

Premier
Minister for Tourism, Hospitality and Events
Minister for Sport and Recreation
Minister for Aboriginal Affairs

Level 11 15 Murray Street HOBART TAS 7000 Australia
GPO Box 123 HOBART TAS 7001 Australia
Ph: +61 3 6165 7650
Email: Premier@dpac.tas.gov.au
Web: www.premier.tas.gov.au

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Tasmanian
Government

25 FEB 2015

Hon Rob Valentine MLC
Inquiry Chair
Inquiry into Built Heritage Tourism in Tasmania
Government Administration 'B' Sub-Committee
Legislative Council
Parliament House
HOBART TAS 7000

Dear Mr Valentine

Thank you for your letter of 28 November 2014 inviting submissions to the Inquiry into Built Heritage Tourism in Tasmania.

Please find enclosed a submission from the Tasmanian Government.

Should your Committee have any queries regarding the submission, the contact officer is Ms Ruth Davidson, Policy Analyst, Policy Division, Department of Premier and Cabinet. Ms Davidson can be contacted by email at ruth.davidson@dpac.tas.gov.au or by telephone on 6270 5537.

Thank you again for the opportunity to provide input on this important matter.

Yours sincerely

Will Hodgman MP
Premier

Tasmanian Government Submission

Inquiry into Built Heritage Tourism in Tasmania

February 2015

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I Introduction

The Tasmanian Government welcomes the opportunity to contribute to the Legislative Council Government Administration Committee 'B' Inquiry into Built Heritage Tourism in Tasmania.

Tasmania is an historic landscape. Its historic heritage is a core element of its identity, point of difference, character, brand and appeal to visitors. It is also important in terms of the social and economic benefits it generates.

Our State is made up of an outstanding collection of historic heritage places and precincts that reflect early European exploration, our convict and colonial past and more recent history.

Historic heritage generates intrastate, interstate and international visitation; is a core element of the visitor's experience; fosters local employment; and contributes to the State's economy.

Tasmania's historic heritage complements other core appeals like our fine food and wine. It is the combination of these appeals that is one of our biggest visitor assets.

1.1 Definition of Historic Heritage

'Historic heritage' or 'historic cultural heritage' are terms used to describe those features and things from the past that are important to a community. In this instance, primarily Tasmania and Tasmanians.

In Australia, our historic heritage is distinguished from natural and Aboriginal heritage, and for the purposes of the *Historic Cultural Heritage Act 1995*, it includes places of State significance that span the period from the first European contact with this landmass, through to the present day.

It may include grand public buildings, churches, cemeteries, ordinary houses inhabited by extraordinary people, historic paintings, dry stone walls and places of historic or community significance that have intangible values and no physical fabric that otherwise signify a place's significance.

Generally, the term historic heritage and historic cultural heritage are used in preference to the terms 'built'; as such places may have tangible and intangible heritage values (not just built), and both contribute to our visitor appeal.

Cultural or shared heritage is another term used to describe the combination of Aboriginal and historic heritage values. However, these two areas are quite distinct, they are viewed differently, involve different elements and the management approach taken is also often quite distinct.

Items of movable cultural heritage are also an important segment of the historic heritage sector.

Movable features tend to be managed for the State by its two main collecting institutions, the Queen Victoria Museum and Art Gallery and the Tasmanian Museum and Art Gallery, and the small museums and collections sector, which is supported by Arts Tasmania.

For the purpose of this submission the term historic heritage will be used to demonstrate the broader definition and understanding of built heritage. While the Tasmanian Government recognises the significance of Aboriginal cultural heritage, it does not form part of this submission as defined by the Inquiry's Terms of Reference.

2 The contribution that built heritage makes to tourism in Tasmania

Historic heritage tourism relates to experiences that engage with the past, either as a primary tourism experience or incidental to other experiences.

Although some of the most visited historic heritage destinations are historic sites and museums, historic heritage tourism also includes intangible experiences that engage visitors with historic heritage places, historic precincts and landscapes, stories, traditions and the way of life of a place and its people.

Tasmania's Historic Heritage Tourism Strategy 2012-2015 identifies a methodology for developing the potential of Tasmania's historic heritage in order to increase Tasmania's appeal as a tourism destination, deliver benefits to local communities and contribute to the economic growth of the State.¹ Both this document, and Tourism Tasmania's ongoing visitor research, highlight the importance of built heritage to the tourism sector and confirm its role as a core appeal for this State.

Tasmania offers historic heritage experiences, attractions, products and services of varying levels of market appeal, quality and price. In considering the ongoing development of historic heritage tourism assets it is important that we ensure that the experiences offered match the expectations of our identified target segments and that they deliver those experiences in a consistent as well as contemporary, fashion. Ideally, Tasmania's historic heritage enables a number of different applications, not only in terms of delivering world-class visitor experiences, but also in facilitating a number of revenue streams that supports the ongoing sustainability of the product and provides flow on benefits for Tasmania's regions and the destination as a whole.

2.1 Visitation

In the 12 months to September 2014 an estimated 303 320 holiday visitors to Tasmania experienced a heritage attraction. At the same time, around 70 per cent of a cohort of all travelling Australians surveyed in the September 2014 quarter indicated that they like to visit heritage/historical sites and attractions while on holiday. This is fractionally higher than those that indicated that they like to visit nature attractions while on holiday.²

In terms of those travelling Australians considering Tasmania as a possible travel destination (again surveyed in the September 2014 quarter), around 79 per cent said that they like to visit heritage/historical sites and attractions when they're on holiday, illustrating the fact that those visitors specifically considering Tasmania as a destination have a greater propensity to visit a heritage attraction.

2.2 Motivation

Nature, food and wine, and heritage experiences and attractions are identified core appeals for Tasmania and significantly contribute to the packaging and bundling of travel experiences in the destination. To this end, Tourism Tasmania's *Discover Tasmania* website and its 'Go behind the Scenery' campaigns and microsite, consistently highlight the diversity of nature, food and beverage and heritage experiences the State offers.³

¹ Tasmania's Historic Heritage Tourism Strategy (2012-2015)

² <http://www.tourismtasmania.com.au/research/visitors>

³ <http://www.tourismtasmania.com.au/marketing/national>

However, it should be noted that what visitors do when on holiday should not necessarily be interpreted as the motivation for taking a holiday to a particular destination.

Tourism Tasmania research conducted during the development of the *Tasmanian Experience Strategy* (2002) revealed that the market opportunity and competitive advantage for Tasmania was much narrower in relation to market segments exclusively seeking food and wine, heritage or wilderness experiences, and that in real terms Tasmania's strength and advantage lay in being able to offer a high quality combination of all of these types of experiences within a compact and easy to get around destination.⁴

Further motivation research commissioned by Tourism Tasmania in 2010 to better understand the appeal of a range of experiences, as well as the motivational triggers that might prompt consideration of Tasmania and the subsequent purchase of a Tasmanian holiday, showed that heritage, coastal nature, and wilderness were all highly ranked in terms of their appeal. Importantly, of the three appeals, Tasmania's wilderness remained the strongest trigger in influencing intention to visit Tasmania, and especially amongst those who had not visited Tasmania before.

Motivation to visit heritage sites can be either learning-oriented or recreation-oriented. Visitors who are learning-oriented are more interested in original historic sites and built heritage attractions, while those who are recreation-oriented are more interested in visiting heritage sites largely for their recreational and entertainment benefits.

2.3 The Destination

Many visitors arrive in Tasmania having already made plans about what they want to see and do. This may be to visit Port Arthur, Salamanca Market or the Boags Centre for Beer Lovers; walk the Overland Track, attend the Australian Wooden Boat Festival; or just escape for a romantic weekend away, staying at an historic Bed and Breakfast, at Brickendon or Woolmers Estates World Heritage Sites or the Henry Jones Art Hotel.

Each of these is a heritage experience, but some are more apparent than others.

Where possible, it is important that Tasmania continues to develop new and refresh existing heritage attractions and experiences, including draw-card experiences that inspire people to consider visiting, commit to visit and encourage repeat visitation.

A key element of this is ensuring that industry understands the market, identifies and fills niches or gaps, pursues industry development and builds capacity, especially in regional areas.

Another critical element to building Tasmania's appeal is the need to develop and maintain a captivating online presence that is practical, contemporary and appealing, that draws on social and mainstream media tools and promotes critical acclaim.

2.4 Authentic experience

Recognising, protecting and managing Tasmania's authentic character is one reason why the statutory management of historic heritage places and precincts is important. It is through this process that the value of individual places and Tasmania's notable streetscapes, towns, villages and suburbs can be identified, promoted, presented and managed now and in the future.

⁴ <http://www.tourismtasmania.com.au/research/reports>

A big part of Tasmania's visitor appeal is Tasmanians themselves. Tasmanians are generally regarded as being friendly and engaged people, who are keen to help and interested in telling or sharing a story or two. This friendly nature and the character, combined with the appeal of our natural and cultural heritage, and fine food and wine, means this is a place that people see as being authentic, intact and real.

Increasingly, attractions are making stronger connections between the places a person is visiting, and other places to visit. One way some heritage attractions do this is by promoting and talking-up other destinations or places of potential interest to visitors. This is a contemporary and positive feature of the Tasmanian experience to be encouraged.

2.4 Heritage precincts

Tasmania's heritage precincts and landscapes are a core asset and have a strong visitor appeal. These range from the prominent Georgian and colonial features of Hobart and Sullivan's Cove; the intact Victorian streetscapes, parks and features of Launceston; and notable popular historic towns and suburbs including Battery Point, Derby, Evandale, Richmond, Ross and Stanley.

There is also increased recognition of the importance, value and appeal of lesser known and recognised precincts in a variety of forms across Tasmania, like the cultural landscape of Bushy Park; the industrial (Hydro) landscapes of the West Coast; Launceston's unique parks, gardens and areas like the Cataract Gorge; New Norfolk's Willow Court; and the historic landscapes of the Midlands and Meander Valley.

Tasmania has a diverse array of heritage precincts that enhance our interest and appeal to visitors. There is potential for the importance of these precincts to be better recognised, protected, presented, promoted, interpreted and marketed, as intact places to visit, stay and experience.

3 The role of Government

3.1 Statutory Management

In Australia places of historic cultural heritage significance may be afforded statutory recognition and protection at a local, state or territory, national or at a World Heritage level; and are managed in a statutory sense by the corresponding level of local, State or the Australian Government.

For example, five Tasmanian sites are part of the *Australian Convict Sites World Heritage Property* - Brickendon and Woolmers Estates, Cascades Female Factory, Coal Mines Historic Sites, Darlington on Maria Island and Port Arthur Historic Site - along with sites in New South Wales (NSW), Western Australia (WA) and on Norfolk Island.

Each of the Tasmanian sites are also on the Tasmanian Heritage Register and the National Heritage List (NHL) and the works approval process is managed between the sites, their respective planning authorities, the Tasmanian Heritage Council, Heritage Tasmania and the Australian Government.

The Richmond Bridge and the North East Peninsula of Recherche Bay are also on the NHL. This status gives each site recognition, but responsibility for promotion remains with each site. The Tasmanian Site Manager's Group and the Australian Convict Sites Steering Committee have been formed to coordinate collaboration between the sites, locally and at a national level.

In Tasmania, places of significance are either added to the Heritage Code of a planning scheme if considered to be of local significance or entered on the Tasmanian Heritage Register if considered to be of State significance. At present there are over 5 500 places entered on the Heritage Register. However, this number is expected to decrease by up to one third as a result of the Tasmanian Heritage Register Integrity Project.

Under Section 16 of the Historic Cultural Heritage Act, places entered on the Tasmanian Heritage Register must meet at least one of eight registration criteria. These are based on a consistent national framework for recognising and protecting heritage, adopted by the Council of Australian Governments (COAG) in 1997.

While the Heritage Register is a statutory tool, it is also a repository of information on places of heritage significance in Tasmania. It is available to the public and visitors as an historic heritage layer in the Land Information System (Tasmania) (LIST) and steps are being taken to give online access to historical information held by the Heritage Council on each place.

It is expected that these tools will provide locals and visitors better access to information on places of personal interest and appeal, and assist them to better connect with information available on these places and their own family history. This will help enhance personal connections as part of the visitor experience, similar to how some travel to Tasmania now to research their convict history.

3.2 Government Responsibilities

In Tasmania, the statutory management of historic heritage places is shared between local and State Government, under the Resource Management and Planning System (RMPS). At a State level, this responsibility is managed by the Tasmanian Heritage Council with administrative support from Heritage Tasmania in the Department of Primary Industries, Parks, Water and Environment (DPIPWE).

The Heritage Council is established under the Historic Cultural Heritage Act. Its focus is on establishing and maintaining the Heritage Register, as an inventory of places of historic heritage significance and being a consent authority for works proposed on places on the Heritage Register.

It has a range of functions under s7 of the Historic Cultural Heritage Act:

7. General functions and powers of Heritage Council

(1) The functions of the Heritage Council are –

- a) to advise the Minister on matters relating to Tasmania's historic cultural heritage and the measures necessary to conserve that heritage for the benefit of the present community and future generations; and
- b) to work within the planning system to achieve the proper protection of Tasmania's historic cultural heritage; and
- c) to co-operate and collaborate with Federal, State and local authorities in the conservation of places of historic cultural heritage significance; and
- d) to encourage and assist in the proper management of places of historic cultural heritage significance; and
- e) to encourage public interest in, and understanding of, issues relevant to the conservation of Tasmania's historic cultural heritage; and
- f) to encourage and provide public education in respect of Tasmania's historic cultural heritage; and
- g) to assist in the promotion of tourism in respect of places of historic cultural heritage significance; and
- h) to keep proper records, and encourage others to keep proper records, of places of historic cultural heritage significance; and
- i) to perform any other function the Minister determines.

Heritage Tasmania is part of the Natural and Cultural Heritage Division of DPIPW. It coordinates historic heritage strategy, policy advice and initiatives for the Minister and Crown; supports the Heritage Council in the implementation of the Historic Cultural Heritage Act and helps facilitate activity and collaboration across the historic heritage sector.

In addition, Heritage Tasmania undertakes the following:

- It provides free pre-application and pre-development advice to property owners, public and private developers on the sound protection, management, conservation, interpretation and adaptive re-use of historic heritage places. This may include both listed and unlisted places.
- Works with the Heritage Council to assess development applications to places entered on the Heritage Register in a way that helps to facilitate the development and use of historic heritage places, while working to identify and protect historic heritage values.
- Manages grants provided to the heritage sector and the wider community, such as the \$1.752 million contribution to the construction of the Woolmers Visitor Centre and the \$200 000 provided to Brickendon and Woolmers Estates for conservation and maintenance works.

- Coordinates the Tasmanian Government's engagement with the National Heritage System (NHS), the National Heritage Protocol and the Inter-Departmental Committee (IDC) on the NHS.
- Manages the \$300 000 per annum recurrent grant provided to the National Trust.
- Disseminates information across the heritage sector on funding, grant and professional development opportunities online and through a monthly e-Newsletter; and provides advice and support to owners and site managers seeking grants for places on the Heritage Register.
- Helps to facilitate engagement and activity between Tasmania's convict sites that are part of the Australian Convict Sites World Heritage Property, acts as a primary point of contact with the Australian Government and the other convict sites in NSW, WA and on Norfolk Island and represents the State on the Australian Convict Sites Steering Committee.
- Works with local community groups and local government, supporting them to initiate, plan, develop, seek funding for, implement and review local heritage projects that help to develop tangible and good owner, community and heritage outcomes in local communities.

3.3 Crown ownership

Most State entities own, operate or manage historic heritage places on behalf of the Crown.

The majority of these places are used for operational purposes, such as schools, hospitals or offices, or form part of Tasmania's infrastructure (like the West Coast's Hydro heritage). In some cases these assets and places may have visitor or tourist potential, but that is not their primary role.

More importantly, a number of State entities, including Departments and Government Business Enterprises have a much more public role of protecting and presenting the heritage values they own or manage.

This can include entities like: Hydro Tasmania; the Parks and Wildlife Service and Crown Land Services; the Port Arthur Historic Sites Management Authority; the Royal Tasmanian Botanical Gardens; and the Tasmanian Museum and Art Gallery; and important State repositories like the Tasmanian Archives and Heritage Office.

3.4 Marketing the destination

Tourism Tasmania's role as the primary destination marketer for Tasmania lies in communicating our attributes and influencing destination preference and intention to travel and, to a lesser extent, our visitor's product choices. Tourism Tasmania seeks to leverage our renown as a spectacularly pristine land and sea environment with a rich cultural heritage and a world-class food and wine offering using a brand that differentiates Tasmania in the mind of the consumer.

3.5 Tourism Tasmania's marketing activities

Heritage is an integral part of the Tasmanian tourism experience. The Tasmanian Government, through Tourism Tasmania, markets and promotes cultural heritage attractions and experiences as part of the Tasmanian Tourism brand through multiple consumer channels.

Touring itineraries and dynamic and engaging content are key elements in Tourism Tasmania's integrated campaign and partner marketing activities. The current 'Go behind the Scenery' campaign prominently features itineraries and content pieces showcasing cultural heritage attractions such as the Cascades Female Factory, the Cable Station in Stanley and the Queenstown Heritage and Arts Festival. Other campaign activities with our airline and retail travel partners, for example, dynamic travel maps with TigerAir, Virgin Australia and Jetstar, regularly feature iconic cultural heritage attractions.

Tourism Tasmania distributes newsletters to over 132 000 consumers globally. The content of which encompasses heritage attractions and related events and experiences.

Tourism Tasmania also manages multiple social media channels including Facebook (>77 000), Twitter (>15 000) and Instagram (>100 000). Regularly featuring iconic cultural heritage landscape imagery, and multi-media content.

Tasmania's primary consumer website discovertasmania.com features dedicated pages on the five Heritage Australian Convict Sites located in Tasmania and provides a range of heritage content including specific product listings, in depth articles and third party content streaming.

4 The role of tourism and heritage organisations

4.1 Role of Regional and Local Tourism Organisations

Each of the four Regional Tourism Organisations (RTOs) in Tasmania (Cradle Coast Authority, Destination Southern Tasmania, Tourism Northern Tasmania and East Coast Regional Tourism Organisation) completed Destination Management Plans (DMPs) in early 2014. These plans highlight the importance of heritage assets within the respective regions in terms of visitor attraction and destination marketing.

Fundamentally, destination management implies that each RTO, working in concert with local, state and federal bodies, will not only recognise the value of its assets, but also seek to understand, and independently or collectively, address the following aspects;

- develop a shared and complementary understanding of heritage conservation practices and tourism operator skills in the cultural heritage tourism sector;
- articulate the economic value of cultural heritage tourism in Australia;
- encourage meaningful integration of local communities into heritage tourism experiences;
- undertake targeted cultural heritage visitor and interpretation research;
- identify particular issues facing the heritage tourism sector in relation to risk management, funding, staffing, conservation and management and the dynamics of volunteer(ism);
- encourage a better understanding and use of cultural material in tourism promotion; and
- develop strategies to develop a stronger sense of place through heritage tourism.⁵

Following the completion of the DMPs in 2014, the four RTOs and the Tourism Industry Council of Tasmania developed the *Industry Directions Statement* (currently in draft form), and within this document heritage has been recognised as a priority.

Local tourism associations, such as the Heritage Highway Tourism Association (HHTRA), have a vested interest in maintaining their heritage assets, as in many cases in Tasmania, these same assets fundamentally articulate to the visitor the key attributes of their local region.

Further, at a grass roots level, these organisations are capable of delivering projects of significant value for their area. For example the work the HHTRA undertook in the Oatlands township to bring to fruition the Callington Mill restoration (an 1837 Lancashire tower mill), now the only operating mill of its type in the Southern Hemisphere). The HHTRA also played an integral role in the development of the Centre for Heritage – of which there are two branches:

- **Heritage Building Solutions** focusing on providing building services that result in the viable use and adaption/re-use of heritage buildings and as appropriate coordinating integrated professional services; and
- The **Heritage Education and Skills Centre** focusing on the provision of heritage education and training, together with associated research.

In addition, local tourism associations understand the provenance of heritage assets, their conservation timelines and costs, the alignment of the asset to the needs and expectations of the visitor, and the capacity of the community and the asset's owners to care for, promote and sustainably deliver in a tourism context, these assets to the visitor and community.

⁵ *Culture and Heritage Tourism*, Sustainable Tourism Cooperative Research Centre

4.2 The National Trust

The National Trust of Australia (Tasmania) is incorporated under the *National Trust Act 2006*.

The National Trust Act specifies that the Trust is not the Crown, but it is part of an affiliated international organisation and brand, , that continues to have an important role to play in presenting historic places, advocating and lobbying for good heritage outcomes and delivering the Community Heritage Program.

At present, the Trust receives a grant of \$300 000 per annum from the Tasmanian Government, which is administered by Heritage Tasmania. These funds are used to assist the Trust to engage a professional Managing Director and deliver the Community Heritage Program, including the Tasmanian Heritage Festival on behalf of the heritage sector over four weeks each May.

5 The future of built heritage tourism in Tasmania

It is important that Tasmania continues to refresh the experience it offers visitors.

Increasingly, heritage tourism operators are orientating towards a market segment that is well educated, affluent, informed and engaged. They make the most of holidays and spend money on quality accommodation, experiences and hospitality.

Visitor expectations of customer service can be high. They expect value for money and are prepared to pay if what's on offer is sufficiently enticing. This means it can be important for operators to recognise this and if able provide options so visitors can tailor an experience to suit their needs, interests and budget. These types of visitors also tend to expect more active and less passive experiences.

Tasmania does tap into this market now, but there is more potential to be realised. The ability of the tourism industry and heritage sector to contend with this opportunity is likely to be very important in the future.