries reviewed for this thesis – notably Australia and England. The international evidence affirms the importance of a nationally-agreed and co-ordinated strategy to evaluate and assess historic areas and landscapes, carried out in the context of clear, consistent frameworks for assessing their significance. Increasingly, the term 'power of place' is being applied to concepts expressive of the totality of the historic environment.

The concept of historic areas is a holistic one aiming to promote heritage identification and protection in a way that encourages community participation in the identification and selection process. Historic areas shift the emphasis away from the elitist nomination of single places to a more inclusive and democratic selection process in which all members of the community can, in theory, participate. In particular, historic areas provide the opportunity to view a range of heritage resources which are related to each other and allow a multicultural and multidimensional quality to combine with elements of natural and cultural heritage as for example the Art Deco buildings within the Napier CBD (New Zealand Historic Places Trust, 2004b) and the historic area along the waterfront of Akaroa Harbour, Canterbury. Indeed, the number of historic area registrations is increasing. A recent registration is the remains of the settlement of Mangapurua, Whanganui, formerly a pioneering development scheme to assist family settlement at the end of World War 1 (New Zealand Historic Places Trust, 2005b).

However, a number of issues relate to the concept and process for dealing with heritage areas. Scheduling and registration provide a reasonable level of protection for individual or closely related groups of sites; however, it is, this thesis argues, a less satisfactory strategy for the built environment in an urban setting to which the concept of historic areas is often applied.

The research findings highlight the need for guidance for territorial authorities in dealing with historic area registrations and their assessment. Responsibility for the protection of historic heritage is more frequently devolved to district planning procedures and the creation of zones in district plans. An example of this is the Hastings District Plan which includes the special character zones of Te Mata and Tuki Tuki (New Zealand Historic Places Trust, 2004b). Local authority guidelines (New Zealand Historic Places Trust, 2004c) mention historic precincts, areas and landscapes as embodying collective values that address the contextual relationships between heritage places. This represents a positive move; however, there is no mention of how this concept may be practically applied in terms of identification and assessment. There is also a problem in defining their boundaries, making historic areas more difficult to protect and thus difficult to establish in terms of their national or regional significance. Finally, there is the issue of

perception: the registration of an historic area is seen to be less important than individual registered places and there is a general lack of public understanding of this concept.

The concept of historic landscapes has the potential to enable representative exemplars of natural, cultural and historic features to be recognised and preserved. The concept 'power of place' reflects a growing awareness of the importance of approaches that encompass the totality of the historic environment – one which is responsive to community values and acknowledges indigenous values. Recent initiatives in England, noted in Chapter Three, demonstrate that an inclusive approach to landscape evaluation applied in tandem with other conservation developments in countryside management, can be used successfully to promote a common national framework for conservation decisions within the larger context of planning and agricultural policies (Fairclough, 2003). The attractiveness of such an approach, whereby the entire landscape can be viewed as a human artefact, is compelling; the challenge, Walton and O'Keeffe (2004) argue, lies in translating this idea into policy for New Zealand.

Professionals surveyed in this thesis acknowledge the need to pay greater attention to the concept of heritage landscapes. Areas such as the Otuaataua and Matukuturua Stonefields in Auckland, outstanding examples of pre-European and nineteenth century Maori gardening (Ministry for the Environment, 1997b) and the heritage trails of the Otago Goldfields, demonstrate the richness and diversity of historic landscapes in New Zealand. Furthermore, recent initiatives to recognise the concept of heritage landscapes (New Zealand Institute of Landscape Architects, 2005) represent a logical response to the wider issues of historic heritage studies. It is encouraging that current thinking is moving away from the singularity of building, place and site toward the plurality of landscape elements.

However, the HPA does not recognise the landscape as a heritage concept in its own right – the emphasis remains on the statutory place-based approach as indicated in Section 23(k) of the HPA, and neither does the RMA recognise this concept. The significance of heritage landscapes in the physical and cultural environment of the country and its distinct interpretations by Maori and Pakeha, are insufficiently acknowledged at present. Moreover, there is the potential for conflict between, on the one hand, the rights of land

ownership and the opportunities presented by private development and, on the other, landscape values and the public interest. The potential for the loss of heritage values in the high country of the South Island, a unique example of New Zealand's pastoral traditions, is a case in point (Blundell, 2004).

The development of a philosophical framework to sustain the historical and cultural values of landscapes is a priority – one which includes a variety of heritage sites and landscapes while allowing for the distinctions between them. A further need is for the development of a set of common assessment criteria for landscape evaluation and an agreed methodology with discrimination between the two concepts of historic area and landscape. This thesis argues that New Zealand lags behind in its recognition and development of historic areas and heritage landscapes as a significant component of the historic environment.

Archaeological sites

Defining the particular nature of archaeological evidence, the full significance of which is not necessarily immediately apparent, is challenging. Yet this fact, it is argued, offers considerable potential for the application of concepts of research value discussed in Chapter Two. Overseas practice maintains that archaeological significance is defined and assessed according to clear, consistent criteria and thresholds. Due to the difficulty of carrying out a full assessment of archaeological evidence, some form of interim protection, safeguarding the evidence prior to excavation, is a standard approach. A programme of nationally co-ordinated comparative studies such as the Monuments Protection Programme provides an evaluative basis. These studies are supported by a comprehensive information database and site inventory – in England, this takes the form of Historic Environment Records.

A number of issues relate to the system for assessing archaeological sites in New Zealand. Principally, these comprise the values, status and assessment of archaeological sites; the criteria for assessing archaeological significance; the date of definition for an archaeological site and the focus on individual sites rather than on landscapes. On a

positive note, the Trust has recently audited all registered sites and will be progressively updating information on all remaining archaeological registrations (McGovern-Wilson, 2005).

The varied definitions of archaeological value have led to widespread inconsistency because they do not conform to any common practice. There are also legitimate concerns by Maori noted above, regarding archaeological assessment strategies and the status of *wahi tapu*. Professionals note the need to distinguish between archaeological value and value to Maori and indeed, Walton (2002) admits that archaeological values may often either complement or compete with other heritage values.

Confusion over the status and assessment of sites of archaeological significance is noted. As discussed in Chapter Four, a major challenge lies with the nature of archaeological evidence and the fact that archaeological sites are treated differently in parts 1 and 2 of the HPA. Although there is some justification for this, it is a source of contention and confusion and a reason why archaeologists have never fully engaged with the registration process. The existing system grants archaeological sites statutory protection whether they are registered or not – the reason being the difficulty of assessing the potential significance of archaeological, and frequently sub-surface, evidence unless or until it is excavated. This offers temporary protection for archaeological sites until a full assessment is possible. The problem is two-fold – firstly, a perception that protection is permanent rather than a temporary and necessary part of the decision-making process, and secondly, the separate provisions for archaeological sites in the HPA and the absence of any linkage between these provisions. Sections 11,12 and 18 of part I of the HPA protect all archaeological sites, whilst part II refers to significant sites selected for registration as Category II historic places which are then protected under the RMA. A further inconsistency is the fixed cut-off date of 1900 for the definition of an archaeological site.

There is also a problem between theory and legislative practice noted in Chapter Two. Archaeological strategies and management processes provide the glue for the interaction of heritage interest groups and negotiation between competing concepts and values of

heritage, which then become defined in legislation. However, once given statutory assent, the relationship between archaeological research agendas and legislation soon represents an ossified conceptual and methodological base; meanwhile, archaeological concepts and research priorities change and evolve. Current legislation is increasingly divorced from new approaches and understandings of the formation of the archaeological record. The result is an ever-broadening gap between theory and statute (H. Allen, 5.2.2004, personal communication).

The findings of the local authority review noted in Chapter Six indicate that most, but not all, local authorities list archaeological sites in their district plans, but whether as a result of community and Maori consultation, regional survey programmes or merely a wholesale transference of archaeological sites on the Register to district schedules is unclear. Archaeologists (Barber, 2000; Walton & O'Keefe, 2004) note the gradual devolution of responsibility for archaeological matters to local government and whilst the benefits of this trend are acknowledged in principle, its efficacy in practice remains unclear. The relative invisibility of New Zealand archaeology noted in surveys (Hodge, 1995; Walter, 2002) suggests a need to raise public awareness of archaeological values.

Advances in archaeological method increasingly focus on settlement patterns as a way of advancing contextual understanding of a site. However, New Zealand approaches remain fundamentally site-based and ignore the broader geographic and cultural context of archaeological material. A key tenet of this thesis is the adoption of holistic qualities of historic heritage values. A broader canvas for the discussion of regional and landscape-based investigations is therefore suggested as a viable option to improve the assessment of archaeological significance.

Archaeologists (Donaghey, 2001; Walton, 2002) have looked overseas and recommend the Monuments Protection Programme (MPP) as a systematic, consistent approach to assessing significance. As indicated in Chapter Three, it is a practical and versatile system with criteria which are consistent with current legislation and which could be applied successfully to the New Zealand context with minor redefinition and modification. Walton feels the MPP process would bring a national consistency to

assessment procedures, which has hitherto been lacking in the management of archaeological heritage values (Walton, 2002). It would also go some way towards conforming to international guidelines for best practice.

Inadequate understanding of its implicit values, the absence of consistent approaches to assessing significance and confusion about its legislative status have caused much of the archaeological resource to be poorly defined and equally poorly regarded. The fact that its values may compete with those of Maori is insufficiently recognised and the adequacy of local authority measures to manage with competence the archaeological sites under their protection remains debatable.

This discussion has highlighted critical areas where the effectiveness of the assessment process is compromised by the lack of a national strategy. Despite the acknowledged achievements of Trust improvements to the Register and the registration process, significant shortcomings remain. It is argued in this thesis that international developments have the potential to inform both the theory and practice of New Zealand heritage management. The manner in which this may be done is set out in the next section.

7.5 New Zealand approaches in the context of the international evidence

The discussion so far has identified the strengths and shortcomings in New Zealand approaches and highlighted those aspects which diverge from the literature and the international evidence as identified in policy and practice in Australia, Canada, England and the United States. Moreover, it has allowed the identification of a set of effective system characteristics drawn from the international evidence to provide a clear basis for comparison to New Zealand frameworks. The following discussion engages critically with the rationale of the thesis that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. It sets New Zealand frameworks in the context of the literature, the international evidence and the set of effective system characteristics to identify divergences. As a consequence, it is argued in this thesis that existing frameworks for valuing and assessing New Zealand's historic heritage are neither appropriate nor effective.

The following discussion is located within the dual frames of reference of the thesis. Its theoretical frame considers the expression of principles of historic heritage value in New Zealand, focussing on its holistic qualities and concepts of social value. Certain judgements of their suitability are made. The operational frame considers aspects of the assessment strategy in terms of their effectiveness. Topics include national strategies and resourcing issues; local authority mechanisms; the recognition of locally significant heritage; issues of indigenous historic heritage; community engagement and degrees of consistency in the assessment process.

Table 7.5.1 allows New Zealand frameworks to be contrasted against the international evidence. Effective system characteristics in the first column are drawn from the evidence presented in Chapter Three where Table 3.6.1 denotes the principal features contributing to effective frameworks for valuing and assessing historic heritage in Australia, Canada, England the United States (see also Appendix G). Column two identifies comparable characteristics in New Zealand frameworks drawn from the summary of positive and negative features in Table 7.0.1. The third column indicates the extent to which New Zealand meets, partially meets or falls short of the characteristics of effective international practice. It is apparent that five aspects of New Zealand frameworks are marginally effective: the principles of the NZ ICOMOS Charter; the protection mechanisms of RMA legislation; certain examples of community engagement; the existence of a draft thematic framework and, finally, the assessment of heritage landscapes which are at a developmental stage. However, New Zealand frameworks fall short when contrasted to the remaining fourteen characteristics. The implications and consequences of these areas of underperformance are now explored.

Effective system characteristics	New Zealand	How effective?
Heritage value – nature & qualities: Holistic definition inclusive of context & values; common terminology	Nature and qualities poorly defined; inadequate references to social values & holistic qualities	No
Charter or guiding principles	New Zealand ICOMOS Charter effective in principle, less effective in practice	In part
Effective national heritage strategy	National heritage strategy not apparent	No
Adequate resources	Inadequate resources	No
Single government department	No single government department	No
Single national agency	No single national agency; HP Trust roles unclear	No
Primary, integrated legislation	RMA 1991 & HPA 1993 lack integration.	No
Primary legislation protects	Places protected under the RMA when listed in district plans	In part
Comprehensive national register(s)	Register of the Historic Places Trust selective	No
Register categories: broad; protects place & values	Register categories narrow; places & values not protected	No
Integrated framework from national to local levels	Poor integration	No
Indigenous heritage: respected & valued; Indigenous peoples to determine value	Valued in principle; Maori determination deficient in practice	No
Effective community engagement	Some community engagement	In part
Assessment process: clear & consistent; national standards; common terminology	Inconsistent process; no national standards or common terminology	No
Significance criteria: clear, precise, consistent, comprehensive	Confusing definitions; inconsistent criteria & thresholds	No
Thematic framework: clear, consistent, comprehensive	In draft	In part
Assessment guidelines: clear, comprehensive	Limited interpretative guidance	No
Strategies for assessment of heritage landscape values	In primary stages of development	In part
Effective strategies for archaeological sites	Strategies for archaeological sites deficient	No

Table 7.5.1 New Zealand frameworks contrasted to effective system characteristics

The significance of social values is expressed in the theory base of the literature and in international practice. This thesis affirms the importance of viewing historic heritage as a collective responsibility wherein the recognition of all values in a culturally sensitive and appropriate manner is ensured and the collective wisdom of all communities is engaged. It is salutary to recall that it is people whose appreciation confers value on historic heritage; theirs must be the voice that determines what is regarded as significant. Their choices must therefore be considered paramount in this dialogue. All countries reviewed claim a responsiveness to, and engagement with, all groups and cultures; however, the acknowledgement of indigenous values, whilst comparing favourably to the international evidence, is signified more in intent than application. The overall perception is one of belated recognition in which legislation and policy remain at primary stages of development.

A holistic definition of historic heritage, inclusive of the social and cultural values of the entire heritage environment, is fundamentally demonstrated in international practice. This thesis maintains that the multivalent qualities of heritage are insufficiently recognised in existing New Zealand frameworks. Inadequate attention is paid to its dynamic qualities and to its spiritual and intangible values. Natural and cultural phenomena are viewed as separate entities in policy whilst community perceptions tend to view them as one. The narrow vision of a site and place-based approach evidenced in much of New Zealand practice ignores the contextual landscape of historic heritage and thus limits a full characterisation of the resource. New Zealand approaches give preference to the national importance of a place whilst examples of locally and regionally significant heritage, it is argued, are insufficiently acknowledged. Furthermore, the potential of the New Zealand ICOMOS Charter to provide direction to the heritage sector is under utilised. New Zealand also lacks a common definition of historic heritage. The consequence is a lack of clarity and purpose in approaches to heritage which hinders the development of effective strategies.

Turning to considerations of assessment process and its effectiveness, a key factor promoting the efficacy of international frameworks for historic heritage management is the existence of an integrated national strategy driving the evaluation and assessment

process. Three of the four countries examined are undergoing major reviews to their heritage systems putting in place a national strategy to ensure consistency and multi-level co-ordination. Moreover, such strategies, supported by realistic resourcing, signify a political willingness to invest in the heritage process and its successful outcomes.

In New Zealand, historic heritage has never been the focus of sustained, synchronous government intent. The resulting lack of cohesion and operational consistency identified in this thesis has led to the disparity in perception, definition and practice relating to the value of historic heritage. The MfCH is perceived as less than effective in its policy-making role. The absence of a national strategy, particularly one expressed via a national policy statement, is a serious shortcoming. The non-implementation of the recommendations from national reviews is concerning, and particularly so when, as this thesis demonstrates, the issues remain substantially unresolved. This thesis also records persistent concerns about the inadequacy of resources throughout the sector to support heritage initiatives. The overall perception is one of a piecemeal approach, prompting speculation about the extent of government commitment and appreciation of the value of historic heritage as a national asset.

A national lead agency with clearly defined roles and responsibilities is a further key factor promoting national standards, consistency and co-ordination. Organisations such as the Australian Heritage Council and English Heritage play a crucial role in developing policy, ensuring the effectiveness of national strategies and co-ordinating the work of heritage agencies. There remains a question mark over the role and responsibilities of the Trust and its performance to date. Whilst the success of recent initiatives – the pilot projects and upgrade of the Register – are apparent, its overall performance as a *de facto* lead agency is debatable and certainly not within its capabilities based on current resources. Strong leadership, it is maintained in this research, will promote integration and collaboration by all heritage agencies.

The international evidence affirms the importance of primary heritage legislation that is comprehensive, compatible and integrated throughout all levels of governance. It provides statutory protection for all identified significant heritage and separates the

process of identification and assessment from management and protection decisions. This thesis identifies inconsistencies and a lack of integration in major heritage-related legislation in New Zealand. Of particular concern is the separation of responsibilities between the identification and assessment of historic heritage in the HPA and its protection in the RMA. Integration of these processes is essential for effective governance, to accord greater recognition to Maori historic heritage and to give effect to local authority process. Furthermore, legislative protection for all identified significant heritage is essential. Despite the amendments to the RMA elevating historic heritage to a matter of national importance, issues of concern remain.

In all the countries reviewed, the assessment and listing of significant heritage in national, state and local registers is determined according to national criteria consistently applied and co-ordinated by a lead agency yet allowing for local and community preference. Primary registration categories are based on explicit criteria denoting national and international significance. A national evaluation of the entire heritage resource ensures that assessment is based on a selection that is as representative as possible. Finally, a statement of significance accompanies each registration and interpretative guidance on the registration criteria and their thresholds is available. Despite the variation in register formats, consistency of strategy, criteria and process is apparent.

In New Zealand, despite the success of recent registration initiatives, challenges remain. The lack of clarity confuses the registration criteria and process; the distinction between categories of historic places and their thresholds is unclear; there are questions over the selection and distribution of registered items. More attention needs to be paid to community values and issues of Maori sites of significance, as well as to statements of significance, the existence of interpretative guidelines and provision for regular review. A programme of national evaluation of the heritage resource to inform the identification and selection process is also required.

The existence of a national strategy in the four countries reviewed also provides state, regional and local authorities with a methodology for identifying and assessing historic heritage and for effectively integrating registered places into local planning provisions

with an appropriate level protection. Some good practice by regional authorities and the better-resourced city councils is apparent in New Zealand. However, this thesis has identified major variations and inconsistencies in local authority procedures which hamper their ability to promote historic heritage to the communities they serve. The relationship between central and local government over matters of historic heritage assessment is tenuous and unclear. Overall, such inconsistencies are primarily caused by the absence of a national strategy. The existence of a set of national standards and a consistent approach to assessment based on a nationally-agreed methodology for assessing heritage items in district plans would provide a much needed operational framework for the assessment of significance. Local authorities presently lack the means to recognise and competently fulfil their heritage responsibilities under the RMA – a significant challenge in terms of the progressive devolution of responsibility to local authorities in the present political climate.

The New Zealand approach to Maori historic heritage appears better developed than overseas, indigenous practice, although not without its issues as discussed above. The ICOMOS NZ Charter affirms Maori cultural and indigenous heritage values that are recognised in primary legislation and accorded varying degrees of protection whilst *tangata whenua* involvement in local level decision-making is noted.

However, the thesis also identifies a range of issues regarding Maori historic heritage. Maori scepticism of the heritage assessment process, this thesis argues, is not misplaced; greater cultural awareness and acceptance of the holistic qualities of Maori philosophy would promote an inclusiveness that would benefit all communities of interest. It is evident that current frameworks do not serve Maori; many aspects are culturally inappropriate. Those of particular note relate to the responsibility for the assessment of Maori sites of significance; issues of *wahi tapu* and the confidentiality of information; assessment methodology and the status and function of the Maori Heritage Council. Recognition of Treaty principles in the New Zealand ICOMOS Charter and RMA establishes principles of a co-ordinated response to Maori and their historic heritage in accordance with a process of political inclusiveness. The challenge is thus to manage Maori desire for self-determination of Maori heritage in the context of a contemporary

political climate which promotes a mainstream approach of 'one law, one heritage, for all.'

Overseas examples of community-based partnerships and local participation ensure that the nomination of significant heritage is democratic and represents what people value and want to preserve. A consultative approach assumes input by all stakeholders to nominate heritage from national to local significance rather than one dominated by professional judgement. Such an approach proposes community-led nomination and assessment for local and regional heritage with appropriate expert assistance whilst multidisciplinary panels manage the registration and assessment of nationally significant heritage.

This thesis has identified the strength of recognition for historic heritage in New Zealand, the diversity of items valued as heritage, and the desire for community involvement in the process of its identification and assessment. The success of the Trust pilot projects attests to this and indicates the potential for further initiatives of this nature. However, the thesis also questions the degree of genuine community participation in the heritage process and the extent to which the system is a true expression of community values. Assessment frameworks must be responsive to community values; however, the apparent simplicity of this statement conceals challenging issues in reality.

The international evidence identifies a variety of approaches to the assessment of significant heritage. Table 7.4.1 describes a range of common features based on the characteristics identified in overseas practice and the literature, and indicates the qualities of an evaluation and assessment strategy that may be considered appropriate and effective. Additional features identified in overseas practice comprise a set of core assessment criteria clearly defined in a national strategy; the existence of regional and contextual studies utilising a thematic framework and the presentation of the entire framework in clear, comprehensive guidelines.

In contrast, a variety of assessment strategies are evident in New Zealand with no apparent consistency in their application or operation. Core criteria are minimally apparent; the assessment process by heritage agencies is uncoordinated and of variable quality. Regional and contextual studies designed to inform comparative assessments are

at an elementary stage and a thematic framework is in development. There is also an absence of user-friendly guidelines to assist agencies in applying procedures.

The review of overseas practice has identified the importance of a co-ordinated, national strategy to manage the assessment of historic areas and landscapes, coincident with an integrated approach to the management of the resource. In New Zealand, heritage strategies have yet to focus on historic areas as an element of the heritage resource requiring its own evaluation and assessment process. Similarly, the concept of heritage landscapes has only recently featured as a management issue requiring its own strategies. These two concepts are evidence of the gulf between the New Zealand heritage sector and developments overseas.

The nature of the archaeological resource, its hidden properties and fragility, requires particular procedures to assess and protect it. Clear definitions of archaeological value together with the application of consistent assessment criteria and thresholds characterise overseas policy and practice. By contrast, the definition of archaeological value is unclear; the status and assessment of archaeological sites in New Zealand is confusing and particular tensions relate to the distinction between archaeological values and values to Maori. The status of archaeological sites in separate sections of the HPA is confusing; protection mechanisms are unclear and the fixed cut-off date for an archaeological site is an anachronism and culturally inappropriate. Finally, a site-based approach limits understanding of the cultural and geographic context of the evidence.

Interestingly, few practitioners have compared systems in New Zealand to those operating internationally. Craig (1993; 1994) and Kelly (2000) note that much can be learnt from English practice and the latter queries why New Zealand cannot use tried and tested overseas benchmarks. (The author adopts a similar approach – see Donaghey, 2001 and Appendix F). As noted above, the adoption of certain features of English practice has been put forward to resolve issues of archaeological assessment (Allen, 1998; Walton, 1999, 2002). It is suggested that developments overseas have the potential to inform the heritage sector in New Zealand but are under-utilised at present.

In conclusion, this chapter has considered the major components of effective and appropriate frameworks for evaluation and assessment. It has detected divergences in New Zealand's approach, strategy and process when compared to theoretical understandings and the review of overseas policy and practice clearly depicted in Table 7.5.1. Certain initiatives and examples of good practice are discernible; however, a number of shortcomings are identified which have significant implications for resource management. It is apparent that an explicit declaration of the values and significance of a place, especially in relation to concepts of social value and the holistic qualities of historic heritage, is fundamental to effective heritage practice, although the extent to which a broadly accepted process for doing this currently exists remains questionable. Inconsistencies are identified in the management of the evaluation and assessment process at national and sub-national levels of governance and, particularly, the lack of any overarching national strategy or lead agency. The extent to which current process is expressive of, and responsive to, the needs of all communities in New Zealand is debatable and finally, flaws in the strategy, criteria and process of significance assessment inhibit the effectiveness of heritage operations.

This thesis identifies the absence of a comprehensive approach to the determination of heritage values and a clear framework for assessing significance. Overseas practice demonstrates the importance of rigorous and defensible heritage principles, methodologies and processes. Significant areas of divergence are apparent which, when viewed in the context of the entire research findings, allow an authoritative consideration of the thesis question. Admittedly, certain aspects of New Zealand frameworks for valuing and assessing historic heritage exhibit qualities to which the epithets 'effective' and 'appropriate' may be ascribed. However, there remain significant areas of the current system where New Zealand falls short of international modes of practice when compared to effective system characteristics drawn from overseas review. As a consequence of the shortcomings identified, it is a major contention of this thesis that existing frameworks for valuing and assessing New Zealand's historic heritage may not be described as appropriate and effective. The final chapter reflects on these concluding statements.

8 The final layer of the palimpsest: conclusions of the thesis

The preceding chapter discussed the research question in the context of the major findings of this thesis and concluded that existing frameworks for valuing and assessing the significance of New Zealand's historic heritage are neither appropriate nor effective. It is now time to consolidate the thesis, to step back and consider the evidence drawing on its key findings.

This final chapter appraises the thesis and considers its implications and contribution to the body of scholarly knowledge. It has a tripartite structure. Part one reviews the central argument of the thesis and its rationale. A response to the research question is presented and the principal conclusions detailed. Part two assesses the contribution and implications of the research, commenting on the specific impact of the thesis. The thesis outcomes and their interpretative analyses are examined in the context of established theory on the subject. An appraisal of the overall contribution of the work to the field of study within the discipline together with its implications for theory building and scholarly understanding, for professional practice and decision-making is put forward. The thesis findings are compared to those of other scholars both in New Zealand and overseas to assess the extent to which the thesis contributes to disciplinary knowledge. The third and final part comments on issues which emerged in the course of the research as potential areas of future study worthy of investigation.

8.1 Principal conclusions

This section returns to the thesis question and the central argument of this research: whether existing frameworks for valuing and assessing New Zealand's historic heritage are appropriate and effective. The rationale for this thesis proposes that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. The thesis explores this rationale by reviewing the literature (Chapter Two), examining significant approaches in selected countries

overseas (Chapter Three) and drawing up baseline indicators of effective system characteristics. These indicators relate to the nature of heritage value, assessment frameworks, the community and the process of significance assessment. The New Zealand evidence, drawn from a review of existing policy and practice (Chapter Four), and confirmed by professional and non-professional opinion (Chapters Five and Six), is then contrasted to these indicators of effective system characteristics and its significance considered (Chapter Seven). Tables 7.0.1 recording the positive and negative features of New Zealand assessment approaches and Table 7.5.1 setting New Zealand frameworks against the set of effective system characteristics, summarise the major components discussed. Taking this substantive body of evidence into account, the major conclusion of this thesis is that existing frameworks for evaluation and assessment are neither appropriate nor effective.

The next two sections consider the consequences of this conclusion for the heritage sector in New Zealand. In order to do this, the discussion returns to the original frames of reference of the thesis. To reiterate: the first frame of reference comprises the theoretical principles relating to the nature and qualities of heritage value. The second frame of reference deals with operational strategies relating to the process of assessment.

Principles of historic heritage value

This thesis affirms, from an identification of theoretical and pragmatic expressions of key value attributes, that a fundamental understanding of the nature, meaning and qualities of historic heritage value is an integral component of informed decision-making. However, an examination of existing heritage frameworks, the ICOMOS New Zealand Charter and major heritage-related legislation (the Conservation Act, Resource Management Act and Historic Places Act) reveals the absence of a clear and consistent declaration of the nature and meaning of historic heritage.

A growing consciousness of, and responsiveness to, the value of historic heritage and its contribution to the cultural well-being of the nation, is clearly demonstrated in surveys of New Zealand professionals and non-professionals who contribute their informed opinions

and refreshingly candid observations to this thesis. The researcher proposes that the guidelines of the ICOMOS New Zealand Charter be re-examined to provide a clearer definition and more valid expression of principles of heritage value in closer accordance to domestic understandings and international approaches. Here, the Burra Charter of Australia offers a model whose clear statements of the nature and meaning of heritage value act as a national standard for evaluation and assessment and which could provide a robust framework for decision-making in New Zealand.

The discussion now considers the key attributes of historic heritage value and their expression in two themes: firstly, that of social value and cultural significance and secondly, a holistic approach to determining heritage worth. The acknowledgement of these two themes in New Zealand heritage frameworks is critical to effective resource management. However, it is argued in this thesis that a suitable expression of these themes, exemplifying key value attributes, is fundamentally absent from current expressions of historic heritage value. The following two sections elaborate on this statement.

The significance of social value

The recognition of concepts of social value and cultural significance, wherein the collective wisdom of all communities of interest is located, is vital to the creation of an appropriate context for valuing historic heritage. These concepts and the significance of their acknowledgement in heritage epistemology, is particularly evident in seminal literature from Australia (Byrne *et al.*, 2001) and (Clarke & Johnston, 2003), and discussions from an international perspective in Mathers *et al.*(2005). Similarly, overseas policies affirm the importance of maintaining an on-going relationship between the community and the place that creates the value.

Expressions of community value are evident in the recognition of and high regard for historic heritage of local significance noted by all respondents in this thesis. Indeed, non-professionals rank local heritage third in importance after historic buildings and archaeological sites (Table 6.2.7). Yet, the research records several territorial authorities

who neglect to list places of value to the local community. Moreover, heritage experts acknowledge the need to place greater emphasis on the community (Table 6.5.1) as one of the most significant issues facing the New Zealand heritage sector. This conviction is confirmed in the panel survey for this research. Here, heritage experts were not optimistic that the significance of community values would be clearly acknowledged by the year 2010.

It is argued in this thesis that concepts of social value upheld by all communities of interest be accorded greater prominence over the national importance of heritage places determined by and for minority interests. The knowledge and expression of social values enables people to construct and engage with both their past and present identities, yet recognition of this crucial factor is fundamentally absent in the present heritage environment. For these reasons, it is maintained that concepts of social value be accorded greater recognition in existing policy and practice.

A holistic approach

The second theme centres on the expression of holistic attributes in determinations of heritage value. The international evidence affirms the importance of a holistic definition of heritage inclusive of all heritage values together with a standard terminology. A breadth of definition is explicit in the term 'historic environment' in England and the combination of natural and cultural heritage elements in Australian definitions of 'cultural heritage.'

However, this thesis maintains that there is insufficient recognition of the diverse meanings and qualities that contribute to understandings of the New Zealand historic heritage environment, representative of the many ethnic philosophies and cultural knowledge systems that constitute the nation's diversity. This deficiency is evident in the principles of the ICOMOS New Zealand Charter and frameworks of principal heritage legislation – the Resource Management and Historic Places Acts. Its virtual omission from current expressions of historic heritage value does insufficient justice to the depths of meaning identified in this thesis and undermines the integrity of the resource.

Participant comment for this research produced a rich source of evidence of the all-encompassing nature of historic heritage and the multiple ways in which it forms the backdrop to people's lives – both public and personal. In terms of scale, it transcends site and place to take in the rural and urban landscape, and is inclusive of both natural and cultural phenomena. Places are significant regardless of their status on a national, regional or local scale of importance, yet evidence of this principle is lacking in current frameworks.

Nowhere are deficiencies in the qualities ascribed to historic heritage more sharply revealed than in expressions of its tangible and intangible characteristics. New Zealand evaluation approaches, evidenced in the assessment criteria for the inclusion of places on the Register of the Historic Places Trust and local authority systems, retain an outmoded focus on site, use, fabric and buildings of architectural distinction. It is clear, from this evidence, that the tangible qualities of historic heritage are well understood and routinely applied to current practice. However, less acknowledged and yet equally significant, is the existence of intangible characteristics evidenced in this thesis in the significance of personal narratives, oral history, spiritual and traditional values for Maori and non-Maori communities alike. Such characteristics extend beyond place to encompass the totality of the historic environment, its regional variants and heritage landscapes. It is vital that these values, reflecting the contemporary, evolving values of indigenous and non-indigenous communities, assume greater prominence.

It is contended that a greater acknowledgement of the multivalent and diachronic qualities of historic heritage, would enhance the contextual significance of a historic place and provide closer accord with the living traditions of all who value it. Furthermore, it is argued in this thesis that adherence to this concept would more closely align with international practice, with Maori worldviews and those of non-Maori communities for whom the distinction between natural and historic heritage is largely illusory. This thesis argues for an approach to the heritage environment privileging holistic values wherein places of natural, cultural and historic worth share a mutual relevance and living traditions are incorporated.

In conclusion, principles relating to the nature and qualities of historic heritage value are not suitably expressed in existing frameworks. This thesis argues for a more responsive approach to historic heritage concerns that recognises its cultural significance and the diverse qualities of heritage value that contribute to its vibrancy. It is maintained that existing frameworks lack an explicit declaration of two fundamental principles of heritage value. The first of these, concepts of the social value of historic heritage, are inadequately expressed in policy and practice. Secondly, that the holistic qualities of historic heritage are insufficiently recognised in existing strategies. Existing definitions of historic heritage must be reconsidered and a more holistic approach, inclusive of its wider meaning and values, developed. Furthermore, it is maintained that the New Zealand ICOMOS Charter and its function to provide direction to the heritage sector be reviewed. Greater attention must be paid to determining whose values count and how these values are expressed in current strategies.

The process of assessment

Throughout this thesis, the importance of crafting effective assessment practices from rigorous evaluation and assessment frameworks has been emphasised. New Zealand assessment approaches are considered from this standpoint and the question asked: *How effective are they?* The succinct answer is: *Marginally effective in certain areas and below an effective level in others.* The following discussion examines the evidence for this statement in more detail.

At the beginning of this thesis, it is argued that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. The thesis draws on evidence from the theory governing the various approaches to assessment and its practical demonstration in policy and practice in selected countries overseas to examine the factors indicative of an effective assessment process. The findings from surveys of professional and non-professional opinion in New Zealand endorse the evidence derived from policy and practice. Consequently, five key factors critical to the creation of effective assessment strategies are identified. These five

factors are: the recognition of locally significant historic heritage (discussed above in relation to social values) and the importance of community engagement; consistency throughout the assessment process; adequate resources; effective mechanisms at local authority level and finally, a suitable process for the assessment of indigenous historic heritage.

New Zealand assessment approaches are considered in terms of these key factors. The overall conclusion is that the current assessment process, whilst illustrating certain examples of good practice, evidenced in recent Trust pilot projects and the upgrade of the Register of the Historic Places Trust, is generally not effective. The next sections discuss each of these factors in terms of New Zealand frameworks for historic heritage.

Community engagement

In ways analogous to the discussions of social value above, it is maintained that it is vital to empower all communities of interest so they can identify with their heritage. However, despite clear evidence of the desire of communities to be involved in the assessment process, shown in participant comment to this thesis and comparable surveys of the New Zealand population undertaken by heritage agencies (Warren & Ashton, 2000) and the government (Statistics New Zealand & Ministry for Culture and Heritage, 2003), the present system in New Zealand shows limited recognition of this fact. Professional and non-professional observations for this thesis record the lack of any consistent strategy governing either community participation or the relative input of professionals and the public in the process to determine heritage of significance.

Unambiguous evidence is presented of the importance of collaborative arrangements and the success of community-based partnerships internationally, particularly in England and Australia. In New Zealand, the thesis demonstrates a clearly-articulated desire by experts and non-experts to consult and engage with the community and other identified stakeholders at key stages in the process of selection, assessment and listing and, in particular, inviting the involvement of indigenous and marginalised communities. This is the top-ranked proposal of professionals in this thesis. However, examples of such

collaborative approaches in New Zealand beyond those initiated by the Trust in Ruapehu-Rangitikei (New Zealand Historic Places Trust, 2003b) and Hawke's Bay (New Zealand Historic Places Trust, 2004b), and by local authorities such as those in Thames (Barriball, 2004) and Waitakere City noted in Chapter Seven, appear limited.

The issue of community engagement also highlights the potential dissonance between public opinion and professional judgement. Professional interest groups and experts, their authority reflecting primarily Western values, as archaeologists such as Skeates (2000) remark, must acknowledge that the intellectual authority to assess heritage belongs to all stakeholders. The evidence, both internationally and from the findings in this thesis, confirms that an assessment process exclusively undertaken by professionals is untenable; increasingly, a consultative, inclusive approach is encouraged. Levels of participation are proposed with a high degree of community engagement for local and regional heritage whilst multi-disciplinary teams assess heritage of national significance.

The opinion of experts and non-professionals in New Zealand reinforces the findings from policy reviews in this thesis that clear guidance is needed from a lead heritage agency on ways to encourage greater community participation. The worth of heritage, exclusively determined by experts on behalf of New Zealand society, must now be recognised as a quality to be determined collectively, through the participation of all who treasure it. Moreover, greater inclusiveness will help counter feelings of community disempowerment and exclusion. The result is that people would profit by their greater involvement in the assessment of heritage which they themselves choose to value and celebrate.

Consistency

A second issue is the absence of consistent approaches in key areas of policy and decision-making – an issue of critical importance for the ultimate effectiveness of strategies for significance assessment. Nation-wide consistency in the assessment of heritage places is, this thesis argues, a priority which the heritage sector cannot afford to disregard. The issue of consistency is a recurrent theme, appearing as a critical objective

and attendant shortcoming in a number of key areas: the absence of a national strategy; the need for a robust lead agency; legislative anomalies; inconsistencies in the registration process and, finally, inconsistencies in the criteria and procedures for evaluation and assessment. The following discussion considers these factors in turn.

A significant conclusion, confirmed by New Zealand heritage experts, is the absence of distinctive policy to determine government responses to historic heritage. It is argued in this thesis that a national strategy to promote effective management and a coherent set of priorities, objectives and structures for government involvement in the heritage sector is required. The heritage sector has grown jaded with government reviews which promise much yet deliver little whilst the Ministry for Culture and Heritage is perceived as less than effective in terms of policy-making. A detailed national strategy, set out in a national policy statement or a set of environmental guidelines for historic heritage, is necessary to provide essential consistency and co-ordination throughout the heritage sector and signify government commitment to historic heritage.

The lack of consistency features in the need for a national agency with a strong leadership role to create and co-ordinate policy, to develop a common evaluation and assessment strategy, and establish consistent, quality standards across the historic heritage environment. Internationally, the performance of such agencies as Parks Canada and English Heritage is essential to the effectiveness of those countries' heritage strategies. The Historic Places Trust has expectations to act as such a lead agency yet its confusing status and limited resources restrict the extent to which it is able to exercise its statutory responsibilities. The result is a policy vacuum, intermittently and inconsistently filled by existing agencies such as the Ministry for Culture and Heritage, the Department of Conservation, the Ministry for the Environment and the Historic Places Trust, yet generally lacking any clear articulation of heritage policy in an effective manner. The transformation of the Historic Places Trust into a national heritage protection agency is one suggestion, however, its current resources limit its capabilities to take on a leading role.

Inconsistencies are identified in existing legislative frameworks which hamper their effective operation and place significant heritage at risk. In particular, New Zealand heritage practitioners stress the need to rationalise legislation. Responsibilities for identification, assessment and protection across the Conservation Act, the Resource Management Act and the Historic Places Act, they note, are inconsistent, confusing and require amendment. The lack of national policy co-ordination referred to above is a disincentive to the consistent management of historic heritage across these Acts. It is clear that the identification of heritage significance, including assessment and listing decisions, must be distinguished from decisions about the current or future management of a place and its protection. Furthermore, legislative protection for all identified significant heritage is essential. The confusing mix of legislative provisions must be rationalised and a co-ordinated approach that promotes national consistency put in place.

Procedures governing the selection and assessment of places for inclusion on the Register of the Historic Places Trust must be re-examined to promote greater consistency. International review and feedback from heritage experts in New Zealand confirm that consistency is a key feature determining the effectiveness of the registration process. Assessment criteria require amendment, in particular, the registration categories in Section 23 of the Historic Places Act and their thresholds, which must be based on carefully developed criteria for national and international significance. It is essential to establish a strategy promoting qualities of commonality of criteria and consistency of process which can be applied comprehensively to all listings of historic heritage by all agencies. Also there is a need to balance the nomination of a select few historic places, the 'extraordinary', against a representative selection of the 'ordinary,' so that the Register reflects an equitable selection of New Zealand historic heritage. Finally, the concept of 'national importance' must be more clearly defined in ways that do not diminish the significance of local places valued by the community.

New Zealand heritage experts rate the registration process marginally effective. They note additional shortcomings concerning the statement of significance, minimum requirements for registrations and provisions for regular review of registrations and

finally, its statutory format. Significantly, they note a lack of research on understanding and interpreting the nature of heritage values implied by the registration process.

On a positive note, the success of recent Trust regional initiatives in Ruapehu-Rangitikei and Hawke's Bay, along with the upgrade of the Register, demonstrates that a more integrated approach, based on consistent strategies, does work. A regional approach, based on contextual studies and underpinned by a thematic framework, as evidences in overseas practice, would optimise the existing system. However, these suggestions should form part of a programme of national evaluation of the country's entire historic heritage resource which, it is argued, is long overdue.

Heritage experts consulted for this thesis were not optimistic that by the year 2010 a nationally consistent, clear and easy to use assessment system would be in place. This thesis identifies the need for greater consistency in procedures for the evaluation and assessment of regionally and locally significant heritage with weightings to allow for local preferences and for the inclusion of registered places in district plans. Australia's new system which imposes a set of core criteria used throughout the country, is one proposal for consideration. The existence of a set of national standards and a consistent approach to assessment based on a nationally-agreed methodology for assessing heritage items, would provide a much needed operational framework for the assessment of significance and is a key factor to improve its effectiveness.

Levels of resourcing

It is argued in this thesis that current levels of resourcing are insufficient to adequately sustain and promote effective heritage strategies. Evidence presented in Chapter Seven shows that the contribution of the heritage sector to New Zealand's gross domestic product far exceeds government expenditure on heritage services. However, low levels of government expenditure on historic heritage, notably in relation to the Trust and territorial local authorities, limit the extent to which agencies charged with managing heritage can effectively meet their responsibilities. Heritage experts in the panel survey

for this research believe that historic heritage would continue to be under-funded in the year 2010.

Recent government funding initiatives, such as the National Heritage Preservation Incentive Fund, signify a greater political awareness of the heritage sector, its needs and potential economic contribution to the well-being of the nation. Moreover, in ways similar to natural heritage, historic heritage has considerable potential to become a significant economic asset, through tourism and employment opportunities. Indeed, overseas studies record the economic benefits accruing from historic heritage in ways which have yet to be fully realised by the heritage sector here.

Yet in New Zealand, the potential effectiveness of heritage strategies is seriously impaired by inadequate financial support. Resourcing issues rank third in importance by heritage experts surveyed for this research and are emphasised as the single factor most likely to improve assessment strategies. Only a climate of political willingness to invest in the heritage process will change government attitudes from the current one of *laissez faire* to a position of recognition and active commitment to its successful outcomes. One suggestion is for the establishment of a National Heritage Fund assuring dedicated, long-term funding for the resource. For its part, the heritage sector must find ways to 'add value' to the resource in order to secure adequate financial support in today's competitive fiscal environment.

Local authority procedures

This thesis casts doubt on the capacity of local authorities to recognise and competently manage their heritage responsibilities both now and in the future – an issue with serious implications for the long-term management of historic heritage. The political climate favours a progressive devolution of responsibility for managing heritage to local authorities, yet all but the most prosperous urban authorities in New Zealand lack the means to adequately accomplish this.

Issues of territorial authority process underline the imprecise relationship between central and local government with regard to heritage responsibilities. Current strategies do not promote effective collaboration between heritage agencies and local authorities; the role of local authorities in relation to heritage matters is often ill-defined, moreover, it lacks consistency and direction as it shows no conformity to any national policy. Not Surprisingly, the review of local authority procedures in this thesis records substantial variation in the structure, content and detail with which historic heritage is managed in district plans. The opinion of survey respondents is unequivocal of the need for greater integration and that all registered items be listed in district plans to ensure their protection through the Resource Management Act. Professionals surveyed for this research identify such challenges in local authority process as the fourth most significant issue in relation to the assessment process.

On a positive note however, aspects of the assessment process are working quite well within certain local (predominately urban) and regional authorities. In fact, the establishment of regional frameworks, harnessing the superior resources available to regional councils, represents a promising strategy that should be considered to provide the co-ordination that local authorities clearly need.

Central government is keen for local authorities to assume management of historic heritage yet reluctant to equip them with the tools to accomplish this. Once again, this highlights the need for a nationally-agreed strategy with a clear methodology and guidelines to enable local authorities to identify, assess, manage and protect the historic heritage for which they are ultimately responsible.

The assessment of Maori heritage

Particular concerns relate to the assessment of Maori historic heritage (taking into consideration the limitations noted in the thesis regarding the extent to which major conclusions can be drawn). The recognition of indigenous rights to places expressive of their historic heritage is undeniable, yet there needs to be greater acknowledgement that Maori are the primary authorities on their significance in practice. This principle applies

particularly to assessment policy which should be determined in a culturally appropriate manner by Maori conforming to principles of indigenous cultural ownership.

On an affirmative note, major heritage policy and legislation compare favourably to overseas practice in terms of embedding indigenous rights and successful collaborations with communities and *tangata whenua*. The development of further co-operative relationships with *iwi*, *hapu* and *whanau* as the legitimate guardians of their *taonga* so that decision-making is effected as a joint responsibility, is one suggestion. However, primary responsibility for identifying and assessing Maori heritage values, dealing with *wahi tapu* and sensitive information, rests with *tangata whenua*.

Overall, it is evident that strategies for the assessment of sites of significance to Maori are less than satisfactory, and that mechanisms to address Maori concerns must be reviewed. Issues of particular concern relate to the legal provisions for Maori heritage as identified in the Resource Management and Historic Places Acts which have never been popular with Maori; the controversial status of *wahi tapu*; the registration and assessment of Maori sites; issues of sensitivity and confidentiality of information regarding sites of significance and finally, the status and responsibilities of the Maori Heritage Council. Heritage experts rank the need to improve provisions for the assessment of Maori heritage fifth in importance of all issues relating to assessment. Significantly, in the panel survey for this thesis, heritage experts were not optimistic that a system for assessing the significance of Maori heritage acceptable to *tangata whenua* would be in existence by the year 2010.

Returning to an earlier theme, it is argued that a greater recognition of concepts of social value will promote an accord that balances the cultural desires of Maori with the public interests in historic places. In this way, historic heritage may be used as a means to promote social cohesion in a way that will allow Maori and Pakeha to understand each other's heritage values rather than contest them.

Assessment issues

The final section discusses issues related to the assessment process, the concepts of historic areas and landscapes and archaeological sites.

Assessment procedures reveal significant shortcomings in a number of key areas when set against the features indicative of an effective evaluation and assessment strategy developed from the research findings shown in Table 7.4.1. Furthermore, identified shortcomings relate to statements of significance; the integration of registration and assessment processes; the absence of guidelines and the confusing mix of assessment approaches and methodologies in use. Core assessment criteria are minimally apparent and assessment operations by heritage agencies, The Historic Places Trust, the Department of Conservation and local authorities, are uncoordinated and of variable quality. Evaluation criteria must be sound, explicit and consistent, yet allow sufficient flexibility in ways that acknowledge the dynamic qualities of the resource referred to above. The thesis also identifies mixed feeling amongst practitioners over the use of ranking as an assessment methodology. Significantly, the panel of heritage experts did not believe that an assessment process representative of all New Zealand's heritage would be in place by the year 2010.

The concept of historic areas embodies collective values that characterize the multivalent qualities of historic heritage discussed above. Internationally, the evidence indicates the importance of a national strategy to evaluate and assess the significance of historic areas. However, the thesis identifies the lack of any co-ordinated strategy for their identification, registration and assessment.

The concept of heritage landscapes is a further issue requiring attention as a significant and, as yet, relatively unacknowledged component of the New Zealand historic heritage environment. The representative rationale of a landscape approach, inclusive of natural, cultural and historic values, has the potential to respond to Maori and Pakeha interpretations of the physical and cultural environment of the country in ways that sensitively acknowledge difference and promote harmony. The development of both a

philosophical and operational framework to manage the concept of heritage landscapes is essential and moreover, one which distinguishes this concept from that of historic areas.

Finally, a range of issues are identified in this thesis with regard to the assessment of archaeological values. These primarily relate to inconsistencies of definition between archaeological values and value to Maori, and their confusing legislative status in the separate parts of the Historic Places Act. Moreover, the thesis identifies legitimate concerns by Maori over Pakeha-determined assessment strategies and the status of *wahi tapu*. Finally, the adequacy of local authority strategies to manage the archaeological sites for which they are responsible remains in doubt.

The significance of the issues raised and their incidence in the research findings obliges some comment on their relative importance and prioritisation. Expert comment on existing practice, ways to improve it and the features of an effective system provide valuable insight into the relative merits of the issues under scrutiny. Table 6.5.1, representing a convergence of the most commonly recurring issues from the professional questionnaire and expert panel, is significant for several reasons: firstly, for the frequency with which the issues recur and secondly for their ranking – similar issues feature strongly in comments from non-professionals, in practitioner comment and supplementary research in this thesis.

Three issues predominate. First of all, greater recognition of the significance of local heritage and the need to engage the community in its identification and assessment rank as two of the most important issues facing the heritage sector in New Zealand. Secondly, the issue of consistency features strongly and the need for a single, national assessment strategy with uniform approaches for adoption by all agencies. In third place, issues of resourcing are considered to have a major influence on the effectiveness of strategies to manage the process of historic heritage assessment.

Acknowledging that broader parameters for the management of New Zealand's historic heritage exist, this thesis specifically focuses on evaluation and assessment frameworks, and considers their aptness and efficacy as an integral part of the management process. Indeed, it is acknowledged that the three issues discussed above are recognised to varying

degrees by the heritage sector in New Zealand. However, the specific focus of this research on evaluation and assessment frameworks allows these issues to be considered in terms of their strengths and shortcomings and, even more significantly, allows their prioritisation in terms of their importance. Such outcomes provide valuable information and, it is argued, original materials for consideration.

These conclusions address the rationale of the thesis which proposes that sustainable outcomes for historic heritage only occur in the context of appropriate and effective evaluation and assessment frameworks. Table 7.5.1 describes a range of common features based on the characteristics identified in overseas practice and the literature indicating the qualities of an evaluation and assessment strategy that may be considered appropriate and effective. Overseas practice demonstrates the importance of rigorous and sustainable heritage frameworks in terms of philosophy and practice. When New Zealand frameworks are set against these commonalities, significant shortcomings are apparent. Deficiencies are evident in key areas of the nature of historic heritage value; national and sub-national frameworks for assessment; issues for indigenous and non-indigenous communities and finally, the strategy, criteria and process for assessing significance. The thesis concludes that existing frameworks for valuing and assessing New Zealand's historic heritage are neither appropriate nor effective and that the heritage environment is poorly served by current practice.

8.2 Contribution and implications of the research

This section considers the specific impact of the thesis and assesses its contribution. Firstly, its impact is discussed in terms of its congruence with established theory and implications for theory-building and scholarly understanding. Secondly, its implications for professional practice, decision-making and for best practice are discussed. Finally, the ways the thesis contributes to the literature in New Zealand and internationally are considered.

The thesis is congruent with and enhances established theory. A review of the theoretical frameworks of historic heritage identifying key approaches and current understandings is

supported by comment on contemporary theory and practice in selected countries overseas and New Zealand, the whole integrated with primary research data. Analysis of the research findings confirms their consistency with established theory and grounding in contemporary practice – factors which serve to validate the conclusions of the thesis.

The thesis offers a wide-ranging examination of concepts relevant to the historic heritage sector. Despite the exploratory nature of the thesis, it is intended to create an appropriate intellectual context which will enhance understanding, stimulate creative thinking and encourage meaningful and vigorous dialogue throughout the discipline coincident with a 'heritage research culture'. Evaluation and assessment matters are raised to prominence in the context of the New Zealand heritage environment, enabling researchers to frame questions and pursue new lines of enquiry in the context of a clear exposition of the issues. It thus provides a significant contribution to the literature, challenging preconceptions and advancing understanding of the issues by articulating alternate strategies for consideration.

This thesis stresses the public nature of heritage values and the importance of maintaining a holistic vision of the past inclusive of the entire heritage environment. In particular, it provides a noteworthy perspective of the attitudes of New Zealand professionals and non-professionals to historic heritage. Despite the acknowledged focus of this thesis on strategies, it is evident that historical thought in New Zealand has focussed more on process and protection than the significance of historic heritage in people's experience and daily lives. It is suggested that the importance of the social and cultural context of historic heritage be accorded greater distinction than the value of a place and its fabric as occurs at present.

Indeed, despite awareness of the issues and their lengthy debate over the last decade in New Zealand, it is argued in this thesis that a synthesis of evidence of this nature has not been presented before. Informal feedback from organisations and individuals within the heritage profession has signalled the value of the thesis, its relevance and timeliness.

Turning now to the implications of this thesis for professional practice, decision-making and for best practice, the thesis outcomes are presented in a manner consistent with

accepted professional practice and are capable of practical application. The findings can be applied in a range of settings: at national, regional and local levels; to agencies, communities and *tangata whenua*, and thus have significant implications for decision-making. Moreover, they are presented in a format capable of informing and framing government policy and providing a reference point for heritage practitioners. Existing structures and networks are utilised to minimise effort and to ensure approaches, where proposed, are achievable. Areas of innovation are confined to modifying existing approaches as in proposals relating to registration and assessment. Particular issues are commented on, for example, the importance of locally significant heritage, community involvement and consideration of heritage landscape values. Particular concerns are heeded, in particular those of Maori self-determination in relation to the assessment of Maori historic heritage.

The thesis provides a benchmark for augmenting and informing New Zealand policy and practice through the exploration of professional and non-professional attitudes to heritage. The thesis adds to the body of knowledge about how and how much New Zealanders value their heritage. Despite the acknowledged modest sample size, the candid opinions, perceptions, and comments of professionals and non-professionals identify diverse issues of concern relating to existing frameworks. The thesis outcomes confirm that, although examples of sound practice exist and noteworthy initiatives are being pursued, there remain significant issues in relation to the community, issues of consistency, resourcing, local authority process and Maori historic heritage, for which alternate priorities and policies should be considered.

It is apparent that government involvement in the heritage sector does not result in coherent, sustainable policies capable of achieving effective outcomes. In the light of this, a structure within which government policy can be articulated consistently and effectively to the heritage sector is signified. National co-ordination and nationally consistent policies are suggested to reduce confusion about process, to maximise common use of new knowledge and administrative tools, and to reduce duplication of effort. Government policy would be more effective if driven by principles set out in a national strategy, and if commitment is demonstrated by realistic levels of resourcing. The thesis also identifies

widespread concerns of a lack of direction, and emphasises the need to define the precise role and responsibilities of a national lead agency for historic heritage as well as the functions of other heritage agencies.

A political unwillingness to invest in the heritage process is apparent. Many of the issues discussed here underline the perceived lack of government commitment that professionals and non-professionals comment on in this thesis. It is argued in this thesis that the absence of a national strategy or indeed, any discernible and coherent government policy toward the heritage sector, severely curtails the performance of agencies charged with its management with consequent implications for the long term survival of the resource.

The thesis encourages debate on the merits and shortcomings of heritage legislation. It identifies provisions in the Resource Management and Historic Places Acts which need to be simplified, integrated, and provide unequivocal protection for nationally significant heritage. Furthermore, it focuses on the registration process and proposes changes to make it more expressive of what the community values and wants to keep – one that is fully representative of the diversity of New Zealand's heritage environment.

The thesis has implications for regional and local government. It signals a greater role for local authorities as primary heritage managers to drive more effective and sustainable management strategies whilst being aware of the limited capacity of most local authorities to support such an enhanced role. The assessment of historic heritage, it is suggested, should have a stronger focus on regional frameworks, and should incorporate strategies for local assessment informed by community perceptions of significance thereby improving the effectiveness of local body protection mechanisms. Moreover, it suggests that an integrated system of governance under the RMA be developed with appropriate levels of support and guidance as a priority in order to improve environmental and, thus, heritage outcomes.

Foremost among the audiences likely to profit from the research are *tangata whenua*. The thesis explores the contested values of Maori and non-Maori. It concludes that an unambiguous acknowledgement of the significance of Maori historic heritage and its

fundamental place in the construction of indigenous identity is a primary objective. Moreover, the higher level of protection such proposals would afford to Maori sites of significance should result in broader acceptability to the majority of *tangata whenua*. Furthermore, it is emphasised that such policies need to be pluralist in political intent to allow for the interests of Maori and other sectors of the community, rather than being mainstreamed within a unified system.

Throughout the thesis, the importance of viewing New Zealand strategies in the context of international heritage regimes is endorsed. The evidence suggests that the heritage sector in New Zealand would benefit from a greater responsiveness to international trends and proposes that it engages a wider vision to consider new thinking and developments from overseas. The review of policy and practice in Australia, Canada, England and the United States has indicated trends in understandings, departures from established practice and commented on their consequences. Indeed, heritage initiatives are currently progressing in three of the four countries reviewed in this thesis. It is suggested that a greater awareness of international approaches will assist the development of a more critical attitude within the New Zealand heritage profession as a prelude to its reform.

Finally, the discussion returns to the frames of reference of the thesis to consider the ways in which the thesis contributes to the heritage debate in New Zealand. The prominence of the concept of social value highlights the place of communities and their values throughout this discourse. Future policy and priorities, it is suggested, must place greater emphasis on the value of locally significant heritage and mechanisms to record and celebrate it. The current focus on fabric and use value, on iconic sites and places, affords a less-than-adequate recognition of the concept of social significance and the importance of community values. Local ownership of historic heritage must be encouraged and community preference accorded the prominence it deserves in decision-making.

The need for greater interdisciplinary and multidisciplinary communication coincident with the multiple meanings and understandings of heritage is implicit. The holistic qualities of historic heritage value, well documented in the literature and practically

demonstrated throughout this thesis, must assume a greater prominence in the development of New Zealand heritage theory and operational strategies. It is argued in this thesis that whilst the heritage profession is aware of the diverse qualities inherent in the resource, this consciousness is not evident in practice.

The thesis affirms the need for a process of significance assessment that is multifaceted, drawing on the knowledge of *tangata whenua*, communities and professionals. Such consultation, it is suggested, will lead to active collaboration and the sharing of information. There needs to be a discussion of the attribution of value to the historic heritage resource in a manner consistent with the beliefs of all cultural groups, rather than from a Eurocentric, place-based approach. The assessment of a place should be structured so that the particular values that make the place significant are identified, and the basis of that assessment clearly stated.

This thesis offers a significant critique of the valorisation of historic heritage in New Zealand and positions issues of evaluation and assessment as the primary context within which matters of resource management can be effectively explored and progressed. The New Zealand literature, it is argued, is selective in its primary focus on issues of protection and conventional in its approaches. The thesis addresses acknowledged omissions within the discipline, particularly the lack of any critical analysis of historic heritage values in New Zealand scholarship. Finally, the thesis surveys the international evidence and suggests ways in which it may inform thinking within the heritage sector in New Zealand.

Given the specific circumstances of the research context, it is acknowledged that the outcomes of the thesis will be primarily applicable to New Zealand. However, it is maintained that the thesis makes a significant contribution to the international literature by informing scholars and practitioners of evidence of New Zealand practice. Moreover, it both positions New Zealand frameworks within a global context and contextualises approaches to the evaluation of historic heritage from an international perspective.

The thesis thus provides a significant contribution to the existing body of knowledge and creates a common ground for the exchange of ideas. It is offered as a means of

invigorating the intellectual debate whilst suggesting ways to transform and improve current practice.

8.3 Directions for future research

There is a need for debate on issues of concept and policy amongst heritage professionals in New Zealand beyond research on specific issues. There are heritage academics who comment on heritage concepts and heritage practitioners who 'do' heritage and apply policy, but there is little on-going debate between these two professional sectors on the basis of their parallel experiences to put the concepts into practice. This contrasts with debate in Australia and England, which has considerable potential to inform heritage understandings in New Zealand but is rarely utilised. A greater synergy of concept and application between academia and heritage practice is proposed.

Several potential areas of future research have emerged in the course of the thesis as being worthy of investigation. Primary research is currently underway on value ascription in the United Kingdom, the United States and refinements to Australia's new heritage structure are ongoing. As noted in Chapter Three, Australia's new heritage management regime is the result of extensive review which culminated in new national standards to determine the assessment process. Such developments have the potential to inform approaches in New Zealand and point the way to further research.

The historic environment makes a significant contribution to social regeneration, community wellbeing and quality of life; how it does this is less well understood. Economic impact studies focussing on the benefits of the historic environment, how these can be measured and how people can take advantage of these benefits are being developed in England. Work of this nature indicates research trends which the heritage sector here should consider.

The thesis has highlighted the need for research to explore how and why New Zealand communities perceive and value their heritage. There needs to be a further survey of the population to determine what people value, how they value it and why, and to examine

the extent of community involvement in the nomination and assessment process.

Communities must be empowered to raise their voices in the heritage discourse as active participants rather than passive consumers. Finally, there is a need to revisit Maori attitudes and approaches to their heritage, in order to determine their preferences for its assessment and management.

Population trends are having a perceptible impact on the cultural make-up of New Zealand. The increasing cultural and ethnic diversity of the country, particularly in terms of Asian and Pacific peoples, will inevitably impact on the way historic heritage is perceived and valued by these groups, together with their desire that heritage indicative of their cultures be acknowledged. It is suggested that research be conducted into how the historic heritage of other cultures in New Zealand should be assessed so that the entirety of the heritage resource is representative of the multicultural characteristics of the nation.

Other profitable areas of future study lie in the need for quality research at a national level to explore the definitions and attributions of value to historic heritage and to determine all that this signifies. The increasing significance of the values inherent in heritage landscapes has been commented on and offers a fruitful line of enquiry.

Assessment frameworks at national and local levels are another profitable area of study and a detailed examination of the criteria, thresholds and process of significance assessment would be worthwhile. Furthermore, it is noted that despite the links of the historic environment to tourism, and its contribution to the prosperity and competitiveness of the country's economy, there has been little research on ways to measure and actively progress this.

To summarise, this chapter has presented an appraisal of the thesis. It has considered its major findings, the impact of the research and its contribution. It has assessed its implications for scholarly understanding, policy, decision-making and considered directions for further research. It concludes with a final reflection on the significance of the thesis.

Finale

Underpinning this thesis is the assumption that paying regard to the value of historic heritage is a duty of civilised society. This thesis addresses the constructs of historic heritage value and considers how such value is characterised in the assessment of significance. A primary reason for assessing value and significance is to inform and assist the process of decision-making about how best to preserve these values. In this thesis, it is argued that New Zealand currently lacks a comprehensive conceptual framework within which such value constructs can be considered and that concepts of value and approaches to the assessment of significance need to be more meaningfully integrated into contemporary heritage management practice. The application of a more sensitive, holistic and dynamic approach to historic heritage will enable the profession to manage the responsibilities with which it is charged with greater competence.

This thesis acknowledges that there comes a point when speculation on ways to address issues of historic heritage value must be set aside and the focus shifted to developing evaluation and assessment strategies that work in the field. It thus proposes practical ways to improve existing frameworks of heritage management in New Zealand. This thesis is intended to inform and enhance the context within which historic heritage is valued; to improve understanding and stimulate discussion of more effective and appropriate strategies. The heritage profession must find the confidence to address these issues, explore new ideas and develop a range of creative alternatives leading to a fresh vision for valuing the heritage of 'our place.'

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APPENDIX A

HISTORIC PLACES ACT 1993 ASSESSMENT CRITERIA

Historic Places Act 1993

Section 23 Criteria for registration of historic places and historic areas

- (1) The Trust may enter any historic place or historic area in the Register if the place or area possesses aesthetic, archaeological, architectural, cultural, historical, scientific, social, spiritual, technological, or traditional significance or value.
- (2) The Trust may assign Category I status or Category II status to any historic place, having regard to any of the following criteria:
 - a) The extent to which the place reflects important or representative aspects of New Zealand history:
 - b) The association of the place with events, persons, or ideas of importance in New Zealand history:
 - c) The potential of the place to provide knowledge of New Zealand history:
 - d) The importance of the place to the tangata whenua:
 - e) The community association with, or public esteem for, the place:
 - f) The potential of the place for public education:
 - g) The technical accomplishment or value, or design of the place:
 - h) The symbolic or commemorative value of the place:
 - i) The importance of identifying historic places known to date from early periods of New Zealand settlement:
 - j) The importance of identifying rare types of historic places:
 - k) the extent to which the place forms part of a wider historical or cultural complex or historical and cultural landscape:
 - l) Such additional criteria for registration of wahi tapu, wahi tapu areas, historic places, and historic areas of Maori interest as may be prescribed in regulations made under this Act:
 - m) Such additional criteria not inconsistent with those in paragraphs a) to k) of this subsection for the purpose of assigning Category I or Category II status to any historic place, and for the purpose of registration of any historic area, as may be prescribed in regulations made under this Act.

APPENDIX B

NON-PROFESSIONAL QUESTIONNAIRE

Cover letter

Research Information Sheet

Questionnaire

Dear

Re: Historic Heritage Questionnaire

You may recall that you kindly agreed to participate in a survey investigating your opinions on the valuation and assessment of historic heritage - part of my doctoral research at Massey University.

I enclose the questionnaire together with an information sheet outlining my research. I would be most grateful if you would return the questionnaire to me in the reply paid envelope by 31st August 2004.

Thank you in advance for your participation - it is certainly most appreciated!

Yours sincerely,

Sara Donaghey
Email: cloud9@pl.net

Research Information Sheet

Valuing Our Place: towards an assessment strategy for New Zealand's historic heritage

The Researcher

This research is being carried out by Sara Donaghey for a PhD at Massey University. The research is under the supervision of Dr. John Monin from Massey University [Ph. (09) 441 8106] and Dr. Harry Allen from the University of Auckland.

The Research

The purpose of this research is to investigate the valuation of historic heritage in New Zealand; this questionnaire is designed to tell us more about the importance of heritage in people's lives, and how we assess its value.

You have been selected to take part in this research because of your interest in historic heritage matters; your participation and assistance in this research would therefore be greatly appreciated. Your involvement will involve completing a brief questionnaire comprising 12 questions. The deadline for returning the questionnaire is **31st August 2004**.

As a participant you have the right to refuse to answer any questions and to withdraw information regarding this survey at any time up until 31.12.2004. The information you provide is confidential and your anonymity will be protected at all times. All information obtained during data analysis will be kept in a secure location, and will be destroyed after 5 years.

It is also likely that the information gained from this survey will be used for further academic purposes, such as journal articles and conference papers.

Thank you in advance for your assistance. If you have any questions, please feel free to contact me:

Sara Donaghey
School of Management & International Business
(09) 817 1116
cloud9@pl.net

This survey investigates your feelings about the value of **HISTORIC HERITAGE** in New Zealand.

It is anonymous. Please answer the questions freely; you cannot be identified from the information you provide.

The questionnaire should take you about 10 minutes to complete; please answer the questions in the space provided. Your answers are essential to developing a strategy to improve the valuation and assessment of cultural and historic heritage in New Zealand.

WHEN YOU HAVE COMPLETED THE QUESTIONNAIRE, PLEASE RETURN IT IN THE ENCLOSED FREEPOST ENVELOPE BY 31ST AUGUST

QUESTION 1

When you think of historic heritage what sort of things do you think it refers to?

Please tick your choices like this (✓)

- | | | | |
|-------------------------------|-----|-----------------------------|-----|
| a. Archaeological sites | () | h. Maori sacred sites | () |
| b. Art galleries & museums | () | i. Monuments/statues | () |
| c. Churches | () | j. National parks | () |
| d. Historic buildings | () | k. Old industrial sites | () |
| e. Historic gardens and parks | () | l. Old stories and memories | () |
| f. Local history | () | m. The countryside | () |
| g. Marae | () | | |

Any others?

n.

p.

o.

q.

QUESTION 2

Select three of the above and place them in order of importance with 1 being the most important:

(use the letter by each item)

1.

2.

3.

QUESTION 3

Please tick the statement closest to your view of the nature of historic heritage value:

Either

Historic heritage has intrinsic value comprising essential elements that do not change ()

Or

Historic heritage is dynamic and subject to a continual process of re-evaluation()

Or

Both the above statements are true()

QUESTION 4

Tick the statement(s) closest to your opinion of Maori historic heritage:

a Maori historic heritage should be considered separately from colonial heritage ()

b Information about Maori historic heritage should be publicly available ()

c Information about Maori historic heritage should remain confidential ()

d The Maori Heritage Council should make decisions about Maori historic heritage ()

e Tangata whenua should make decisions about Maori historic heritage ()

f Don't know enough about this ()

QUESTION 5

Who should decide the importance of historic heritage?

Please tick your choices like this (√)

Professional heritage agencies and heritage consultants ()

The local community where the heritage item is located ()

Both the above ()

Don't know ()

QUESTION 6

How much do you agree or disagree with the following statements about historic heritage?

Please tick the appropriate box on each line

Statement	strongly disagree	disagree	neither disagree nor agree	agree	strongly agree	don't know
a Nothing after 1950 counts as heritage						
b Only important buildings count as heritage						
c Historic heritage plays a valuable role in the cultural life of our country						
d It is important to think about the preservation of modern buildings for future generations						
e Historic heritage is just not relevant to me						
f All school children should be given the opportunity to find out more about New Zealand's heritage						
g We already preserve too much heritage						
h My life is richer for having the opportunity visit/ see examples of New Zealand's heritage						
i Knowledge of historic heritage gives me a sense of the past and a key to my identity						
j We should only protect historic heritage if its going to be destroyed						
k Historic heritage must be given a dollar value so we know how important it is						
l Historic heritage is priceless						
m We must preserve all New Zealand's historic heritage						

QUESTION 7

Keeping in mind Question 1, what percentage of historic heritage should be preserved?

.....%

QUESTION 8

To what extent do you agree or disagree with the following statements about New Zealand's historic heritage?

Please tick the appropriate box on each line

Statement	strongly disagree	disagree	neither disagree nor agree	agree	strongly agree	don't know
a It is right that there should be public funding for preserving New Zealand's heritage						
b Only Maori should assess Maori historic heritage						
c Colonial buildings are more important than Maori historic heritage						
d All important historic heritage must be listed in a national Register						
e All important historic heritage must be listed in local authority plans for special attention and protection						
f Nationally important places mean more to me than places in my local community						
g Historic places in my local community mean more to me than nationally important places						

QUESTION 9

How important do you think historic heritage is in ...?

Please tick the appropriate box on each line

Statement	not at all important	not very important	fairly important	very important	don't know
a teaching children about our past					
b enhancing our culture					
c teaching us about our past					
d encouraging tourists to visit					
e giving us places to visit/things to see and do					
f creating jobs, and therefore boosting the economy					

QUESTION 10

If you had to pay an additional charge on your local rates to protect and conserve historic heritage in your local community ie. historic buildings, archaeological sites, etc., what is the maximum you would be willing to pay each year?

Please tick your choice like this (✓)

Nothing	()	\$11 - \$20	()	\$31 - \$40	()	\$51 - \$60	()
\$1 - \$10	()	\$21 - \$30	()	\$41 - \$50	()	more than \$60	
	()						

QUESTION 11

What percentage of tax revenue would you agree to be spent to protect and conserve historic heritage? To help you, here are some examples of total government expenditure 2002/3:

Transport and communications	3%	Law and order	4%
Education	18%	Health	20%

Please tick your choice like this (✓)

nothing at all	()		
0-1.0% of tax revenue	()	1.0-2.0% of tax revenue	()
2.0-3.0% of tax revenue	()	3.0-4.0% of tax revenue	()
4.0-5.0% of tax revenue	()	more than 5%	()

QUESTION 12

Which one of these options would you support to pay for the preservation of historic heritage?

Please tick your choice like this (✓)

a No funding at all	()
b Historic heritage to be self financing and self supporting	()
c A one off government grant of \$100 million	()
d Yearly funding from the national budget	()
e As much as it needs	()
f Don't know	()

Please feel free to comment on any part of this questionnaire here:

And now a few final questions about yourself...

Question 13

Are you female ? () or male ? ()

Question 14

Please tick the option that best describes you:

European/Pakeha () Pacific Peoples () Indian ()
Maori () Asian () Other ethnic group (please specify)

.....

Question 15

Please tick the group closest to your age:

15 - 24 () 35 - 44 () 55 - 64 ()
25 - 34 () 45 - 54 () 65 + ()

Question 16

Please tick the box for total household income before tax each year:

Under \$20,000 () \$40,000 - \$59,000 () \$80,000 - \$99,000 ()
\$20,000 - \$39,000 () \$60,000 - \$79,000 () Above \$100,000 ()

Question 17

Please tick your highest educational qualification:

No formal qualifications () Tertiary () Other (please describe)
Secondary () Still studying ()

Question 18

Please tick your work status:

Working full time () Retired () Not currently in paid employment ()
Working part time () Studying () Volunteer ()

Question 19

What is/was your current/last position in an organisation?

Question 20

Please tick your heritage interest(s):

Work or have worked as a volunteer at a heritage place () Visit heritage places including museums ()
Member of the New Zealand Historic Places Trust () Read books/magazines on heritage topics ()
Member of the New Zealand Archaeological Association () Attended a course on a heritage related topic ()
Watch programmes with a heritage content on TV/movies () Member of historical/genealogical society ()
Other (*please describe*)

*Thank you so much for taking the time to complete this questionnaire.
Please return this questionnaire in the enclosed freepost envelope by 31st August.*

APPENDIX C

PROFESSIONAL QUESTIONNAIRE

Cover letter

Research Information Sheet

Questionnaire

Appendix C

Dear

Re: Historic Heritage Questionnaire

You may recall that you kindly agreed to participate in a survey investigating your opinions on the valuation and assessment of historic heritage - part of my doctorate for Massey University.

I enclose the questionnaire together with an information sheet outlining my research. I would be most grateful if you would return the questionnaire to me in the reply paid envelope by 18th October.

Thank you in advance for your participation - it is certainly most appreciated!

Yours sincerely,

Sara Donaghey
Email: cloud9@pl.net

Research Information Sheet

Valuing Our Place: towards an assessment strategy for New Zealand's historic heritage

The Researcher

This research is being carried out by Sara Donaghey for a PhD at Massey University. The research is under the supervision of Dr. John Monin from Massey University [Ph. (09) 441 8106] and Dr. Harry Allen from the University of Auckland.

The Research

The purpose of this research is to investigate the valuation of historic heritage in New Zealand - a topic that has generated much debate but seen little in the way of definitive progress.

This investigative survey will generate information about current operating systems in New Zealand, will allow a considered judgement to be made as to the effectiveness of existing valuation and assessment systems.

You have been selected to take part in this research because of your knowledge and experience of historic heritage matters. Your participation and assistance in this research would therefore be greatly appreciated. Your involvement will involve completing a brief questionnaire comprising 10 questions inviting your opinions about the valuation process in this country. The deadline for returning the questionnaire is **Friday 18th October**.

As a participant you have the right to refuse to answer any questions and to withdraw information regarding this survey at any time up until 31.12.02. The information you provide is confidential and your anonymity will be protected at all times. All information obtained during data analysis will be kept in a secure location, and will be destroyed after 5 years.

A summary of the findings will be available on the web. It is also likely that the information gained from this survey will be used for further academic purposes, such as journal articles and conference papers.

Thank you in advance for your assistance. If you have any questions, please feel free to contact me:

Sara Donaghey
School of Management & International Business
(09) 817 1116
cloud9@pl.net

This survey investigates your views on the **valuation of HISTORIC HERITAGE** in New Zealand. ¹

Please feel free to comment on any part of this survey at the end.

QUESTION 1

Please tick the statement closest to your view of the nature of historic heritage value:

Either

Historic heritage has intrinsic value comprising essential elements that do not change ()

Or

Historic heritage is dynamic and subject to a continual process of re-evaluation ()

QUESTION 2

How effective do you find each of the following as a valuation tool for assessing New Zealand's historic heritage?

Please tick the appropriate box on each line

		most ineffective	ineffective	neither ineffective nor effective	effective	most effective	no opinion
Register of the Historic Places Trust	nationally						
	locally						
Own local authority system ²	nationally						
	locally						

QUESTION 3

¹ The following abbreviations are used:

HPA Historic Places Act 1993
 NZAA NZ Archaeological Association
 NZHPT New Zealand Historic Places Trust
 RMA Resource Management Act 1991
 TLA Territorial Local Authority

² If possible, please mail a copy of your local authority assessment system to the address at the end of this questionnaire

How effective is the Historic Places Act in dealing with the assessment of Maori historic heritage?

Please tick a box

most ineffective	ineffective	neither ineffective nor effective	effective	most effective	no opinion

QUESTION 4

Thinking about the assessment of Maori historic heritage, how effective do you consider each of the following option(s) to be?

Please tick the appropriate box on each line

Statement	most ineffective	ineffective	neither ineffective nor effective	effective	most effective	no opinion
a A separate public listing for wahi tapu						
b A separate confidential listing for wahi tapu						
c A separate assessment system developed by the Maori Heritage Council						
d Register all Maori historic heritage as wahi tapu						
e A Register which indicates places of significance rather than lists places of significance to Maori						
f Encourage tangata whenua to establish the significance of Maori historic heritage and whether its listing is public or confidential						

QUESTION 5

To what extent do you disagree or agree with these statements about historic heritage?

Please tick the appropriate box on each line

Statement	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	don't know
a Heritage only exists because of the values people attach to it						
b It is undesirable to apply nationally consistent criteria to all heritage places; questions of value should be tailored to each place following analysis of the evidence						
c Historic heritage is above value because society has a moral duty to preserve it; it is thus priceless and cannot be commercially assessed.						
d The process of evaluation should be a professional, multi-disciplinary assessment.						
e The process of evaluation should be community-led with a high degree of public participation.						
f The process of evaluation should combine both professional and community involvement						
g Heritage should be assessed according to the potential of places to answer current research questions i.e. research value is the foremost criterion superseding all others						

Space for your comments:

QUESTION 6

Indicate whether you disagree or agree with the following statements beginning
'The valuation process of the Historic Places Act....'

Please tick the appropriate box on each line

Statement	disagree	agree	don't know
a is easy to use			
b is uniformly and consistently applied			
c reflects quality standards			
d is clear (transparent) to everyone			
e accords with international guidelines			
f is inclusive of/responsive to ethnic and cultural values/sensitivities			
g is a fair and representative sample of historic heritage			
h places more importance on colonial buildings than indigenous heritage			
i places more importance on places of national importance than places valued by the local community			

Space for your comments:

QUESTION 7

Indicate whether you agree or disagree with the following statements beginning
'An effective valuation process for historic heritage should be distinguished by....'

Please tick the appropriate box on each line

Statement	disagree	agree	don't know
a an assessment system responsive to the wide range of historic, societal and cultural values shared by New Zealanders			
b nationally consistent assessment criteria			
c the consistent application of standard criteria when assessing places for inclusion on a national register			
d quality standards that underpin the evaluation process			
e a register restricted to historic places of national and international significance; all other places assessed by TLA's and Maori authorities			
f the registration and protection of nationally significant places under the HPA; scheduling and protection of locally significant places under the RMA			
g the protection of all historic heritage under the RMA			
h consistent national standards for heritage assessment at local authority level, weighted to reflect differing local values			
i paying greater attention to the concept of cultural landscapes			

Space for your comments:

QUESTION 8

To what extent do you agree or disagree with the following options in terms of their potential to improve the valuation process?

Please tick the appropriate box on each line

Statement	disagree	agree	don't know
a A single unranked list/register			
b A single, unranked list based on national importance			
c A single, unranked list based on regional/local importance			
d Use of scoring as a guide to ranking			
e A ranked, scored list			
f A ranked list of three or more categories (<i>see A below</i>)			
g Rank heritage according to risk			
h A nationally representative rather than a nationally important sample			
i A single thematic list			
j English assessment system (<i>see B below</i>)			
l Assessment system (<i>see C below</i>)			
m NZHPT register guidelines (<i>see D below</i>)			

A

Category I: Places of international or national historic heritage value; destruction prohibited, protection essential

Category II: Places of national or regional historic heritage value; alterations discretionary, protection important where this can be achieved

Category III: Places of regional or metropolitan historic heritage value; protection desirable.

Category IV: Places of metropolitan historic heritage value; protection encouraged.

continued over

B - English assessment system

Level 1	Level 2	Level 3
Characterisation criteria	Discrimination criteria	Assessment criteria
Period (currency)	Survival	Condition
	Group value (association)	Fragility
Diversity (form)	Potential	Vulnerability
Period (representativity)	Documentation	Conservation value
	Group value (clustering)	
	Diversity (features)	
	Amenity value	

C

- ability to demonstrate (including aesthetic, historic, scientific, and social values)
- associational links for which there is no surviving physical evidence
- formal or aesthetic qualities

D

- (a) Mandatory registration criteria comprising:
- Historical
 - Physical
 - Cultural
- (b) Voluntary registration criteria comprising:
- Representativeness
 - Rarity

QUESTION 9

Name any factors that you feel would improve the current system for valuing historic heritage in New Zealand.

QUESTION 10

What would be the characteristics of an ideal system for assessing the value of New Zealand's historic heritage?

.....

On the next pages are a few final questions about yourself and where you work; your answers to some of these are voluntary.

Question 11

Please tick the term(s) that best describe you:

- European / Pakeha () Pacific Peoples () Indian ()
 Maori () Asian ()
 Other ethnic group (please specify)

Question 12

Please tick the type of organisation you work for.

- | | | | |
|---------------------------|-----|--------------------------|-----|
| Central government | () | Museum Service | () |
| Local authority | () | Maori Trust board | () |
| Historic Places Trust | () | Voluntary organisation | () |
| NZAA | () | Iwi organisation | () |
| Consulting/other services | () | Commercial heritage site | () |
| University | () | Other (please specify) | |
| Tertiary Institution | () | | |

Question 13

What organisation do you work for? (*Voluntary*)

.....

Question 14

What is your position? (*Voluntary*)

Question 15

Do you work full time? () or part time? ()

Question 16

How do you deal with historic heritage in your position?

Thank you so much for taking the time to complete this questionnaire; your answers and comments will provide valuable information for research purposes. Please return it to me by **Friday 18th October.**

Please indicate if you would like to receive a report summarising the results of this survey. If you prefer to complete this questionnaire anonymously, please print a hard copy and return it to me at this address:

Sara Donaghey,
FREEPOST 800QB2 SARA
Dept. of Management and International Business,
Massey University,
Private Bag 102 904 NSMC
Auckland.

APPENDIX D

EXPERT PANEL WORKSHOP

First notice

Final notice

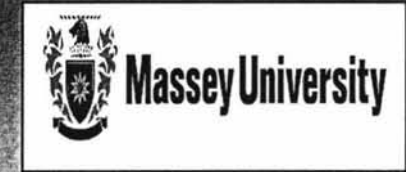
Further information

Programme



Cultural Heritage Evaluation Workshop

(for specialists)



FIRST NOTICE

**'For what it's worth - determining value and assessing
the significance of the historic and cultural heritage resource'**

Thursday 6 May 2004

Vodafone House, 21 Pitt Street, Newton, Auckland

Please **register now** by contacting Ian Lawlor (ian.lawlor@arc.govt.nz). **Registration closes 23 April 2004.**

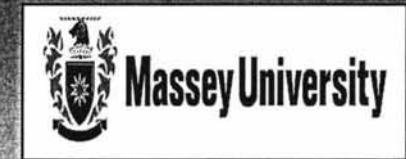
Lunch and morning and afternoon tea will be provided. The day will run from 9.30am to 3.30pm.

This workshop will be **solution-focussed**. It will incorporate presentations by keynote speakers from the Australian Heritage Council and the Historic Places Trust, practical problem-solving workshops plus opportunities for informal discussion. The venue will provide a unique opportunity for all involved in the research and management of the historic and cultural heritage resource to contribute to progressing fundamental issues of valuation and assessment. The major questions to be addressed are: (1) What are we valuing? (2) How do we determine value? and (3) How do we assess significance? The key objectives of the workshop are to develop a framework of appropriate strategies for determining value and assessing the significance of the historic and cultural resource. The intention is to produce a model for best practice guidelines.

This workshop is being sponsored by the **ARC Heritage Department** and the **Massey University Department of Management and International Business** (Auckland).



Cultural Heritage Evaluation Workshop (for specialists)



SECOND (and final) NOTICE Thursday 6 May 2004

Vodafone House, 21 Pitt Street, Newton, Auckland.

Registrants: Thank you for the overwhelming and positive response. 80 people have registered for the workshop (as attached); please forward corrections and additions, especially contact numbers, asap. Also, to assist with catering, RECONFIRM YOUR REGISTRATION now by contacting Ian Lawlor (ian.lawlor@arc.govt.nz). A good web link for budget hostel accommodation can be found at: <http://www.backpack.co.nz/auckland.html>

Parking: Free (if you following these instruction). Please park in the Auckland City Karangahape Road Public Car Park building accessed from Mercury Lane (off K-Road). Bring your electronic card with you; do not use the auto pay machines. Visit ARC Reception on arrival at Vodafone House (Ground Floor) and exchange your card for a new one; **THIS IS IMPORTANT**. When departing the Car Park insert the new card you obtained from ARC Reception to exit the Building. (Note: Could you please arrive at the Car Park before 0900 as the cost to the Council is significantly less).

Venue: Vodafone House, Ground Floor, Council Chamber. (**Note:** Registration from 0900 to 0920. Tea and coffee will be available in the Foyer).

Workshop Objective: To develop a framework of strategies for determining value and assessing the significance of the historic and cultural resource. The intention is to produce a model for best practice guidelines.

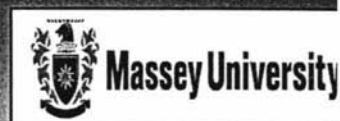
Programme Note: The **Workshop** will start at 0920 sharp (see **Programme** attached). Following a welcome, housekeeping and opening remarks, Alex Marsden (Director, Historic Assessment Section, Heritage Division of the Australian Federal Department of the Environment and Heritage) will review a new national system for assessing heritage significance in Australia. Aidan Challis (Senior Policy Analyst, NZHPT Wellington) will review Trust policy and processes, and Paul Mahoney (National Coordinator Historic Heritage, DOC Wellington) will review the Department's historic and cultural heritage resource evaluation practices. **Workshops** will follow morning tea (1045) and Sara Donaghey's presentation of her PhD research (1330). **Further information** and some key www links are provided with this second and final notice. We look forward to seeing you on Thursday 6th of May 2004 at Vodafone House.

Ian Lawlor
Heritage Department
Auckland Regional Council
Ian.Lawlor@arc.govt.nz

Sara Donaghey
Department of Management and International Business
Massey University (Albany Campus)
cloud9@pl.net



**Cultural Heritage
Evaluation Workshop
(for specialists)
Thursday May 6 2004**



Thu 6 May 2004

Vodafone House, 21 Pitt Street, Newton, Auckland.

Further Information

Indicative Reading

- Allen, H. (1998). *Protecting Historic Places in New Zealand*. Auckland: The Department of Anthropology, The University of Auckland.
- Darvill, T. (1995). Value systems in archaeology. In M. Cooper, A. Firth, J. Carman, & D. Wheatley (Eds.), *Managing Archaeology* (pp. 40-50). London: Routledge.
- Hardesty, D. L., & Little, B. J. (2000). *Assessing Site Significance. A Guide for Archaeologists and Historians*. (Vol. 3). Walnut Creek, CA: Altamira Press.
- Pearson, M., & Sullivan, S. (1995). *Looking after heritage places*. Victoria: Melbourne University Press.
- Trapeznik, A. (Ed.). (2000). *Common Ground? Heritage and Public Places in New Zealand*. Dunedin: University of Otago Press.
- Vossler, G. (2001). *Assessing places and areas for inclusion on the Historic Places Trust's Register (Guidelines)*. Wellington: GMV Heritage Management Ltd.
- Walton, T. (2002). Assessing archaeological values. *Archaeology in New Zealand*, 45(3), 220-236.

Web Links

- Register of the New Zealand Historic Places Trust: <http://www.historic.org.nz/register.html>
- Historic Places Act 1993 (refer to ss.22-23 for registration criteria):
http://www.legislation.govt.nz/browse_vw.asp?content-set=pal_statutes
- Australian Heritage Council: <http://www.ahc.gov.au/index.html>
- United States National Register: <http://www.cr.nps.gov/nr/>
- English Monuments Protection Programme: <http://www.eng-h.gov.uk/mpp/mppa.htm>
- Auckland Regional Council: <http://www.arc.govt.nz>
- Massey University (Albany): <http://auckland.massey.ac.nz/index.htm>



Auckland
Regional Council
TE RAUHITANGA TAIAO

**Cultural Heritage
Evaluation Workshop
(for specialists)
Thursday May 6 2004**



Massey University

Programme

0830 Free parking (be in the K-Road car park before 0900)
0900 Registration Tea (served in the Foyer)

Welcome

0920 Mihi and Welcome (Antoine Coffin and Graeme Murdoch)
House keeping (Ian Lawlor)
0925 Opening remarks (Sara Donaghey)

Morning schedule

0930 Significance Matters - A new national system for assessing heritage
significance (Alex Marsden - Australian Heritage Council)
1000 NZHPT approach to heritage assessment (Aidan Challis)
1020 DoC heritage evaluation (Paul Mahoney)
1040 Morning Tea (served in Foyer)
1045 Workshop 1: What do we have?
1145 Feedback and Discussion
1230 Lunch (served in Foyer)

Afternoon schedule

1310 Research Highlights (Sara Donaghey)
1330 Workshop 2: How do we make it work?
1430 Afternoon tea (served in Foyer)
1430 Feedback and Discussion
1530 Finish

APPENDIX E

PROFESSIONAL QUESTIONNAIRE

Open coding analysis



Question 9			Question 10	
Issue	Comments		Issue	Comments
resourcing	16		consistency	22
consistency	14		resourcing	14
TLA's	11		community input	12
community input	10		nat-reg-local import	10
education	9		professional/multi disciplinary	8
HPT Register	7		other values	7
Trust	6		legislation/protection	7
thematic	6		transparency	6
Maori	5		TLA's	6
represent'ness	5		RMA	6
legislation/protection	5		ranking pro	6
clarity of process	3		thematic	5
arch'l sites	3		nat'l inventory	5
guidance	3		identification	5
Aus model	2		communication	5
ranking con	2		simplicity	4
NPS	2		Ranking no	4
other values	2		NPS	4
communication	2		multi cultural	4
English model	1		Maori	4
RMA	1		diversity	4
research	1		represent'ness	3
co-ordination	1		HPT	3
status quo	1		commitment	3
prof'l standards	1		accessibility	3
PCE review	1		international standards	2
nat-reg-local values	1		TQM	1
HPA/RMA roles	1		prof'l standards	1
identification	1		HPT Register	1
			English model	1
			education	1
			conservation	1
			best practice	1

Open coding analysis