Heritage and Visitor Strategy He Rautaki Taonga Tuku Iho, Manuhiri Tūārangi hoki



Department of Conservation *Te Papa Atawbai*

Cover: Nugget Point/Tokata. Photo: Shellie Evans <u>http://tikitouringnz.blogspot.co.nz/</u>

Crown copyright © January 2021

Department of Conservation PO Box 10420, Wellington 6143 New Zealand

DOC-6070276

In the interest of forest conservation, we support paperless electronic publishing.

Contents

Fo	Foreword by Director-General						
1	Introduction						
		at are we trying to achieve?					
3		nciples, goals and framework					
	3.1	Principles	12				
	3.2	Goals	12				
	3.3	The framework	13				
4	Ach	lieving the goals					
	4.1	Focus areas: PROTECT, CONNECT, THRIVE					
	4.2	Goal 1: PROTECT	. 17				
	4.3	Goal 2: CONNECT	.20				
	4.4	Goal 3: THRIVE	24				
5	Mal	king it happen	. 27				
	5.1	Implementation	27				
		Measuring progress					
A _j	ppen	dix 1: Existing heritage and visitor indicators	.29				

Foreword by Director-General

New Zealand's natural, historical and cultural heritage are unique. They are taonga tuku iho – precious treasures to pass on to future generations. But our nature is under threat. DOC's core purpose is to help Papatūānuku thrive, by supporting healthy nature, people who care and thriving communities. The new Heritage and Visitor Strategy sums up how we are going to do this in three words; protect, connect, thrive.

Our nature is part of who we are, and its protection is our priority. New Zealanders have a strong connection to our natural environment. It is central to our national identity and the foundation for our economy, lifestyles and culture. The natural places that DOC manages are the backdrop to our lives and New Zealand's greatest asset. We work to ensure people can access meaningful and valued experiences that enrich their lives ignites their interest in preserving our heritage for future generations.

DOC has always had a strong regional presence and the effects of our work ripple beyond the areas we protect. Actively exploring how visitors can play a positive role in promoting the wellbeing of tangata whenua, regions and communities an important area of focus for DOC.

The Strategy sets a path to guide DOC in this work, ensuring that our management of heritage and visitors is sustainable and integrated with our responsibility to protect and enhance the value of New Zealand's natural, cultural, and historic heritage.

The impact of COVID-19 has shown how important visitors are to the wellbeing of New Zealand. Kiwis have been inspired to explore their own backyards and draw strength from spending time in nature. But there have also been many people negatively affected by this crisis, and hardship for the tourism and recreation businesses we work with. The Government has put nature and heritage at the heart of recovery. The Heritage and Visitor Strategy will help guide DOC's work to support the recovery of the tourism and recreation sectors towards a resilient and sustainable future that benefits New Zealand.

Success cannot be achieved by DOC working alone. This Strategy is grounded in our commitment to Treaty partnership and to giving effect to the Treaty principles in all our work. Partnering with tangata whenua: iwi, hapū and whānau and collaborating across central government agencies, local government and the tourism and recreation sectors is critical to achieving our goals. Recent initiatives such as the *New Zealand Aotearoa Government Tourism Strategy*, Tiaki Promise, Tiaki-Care for New Zealand, International Visitor Conservation and Tourism Levy, and the Backcountry Trust, as well as Tourism Industry Aotearoa's *Tourism 2025 & Beyond* commitment to a sustainable tourism industry, show how much more we can achieve for New Zealand by working together.

Caring for New Zealand's unique heritage is the centre of what DOC does. For many DOC staff, protecting our natural places is not merely a job description, it is our passion. The new Heritage and Visitor Strategy will guide our strategic decision-making and everyday work, to help all of us bring to life the Strategy's goals to protect, connect and thrive.

Yeur Ao

Lou Sanson Director-General Department of Conservation

1 Introduction

New Zealanders live in one of the most incredible places on Earth— with a natural, cultural and historic environment like no other. More than ever, people want to visit public conservation lands and waters to experience our unique heritage.

The Department of Conservation (DOC) first developed a *Visitor Strategy* in 1996. Since then, the context has changed considerably. Along with a significant increase in New Zealanders visiting areas managed for the public by DOC, there has been rapid growth and drastic fluctuation in the numbers of international visitors. There have also been changes in how visitors want to experience and connect with our natural, cultural and historic heritage on public conservation lands and waters.

The COVID-19 pandemic has highlighted how DOC needs to be able to quickly adapt to rapidly fluctuating numbers and visitor patterns in the short-term. The long-term implications of COVID-19 are yet to be seen, but in responding to the crisis and supporting recovery, there is an opportunity to reimagine a better future for New Zealand tourism. The *Heritage and Visitor Strategy* provides the proactive and adaptive long-term approach needed for DOC to navigate evolving pressures and build a resilient system that has regenerative principles at its core.

The *Heritage and Visitor Strategy* has been developed to provide a framework for DOC to navigate the changing context for visitor experiences on public conservation lands and waters and realise the benefits for all New Zealanders. In this Strategy we outline how DOC's heritage and visitor system can support DOC's work to help Papatūānuku thrive.

As these shifts continue to occur, it is crucial to consider how to respond to existing and future pressures on DOC's heritage and visitor system and the opportunities visitors create to support productive, sustainable and inclusive economies and enhance community wellbeing.

The Strategy is designed for everyday use by DOC staff. It will help inform visitor and heritage management decisions across the country, including our work with Treaty partners, across government and with stakeholders. It sets out the goals and outcomes DOC intends to achieve and the steps we will take to get there. The three goals of the Strategy are:

- **Protect** New Zealand's natural, cultural and historic resources are protected and restored to maintain biodiversity, cultural and historic values, ecosystem health, landscapes and natural quiet.
- **Connect** Visitors are enriched and better connected to New Zealand's natural, cultural and historic heritage.
- **Thrive** Tangata whenua, regions and communities benefit from protecting and connecting visitors with their natural, cultural and historic heritage.

We have also developed an accompanying document, *Journey to the Heritage and Visitor Strategy*, which describes the thinking behind the Strategy framework and provides additional background information for in-depth understanding of the Strategy. It expands on the rapidly changing context in which DOC is operating, the legislation underpinning our work, and the long and short-term trends DOC must respond to. The *Heritage and Visitor Strategy* and *Journey to the Heritage and Visitor Strategy* are both publicly available on the DOC website, providing transparency into how DOC manages heritage and visitors. These documents can be found at: <u>www.doc.govt.nz/heritage-and-visitor-strategy</u>.

2 What are we trying to achieve?

2.1 Purpose statement

The purpose of DOC's Heritage and Visitor Strategy is to:

Sustainably manage visitors to protect and enhance the value of New Zealand's natural, cultural and historic heritage

The purpose reflects DOC's responsibility to protect and restore natural, cultural and historic heritage, biodiversity and the ecological health of natural areas and to manage visitors so their connection to this heritage is sustainable. Sustainable visitor management means managing the protection, recreational use and development of natural, cultural and historic heritage to engage the visitors of today while also safeguarding options for future generations.

2.2 Who is the Heritage and Visitor Strategy for?

The Strategy provides a framework for DOC's heritage and visitor planning and management decisions. It also outlines the high-level outcomes DOC is seeking through its heritage and visitor system.

- For DOC, it outlines the activities to prioritise and strategic choices to evaluate in developing management and investment plans.
- For broader central government, it supports future investment decisions and budget initiatives and connects DOC's heritage and visitor system with wider government initiatives.

Sustainable management of visitors is not a job for DOC alone. The Strategy recognises that there is a diverse range of groups that have interests in the management of visitors to public conservation lands and waters. These other groups influence and contribute to DOC's activities and objectives.

- DOC's primary relationships are with the Crown's Treaty partners. The Strategy recognises the Treaty partnership and our commitment to achieving healthy partnerships with Māori. We fulfil the Crown's obligations under section 4 of the Conservation Act 1987 by applying Treaty principles practically in our work.
- For local government and the tourism and recreation sectors, the Strategy recognises the value of their contributions to visitor management, the areas where working together will help to achieve better outcomes, and seeks to actively engage their participation in the Strategy's success.
- For New Zealanders and international visitors, the Strategy outlines how visitors contribute to broader wellbeing for New Zealand. It also describes how DOC connects people to New Zealand's natural, cultural and historic heritage, and builds trust that DOC will continue to protect this heritage.

2.3 How to use the Heritage and Visitor Strategy

The Strategy is owned by the Director-General of Conservation. It is a non-statutory strategy that sits underneath DOC's legislative and statutory policies, including the Conservation General Policy, General Policy for National Parks, and our statutory management strategies and plans. Over time it will help inform the approach to visitor experiences through conservation management strategies and plans. The granting of concessions will continue to be undertaken in accordance with the relevant legislative and statutory requirements.

Successful implementation of the Strategy will be evident through decision-making that results in the desired shifts and outcomes for DOC's heritage and visitor system. Success will require action and collaboration across DOC, primarily guided by the Heritage and Visitor Unit. The Strategy provides the basis for connecting the heritage and visitor system to other DOC systems.

2.4 What comes next?

This Strategy is the start of a bigger journey. It sets out long-term outcomes for DOC's heritage and visitor system and lays out the immediate steps through 2025.

The Strategy has been developed as a living document, intended to be updated to reflect new contexts, challenges, opportunities and issues as they arise. It will be reviewed three years from publication to ensure it remains fit for purpose.

2.5 Who is a visitor?

In this Strategy, visitors are defined as New Zealanders or international visitors who, either by themselves or via commercial operators, visit or use for recreation or tourism purposes the natural areas, cultural sites and historic places managed or regulated by DOC. The term does not include people using natural, cultural and historic heritage in other ways, such as customary harvest.

For more information about visitors and visitor management, please see chapter 4 of *Journey to the Heritage and Visitor Strategy*.

2.6 Setting a path for DOC's heritage and visitor system

DOC's heritage and visitor system refers to:

- the physical assets and facilities offered for visitors on public conservation land, from popular iconic destinations to remote huts that may only be visited by 20 hardened trampers per year
- all aspects of how DOC manages these places, such as booking systems, maintenance schedules and long-term investment plans
- every DOC staff member working on heritage and visitor issues, from strategic policy advisors to individual rangers dealing with issues at place.

This Strategy sets the long-term vision for what we want DOC's heritage and visitor system to achieve and a path for how to get there. Reaching this vision will require DOC to improve long-term coordination and planning. We will need to build healthy partnerships with tangata whenua and work together across government agencies, regions, communities and sectors to realise opportunities and find solutions to challenges.

2.7 Shaping a sustainable future

The beautiful natural places and unique heritage that DOC manages are a major attraction for New Zealanders and international visitors.

DOC plays a significant role in ensuring the broad New Zealand visitor system functions effectively, alongside many other government and non-government organisations. DOC has a role as a steward, agent and regulator across the five key areas that support well-functioning visitor destinations:

- 1. Attractions: things for visitors to see and do
- 2. Awareness: visitors know what's on offer
- 3. Access: visitors have a safe and timely way to get to where they want to go
- 4. Amenities: infrastructure exists to make visits safe and enjoyable
- 5. Attitudes: communities want to welcome visitors to their region

Recreation on public conservation lands and waters is an important contributor to the wellbeing of New Zealanders. People regularly visit public conservation lands for diverse reasons: physical exercise, a sense of spiritual fulfilment, and to experience the challenge, solitude and freedom of being in nature. The *Heritage and Visitor Strategy* seeks to encourage people to participate in recreation, engage with conservation, and value its benefits. The Strategy also recognises the importance of enabling the wide range of different experiences sought by New Zealanders and the values that are integral to those experiences.

DOC and the Ministry of Business, Innovation and Employment are jointly leading implementation of the *New Zealand-Aotearoa Government Tourism Strategy*¹, outlining how the government is taking a stronger role as the steward of the tourism system to improve the long-term coordination, planning and sustainable funding needed to achieve a well-functioning tourism system. This will mean building better partnerships with tangata whenua: iwi, hapū and whānau across all five outcomes sought by the *New Zealand-Aotearoa Government Tourism* Strategy:

- 1. Tourism protects, restores and champions New Zealand's natural environment, cultural and historic heritage
- 2. New Zealand delivers exceptional visitor experiences
- 3. New Zealanders' lives are improved by tourism
- 4. Tourism supports thriving and sustainable regions
- 5. Tourism sector productivity improves.

The significant impact of COVID-19 to New Zealand's tourism sector highlights the opportunity to support recovery by shaping a better future for tourism. The *Heritage and Visitor Strategy* demonstrates how DOC's work to strengthen our stewardship of DOC's heritage and visitor system contributes to actively shaping the future of tourism, managing its impacts and better coordinating its approach so that tourism in New Zealand is productive, sustainable and inclusive.

¹ www.mbie.govt.nz/dmsdocument/5482-2019-new-zealand-aotearoa-government-tourism-strategy-pdf

DOC has developed strong relationships across the recreation and tourism sectors. Successful collaborations have been developed where recreation and tourism operators are contributing to the restoration and protection of conservation values. This reflects the importance the tourism sector places on seeing every New Zealand tourism operator committed to sustainability. DOC will continue to actively enable each sector's contribution to the protection and restoration of natural, cultural and historic heritage, and to achieving the outcomes of the Strategy.

2.8 What we are going to do differently

DOC needs to change our approach to managing heritage and visitors to actively and adaptively succeed in an environment of fluctuating visitor numbers, shifting visitor patterns, changing visitor and community expectations, and increasingly complex conservation management issues.

We have identified nine key shifts for shaping the future of the heritage and visitor system:

 Develop an integrated approach to conservation and visitor management. The growth and fluctuation in visitor numbers has restricted DOC's ability to respond to short-term visitor pressure and plan for improved conservation outcomes over the medium-to-long term. DOC has already responded to coordination challenges involving both conservation and visitor pressure in Northland, the Central North Island, the West Coast, the Mackenzie Basin and Fiordland, and in changing visitor patterns as a result of COVID-19

We are taking steps towards a more integrated approach. For instance, collaborative destination management planning initiatives and implementation of the International Visitor Conservation and Tourism Levy. We will continue to develop and embed an integrated approach to conservation and visitor management through:

- management solutions to mitigate or reduce visitor pressure at key sites
- a more active role in influencing how, when, and where visitors travel
- better understanding of the impact of external drivers on the conservation-visitation interface
- ensuring a fair contribution from visitors and the tourism sector to better manage pressures and protect natural, cultural, and historic heritage.
- 2. Support more and varied opportunities for tangata whenua to benefit from visitors to public conservation lands and waters. DOC is committed to achieving healthy partnerships with tangata whenua and applying Te Tiriti o Waitangi principles throughout our work. We will actively work with tangata whenua to identify opportunities for tangata whenua to:
 - enhance their contribution to conservation
 - realise opportunities to lift their economic, social and cultural wellbeing through sustainable visitor experiences and activities
 - effectively participate in destination management planning at place
 - develop new and innovative commercial enterprises for visitor experiences
 - tell their cultural stories through visitor experiences
 - participate in co-management and co-design of visitor experiences.

DOC will incorporate the Ngāi Tai ki Tāmaki Supreme Court ruling on policies and processes giving effect to Treaty principles throughout its work. For more information on the Ngāi Tai ki Tāmaki ruling response, please refer to chapter 3.6 of *Journey to the Heritage and Visitor Strategy*.

- 3. Support protection by helping New Zealanders connect to their natural, cultural and historic heritage. We will enable opportunities for New Zealanders to have enriching and enjoyable experiences on public conservation lands and waters. By helping to grow the connection New Zealanders feel to their heritage, DOC can help improve wellbeing and grow support for conservation.
- 4. Develop a diverse and consistent range of visitor experiences. Currently, there is no nationally consistent approach to identifying improvements and opportunities for new and innovative visitor experiences. DOC will develop a set of national experiences that reflect the diverse preferences and needs of visitors, ensuring that there are consistent standards for management, visitor safety is prioritised, and opportunities for visitors to contribute to conservation are developed.
- 5. Build a clear understanding of visitor impacts, behaviours, motivations and expectations. As visitor numbers grow or fluctuate and visitation patterns shift, DOC's visitor insights and analysis must grow too. While there is good information about visitor activity and behaviour at specific places, we need to build a coordinated nationallevel picture to provide strategic direction and inform investment decisions. DOC will improve analysis of macro visitor trends, visitor motivations and behaviours, and barriers to engaging and influencing visitors. We will also build better evidence of visitor impacts on conservation and assess the effectiveness of DOC's interventions.
- 6. Build long-term planning and investment capability and capacity. Currently DOC is reacting to issues as they arise, and investment is largely focused on maintaining the existing network of tracks, huts and other facilities. Establishing a systematic approach for destination management planning and developing 10- to 30-year plans will help direct long-term investment planning, and guide national and regional priority setting and investment decisions. This will provide a platform to account for long-term drivers, such as climate change.
- 7. Improve regional and community wellbeing. In recent years, pressure from visitors on conservation and the environment has been reducing support for visitor-related activities in some regions and communities across New Zealand. DOC needs to be more involved within regions and communities to help:
 - build understanding of visitor impacts
 - realise opportunities for sustainably managing visitors to ensure a positive contribution
 - co-design innovative solutions or partner with others to find different or alternative ways to deliver experiences.
- 8. Work more effectively with others to co-design and implement sustainable solutions. Partnering with tangata whenua: iwi, hapū and whānau, as well as collaborating with local government, communities, and the tourism and recreation sectors will achieve greater outcomes than DOC working alone. Focusing on building these relationships will strengthen DOC's ability to share its insights, influence long-term planning in the wider heritage, recreation and tourism sectors, and understand the connections, risks and opportunities.

- 9. Build a low emissions and resilient heritage and visitor system. DOC will adapt our approaches and practices to ensure our work to protect nature, culture and history is sustainable. Being sustainable means doing our part in giving effect to the government's commitments to a zero-carbon future for New Zealand.
 - DOC will move towards a low-emissions heritage and visitor system that is resilient to the risks of a changing climate by:
 - reducing greenhouse gas emissions across the organisation
 - influencing opportunities for reducing greenhouse gas emissions of activities on public conservation lands and waters that are outside of DOC's direct control
 - implementing DOC's Climate Change Adaptation Action Plan, which includes measures to integrate climate change risk and adaptation into DOC's heritage and visitor system planning and operations.

3 Principles, goals and framework

3.1 Principles

DOC's activities will be guided by seven principles. The principles flow from DOC's statutory responsibilities and will ensure DOC remains focused on its core values and legislatively mandated objectives:

- 1. All visitor activity is consistent with the overall objectives for conserving New Zealand's natural, cultural and historic heritage.
- 2. DOC will give effect to the principles of Te Tiriti o Waitangi and work in partnership with tangata whenua.
- 3. DOC will manage the impact of visitors so their use and enjoyment of New Zealand's heritage is sustainable and safeguards the options for future generations.
- 4. DOC welcomes visitors and supports them to have authentic and enjoyable experiences that connect them to New Zealand's natural, cultural and historic heritage.
- 5. DOC will maintain a range of experiences for different types of visitors.
- 6. DOC will provide cost-effective heritage and visitor facilities and experiences that are appropriate for public conservation lands and waters and that are not better provided by others. Generally, exclusive private facilities should be situated outside public conservation lands.
- 7. DOC will take all appropriate steps to ensure visitor experiences are managed to a level of risk tolerance appropriate for the predominant visitor types.

3.2 Goals

To ensure DOC sustainably manages visitors to protect and enhance the values of New Zealand's natural, cultural and historic heritage we must achieve three goals:

- Protect New Zealand's natural, cultural and historic resources are protected and restored to maintain biodiversity, cultural and historic values, ecosystem health, landscapes and natural quiet.
- Connect Visitors are enriched and better connected to New Zealand's natural, cultural and historic heritage.
- Thrive Tangata whenua, regions and communities benefit from protecting and connecting visitors with this natural, cultural and historic heritage.



The three goals are interdependent but have a hierarchy. The natural, cultural and historic heritage of places needs to be protected first. Visitors can then experience and connect with this unique heritage. Connecting visitors to New Zealand's natural, cultural and historic heritage will strengthen their understanding of and enthusiasm for conservation, growing support for its protection. This protection and enhanced visitor connection will help improve wellbeing and support tangata whenua, regions and communities to thrive.

For each of these goals, the *Heritage and Visitor Strategy* outlines the outcomes sought, DOC's approach for achieving them, and focus areas. The focus areas are intended to signal what DOC will prioritise during the medium term to achieve the outcomes.

	DOC's Intermediate Outcomes DOC's Stretch Goals					
	Purpose statement for the Strategy					
	Goals	PROTECT	CONNECT	THRIVE		
S	Outcomes	Signals the long-term outcomes DOC is seeking through the Strategy				
Principles	Approach	Outlines the long-term approach DOC will take to achieve the outcomes				
P	Focus Areas	Identifies areas of action for DOC over the short-to-medium-term				
	Prioritisation	Signals areas for future investment by DOC				

3.3 The framework

The Heritage and Visitor Strategy on a page

	DOC's Intermediate Outcomes	New Zealanders and visitors are enriched by their connection to New Zealand's nature and heritage.	New Zealand's unique environment and heritage is a foundation for our economic cultural and social success.	,	0	New Zealanders and inte contribute to con		nau, hapū and iwi are enabled to carry out their ilities as kaitiaki of natural and cultural resources on public conservation lands and waters.	
 90% of visitors rate their experience on public conservation lands and waters as exceptional Whānau, hapū and iwi are able to practise as kaitiaki of natural and cultural resi- conservation lands and waters are very well managed 			al resources on public						
	Purpose Statement		Sustainably manage visit	tors to protect and enhance	e the values of Ne	w Zealand's natural, cu	ltural and historic heritage		
		PROTECT		c	ONNECT			THRIVE	
Principles underpinning the Strategy:	Goals	New Zealand's natural, cultural and historic resou maintain biodiversity, cultural and historic values, natural quiet	-	sitors are enriched and better con hist	nected to New Zealand toric heritage	l's natural, cultural and		ommunities benefit from protecting and connecting natural, cultural and historic heritage	
Visitor activities are consistent		Pressures from visitors on places managed by		Visitors consider New Zealand's n experience of them to be among		coric places and their	 New Zealanders consider that wellbeing 	It visitors contribute positively to their communities'	
with conservation objectives		 Visitors create opportunities for tangata wher rangatiratanga 	· · ·	Visitors have a better understand historic values they visit and are i	• • • •		 Tangata whenua play a centre experiences 	al role in visitor planning and the provision of visitor	
 Give effect to the principles of 	Outcomes	 New Zealanders' connection to their natural, or support for its protection 		Tangata whenua can share their s appropriate	tories in the places and	approach they consider	Visitors contribute to helping	g local communities thrive	
Te Tiriti o Waitangi and work in		Visitors and the tourism sector contribute fair reducing the impact of visitor pressure	·	New Zealanders feel connected to and are inspired to contribute mo			 Visitor experiences and facili impacts on public conservati 	ties provided in gateway communities minimise on lands and water	
partnership with tangata whenua		Every tourism operator is playing their part in cultural and historic heritage							
 Manage impacts sustainably to safeguard options for 	s	 Set up places to manage visitor pressure effect Manage the heritage and visitor system to inv likely to experience high visitor growth 	est in areas under high pressure or	Enhance visitors' connections wit providing quality experiences from Partner with tangata whenua and New Zealand's nature, culture and	m the urban fringe thro	ugh to the wilderness s to tell the stories of	 Enhance long-term collabora Partner at place with tangata quality experiences 	itive planning capability a whenua to identify and facilitate authentic, high-	DOC's ways of working:
future generations	Approach	 Work with tangata whenua to exercise their ra management 	angatiratanga through visitor	importance of this heritage and it	s conservation			a whenua, councils, central government agencies, s to plan for and manage visitors and their activities	Partnership
 Provide authentic and 		Collaborate with others to address fluctuating	visitor numbers at place	Grow support for protection by d connect all New Zealanders to the			agencies, communities, and	ith tangata whenua, councils, central government businesses to realise sustainable recreation and	Future-focused
enjoyable experiences tha connect visitors		Strengthen opportunities for the recreation and the conservation of natural, cultural and histo		Appropriately manage the safety	of visitor experiences		tourism opportunities to ber	efit regions and communities	Evidence-informe
to heritage . Maintain a		Actively seek out more and innovative opportunities to partner with tangata whenua						Value for money	
range of experiences for different types		Improve the evidence base for decision making and service delivery				Co-design			
of visitors		enhance the protection of natural, cultural	and historic provide and	Invest in and maintain vis lity visitor experiences	itor experiences and fa		wellbeing of New Zealanders	 align with opportunities for sustainable 	
 Provide cost- effective and 	Focus Areas	heritage			safety			regional development	
appropriate facilities and experiences tha		Develop new ways of managing iconic sites and places unde	d places under high pressure	Develop new opportunities to enable all types of visitors to experience and connect with natural, cultural and historic heritage			 Develop long term regional p regions 	plans to maximise sustainable opportunities within	
are not better provided by others		Work with the recreation and tourism sectors to identify opportunities for them to enhance their contribution to conservation		 Design visitor experiences that increase understanding of conservation values and opportunities to contribute to conservation 		t conservation values and	 Influence regional developm natural, cultural and historic 	ent processes to enhance the conservation of heritage	
 Take steps to ensure visitor 		 Develop the policy and regulatory tools neede visitors 		Embed understanding of visitor service a smarter and more integrated by the service of the servi			 Improve the consistency and regions 	coordination of destination management across	
experiences are managed to		Invest in the management of visitor activ	ities at iconic sites and places under high pro	essure		egions aligned with governme	ent priorities, where there is high v	isitor pressure and where wellbeing benefits can be	
appropriate risk tolerances	Priorities for	Develop new opportunities and activities	in areas of high visitor demand and where I	New Zealanders live and travel	realised				
	long term investment	Explore new ways of working with others to unlock alternative delivery models for		 Maintain and enhance visitor safety for heritage and visitor activities Maintain visitor experiences outside of high-pressure and iconic sites 					

4 Achieving the goals

This section defines how DOC will achieve the protect, connect and thrive goals. It describes the three areas of focus for priorities and actions across all three goals of the Strategy. For each of the protect, connect and thrive goals, this section sets out:

- the intent behind the goals
- what success looks like
- our long-term approach for success
- specific focus-area priorities and actions for decision-makers.

4.1 Protect, connect, and thrive 3-year focus areas:

There are three focus areas for priorities and actions across the goals of the Strategy over the next years.

1.	Actively seek out more and innovative opportunities to partner with tangata whenua.
	• DOC will work with tangata whenua to identify opportunities for Māori to recognise their rangatiratanga in conservation and to leverage opportunities to lift their economic, social and cultural wellbeing through sustainable visitor experiences and activities.
	 DOC will work with tangata whenua to identify opportunities to co-develop visitor experiences.
	• DOC will work with tangata whenua to identify opportunities for them to share their stories of natural, cultural, and historic heritage through the visitor experience, including opportunities for tangata whenua to provide interpretation for natural and historic resources and to lead interpretation of Māori cultural resources (at place).
	 As part of this focus area, DOC will also consider the impact of the Ngāi Tai ki Tāmaki Supreme Court ruling on all policies and processes.
2.	Improve the evidence base for decision making and service delivery.
	 DOC will increase knowledge of: macro visitor trends visitor motivations, needs and behaviours significant external trends the barriers and enablers for engagement with visitors DOC will develop better evidence of the impact of visitors on conservation values,
	evaluating DOC's activities and interventions for assessing visitor impacts, and tactics for protecting conservation values.
	• DOC will develop an enhanced understanding of how its infrastructure performs. This improved knowledge will help shape responses to fluctuations in visitor numbers and shifting preferences. It will also enable DOC to better plan for anticipated changes, such as more extreme weather and sea-level rise, to help deliver more targeted maintenance and investment choices. For example, this could include exploring alternative waste management approaches that reduce costs and environmental impacts.

- 3. Invest in and maintain visitor experiences and facilities that:
 - enhance the protection of natural, cultural and historic heritage
 - provide quality visitor experiences
 - support visitor safety
 - align with opportunities for sustainable regional development
 - enhance the wellbeing of New Zealanders
- DOC will work to align investment in facilities and visitor experiences with the priorities in this Strategy.
- To maintain the resilience of the outdoor visitor network and continue to provide quality visitor experiences, DOC will focus on targeted investments that address capacity, level of service, and management of the day-to-day impacts of visitors.
- To support quality visitor experiences and reduce adverse impacts, DOC will increase servicing and maintenance at popular sites that are under pressure. This increase will include repairs and maintenance to tracks and huts and augmenting toilet servicing.
- DOC will invest in experiences that align with wider government efforts to promote strengthening the wellbeing of New Zealanders. This could include experiences that support health outcomes, such as short walks and day hikes, or experiences that build social and cultural wellbeing, such as Tohu Whenua.
- DOC maintains a large roading network that provides access to key places. DOC, in collaboration with the New Zealand Transport Agency, will improve the standard of its road network to support safe visitor travel.

4.2 Goal 1: PROTECT

New Zealand's natural, cultural and historic heritage is protected and restored to maintain biodiversity, cultural and historic values, ecosystem health, landscapes and natural quiet.

DOC's role is to protect and restore the natural and historic heritage it manages to maintain their intrinsic values, provide for their appreciation and recreational enjoyment by the public, and safeguard the options for future generations. DOC has a role to uphold Te Tiriti o Waitangi and work in partnership with tangata whenua as it works to carry out its function to protect and restore natural, cultural and historic heritage. Fostering recreation and allowing for tourism can change conservation values at place. For DOC, setting up the places it manages with a good understanding and evaluation of the breadth of conservation values at place and potential impacts from visitors is vital to ensure that these values are not adversely affected. New activities and increasing visitor numbers beyond the limits or capacity of a place can put its values, health, and visitors' experiences at risk. When pressures are not well-managed or are allowed to accumulate, they can speed up the rate of adverse change beyond acceptable limits. Through this goal, DOC seeks to protect and restore the species and places it manages.

DOC's aim is that everyone is contributing to protecting New Zealand's natural, cultural and historic heritage. Our efforts include raising awareness of visitors' responsibilities to respect the places they visit and to minimise their impacts. We are committed to partnering with tangata whenua, working across government, and collaborating with the recreation and tourism sectors to improve visitor management and promote positive visitor behaviour.

4.2.1 What does success look like?

- Pressure from visitors on places managed by DOC is mitigated or reduced.
- Visitors create more and varied opportunities for tangata whenua to exercise their rangatiratanga.
- New Zealanders' connection to their natural, cultural and historic heritage grows support for its protection.
- Visitors and the tourism sectors contribute fairly to the costs of mitigating and reducing the impact of visitor pressure.
- Every tourism operator plays their part in maintaining and restoring natural, cultural and historic heritage.

4.2.2 Our long-term approach for success

1. Setting up places to manage visitor pressure effectively

This means thinking about how to manage places differently. Often, it is not only the number of people visiting a place generating adverse effects, but also the way visitors interact with these places and travel to and from them. Investigating innovative ways to manage and influence visitor behaviour will increase the range of options available. DOC has trialled the use of differential pricing for accommodation on four Great Walks. The trial found that price is a tool that can influence demand from different audiences, however this is a tool that is best suited to places with high demand pressures. DOC is also interested in exploring parking management options including park and ride. Another area DOC is exploring is integrating biodiversity management more closely into visitor management,

such as involving visitors in biodiversity restoration. Continuing to prevent or minimise visitor impacts on biodiversity remains a focus.

2. Manage the heritage and visitor system to invest in areas under high pressure or likely to experience high visitor growth

DOC will need to consider if our existing policies and regulatory tools are fit for purpose and whether other tools could provide DOC with more scope and flexibility to manage and influence visitor behaviour. As visitor numbers increase or fluctuate and visitation patterns shift, the cost of maintaining service levels (e.g. servicing toilets, resupplying huts and removing litter) is likely to grow or shift rapidly. DOC needs to be able to control rising maintenance costs and allow for effective and adaptive management of impacts. To achieve this, DOC will explore changes to its pricing model, opportunities from new technologies, regulatory change, and ways to ensure investment is made in the right places.

3. Work with others to address fluctuating visitor numbers at place

DOC will work with Ministry of Business, Innovation and Employment, Tourism New Zealand, local government, regional tourism organisations, and the tourism sector to shift visitors to places with the appropriate facilities and capacity to support them. Based on sound evidence, DOC may seek to influence the movement of visitors by actively promoting destinations, or through less formal promotion such as peer-to-peer channels.

4. Work with tangata whenua to exercise their rangatiratanga through visitor management

DOC is committed to working in partnership with tangata whenua. DOC will actively work with tangata whenua to identify more and varied opportunities for tangata whenua to benefit from visitors to public conservation lands and waters.

5. Strengthen opportunities for the recreation and tourism sectors to contribute to the conservation of natural, cultural and historic heritage

DOC has developed strong relationships across the recreation and tourism sectors. Successful collaborations have been developed where recreation and tourism operators are contributing to the protection and restoration of conservation values. This recognises the importance the tourism sector has placed on seeing every New Zealand tourism operator commit to sustainability by 2025. DOC will continue to identify mutually beneficial opportunities for the tourism and recreation sectors to contribute to the conservation and restoration of natural, cultural and historic heritage.

4.2.3 PROTECT 3-year focus areas:

1.	Develop new ways of managing iconic sites and places under high pressure			
	 DOC will explore new approaches, tactics and mechanisms to manage popular places and those under high pressure from visitor numbers. 			
2.	Work with the recreation and tourism sectors to identify opportunities for them to enhance their contribution to conservation			
	 DOC will continue to work with the recreation and tourism sectors to build positive and productive relationships and explore ways to grow and foster conservation. 			
	• DOC will continue to work with the recreation and tourism sectors to support existing initiatives that promote positive visitor behaviour, such as Tiaki-Care for New Zealand. DOC will build on our relationship with Tourism Industry Aotearoa and the development of Project Groundswell, including encouraging proposals that grow conservation. DOC will support the tourism sector's work to ensure the environment is better off through tourism and seeing every New Zealand tourism business committed to sustainability by 2025.			
	 DOC will develop a pathway to identify actions for how to individually and collectively acknowledge tourism operators who are contributing to conservation. 			
	 DOC will work with others to identify paths for low-carbon pathways for visiting conservation lands and waters. 			
3.	Develop the policy and regulatory tools needed for effective management of visitors			
	 DOC will review current policy and regulatory tools for managing heritage and visitors. 			
	• DOC will explore the potential for new tools and models, including the targeted use of pricing, reporting, rationing and scheduling that could allow DOC to influence and modify visitor behaviour.			
	 DOC will consider how our policies and plans allow for the use of technology, such as drones and helicopters, and its influence on the management of places. 			

4.3 Goal 2: CONNECT

New Zealanders and international visitors are enriched and better connected to New Zealand's natural, cultural and historic heritage.

DOC wants to ensure that visitors are enriched and better connected to New Zealand's natural, cultural and historic heritage through enjoyable, well-designed, safe experiences on public conservation lands and waters. A well-designed and safe experience will be informed by an understanding of expected demand, its geographic location, the type of environment, risks and visitor expectations. Sharing authentic stories of heritage can also enhance visitors' connections and helps visitors to understand the values at place and their responsibility to respect and protect them.

DOC's aim is that all types of visitors can connect to natural, cultural and historic heritage. These connections can bring people health and wellbeing benefits, and support people's sense of identity. An enriching and enjoyable experience can support greater awareness of the benefits of conservation, encourage visitors to engage in conservation activities, and lead visitors to become advocates for the protection of natural, cultural and historic heritage.

4.3.1 What does success look like?

- Visitors consider New Zealand's natural, cultural and historic places and their experience of them to be among the best in the world.
- Visitors have a better understanding and appreciation of the natural, cultural and historic values of the places they visit and are inspired to contribute more to conservation.
- Tangata whenua can share their stories with visitors in the places and approaches they consider appropriate.
- New Zealanders feel connected to their natural, cultural and historical heritage and are inspired to protect this heritage.

4.3.2 Our long-term approach for success

1. Provide quality experiences from the urban fringe through to the wilderness that enhance visitors' connections with natural, cultural and historic heritage

DOC's focus for the development of new recreational experiences will balance visitor demand with ensuring quality experiences that connect visitors to New Zealand's heritage. Initially, DOC will focus on short walks, day hikes and Tohu Whenua (landmarks that tell our stories). All three experiences aim to enhance existing DOC activities with a focus on making personal touchpoints and connections through the visitor experience.

DOC will ensure New Zealanders have opportunities to connect with and experience the outdoors. DOC will provide quality experiences at places of importance, that are close to where most New Zealanders live, improve accessibility and increase participation in outdoor recreation. DOC is committed to providing these opportunities at the same time as maintaining the true wilderness experiences valued by many New Zealanders.

2. Partner with tangata whenua and work alongside the tourism and recreation sectors to tell authentic stories that educate and engage visitors on the importance of heritage and conservation

Interpretation helps to enrich experiences and enables visitors to better understand the places they visit and their responsibilities as visitors. Authentic storytelling relies on partnership with tangata whenua and collaboration with tourism and recreation operators to make sure that the right people are telling the right stories in the right places.

DOC will continue to utilise signage, leaflets, promotional material, the DOC website and visitor centres for interpretation. Storytelling can also be delivered at place by rangers or interpreters. As visitors increasingly expect this information to be tailored to their personal needs, DOC will utilise digital technologies to provide information when, where, and how it suits visitors. Where appropriate, DOC will also share content with Treaty partners, government agencies and other stakeholders, including the recreation and tourism sectors.

3. Grow support for protection by delivering authentic, quality experiences that connect New Zealanders to their natural, cultural and historic heritage

By facilitating experiences that strengthen the connection New Zealanders feel to their natural, cultural and historic heritage, DOC can help to build enthusiasm and support for conservation. Connecting visitors also means encouraging an ethos of reciprocity. Research shows us that people want to do the right thing when out in nature but sometimes it is unclear what the right thing to do is. DOC has a role in educating visitors about how their behaviour can protect and respect natural, cultural and historic heritage, and encouraging expected behaviours.

4. Appropriately manage the safety of visitor experiences

A quality experience ensures risks to visitor safety are appropriately managed. The way DOC manages visitor safety reflects a complex set of societal values and expectations. Defining the appropriate level of risk tolerance for the places DOC manages is at the heart of DOC's visitor safety policy. For some people, taking risks and challenging their sense of self-reliance is an essential part of their experience. For others, the assurance that risks are being managed for them is critical. DOC is responsible for taking appropriate steps to ensure visitor experiences on public conservation lands and waters are managed within agreed levels of risk tolerance. The wide spectrum of actions, from intense management to minimal management, will reflect the type of visitors using the place, and will ensure safety risk management is in accordance with legislation, statutory plans, policies and procedures.

4.3.3 CONNECT 3-year focus areas:

1.	Develop new opportunities to enable all types of visitors to experience and connect with natural, cultural and historic heritage				
	• DOC will develop new experiences or upgrade existing opportunities to allow a wider range of visitors to connect. This will be driven by visitor demand and opportunities for delivering quality experiences.				
	 New opportunities will be designed to improve access, including more opportunities for New Zealanders, at places of importance close to where most New Zealanders live. 				
	• To achieve this, DOC will increase its knowledge of visitor types, visitor segmentation, needs and expectations about the types of experiences visitors want.				
	• DOC will work to identify suitable opportunities for third parties to help improve access for visitors. Third parties already provide many opportunities for visitors to more easily access and engage in experiences. In certain situations, such as guiding or co-design of visitor interpretation, third parties may be better placed to provide and support new opportunities for visitor experiences.				
2.	Design visitor experiences that increase understanding of conservation values and opportunities to actively contribute to conservation				
	• DOC will work to provide interpretation through the visitor experience that builds visitor understanding of natural, cultural and historic values at place. DOC will consider options for the use of digital technologies, onsite interpreters, storytellers or rangers to share compelling and engaging stories.				
	 DOC will work with tangata whenua to identify opportunities for them to share their stories of natural, cultural, and historic heritage through the visitor experience. 				
	• DOC will continue to educate the public about expected/desired behaviours for visitors, including behaviours related to safety, cultural respect and heritage protection. DOC will continue to investigate behaviour change marketing, as well as more coordinated visitor information and branding to ensure a consistent message across DOC.				
	 DOC will also influence and support others who encourage/promote PCL&W usage (for example RTOs, Tourism NZ) to ensure they are also promoting the right kinds of behaviours, activities and places. 				
	• DOC will work with the recreation and tourism sectors to lift overall understanding of conservation values to ensure visitor experiences increase understanding of conservation.				
3.	Ensure visitor safety is clearly understood as part of the visitor experience				
	• DOC will take all practicable steps to identify and document hazards and associated risks at each place. DOC will take appropriate steps to mitigate these risks, noting changing riskscapes due to climate change. Providing this information allows visitors to take responsibility for their own safety and choose the right experience for them based on their skill level, experience and equipment.				
	• DOC will improve our understanding of risks from hazards, and the risk tolerance levels of visitor groups. This will enable DOC to tailor information and any risk mitigations to match experiences offered and visitor expectations.				

4. Provide a smarter and more integrated visitor experience

- DOC will work to provide tailored and consistent information to visitors about experiences available and how to access experiences, before, during, and after their visit. DOC will utilise digital technologies to enhance our ability to host and care for visitors.
- DOC will make it easier for visitors to plan and book their experiences. This will include upgrading the hut and campsite booking system and website content management system. DOC will communicate key messages about visitor safety and ensure visitors know how to behave in the outdoors to respect the environment.
- DOC will share this information with other government agencies and wider stakeholders. This will help to support a coordinated and integrated approach to providing visitor information and promoting opportunities for visitors to contribute more to conservation. DOC will develop tools to facilitate its ability to share this information.

4.4 Goal 3: THRIVE

Tangata whenua, regions and communities benefit from protecting and connecting visitors with natural, cultural and historic heritage.

Roughly one-third of New Zealand's land area is protected as public conservation lands and waters. These public conservation lands and waters draw many visitors to areas outside of New Zealand's major urban areas. Visitors can be a significant contributor to the economic, social and cultural wellbeing of individual New Zealanders and communities.

Exploring new ways for DOC to work alongside regions and communities so they accrue wider benefits from visitors to public conservation lands and waters is a new area of focus, that reflects the government's emphasis on supporting regional development. DOC has always had a strong regional presence. Through the size and scale of its activities, DOC can actively play an increasingly positive role in ensuring tangata whenua, regions and communities benefit from both protecting public conservation lands and waters and connecting visitors with natural, cultural and historic heritage.

DOC will actively work with tangata whenua to identify, enable and co-develop opportunities to lift their economic, cultural and social wellbeing through sustainable visitor experiences. Visitors are increasingly seeking out experiences that have authentic connections to Māori culture and heritage, providing ever more opportunities for tangata whenua to share their stories and benefit from visitors.

4.4.1 What does success look like?

- New Zealanders consider that visitors positively contribute to their communities' wellbeing.
- Tangata whenua play a central role in visitor planning and the provision of visitor experiences.
- Visitors contribute to helping local communities thrive.
- Visitor experiences and facilities in gateway communities minimise impacts on public conservation lands and waters.

4.4.2 Our long-term approach for success

1. Enhance long-term collaborative planning capability

To sustainably manage visitors, DOC must be able to engage meaningfully at all levels local, regional, and national – to anticipate the impact of visitors and respond in an integrated way. DOC will develop a long-term destination management planning approach. The approach will incorporate existing management tools and focus on enabling tangata whenua and working with communities to co-design and establish inclusive long-term plans for and within different regions.

2. Partner at place with tangata whenua to identify and facilitate authentic, high-quality visitor experiences

DOC will work with tangata whenua to identify opportunities for partnership, so that Māori play a central role in providing authentic, high-quality visitor experiences.

3. Work with tangata whenua, communities, businesses, local government and central government agencies to plan for and manage visitors and their activities

Responsibilities for local infrastructure and resources that are close to or support activities on public conservation lands and waters are mostly held outside of DOC, with local government often a key provider. Working effectively with tangata whenua, local government and stakeholders will support positive local outcomes.

Some regions and communities are under greater pressure from increasing or fluctuating visitor flows. DOC will determine its priority regions in alignment with current and future visitor pressure, the government's priorities for regional development and tourism, and the relative impact to regional and community wellbeing.

4. Explore new ways of working with tangata whenua, communities, businesses, local government and central government agencies to realise sustainable recreation and tourism opportunities that benefit regions and communities

DOC will advocate for the protection of natural, cultural and historic heritage and the provision of quality visitor experiences to support and grow wellbeing for communities and regions. DOC will work with tangata whenua, communities, businesses, local government and central government agencies to place public conservation lands and waters at the heart of a community's success and help support opportunities for productive, sustainable and inclusive growth.

4.4.3 THRIVE 3-year focus areas:

1.	Develop long-term regional plans to maximise sustainable opportunities within regions
	 DOC will focus on partnering with tangata whenua and working with councils, communities and the tourism and recreation sectors to develop joint long-term regional destination management plans for visitor experiences, facilities, infrastructure and transport for visitors. This coordinated approach will allow for proactive identification of opportunities and interdependencies to better manage visitors over the long term. Through these plans DOC will encourage communities to develop visitor-related facilities and infrastructure in gateway communities outside of public conservation lands and waters and consider the potential impacts on public conservation lands and waters in their community. The initial projects for destination management planning at landscape scale will focus on the following key sites: Mackenzie/Waitaki and Aoraki/ Mount Cook Milford Sound/ Piopiotahi South Westland glaciers
2.	Influence regional development processes to enhance the conservation of natural, cultural and historic heritage
	 The initial focus of this work will be aimed at providing a coordinated DOC approach to engaging across central and local government and communities, through the Provincial Growth Fund, COVID-19 recovery funds and programmes, and other regional development programmes. DOC will develop and support visitor-related projects that protect natural, cultural and historic heritage, improve visitor experiences and enhance regional wellbeing.
3.	Improve the consistency and coordination of destination management across regions

5 Making it happen

5.1 Implementation

Successful implementation will require action and collaboration across DOC, primarily guided by the Heritage and Visitor Unit. Implementation will include:

- a regularly reviewed, revised and updated action plan
- refinement of measures of progress (short term, medium term and long-term) to monitor the outcomes of the Heritage and Visitor Strategy
- new operational tools.

Over the longer-term, DOC will use the long-term investment planning process to identify new capital projects and operational investments required for visitor management. The process will involve the development of an investment framework and plan for future visitor investments. This will include identifying locations for these investments in line with the outcomes and priorities of the Strategy. Prioritisation of long-term investment will focus on:

- investing in the management of visitor activities at iconic sites and places under high pressure
- developing new opportunities and activities in areas of high visitor demand and where New Zealanders live and travel
- exploring new ways of working with others to unlock alternative delivery models for heritage and visitor activities
- aligning with regional government priorities, where there is high visitor pressure, and where wellbeing benefits can be realised
- maintaining and enhancing visitor safety
- maintaining appropriate visitor experiences outside of high pressure and iconic sites.

The review of the recreational and heritage asset management plans will inform DOC's long-term investment plan. The review will include consideration of opportunities for DOC to co-design and co-invest in projects with others.

5.2 Measuring progress

The long-term outcomes under each of the three goals are designed to provide direction and focus.

As part of the implementation of this Strategy, DOC will review its Heritage and Visitor Outcome Framework and develop a set of indicators to measure progress (short-term, medium-term, and long-term) towards the outcomes of the Strategy. DOC has a range of existing indicators and measures (see Appendix 1) that will be supplemented with additional indicators and measures where data and baselines are not already available. Not all current indicators have available measures.

Specific areas where new or improved indicators will be required include:

- visitor experience satisfaction
- the impact of visitor pressure on conservation outcomes at place

- the contribution of conservation, recreation, and tourism on public conservation lands and waters to regional and community wellbeing
- the contribution of visitors, tourism operators and other parties to conservation outcomes
- New Zealanders' perceptions of the contributions and impacts of tourism and recreation to their communities.

Initial monitoring will focus on DOC investments to implement the Strategy. Over time this will enable DOC to measure the transformation in its operating models and the outputs from its interventions. By year three of the Strategy, an updated outcomes framework will provide some information to measure the impacts and establish baselines, using 2018 as a reference.

STRATEGY GOALS	PROTECT	CONNECT	THRIVE
	• Significant conservation values are protected from harm resulting from recreation	• Current demand for heritage and recreation experience of PCLW ²	• Contribution of heritage and recreation on PCLW to local, regional and national economic prosperity
ICATORS	• Status of historic and cultural heritage	• Latent and future demand for heritage and recreation experiences provided	• Contribution of heritage and recreation on PCLW to individual and societal wellbeing
EXISTING HERITAGE AND VISITOR INDICATORS	• Financial performance of heritage and recreational destinations, facilities, products and services	 Heritage and recreational experiences, facilities and services provided meet customer expectations and preferences 	• Quality of engagement with stakeholders
EXISTING HERITAG	 Tangata whenua cultural connections to heritage managed by DOC are maintained and enhanced 	 Marketing, communication and outreach grow awareness and selection of DOC heritage and recreation destinations, facilities, products and services 	
	• Contributions of DOC's partners to protecting history on PCLW and bringing it to life	• Contribution of DOC's partners to provision of recreational opportunities, facilities and services of PCLW	

Appendix 1: Existing heritage and visitor indicators

 $^{^{\}rm 2}$ Note PCLW is an abbreviation for public conservation lands and waters.