

SUBMISSION TO LEGISLATIVE COUNCIL INQUIRY INTO BUILT HERITAGE TOURISM IN TASMANIA

Port Arthur Historic Site Management Authority

February 2015

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ABOUT THIS SUBMISSION

The Port Arthur Historic Site Management Authority (PAHSMA) has prepared and presented this Submission to the Legislative Council's Inquiry into Built Heritage Tourism in Tasmania in response to public notices and also to a direct request from the Inquiry Committee Secretary.

It is formulated as a series of responses to the six points of inquiry detailed in the inquiry brief.

We note that our response is based on a definition that considers 'built' heritage to include aspects that are otherwise encompassed under 'historic' heritage, such as gardens, ruins, other standing structures and historic landscapes. It also encompasses collections, associations, traditions and cultural practices.

PAHSMA personnel would be happy to provide further information or clarification of any of these points if required.

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1 The current and future potential contribution that built heritage makes to tourism in Tasmania

Background

The timing of this inquiry has coincided with a significant international conference relating to heritage and tourism - the World Conference on Tourism and Culture, held in Cambodia in early February 2015. The meeting was a joint initiative of the UN World Tourism Organization (UNWTO) and UNESCO. One of the outputs was the (draft) Siem Reap Declaration of Tourism and Culture. The Declaration reinforces that:

- tourism has grown over recent decades to become one of the leading global socioeconomic sectors of our times;
- tourism creates immense opportunities for inclusive economic growth and sustainable development through job creation, regeneration of rural and urban areas, and the appreciation and protection of natural and cultural heritage;
- in 2012, for the first time, over one billion international tourists travelled the world, and in 2014, the World Heritage List reached 1000 sites;
- culture, reflected in heritage and traditions as much as in contemporary art, languages, cuisine, music, handicrafts, museums and literature, is of immeasurable value to host communities, shapes community identities and fosters respect and tolerance among people and has become a key tourism asset, creating distinctive differences between destinations;
- almost 40% of tourism has a cultural motivation and that cultural or heritage motivated tourists tend to contribute more expenditure to local economies.

These statements echo a slightly earlier report by the Organisation for Economic Co-operation and Development (OECD), entitled *the Impact of Culture on Development* (2009). It states:

Culture and tourism have a mutually beneficial relationship which can strengthen the attractiveness and competitiveness of regions and countries. Culture is increasingly an important element of the tourism product ... At the same time, tourism provides an important means of enhancing culture and creating income which can support and strengthen cultural heritage ...



creating a strong relationship between tourism and culture can therefore help destinations to become more attractive and competitive as locations to live, visit, work and invest in.

Putting this in a Tasmanian Context, tourism has a substantial and positive impact on the Tasmanian economy:

- For the year ending September 2014, Tasmania received 1,062,700 visitors, up 6 per cent from 1,007,000 for the previous year.
- Total nights spent by visitors in the state increased by 8 per cent to 9.35 million.
- Visitor expenditure increased by 15 per cent to \$1.74 billion.
- The number of interstate visitors to Tasmania increased by 3 per cent to 914,700 (was 884,900).
- The number of international visitors increased by 8 per cent to 167,800 (was 155,300).

(Source, Tasmanian Tourism Snapshot September 2014)

- 70% of visitors indicate that while on holiday they like to 'visit heritage/historical sites and attractions'.

(Source, Tasmanian Tourism Information Monitor December 2014)

All of the above reinforce that tourism is an essential and substantial contributor to the prosperity and wellbeing of Tasmanians. Built heritage tourism has a significant role to play in this context.

Recommendation 1: *That the substantial contribution made by tourism to the economic and social health of Tasmanians be recognised, and that built heritage contributes to this outcome.*

A local context - The Port Arthur Historic Site

The Port Arthur Historic Site alone attracts more than 25% of all leisure visitors to Tasmania. Visitation at PAHS has grown steadily, from 189,650 day visitors in 1999-2000 to 253,166 in 2013-2014. In January 2015 we broke all previous records for any month with 46,280 visitors to the site.

In 2009 PAHSMA commissioned a (revised) economic study entitled "Contribution of the Port Arthur Site to Tasmania's Economic Wellbeing" conducted by consultants B Felmingham, I McMahon and A Fisher of IMC Link. One of the primary aims of this



study was to reassess the contribution of the Port Arthur Historic Site to the Tasmanian economy, and compare the current level of contribution with that contribution prior to the commencement in 2000 of Tasmanian Government funding for conservation at the Port Arthur Historic Site. Some six years later the principles and findings of the report remain apposite.

The report highlighted:

- the effectiveness of past government support of the Port Arthur Historic Site
- appropriate levels of government assistance required for the conservation program
- potential opportunities and changes to the operating environment which have a high likelihood of increasing PAHSMA's contribution to the economy, including the Coal Mines Historic Site and World Heritage Listing.

The study used Input/Output modelling to determine Port Arthur's contribution to the state economy at 30 June 1999, 30 June 2003 and again at 30 June 2008. As shown in the Table below, the study concluded that in addition to significant wage income and employment effects, in 2008 Port Arthur contributed almost \$31 million per annum to the Gross State Product of Tasmania, an increase of \$4 million since 30 June 2003.

	1999	2003	2008
Contribution to Gross State Product (\$million)	20.0183	27.146	30.9328
Wage Income (\$million)	9.8777	13.889	15.2632
Employment (full-time equivalent positions)	147	207	227

While recognising the subjectivities of such an economic analysis, the following important issues were raised by the authors of the report.

- The Port Arthur Historic Site is a most successful operation reflecting strongly in favour of the Authority and its staff
- A significant relationship was identified between visitor numbers and conservation spending, with conservation spending supporting visitor numbers



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- Increasing spending on conservation by 10% will increase visitor numbers between 1.1% and 1.4%, compared to increasing other spending which will only increase visitor numbers by between 0.7% and 0.9%
 - For example, increasing the 2008 conservation spend of \$3.37 million by 1.0% could result in an increase in visitor numbers of 0.125% or 380 visitors.
 - There are two further developments which have the potential to increase the value of the contribution of PAHSMA to the Tasmanian economy: the Authority's having taken over the Coal Mines Historic Site and the economic benefits flowing from the operation of a 5-star hotel at the Port Arthur Historic Site [the proposed Federal Hotel development of the Port Arthur Motel].
 - The major finding is that the Tasmanian Government support by way of grants has a positive impact on visitor numbers, and that the positive impact of previous increase in grants and conservation spending has been substantial.

The report clearly identifies the benefits resulting from the provision of the Conservation Program funding and draws a direct correlation between the funding allocation, visitation trends and, ultimately, revenue.

Since this report, there have been two further initiatives of note for PAHSMA: the World Heritage listing of the sites managed by PAHSMA in 2010 and the transfer to PAHSMA of management responsibility in 2011 for the Cascades Female Factory. Since the transfer of the latter from the Tasmanian Parks and Wildlife Service, visitor numbers have more than doubled with a four-fold increase in tourism income.

Recommendation 2: *That the significant economic benefits deriving from government funding for historic heritage conservation be recognised, along with the recognition that these benefits are primarily realised through tourism.*

Social impacts – Tasman Community

The Tasman municipality is a remote community with a fragile local economy. Tasman is the smallest municipality in Tasmania (excluding King and Flinders Islands) and is characterised by low population and population density, low personal income rates, high seasonal unemployment and a slightly older population than the State average.

PAHSMA is the largest employer in the Tasman region; currently the Authority provides employment for 170 workers, and offers training and professional development opportunities. The Department of Employment 'Small Area Labour Markets' reports records that in December 2013, the unemployment rate for the



Tasman Region was 6.7% (8.6%, 2012). This is below the overall Tasmanian rate of unemployment of 7.7% (7.0%, 2012) and the rate of 7.1% (5.7%, 2012) in the Hobart labour market at that time, which reinforces the direct correlation between employment opportunities provided by the Port Arthur Historic Site (which has been extremely positive in 2014/2015, during the summer season) and employment statistics for the Tasman region. Additionally, with wages in excess of \$7,000,000 per annum and over 90% of staff residing locally, PAHSMA's fiscal contribution to the local economy is significant.

In addition, the Site provides training placements for VET students from the local Tasman District School.

Many of our contractors are local tradespeople. Increased visitor numbers are reflected in increased opportunities for employment and contract income. Businesses on the Tasman Peninsula are directly and heavily reliant on tourism activity generated by the Port Arthur Historic Site and the injection of wage income from PAHSMA employees.

The Tasman Peninsula's proximity to Hobart, the powerhouse of Tasmanian tourism, and the state's major airport are a benefit to the region. In the year to the end of September 2014, 7.3% of all visitors aged 14+ spent one or more nights on the Tasman Peninsula, putting it among the most popular of all areas outside of major cities for overnight stays. This compares with 6.7% for Bicheno, 9.8% for Strahan and 9.5% for Cradle Mountain. (Tasmanian Visitor Survey)

The Tasman and Forestier Peninsulas are under the jurisdiction of the Tasman Council. As noted above, it has among the smallest population (and rating base) of any council in Australia, and limited human and financial resources. Tourism is far and away the biggest industry in the region. (Tasman Tourism Development Strategy 2011)

Of all the regions in Tasmania, the Tasman region is the most positive about the impact of tourism on the community as a whole, implying that while tourism may only partially impact them personally, they are acutely aware of their community's reliance on the tourism industry. (The Social Impacts of Tourism in the Tasman Municipality, Tourism Research Australia 2011)

Recommendation 3: *That historic heritage tourism be recognised as a driving factor in Tasmania's local community economic and social health.*

The proven economic success of the funding program at Port Arthur has been used as case studies in international and national literature (e.g. see Allen Consulting Group November 2005, p.18; OECD 2009, pp. 49, 81-95) so we suggest it can be considered an



exemplar of how historic and built heritage can and does contribute in Tasmania, with potential for extrapolation across the State's built heritage.

The above analysis should provide the Committee with an insight into the capacity of one (albeit prominent) segment of Tasmania's built heritage to significantly contribute to Tasmania's tourism income, economic development and community wellbeing.

The Tasmanian Context

We now discuss the broader Tasmanian built heritage context and in particular draw attention to the Tourism Tasmania Historic Heritage Tourism Strategy 2012-2015. The strategy overview (p. 3) states as follows:

Visitors to Tasmania are immersed in historic heritage; it's part of everyday life and the strong sense of place that is Tasmania.

Historic heritage permeates the experiences of visitors to Tasmania, whether as a backdrop, a setting or a direct experience and combines with the state's other characteristic experiences of nature, adventure, food and wine to provide rich multi-layered experiences.

Tasmania has conserved the buildings, precincts and townships of different historic periods, particularly colonial times.

Many are in their original setting without modern intrusions and still in use within the community.

The overview further notes that market research supports that historic heritage is highly appealing to domestic travellers and likely to boost an intention to visit Tasmania; however, the research also shows that visitors' knowledge of Tasmania's historic heritage is limited and is overshadowed by a strong nature and adventure image. It is for this reason that the Strategy finds that 'an increasingly planned, strategic approach is therefore needed to ensure the Tasmanian historic heritage offer successfully competes with other destinations and leisure preferences'.

There is little debate that built heritage has the capacity to valuably contribute to tourism in Tasmania, and to provide flow-on benefits. However it is equally apparent that any future contribution to tourism in Tasmania from built heritage is reliant on a state-supported strategic approach, which is progressed through government leadership. As one of the organisations involved on the Reference group for the 2012 Plan, it is disappointing that neither the plan nor many of its commendable actions were progressed. While PAHSMA respects that the 'shelving' of the document arose because Tourism Tasmania at that time underwent a change in operational and policy approach, it is none-the-less disappointing that a valuable research and consultation project was put aside, when the nature of the current inquiry reinforces that Tasmania



has a rich and exciting resource for attracting tourists and enhancing the Tasmanian 'story' and image – both nationally and internationally.

No doubt the Committee will engage with the Tourism Tasmania document as part of this inquiry and we strongly support that attention be given to the strategy. We note however that, while it addresses the way in which historic heritage can contribute significantly to tourism in Tasmania, PAHSMA expressed disappointment at the time of its completion in that it failed to provide either leadership or co-ordination at the State level – that is through Tourism Tasmania – but rather relegated this back to operators and heritage managers. Without State-level ownership it is unlikely that the strategy would have been successful, with or without its adoption by Tourism Tasmania.

Recommendation 4: *That the previous valuable work and research in the area of historic heritage tourism in Tasmania be reviewed and reconsidered.*

Recommendation 5: *That future government-driven programs be adequately resourced, and implemented through state-wide leadership.*

Convict Heritage

While Tasmania has a range of themes permeating our built heritage, the state is particularly rich in places and features that reflect our convict history. A component of this heritage is either ruinous or maintained solely as a historic site, such as Port Arthur, however other elements have a 'living' function in contemporary Tasmanian life. The Richmond Bridge and Brickendon Estate are just two examples that illustrate this continuity of use, and each is a tourism highlight in the State.

The above examples reinforce that many convict places have a layering of history across several centuries, and that this is one of the additional attractions of Tasmania's built heritage. While the convict story is particularly significant, Port Arthur, for example, presents a lengthy historical narrative that blends the convict period with the township phase, tourism development and the establishment of a historic site. While Port Arthur is most readily identified for its convict origins, we often remind visitors that the historic site has been a tourism destination for much longer than it was a penal settlement. In the context of built heritage and tourism potential, the Port Arthur Historic Site is one prominent example of heritage places that can be connected across the State using a common theme of convict origins.

The Australian Convict Sites World Heritage property (ACS)

In July 2010 the ACS was added to the World Heritage List. Port Arthur is arguably the better known example of the sites that comprise the World Heritage property, however the listing has to varying degrees raised the profile of the less well-known convict sites around the State – including the Coal Mines Historic Site, the Cascades



Female Factory at South Hobart (both now managed by PAHSMA), Darlington Probation Station on Maria Island and Brickendon-Woolmers Estates near Longford (while there are officially five Tasmanian sites in the ACS we note that Brickendon and Woolmers are two independent properties).

This collection of sites is a highly significant heritage and tourism asset for Tasmania, which has arguably been under-realised following the listing in 2010. While PAHSMA continues to progress tourism opportunities at the three sites we manage, a broader state-based marketing program that can build on the connectivity across all six Tasmanian convict World Heritage Sites is yet to be substantially progressed. There have been some attempts to cross-reference material and stories at the sites themselves but there is considerable further potential for positive outcomes through a more effective and coordinated program. Work has been, and continues to be, undertaken by Site managers to develop thematic interpretation linking the sites and potentially to form a state-wide trail that visitors can follow to engage with the stories of these places. Tourism Tasmania has been able to provide much-appreciated support to these initiatives but a question remains as to whether this will continue given changes in Tourism Tasmania priorities.

Similar relationships are being pursued at the national level to connect all the Tasmanian and interstate sites – Kingston and Arthur’s Vale Historic Area on Norfolk Island, Old Government House and Domain in Sydney, Hyde Park Barracks in Sydney, Cockatoo Island Convict Site in Sydney Harbour, Old Great North Road in NSW and Fremantle Prison in WA.

The opportunity exists for the wealth of Tasmanian convict sites that are not included in these listings to be incorporated as significant features in the broader convict heritage landscape, with flow-on effects for cultural tourism. The concept of cultural routes is becoming of increasing international prominence and allows for linkages into itineraries. The promotion of a themed route can assign a key role to heritage attractions and lead tourists to specific places. While the concept of a Convict Trail has been explored and implemented in certain regions over a decade ago, it has not been revisited as a State-wide initiative following the World Heritage Listing, and there is strong potential for Tasmanian convict sites to be linked more effectively.

Recommendation 6: *That the theme of convict history and heritage be adopted as one platform for the development of built heritage tourism, and that this seeks to establish linkages with all 11 places in the Australian Convict Sites, the 5 (6) Tasmanian World Heritage convict sites, and the companion convict sites within the State.*

Recommendation 7: *That the potential for heritage routes and itineraries be explored.*



Product development

In order to maintain and grow Tasmania's appeal as a tourism destination, it is vital that new experiences, attractions, accommodation and hospitality services be developed. Tasmania has historically appealed to fairly budget-conscious families or mature couples who visit for touring holidays of 14 days or more. However, years of relative prosperity and generational wealth transfer, along with other social factors, have seen the rise of the 'short break' as a popular holiday format. These tend to be taken by less budget-conscious singles and couples who are prepared to pay for outstanding experiences and services. It should be noted that this trend is national and even international, and not confined to Tasmania. Tasmania's built heritage has considerable potential to provide new experiences, attractions and related quality tourism products that will appeal to both market segments.

Tourism Australia undertook extensive global consumer research to examine factors that were likely to bridge the gap between potential visitors having an interest in and expressing an intention to visit Australia and actually visiting. This work revealed a significant gap in perceptions around Australia as a destination for great food between those who had visited (rating Australia above all other world destinations) and those who had not visited (who rated destinations more traditionally associated with fine dining more highly). This gap represents a significant opportunity for Australia, and resulted in the successful Restaurant Australia campaign, of which Tasmania was recently a focus.

The same research which found good food to be such a significant motivator and opportunity also indicated that factors such as 'world class beauty and natural environments', 'interesting attractions to visit' and 'rich history and heritage' were also significant drivers or emotive triggers in its target markets. This provides clear opportunities for Tasmania and particularly in the context of built heritage.

Recommendation 8: *That appropriate products and experiences be developed to provide high quality and best-practice visitor experiences.*

Recommendation 9: *That the opportunities be recognised for new product and marketing opportunities in built heritage tourism that can capitalise on untapped visitor expectations.*



2 The Role of Government

At the international level the OECD (2009) reminds us that, faced with increasing economic and social challenges over the last few decades, government policies with respect to tourism and heritage have become more instrumental. The main drivers are:

- Enhancing and preserving heritage
- Economic development and employment
- Physical and economic regeneration
- Strengthening and/or diversifying tourism
- Retaining population
- Developing cultural understanding.

Government has responsibility for the development of and relationship between tourism policy, cultural and heritage policy, and the conservation of heritage. Government is but one player (at multi-levels), with the success of heritage tourism also reliant on the cooperation the tourism and heritage sectors. The rise of public-private partnerships in the relationship between tourism and heritage is notable in this context. The capacity for a strengthened partnership between tourism and heritage to also attract new residents and inward investment makes this relationship of key interest at the local government level.

The primary role of Government is to provide leadership. The most distinctive policy implication for successful partnering of tourism and heritage is that there is leadership in the provision of a long-term vision, positioning, partnership arrangements and the development of innovative and sensitive products. The successful synergy of tourism and culture relies on the establishment of an adequate policy framework (OECD 2009).

The most recent Australian State of the Environment Report (2011), while not specifically addressing heritage in the context of tourism, reiterates that the future of Australia's heritage depends on government leadership. The SoE report identifies two main areas: undertaking thorough and comprehensive assessments that result in comprehensive heritage inventories, and changing heritage management paradigms and resource allocations in response to emerging threats. The report identifies current threats as being impacts of climate change, development, and pressures flowing from population growth.



All these threats to heritage are pertinent in the Tasmanian context, however the promotion of sustainable tourism in heritage places can potentially mitigate negative impacts by ensuring the values of heritage places, and of our built heritage, are recognised, explained, protected and promoted. Responsible tourism is one way of achieving this, and at the same time helping to alleviate the under-resourcing for conservation across our nation.

A paper commissioned for the previous SoE report (Sullivan 2006) looked specifically at cultural heritage and local government and noted:

Heritage places are recognised as being important in the history, unique character and shared values of communities ... the economic value and tourism potential of authentically conserved places which add to the unique character of the town or region is well recognised. Heritage surveys – the usual way of identifying local heritage – are seen as raising the level of awareness in communities. A growing trend is for councils to actively use their heritage portfolios for community, economic and tourism benefit.

The paper further noted one of the commonly expressed issues – the public perceptions that heritage listing is a threatening process – and the need to alleviate this by publicity, and the provision of realistic and well targeting incentives. The message that seeks to allay community and development concerns is one that must be promulgated and supported at all levels of government.

Recommendation 10: *That the Tasmanian Government work in partnership with relevant heritage and tourism agencies to demonstrate that heritage listing is not in opposition to potential change and development.*

The role of Government can be seen as one which creates the right environment for conservation and responsible tourism, to ensure that places are appropriately conserved and managed according to clearly defined and agreed standards, and to lead by example in the management of its own sites (Macdonald and Cheong 2014, p. 11).

Government policy instruments generally relate to the ability of Government to inform, spend, provide services and/or regulate (Allen Consulting Group, 2005). All have direct implications in the context of built heritage tourism.

While information about heritage values is part of responsible heritage management, the dissemination of appropriate messages can also:

- provide signals in the market for potential investors in heritage
- promote heritage values to the broader public to encourage increased recognition of heritage



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- increase the uses of heritage places, which can include adaptive re-use that facilitates tourism opportunities
 - increase awareness in the tourism industry and the broader community of the impact of heritage tourism activities.
 - assist in effective policy development, and awareness raising across tourism and government of the economic benefit that can accrue from heritage assets.

(Allen Consulting Group October 2005, pp. 22-24).

Recommendation 11: *That the Tasmanian Government take a leading role in the development and implementation of built heritage tourism initiatives, and that this leadership is predicated on policies that responsibly protect the values of Tasmania's built heritage.*

Economic support – the example of the PAHSMA Conservation Program Funding

In 2000 the Tasmanian Government announced the first five-year funding program for essential conservation works at the Port Arthur Historic Site. This has been a critical factor in turning around a site that was in serious difficulty from conservation, financial, human resource and community perspectives. Fifteen years later, this funding is now a critical element in ensuring the conservation work undertaken by the Authority continues to protect and interpret the heritage values of the Port Arthur, Coal Mines and Cascades Female Factory Historic Sites in a strategic and exemplary manner.

Continued funding for conservation has allowed the PAHSMA Board and staff, with assistance from other areas of Government and the private sector, to continue to successfully address many of the outstanding issues at the sites. Port Arthur's capacity to deliver a quality cultural heritage tourism experience, while maintaining best practice conservation planning and methodology, has been strengthened by this extended financial support.

The effectiveness of the conservation and tourism outcomes has seen the Tasmanian Government devolve management responsibility to PAHSMA of the Coal Mines Historic Site (CMHS) in 2004 and the Cascades Female Factory Historic Site (CFF) in 2011. Both have brought with them a considerable range of conservation and tourism challenges. These have been compounded, albeit in a positive way, by the increased obligations arising from the World Heritage listing in 2010. The Tasmanian Government has provided additional and critical funding support to PAHSMA for the CFF transfer and ongoing management, and this has allowed the Authority to progress the establishment of the CFF as one of Hobart's most popular heritage tourism destinations.



We further note that major projects have been undertaken at both the Port Arthur and Cascades Female Factory Historic Sites only because additional funding has been provided either through Commonwealth grant programs, or additional one-off funding from both the Tasmanian and Commonwealth governments. The recent \$7m stabilisation of the Penitentiary structure could not have been achieved without government financial support.

To ensure that PAHSMA can continue to meet its obligations, it is critical that ongoing support from the Tasmanian Government is continued, and that there are opportunities to seek additional support as priorities dictate.

Together with tourism growth and associated flow-on effects for local businesses and the Tasman Council, the provision of funding has continued to provide significant economic, social and cultural benefits for the local community, as discussed above. To cease or diminish the level of Tasmanian Government funding support would erode these achievements and the level of community confidence that has developed over the last fifteen years.

The Port Arthur Historic Site Management Authority, like all tourism businesses, is directly reliant on tourism revenues to support its tourist operations and reinvest in its conservation programs.

Recommendation 12: *That the Tasmanian Government continues to support the conservation endeavours of the Port Arthur Historic Site Management Authority.*

Recommendation 13: *That the Tasmanian Government actively seeks new opportunities to provide a funding program to support partnerships between conservation endeavours and built heritage tourism initiatives.*

Services and Infrastructure

Governments at all levels have a significant role to play in the provision of both advice and infrastructure. The following are some areas that rely heavily on input from Government at the State level:

- Many regional areas of Tasmania still rely on dial-up services to access the internet. It is hoped that the state-wide rollout of fibre-optic cable will provide a long-term solution; in the short term, it is a factor cited by many smaller operators as preventing them from engaging in the on-line marketplace.
- Heritage Tasmania must be appropriately resourced so that it can work effectively with property owners and managers in the protection and conservation of historic heritage in Tasmania, thereby recognising the importance of heritage to the general and economic well-being of the community. Adequate resourcing of Heritage Tasmania will allow it to play



its significant role in achieving the conservation of historic heritage in its broadest sense. Consideration should be given to strengthening the capacity of Heritage Tasmania across all its statutory responsibilities, not just assisting tourism directly, since the conservation of the heritage resource is a prerequisite for tourism to flourish.

- Tourism Tasmania must be appropriately resourced so that it can continue to work effectively with industry in the marketing and promotion of tourism to Tasmania. Tourism Tasmania has a close and effective working relationship with the tourism industry that is the envy of agencies and operators in other states.
- Continue to support and develop the Tasmania brand.
- Continue to work (through State Growth, Tourism Tasmania, airlines and TT Line, and other appropriate bodies) to ensure that access to Tasmania is maintained and improved.
- Support and facilitate further upgrading and maintenance work for the Arthur Highway.
- Support and facilitate continued development of the Three Capes Walk.
- Support and facilitate the development of a year-round program of cultural events and festivals.
- Support and facilitate the development and implementation of an improved planning and development regime.
- Support and facilitate ongoing training and education of tourism professionals.
- Support and facilitate the capacity of business and the public sector to effectively access online trade, promotion and e-commerce opportunities.
- Support and facilitate a viable Visitor Information Network.

Recommendation 14: *That the need for successful tourism to be supported by all levels of government be recognised in order to ensure that access, infrastructure and service requirements are of appropriate standards and levels to provide a firm base for the success of tourism initiatives.*



Identification and Protection of heritage

A significant role of government lies in the provision of regulatory instruments that in the built environment can be considered to have four main roles (Throsby 1997):

1. Ensuring the existence of heritage buildings
2. Regulate the conservation and use of heritage buildings
3. Regulate land use in heritage precincts
4. Set decision making and approval processes.

While heritage listing under statutory tools is certainly part of this process, it is really only the beginning of a series of actions that can best conserve, protect and manage the heritage values of a place.

The accepted standard-setting instrument for heritage management in Australia is the *Australia ICOMOS Charter for Places of Cultural Significance 2013*, commonly known as the Burra Charter. At a meeting of the Tasmanian Heritage Council in 2012 it was resolved that the Heritage Council endorse the Burra Charter as a guiding policy document for heritage management in Tasmania. The Burra Charter has been similarly adopted by other states and the Commonwealth. It is held up internationally as a model best-practice document and, for example, provided the foundation for the subsequent 'China Principles' which are applied to heritage management in China.

The Burra Charter outlines a series of processes that together form best-practice actions in heritage protection and include the necessity to assess the heritage significance of the place and to identify obligations arising from that significance, which encompass the implementation of management policies that allow for the significance and values to be protected. The Charter supports both adaptive re-use and change, but provides guidelines for how these should be agreed and progressed.

Recommendation 15: *That the Tasmanian Government, working with local government, promote best practice heritage management in its legislation, policy and actions, and continues to embody the principles of the Burra Charter and its accompanying guidelines and Practice Notes.*

While Heritage Tasmania has a significant role to play in providing state level leadership and guidance, and protecting those historic heritage values that have been identified as of importance at national or state level, it is acknowledged that the majority of heritage places and values is more appropriately identified and managed at the local level. As noted above, local government has a significant role to play in the identification and protection of heritage and this heritage has the capacity to provide considerable social and economic benefit through sympathetic tourism products and experiences.



From the perspective of potential tourism opportunities related to built heritage it therefore goes without saying that this valuable asset cannot be protected if it hasn't been recognised. Local councils, therefore have a critical role to play in the identification, protection and management of heritage places. This requires that local councils are resourced appropriately to be able to identify locally significant heritage places – usually through a municipal heritage study – and to assist owners and managers with the protection of that heritage. The latter relies on access to those with appropriate heritage expertise to provide professional heritage advice. Overall the process encompasses the themes of: 1. knowing, 2. protecting, 3. supporting, and 4. communicating and promoting (see, for example, Heritage Victoria 2012 – Municipal Heritage Strategies: A Guide for Councils). Responsible tourism has the potential to encourage all four roles. Heritage Tasmania already provides an excellent resource in the local government arena with its program: *Heritage: Everything for Local Planning (HELP)*. Advice to heritage home owners is also supported through the Heritage Tasmania publication *Residential Solutions for Historic Homes*. These initiatives could be well supported by other successful mechanisms, such as State Government support for a heritage advisor program, which resources councils to provide heritage assistance and advice directly to the local community.

Recommendation 16: *That adequate resourcing be provided to local governments to allow the identification and protection of historic heritage at the municipal level.*

Recommendation 17: *That the State and local governments continue to work together to ensure that heritage has a life in the community.*

In summary, the Tasmanian Government, working with local governments, has a role to promote best practice heritage management in its legislation, policy and actions, and to continue to embody the principles of the Burra Charter and its accompanying Guidelines and Practice Notes. It further has a role to ensure that heritage has a life in the community. Adherence to this approach will reinforce a process of responsible decisions and actions in relation to tourism and heritage.

Clearly PAHSMA as a Government Business Enterprise contributes to the role and responsibilities of government in Tasmania. This is discussed more comprehensively below under Criterion 4: the role of government organisations.

Linkages across Tasmanian government departments

Finally, we propose that a valuable contribution can be made at the State government level to ensure that the key government agencies involved in tourism and built heritage have the opportunity to establish common goals and build on and share strengths that are available across agencies. This would include but not be limited to TMAG, QVMAG, RTBG, Heritage Tasmania, Tasmanian Parks and Wildlife, Tourism Tasmania, Arts Tasmania and PAHSMA. This has become more imperative with the



departmental changes and reshuffling of responsibilities that have meant that the relevant agencies are no longer under the same departmental umbrella. There may be a number of mechanisms to achieve this end, one of which could be the establishment of a consultative forum.

Recommendation 18: *That a consultative mechanism be established by the Tasmanian Government to allow cross departmental exchanges between key government agencies involved in heritage and tourism.*



3 The Role of Tourism Organisations

Broadly, the role of tourism organisations at national, state and regional levels, including Tourism Australia, Tourism Tasmania, Tourism Industry Council of Tasmania, Destination Southern Tasmania include:

- Stimulate interest and drive demand to visit Australia and Tasmania
- Develop and promote a consistent branding and marketing of heritage tourism product at state and national levels
- Product and destination development
- Development of targeted media, visiting journalist and influencer programs
- Improvement of image, video and information databases to reflect heritage tourism
- Development of on-line materials, promotion and bookability for consumer direct and trade partners
- Education of industry, delivering training and accreditation programs for industry which relate to sharing heritage values with visitors
- Encourage environmental stewardship initiatives upon which sustainable heritage tourism depends
- Fostering an understanding and appreciation of history and heritage values within our industry and our visitors
- Encourage and develop opportunities, products and experiences consistent with heritage values.

Specific state and regional responsibilities

At the state and regional levels it is expected that the roles of Tourism Organisations include:

- Increase regional dispersal of visitors
- Increase spend in regional areas
- Provide visitor services and information



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- Ensure appropriate infrastructure and services are in place to support tourism
 - Develop social and economic benefits for regional areas of Tasmania
 - Develop linkages and partnerships with all levels of government, the community and the private sector.

At the national level there is a propensity for cultural heritage tourists to stay and spend on accommodation and other services provided in regional areas – unlike nature-based tourists who tend to travel with greater levels of self sufficiency.

Nature based tourism is and always will be a priority for Tasmania, however when it comes to ‘sustainable tourism’, Tasmania tends to overlook our Indigenous, artistic, historic and built heritage assets and instead places a focus on ‘eco’ tourism when talking about sustainability. Yet it is vital that this broader understanding of our tourism assets becomes a priority for sustainable tourism within Tasmania. Heritage tourism, in particular built heritage also includes intangible components, such as oral history, traditions, rituals and beliefs, social practices, celebrations, events, passed on knowledge and traditions, that add value and richness to the visitor experience.

Within this context there is a responsibility for all stakeholders, and particularly local tourism organisers, to recognise the need for the creation of sustainable relationships that avoid damage to heritage places through irresponsible and uninformed tourism.

Both sides of the heritage and tourism partnership must recognise that tourism development can bring a concentration of public uses to places where this has never previously happened. There are major challenges for all stakeholders in the need to protect and present sites and create what can be a challenging balance of often competing or overlapping goals and responsibilities. This can be mitigated to some extent by careful planning and communication, with close coordination and cooperation between conservation and tourism managers (UNESCO & UNWTO 2008). However, neither can be managed in isolation, and it is essential for broad regional objectives and influences to be considered by site managers and for local and regional agencies to develop programmes and policies that are integrated in the broader policy context, and with understanding of the conservation and heritage issues.

Fostering partnerships with the private sector for investment can also be used to encourage community commitment and engagement, and empower community involvement in conservation activities. Heritage buildings, sites and areas are often identity-building public or private assets. They play a significant role in the community’s social, economic and cultural health. Tourism partnerships have the potential to bring new life to regions and communities, and to produce revenue through long-term leases and other income-generating initiatives. From a



conservation perspective, these initiatives may be able to attract funding and focus attention on specific heritage values, including those of a community's past. Ultimately these activities may also enhance the engagement of the community in the care and conservation of local heritage places (Macdonald and Cheong 2014, p. 32).

It is important that tourism operators and representatives recognise that the tourism industry as it relates to heritage is dependent on unique regional assets. The key issue is one of ensuring the long-term sustainability of tourism businesses which in turn depends upon the complementary protection of heritage sites and values. While tourism agencies may not play a direct role in the protection of heritage resources they do share in the responsibility for their survival.

- Tourism agencies can raise awareness about the protection of heritage to sustain long-term business operations.
- In developing tourism products travel agents do so in agreement with the protection and management authorities and must think long term in this regard.
- Travel agents need to bring more publicity to protection, especially through guide training, to address and control harmful behaviour by visitors. They need to be aware of issues so that they can inform visitors.

(UNESCO & UNWTO 2008)

Well informed tourists are at the very centre of all sustainable tourism activities. (Brooks 2010).

Recommendation 19: *That a Heritage Tourism Advisory Group be established.*

Recommendation 20: *That appropriate funding be provided to assist Tourism Tasmania with strategy development that is inclusive of all aspects of Tasmania's heritage.*

Recommendation 21: *That tourism organisations are appropriately resourced to assist and develop the tourism industry to deliver appropriate and strategic services, experiences and consistent marketing and branding messages.*



4 The role of Heritage Organisations

The role of government agencies, such as Heritage Tasmania, is covered under Criterion 2 above. Broadly, heritage organisations have a role to play in encouraging and, where appropriate, supporting the development of built heritage tourism initiatives that do not negatively impact heritage values.

PAHSMA

Although it is a government body, it would seem appropriate to address the role of the Port Arthur Historic Site Management Authority in the context of built heritage tourism and heritage organisations.

PAHSMA's vision is 'to conserve, manage and promote the Port Arthur Historic Sites as cultural tourism places of international significance.'

The main functions of PAHSMA are defined in Section 7 of the *Port Arthur Historic Site Management Authority Act 1987*. These include to:

- ensure the preservation and maintenance of the historic site as an example of a major British convict settlement and penal institution of the 19th century;
- co-ordinate archaeological activities on the historic site;
- promote an understanding of the historical and archaeological importance of the historic site;
- consistently with the Management Plan, promote the historic site as a tourist destination;
- provide adequate facilities for visitor use;
- use its best endeavours to secure financial assistance, by way of grants, sponsorship, and other means, for the carrying out of its functions.

How this is achieved on an annual basis is outlined in PAHSMA's Corporate Plan, which is approved by the Authority's shareholder ministers. The outcomes are reported in the annual report to State Parliament.

The Corporate plan identifies three key strategic directions:



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1. The need to raise PAHSMA's profile as an industry leader in both heritage management and cultural tourism, in keeping with the World Heritage status of the sites under its care;
 2. The need to strengthen the organisation's capacity to anticipate change, identify opportunities and ensure the long-term sustainability of PAHSMA's operations; and
 3. The continuing need to address what is happening in PAHSMA's immediate operational climate including changes in the Authority's responsibilities, pressures of the current global economy, and changing tourism markets.

While PAHSMA has a direct responsibility for the three historic sites under our management, as a significant heritage tourism body in Tasmania our corporate responsibilities extend to engaging with the broader heritage and tourism environment. These include contributions to government initiatives, education programs across all sectors, mentoring students, development of partnerships with relevant bodies (e.g. universities, local council, cruise sector, museums, tourism organisations) and the provision of advice and support across other agencies as required. One important aspect of our work on the Tasman Peninsula is found in our support of other convict heritage sites and conservation queries and advice. With the successful World Heritage listing of the Australian Convict Sites we have represented the Tasmanian sites on the ACS Steering Committee and continue to work with the other site managers to support the promotion of the sites as a linked entity. We have supported the Willow Court Heritage site as a member of the special conservation advisory committee and our senior staff sit on a range of boards and committees at both the state and national level, including Cruise Down Under and Destination Southern Tasmania. We are regularly requested to provide comment on a range of heritage and tourism plans, at both the policy and individual issue or site management level. These requests also extend to speaking at both national and international conferences and meetings.

Perhaps one of the most significant contributions PAHSMA has made and continues to make in the context of this inquiry is in being an exemplar of the successful integration of heritage and tourism interests. This is the result of a planning and management system that pivots on the philosophies, policies and procedures found in the Port Arthur Historic Sites Statutory Management Plan 2008. This success is facilitated through the direction of a Board membership that reflects cross-cutting interests and experiences at State, national and international levels.

Discussions at the State political level since the early 2000s, as the result of a former Premier's desire to see Tasmania's significant convict heritage places managed under one umbrella, have resulted in PAHSMA assuming responsibility for an additional two sites since that time: The Coal Mines Historic Site in 2004 and the Cascades



Female Factory in 2011. The discussions have been reinvigorated since the successful 2010 World Heritage listing of the Australian Convict Sites. The PAHSMA Board supports the continuation of these discussions, but remains cognisant of the need to address each site's management needs individually and to ensure that future decisions do not dilute the Authority's capacity to provide the current level of responsible management for those places under its care and control.

Recommendation 22: *That the State government continues to recognise and support PAHSMA's conservation endeavours and its contribution to tourism and conservation efforts at the State, national and international levels that provide considerable benefits to Tasmania.*

Professional Organisations – Australia ICOMOS

While there are a number of professional bodies that engage with cultural heritage, the most representative of the broad range of heritage professionals is Australia ICOMOS. With some 600 members nationally, the Executive Committee has regularly included Tasmanian representation.

Information on the role of Australia ICOMOS is stated on their website:

Australia ICOMOS (International Council on Monuments and Sites) is a non-government, not-for-profit organisation of cultural heritage professionals formed as a national chapter of ICOMOS International in 1976. Australia ICOMOS' mission is to lead cultural heritage conservation in Australia by raising standards, encouraging debate and generating innovative ideas. Australia ICOMOS has a Mission Statement, an Ethical Commitment Statement and a Code of Ethics.

The goals of Australia ICOMOS are to:

Ensure that the organisation retains a leadership role in conservation philosophy and practice for culturally significant places

Promote an understanding of the cultural significance of places and raise conservation standards through education and communications

Inform and influence key decision makers concerning Australia ICOMOS' aims and approaches to conservation philosophy and practice

Participate in the international arena, both within and beyond the ICOMOS International family

Develop, maintain and support a broad-based membership through effective administration



Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance.

ICOMOS is an Advisory Body under the World Heritage Convention, and in the context of this inquiry has taken a leadership in the management and promotion of cultural heritage tourism through the ICOMOS International Scientific Committee on Cultural Tourism. ICOMOS has endorsed the 'International Cultural Tourism Charter: Managing tourism at Places of Heritage Significance (1999)'. The Charter Ethos commences with the statement: 'At the broadest level, the natural and cultural heritage belongs to all people. We each have the right and responsibility to understand, appreciate and conserve its universal values'. The Charter further states:

Domestic and international tourism continues to be among the foremost vehicles for cultural exchange, providing a personal experience, not only of that which has survived from the past, but of the contemporary life and society of others. It is increasingly appreciated as a positive force for natural and cultural conservation. Tourism can capture the economic characteristics of the heritage and harness these for conservation by generating funding, educating the community and influencing policy. It is an essential part of many national and regional economies and can be an important factor in development, when managed successfully.

The above reinforces that ICOMOS, as a heritage organisation, recognises the valuable relationship between heritage and tourism, and acknowledges that successful partnerships can be achieved based on responsible and well-managed initiatives. As an organisation there is a responsibility and willingness to work with government and the community towards the achievement of these partnerships and successes.

The Voluntary and Community Sector

The 'third' sector – commonly known as the voluntary or community sector - has a long involvement with heritage and conservation outcomes. This may include local residents and non-profit organisations that represent social interests. Many local museums and historic houses are owned and/or run by local communities or non-governmental organisations, such as the National Trust. All these bodies have a role to play, however in this instance we more specifically address the National Trust, in its role as property owner and community membership organisation.

The National Trust Tasmania website outlines the role of the Trust as follows:



The National Trust Tasmania is a non-government member based community organization which works to identify and conserve Tasmania's heritage for present and future generations to enjoy ...

The Trust is supported by its members and volunteers. Its achievements have included the documentation and preservation of cultural heritage throughout the state, and the raising of awareness of heritage values of heritage through a range of programs.

Through the work of the Trust a number of significant heritage properties throughout the state now belong to the Tasmanian community.

The National Trust's major activities include:

- The management of heritage properties in Tasmania open to the public.
- The Community Heritage Program which provides support for Community heritage initiatives in a number of ways.
- The coordination of the Tasmanian Heritage Festival, Tasmania's largest celebration of our island's cultural heritage.
- Identifying and documenting places of heritage significance
- Advocacy for the protection of heritage places
- Operating tax-deductible heritage conservation appeals, for public buildings owned by community groups.

As a significant heritage organisation the role of the Trust is clearly associated with the promotion of responsible tourism, particularly through its management of heritage properties that are open to the public.

Recommendation 23: *That a consultative mechanism be established through the Tasmanian Government that includes Australia ICOMOS and the National Trust, and other relevant volunteer or not-for-profit heritage organisations to ensure that the progression of built heritage tourism initiatives includes this sector.*



5 Any relevant considerations in other jurisdictions

The merits of heritage tourism are recognised nationally and internationally, and the subject of the current inquiry is not a new phenomenon. What this means for Tasmania is that there is a wealth of philosophy, policy, discussions, statistics, guidelines and protocols that are already available to allow a considered and informed approach to how built heritage tourism can be progressed in Tasmania. Obviously, built heritage tourism and all it encompasses cannot be considered as a stand-alone debate without allowing it to be immersed in the broader discussions of tourism, and the strong and complementary attraction of our natural and Aboriginal heritage.

We have made brief reference above to some key documents that provide considered information in relation to built heritage and cultural tourism at both the national and international levels. We would particularly like to bring the Committee's attention to a seminal set of guidelines compiled in 2001 at the Commonwealth level, prepared by the Australian Heritage Commission and the CRC for Sustainable Tourism: *Successful Tourism at Heritage Places: A guide for tourism operators, heritage managers and communities*.

We quote from this document as follows (p. 2):

Heritage places are a fundamental part of Australia's tourism industry ... successful tourism at heritage places involves:

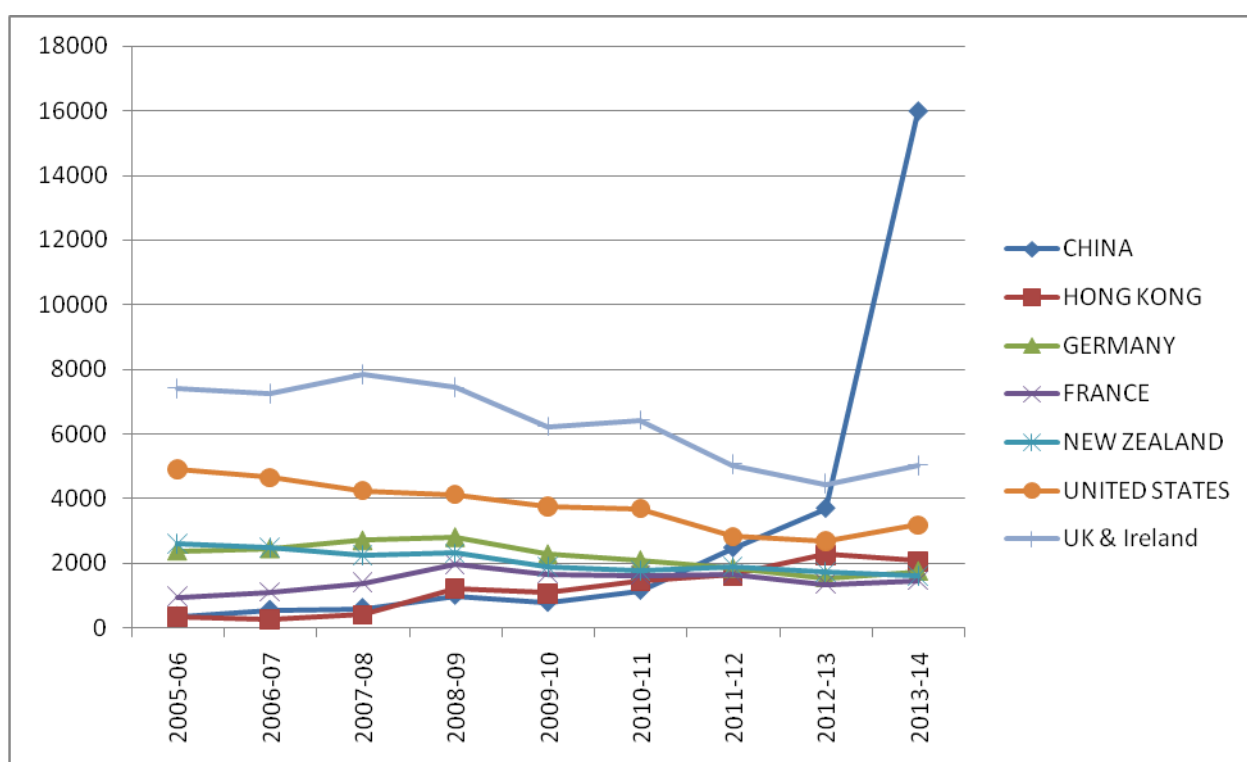
- Recognising the importance of heritage places
- Looking after them
- Developing mutually beneficial partnerships
- Incorporating heritage issues in business planning
- Investing in people and place
- Marketing and promoting products responsibly
- Providing high quality visitor experiences
- Respecting Indigenous rights and obligations.



6 Any other matters incidental thereto

6.1 International Markets

PAHS has experienced strong growth in visitation from China over the past eight years. Initially off a low base, the growth has increased recently to the point where China is far and away the Port Arthur Historic Site's major inbound market. Hong Kong is also a significant market. The Chinese also have the highest average expenditure of any international visitor.



The chart above shows visitation from PAHSMA's major international source markets over recent years. It should be noted that these are based upon PAHSMA's visitor data, which does not necessarily include all visitors. For example, those arriving as part of a mixed tour group are not likely to be included. However, the shifts are clearly apparent.

Traditional markets in the UK and North America have started to grow following a period of decline following the Global Financial Crisis (GFC). Growth from emerging markets, particularly China, has been remarkable.



Engagement

The Port Arthur Historic Site is a major attraction for Tasmania; its fame and position as a must-see for any visitor has resulted in Chinese visitors being aware and interested in visiting. It is also fortunate in being a scenic place of great natural beauty.

Chinese tourists (along with those from elsewhere in Asia) are famous for the brevity of their holidays and their corresponding desire and need to cram as much activity, as many destinations and attractions, into their itineraries as possible. This led to a perception that, in relation to heritage sites, they were really only interested in the scenery, and not especially interested in Australian history or engaging in its culture and heritage.

Recent study by PAHSMA (assisted by visiting scholars such as a Chinese heritage studies post-graduate student and our colleagues from the Dunhuang Academy at the World Heritage listed Mogao Caves), has indicated that engagement by Chinese visitors with Port Arthur is far richer and more complex. Examination of photos and translation of comments on Chinese travel blogs written by recent Chinese visitors reveals that they are engaging in as many and as varied ways as any other group of visitors, including being curious about the heritage of the Site and Australian history.

Product development and interpretive resources

PAHSMA has worked at adapting and developing its visitor services and tourism products to meet the needs of increasingly international visitors, with varied expectations and needs, in a way that continues to satisfy and accommodate the needs of visitors from traditional markets.

It has not been necessary to fundamentally change the nature of the services PAHSMA provides to succeed in new markets, but it has been necessary to ensure that appropriate interpretation and customer service are provided.

Printed visitor guides have been available in Simplified Chinese for some years, however, visitor feedback shows that these are not adequate as the sole means of multilingual visitor interpretation; visitors want the ability to immerse themselves in our Site, not to wander around clutching at their guidebook.

PAHSMA's updated audio tour has provided an immersive and engaging visitor experience and the entire text of the audio tour has also been translated and recorded in Mandarin.

PAHSMA recently engaged a number of Chinese-speaking guides to offer regular tours and visitor reception services in Mandarin, which has been well received, and continuation of the service is planned.



Signage is also being updated around the Site, with new way-finding signage in English and Simplified Chinese installed. New interpretive signage will incorporate technology and multimedia elements to enable international visitors to obtain translations of the interpretation thereon. PAHSMA is currently investigating options such as the possibility for wifi, the use of QR codes or virtual reality.

Incidentally, despite not being actively promoted in the Chinese market, many Chinese visitors are finding their way to the Cascades Female Factory; a Simplified Chinese version of the Visitor Guide for CFFHS has been created to cater for their needs.

Potential for other heritage site managers to access the China market

While the level of translation and language support for international visitors offered by PAHSMA might be expected at attractions of international standing, such as Port Arthur, there are numerous examples within Tasmania of smaller tourism operators (while not necessarily in the heritage sector) who are and have worked very effectively in Asian markets.

These include operators in the farmstay and food and beverage sectors, which are part of Tasmania's core appeal for the Chinese market. Operators of heritage properties have the potential to leverage these appeals or partner with other operators in these sectors to attract Chinese visitors.

Funding of market development

Development of new tourism products, markets and interpretive materials to support them does not come cheap. Austrade's Export Market Development Scheme offers partial reimbursement of qualifying marketing costs specifically to develop international markets, but this does not cover development of interpretive materials or other product development expenses.

Owners/operators of heritage properties are likely to need access to expertise, knowledge and financial support in order to capitalise on the opportunities offered by new markets such as China. This submission has already made a number of recommendations that could and should support their endeavours. These recommendations are reiterated hereunder.

Recommendation 24: *That tourism organisations are appropriately resourced to assist and develop the tourism industry to deliver appropriate services, experiences and consistent marketing and branding messages.*



6.2 Heritage Trades and Traditional Skills

There is recognition across Australia (and internationally) that the skills required to conserve many heritage structures are in danger of being lost. This depletion of traditional practices was a matter of attention in the report prepared for the Heritage Chairs and Officials of Australia and New Zealand (HCOANZ) in 2010 (Godden Mackay Logan 2010). The report identified that our heritage places and structures are at serious risk in the context of a continually diminishing skill base to conserve them. The report identifies the correlation between increasing interest in heritage and increasing interest and engagement in relevant skills-based training programs. Tasmania has been a leader in this area, with the establishment in Oatlands of the Centre for Heritage, which provides training in many aspects of heritage conservation – including technical skills such as lime mortar preparation and masonry, and exposure to guidelines such as the Burra Charter and legislation relating to heritage. The Longford Academy, run by AAPT (Australian Association for Preservation Technology), has been run successfully on an annual basis at Brickendon and Woolmers for some 6 years, and is well attended by both heritage tradespeople and professionals.

These programs can only be enhanced by initiatives that create a greater interest in the protection and promotion of our heritage places, and it is evident that the introduction of sustainable tourism projects and experiences can substantially value add to conservation imperatives and the need for qualified and experienced heritage tradespeople. The flow on effect of providing enhanced protection of Tasmania's wealth of built heritage should not be underestimated.

Recommendation 25: *That the Tasmanian Government supports initiatives to enhance heritage trades training and upskilling.*



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