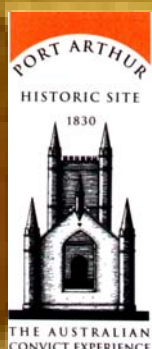


# Port Arthur Historic Sites Statutory Management Plan 2008



**Author Identification:**

This draft management plan has been prepared by a multi-disciplinary team assembled specifically for this project. The work has been undertaken by Godden Mackay Logan Pty Ltd in association with Greg Middleton and Port Arthur Historic Site Management staff. PAHSMA staff members Greg Jackman, Richard Tuffin and Julia Clark substantially contributed to sections 2 and 3. The review of material relating to social values was undertaken by Context Pty Ltd.

**Acknowledgements:**

This draft management plan incorporates contributions from a wide range of people including current and former Authority staff, Board members and community stakeholders. All of these contributions are gratefully acknowledged. The considerable contribution of Jane Harrington, the Authority's Director of Conservation and Infrastructure, and of Trish Hamilton, Executive Projects Coordinator is particularly acknowledged.

Management plans for other historic sites and land managed by Tasmania Parks and Wildlife Service provided a benchmark for the structure and content of this management plan. Some relevant policies and actions from these management plans have been incorporated into this management plan.



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# Section One: Introduction

# 1.0. Introduction

## 1.1. About this Management Plan

The purpose of this management plan is to provide a framework for the effective use, development and management of the Port Arthur Historic Sites, particularly in relation to their heritage values.

This management plan has been prepared by the Port Arthur Historic Site Management Authority (the Authority) to meet its statutory obligations under the *Port Arthur Historic Site Management Authority Act 1987* (PAHSMA Act), the *National Parks and Reserves Management Act 2002* (NPRM Act) and the *Nature Conservation Act 2002* (NC Act). It is the intention that this management plan comply with the relevant provisions of, and regulations under, the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) in order that it may be accredited by the Commonwealth Minister under Section 33 of the EPBC Act. Once accredited by the Commonwealth Minister this management plan would also form the basis for a bilateral agreement with the Commonwealth.

This management plan replaces the *Port Arthur Historic Site Management Plan 1985* (as amended by the *Port Arthur Historic Site Management Plan 1996*) and the *Coal Mines Historic Site Management Plan 1997*. It also replaces the *Port Arthur Historic Site Conservation Plan 2000* and the *Port Arthur Historic Site Management Authority Tourism Strategy 2006*.

‘An overarching policy document... for effective  
conservation, tourism operations and visitor management.’

This management plan acts as an overarching policy document under which operate a number of secondary and tertiary plans, and various management documents and policy guidelines. It is therefore not intended to provide a comprehensive history or physical analysis of the Port Arthur Historic Sites. This information may be found by reference to the more detailed studies undertaken as part of the secondary and tertiary plans and other plans. Instead, this management plan sets out a summary of the Historic Sites’ heritage values, examines current management issues and provides strategies for effective conservation, tourism operations and visitor management.

The approach adopted in preparing this management plan was to:

- incorporate, as appropriate, existing relevant policies, procedures and other Authority documents;
- incorporate existing information, particularly from the *Port Arthur Historic Site Conservation Plan 2000*, the *Port Arthur Historic Site Management Authority Tourism Strategy 2006* and the *Coal Mines Historic Site Management Plan 1997*;
- comply with the requirements of Part 3 of the NPRM Act in relation to the formulation, content and approval of management plans;
- comply with the requirements of Regulation 2B.01 of the *Environment Protection and Biodiversity Conservation Regulations 2000* in order that it may be accredited under the EPBC Act; and
- incorporate information and assessments provided in both the National Heritage List (NHL) and proposed World Heritage List (WHL) nominations for the Port Arthur and Coal Mines Historic Sites.

This management plan has statutory compliance with relevant Tasmanian legislation and is proposed to be accredited under the EPBC Act. It provides operational guidance for all Authority staff and consultants.

## 1.2. Areas of Land Subject to this Management Plan

The areas of land subject to this management plan include the following land under the 'care, control and management' of the Authority.

- Port Arthur Historic Site—135.5 hectares on Carnarvon Bay, comprising 98.1 hectares around Mason Cove and 37.4 hectares at Point Puer, the foreshore land connecting Point Puer to the Mason Cove portion, and the Isle of the Dead.
- Adjacent Area at Garden Point—a 70.1 hectare portion of the Stewarts Bay State Reserve.
- Adjacent Area on the Nubeena Road—5510 m<sup>2</sup> that contains the Port Arthur Historic Site water supply dams.
- Coal Mines Historic Site—comprising 214 hectares on the northern side of the Tasman Peninsula.



## ‘An overarching policy document.’

The location, context and configuration of the areas of land subject to this management plan are shown in Figures 1.1 to 1.5 (pp. 13–18).

For the purposes of this management plan all land under the care, control and management of the Authority will collectively be known as the ‘Port Arthur Historic Sites’ or the ‘Historic Sites’. The individual areas of land that make up the Port Arthur Historic Sites will be referred to as set out above. Further definition of the meanings and abbreviations used within this management plan are set out in the Glossary provided in Section 7.0.

The Port Arthur and Coal Mines Historic Sites are classed as ‘historic sites’ under the NC Act. The values and purpose of reservation for different classes of reserved land are set out in Schedule 1 of the NC Act. For historic sites, which are valued as areas of significance for their historic cultural heritage, the purpose of reservation is the conservation of the historic features of the area of land and the presentation of those features for public appreciation and education.

## ‘All areas of land under the care, control and management of the Authority are subject to this management plan.’

The Adjacent Area at Garden Point, insofar as it is part of the Stewarts Bay State Reserve, is classed as ‘State reserve’ under the NC Act. It was reserved for the purposes of the protection and maintenance of its natural and cultural heritage values while providing for ecologically sustainable recreation consistent with conserving its natural and cultural heritage values.

The Adjacent Area on the Nubeena Road, although not formally declared reserved land under the NC Act, is also classed as ‘State reserve’ by virtue of the Transitional Provisions of the PAHSMA Act.

### 1.3. Management Plan Objectives

#### 1.3.1. *Port Arthur Historic Site Management Authority Act 1987*

The PAHSMA Act does not include any management plan objectives. It does, however, contain performance requirements for the Authority that need to be addressed by the management plan. These requirements are set out in Clause 7, Part II of the Act.



### **1.3.2. National Parks and Reserves Management Act 2002 — Management Objectives**

Areas of reserved land declared under the NC Act are subject to the management plan provisions contained within Part 3 of the NPRM Act, including the management objectives contained in Schedule 1. The management objectives that apply to the reserved land under the care, control and management of the Authority are set out below.

The reasons that the management objectives apply and the manner in which they will be achieved are addressed in a number of sections of this management plan. The sections that primarily address each management objective are shown in brackets against the particular management objective.

The NPRM Act management objectives that apply to the Port Arthur and Coal Mines Historic Sites are:

- (a) to conserve sites or areas of historic cultural significance (see Sections 2–5);
- (b) to conserve natural and biological diversity (see Sections 2, 3, 5.3.10);
- (c) to conserve geological diversity (see Sections 2, 5.3.10);
- (d) to preserve the quality of water and protected catchments (see Sections 5.5.6, 5.5.7);
- (e) to encourage education based on the purposes of reservation and the natural and cultural values of the historic site, or both (see Section 5.3.5);
- (f) to encourage research, particularly that which furthers the purposes of reservation (see Section 5.3.7);
- (g) to protect the historic site against, and rehabilitate the historic site following, adverse impacts such as those of fire, introduced species, diseases and soil erosion on the historic site's natural and cultural values and on assets within and adjacent to the historic site (see Sections 5.3.8, 5.3.10, 5.3.12, 5.3.13, 5.6.4);
- (h) to encourage tourism, recreational use and enjoyment consistent with the conservation of the historic site's natural and cultural values (see Sections 4, 5.3.5, 5.4);
- (i) to encourage cooperative management programs with Aboriginal people in areas of significance to them in a manner consistent with the purposes of reservation and the other management objectives (see Section 4.10, 5.3.11).



## ‘An overarching policy document.’

The NPRM Act management objectives that apply to the Adjacent Areas at Garden Point and on the Nubeena Road are:

- (a) to conserve natural and biological diversity (see Sections 2, 3, 5.3.10);
- (b) to conserve geological diversity (see Sections 2, 5.3.10);
- (c) to preserve the quality of water and protected catchments (see Sections 5.5.6, 5.5.7);
- (d) to conserve sites or areas of historic cultural significance (see Sections 2–5);

## ‘NPRM Act management objectives apply to the Port Arthur and Coal Mines Historic Sites.’

- (e) to encourage cooperative management programs with Aboriginal people in areas of significance to them in a manner consistent with the purposes of reservation and the other management objectives (see Sections 4.10, 5.3.11);
- (f) to encourage education based on the purposes of reservation and the natural or cultural values of the State reserve (see Section 5.3.5);
- (g) to encourage research, particularly that which furthers the purposes of reservation (see Section 5.3.7);
- (h) to protect the State reserve against, and rehabilitate the State reserve following, adverse impacts such as those of fire, introduced species, diseases and soil erosion on the State reserve’s natural and cultural values and on assets within and adjacent to the State reserve (see Sections 5.3.8, 5.3.10, 5.3.12, 5.3.13, 5.6.4);
- (i) to encourage tourism, recreational use and enjoyment consistent with the conservation of the State reserve’s natural and cultural values (see Section 5.3.5, 5.4).

The Authority will also act to address the NPRM Act management objectives for any areas of non-reserved land that may be under its care, control and management.

### **1.3.3. National Heritage Management Principles**

The Port Arthur and Coal Mines Historic Sites are included on the NHL (see Appendix A) and are therefore also subject to the National Heritage Management Principles, which are set out in Schedule 5B of the EPBC Regulations 2000.

The National Heritage Management Principles are:

1. The objective in managing National Heritage places is to identify, protect, conserve, present and transmit to all generations, their National Heritage values.
2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.
3. The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.
4. The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.
5. The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:
  - (a) have a particular interest in, or association with, the place; and
  - (b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.
7. The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.

The Adjacent Area at Garden Point and the Point Puer Extension are included within the NHL boundary for the Port Arthur Historic Site and are therefore also subject to the National Heritage Management Principles.

The Adjacent Area on the Nubeena Road is not included within the NHL boundary for the Port Arthur Historic Site and is therefore not subject to the National Heritage Management Principles. Nevertheless, the Authority will address the National Heritage Management Principles for this area of land and for any other areas of land that may come under its care, control and management in the future.

Under this arrangement, this management plan is the primary document prepared under the NPRM Act. It also complies with the EPBC Regulations 2000.



‘An overarching policy document.’

#### **1.3.4. Australian World Heritage Management Principles**

The Port Arthur and Coal Mines Historic Sites are included within a set of convict sites that the Australian Government proposes to nominate to the World Heritage List. Should the sites be listed then the Australian World Heritage Management Principles set out in Schedule 5 of the EPBC Regulations 2000 would also apply to the Historic Sites.

A copy of the Australian World Heritage Management Principles is included at Appendix B.

‘This management plan is the primary document prepared under the NPRM Act and complies with the EPBC Regulations 2000.’

### **1.4. Development of this Management Plan**

The methodology adopted to prepare this management plan was based on a comprehensive review of the existing management plans for the Port Arthur and Coal Mines Historic Sites and a review of the statutory obligations and management plan requirements set out in the PAHSMA Act, NPRM Act and EPBC Act. Part 3 of the NPRM Act sets out the process by which management plans may be adopted.

The development of this management plan involved a number of stages that are detailed below:

#### **Stage 1—Scoping Study**

A scoping study was undertaken to address the following.

1. The need to complete the normal, scheduled five-year review of the *Port Arthur Historic Site Conservation Plan 2000*.
2. The placing of the Coal Mines Historic Site under the Authority’s care, control and management.
3. The need to incorporate the 2006 Tourism Strategy within a comprehensive management plan.
4. The statutory requirement for a ‘management plan’ under the NPRM Act so that the new plan could supersede the *Port Arthur Historic Site Management Plan 1985* (as amended by the *Port Arthur Historic Site Management Plan 1996*) and the *Coal Mines Historic Site Management Plan 1997*.

5. Subsequent to the listing of the Port Arthur Historic Site on the NHL in June 2005 and the Coal Mines Historic Site in August 2007, an additional statutory obligation on the Authority is that the Port Arthur and Coal Mines Historic Sites have an up-to-date and high standard management plan that meets the requirements of the EPBC Act and EPBC Regulations.
6. Inclusion of the Port Arthur and Coal Mines Historic Sites in a forthcoming nomination of Australian convict sites to the World Heritage List.

### **Stage 2—Draft Management Plan Preparation and Stakeholder Consultation**

Based on the findings of the Scoping Study and on initial consultation with Authority staff, a draft management plan was prepared. It included an interactive program of consultation with Authority staff, key stakeholders and the community to ensure that their views formed part of the assessment of heritage values and the policies for the Port Arthur Historic Sites.

Opportunities for feedback were sought through the following.

- Letters to key stakeholders.
- Provision of feedback forms, made available through the Port Arthur Historic Site website.
- Two public meetings held in November 2006—one at the Port Arthur Historic Site and the other in Hobart. These meetings were advertised through local media publications and newsletters, direct mail-outs and public notice boards.

‘Consultation and approval processes...

...staff, key stakeholders and the community.’

- Invitations to consult directly with the Authority’s Director of Conservation and Infrastructure.
- Copies of the *Port Arthur Historic Site Conservation Plan 2000* were made available for public viewing in a number of locations including the Authority’s Administration Centre, Heritage Tasmania office, and on the Port Arthur Historic Site website.
- A direct mail-out to individuals who provided a submission during the preparation of the *Port Arthur Historic Site Conservation Plan 2000*, including local residents, former Authority staff, consultants and other Tasmanian residents.



## ‘An overarching policy document.’

Authority staff members were encouraged to participate in the preparation of the draft management plan. A final draft was distributed to key stakeholders for comment, including members of the Port Arthur Conservation Advisory Committee and various government agencies. This draft was also made available to Authority staff.

These initiatives built upon the extensive program of stakeholder consultation undertaken during the preparation of the *Port Arthur Historic Site Conservation Plan 2000*. This management plan is the result.

### **Stage 3—Public Exhibition and Approval Process**

The Authority placed the draft management plan on public exhibition and invited submissions. The Authority reviewed the submissions received and recommended changes to the draft. The Authority forwarded the submissions to the Resource Planning and Development Commission (RPDC) together with a report that summarised and assessed the submissions and stated the changes the Authority proposed to make as a result.

The RPDC conducted a review of the submissions and the Authority’s response to them. The RPDC reported to the Minister on its review, in a public report, along with copies of all submissions. The Authority has made the changes to the draft management plan that the Minister thinks appropriate in light of the RPDC report, the submissions received and the Authority’s report, and having regard also to the purposes of reservation and management objectives for reserved land.

The Minister then submitted the management plan to the Governor for approval. The management plan came into effect seven days after the Governor’s approval was notified in the Government Gazette.

## 1.5. Contents of this Management Plan

This management plan comprises eight sections:

- **Section 1 Introduction** identifies the land subject to this management plan and provides background information.
- **Section 2 Understanding the Place** provides an understanding of the Port Arthur Historic Sites, including a brief history and physical description.
- **Section 3 Heritage Values** summarises the heritage values of the Port Arthur Historic Sites.
- **Section 4 How the Port Arthur Historic Sites are Managed** sets out the context for the management of the Port Arthur Historic Sites, providing an overview of the Authority, its powers and responsibilities, and the role of other government bodies, policies and legislation.

- **Section 5 Policies and Management Actions** sets out policies and actions for the Port Arthur Historic Sites, addressing identification, protection, conservation and retention of heritage values as well as how to best manage the Port Arthur Historic Sites as major cultural tourism attractions.
- **Section 6 Implementation Strategies** sets out a summary framework for implementation of this management plan including funding, resourcing, priorities, responsibilities, timeframes, reporting and monitoring.
- **Section 7 Glossary of Terms** sets out the key terms used in this management plan and their meaning.
- **Section 8 Appendices** sets out select supplementary material that is referred to in this management plan.

‘Understanding place, heritage values, management, policies and actions, implementation strategies.’

## 1.6. Secondary and Tertiary Plans

This management plan acts as an overarching policy document for the Port Arthur Historic Sites. A number of secondary and tertiary plans operate under this management plan.

This management plan provides guiding philosophies and overall policies for the Port Arthur Historic Sites. The secondary and tertiary plans provide more specific and detailed guidelines and instructions for implementation. The size, detail and format of the secondary and tertiary plans vary in accordance with their scope.

The *secondary* plans overlap with this management plan in relation to policy, but include more specific policies and implementation strategies. They go into much greater detail and form a more comprehensive set of guidelines to more succinctly direct the practical operations of the Historic Sites.

The *tertiary* plans operate in conjunction with the secondary plans and detail sets of work procedures that outline the Authority’s operational approach. They operate at the micro-level of applied activity.



‘An overarching policy document.’

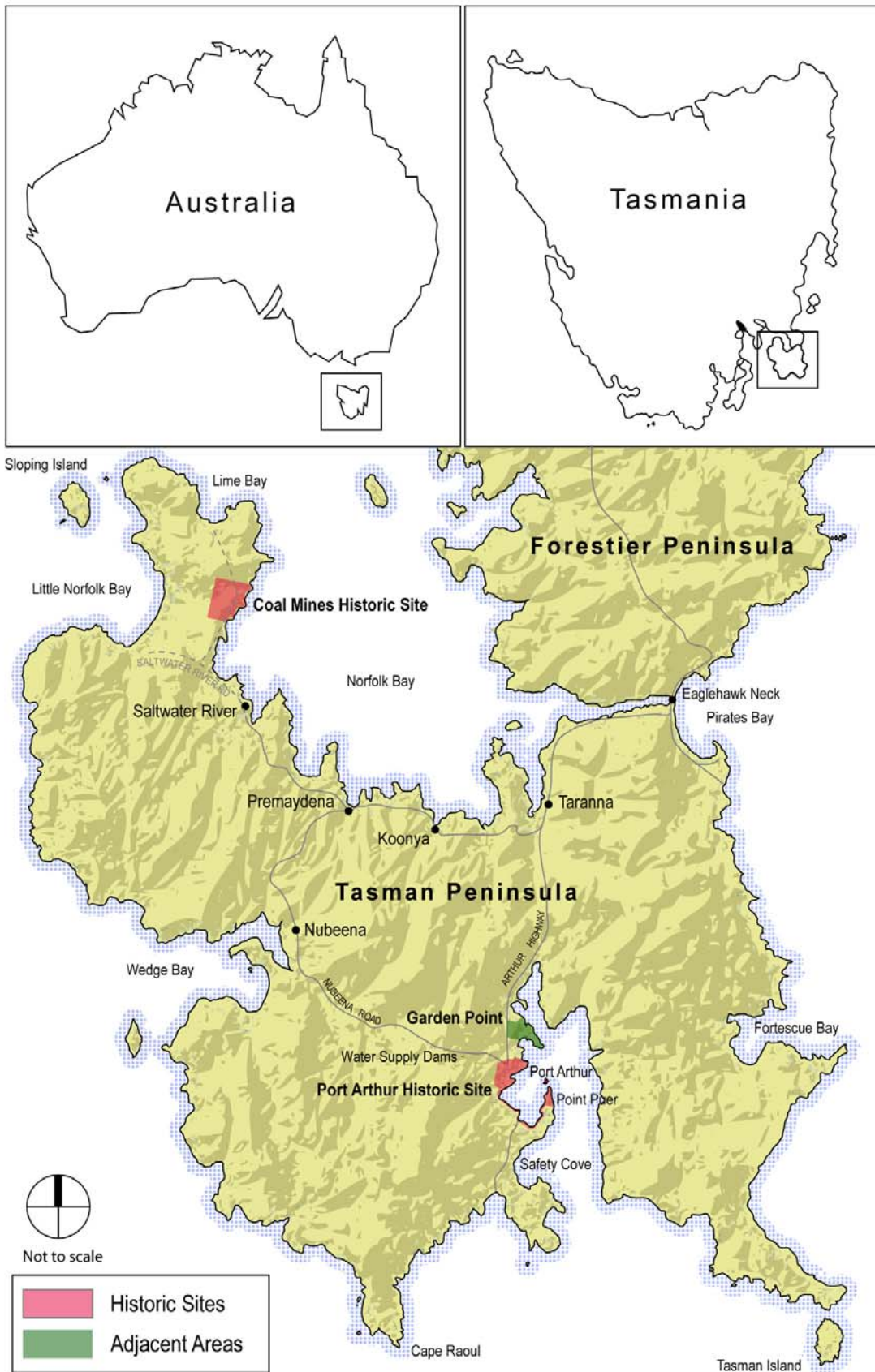
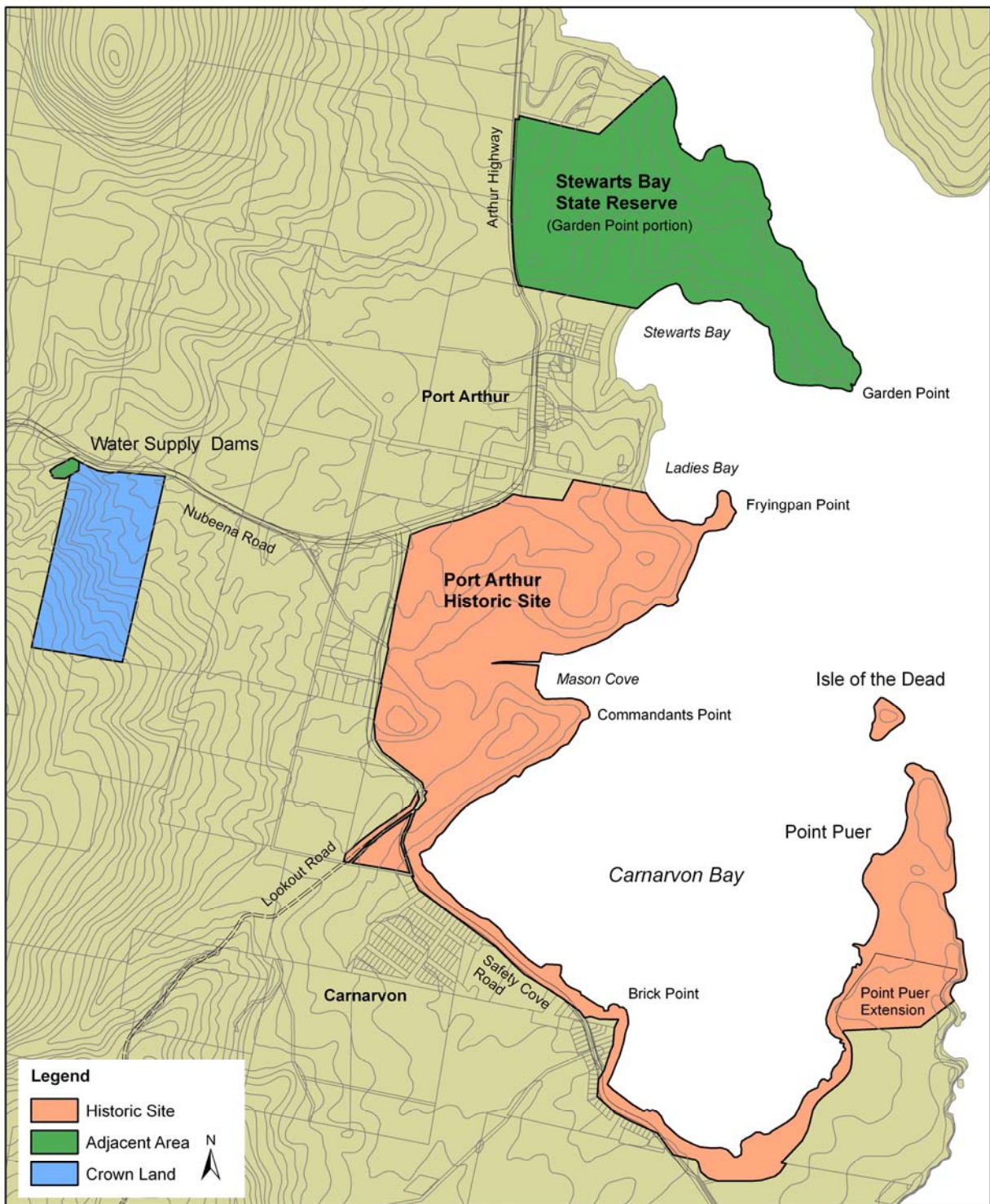


Figure 1.1. Location and context of the Port Arthur Historic Sites.





**Figure 1.2.** The Port Arthur Historic Site, the Adjacent Areas at Garden Point and on the Nubeena Road and the Point Puer Extension.

‘An overarching policy document.’

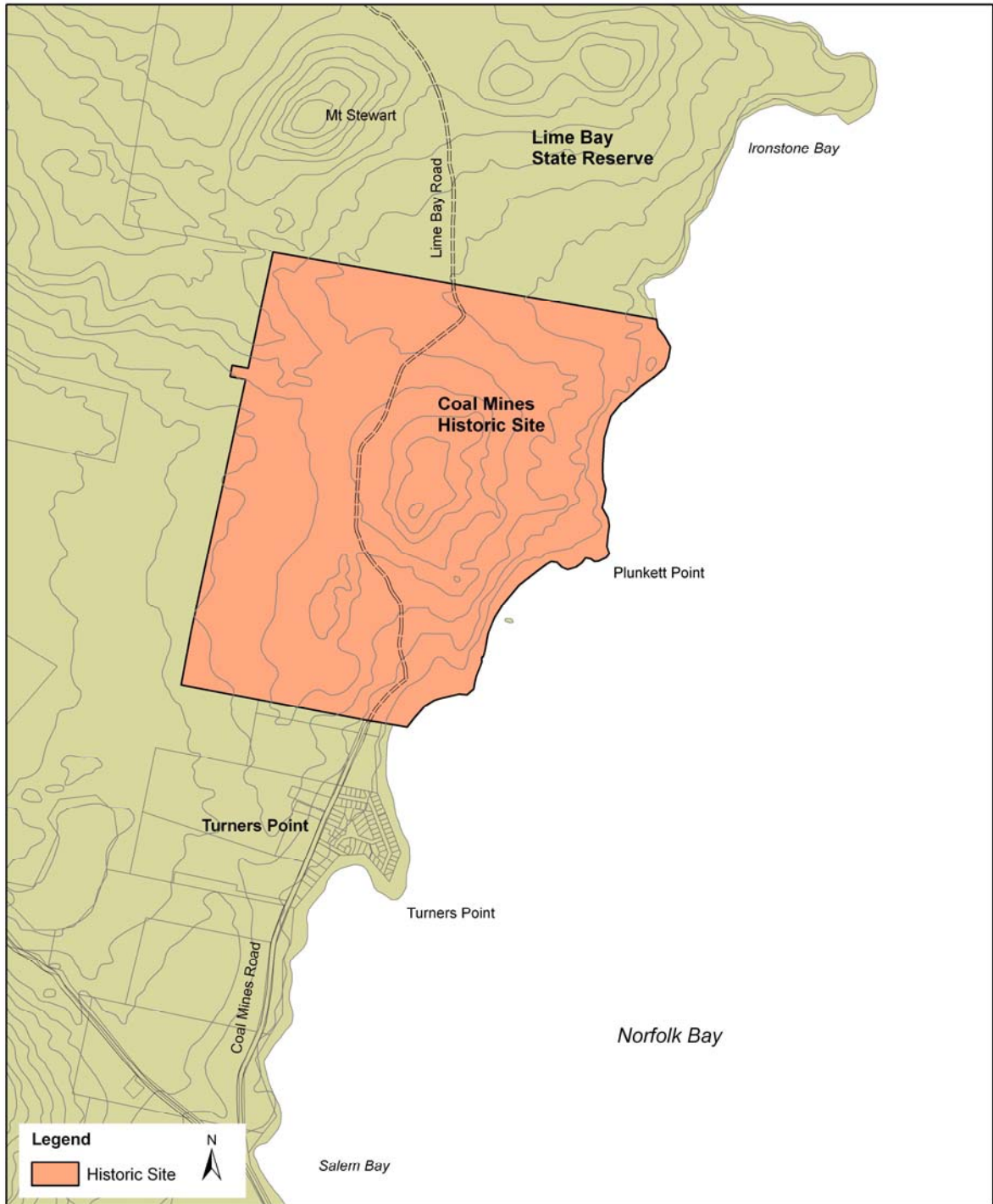


Figure 1.3. The Coal Mines Historic Site.

‘...An overarching policy document.’



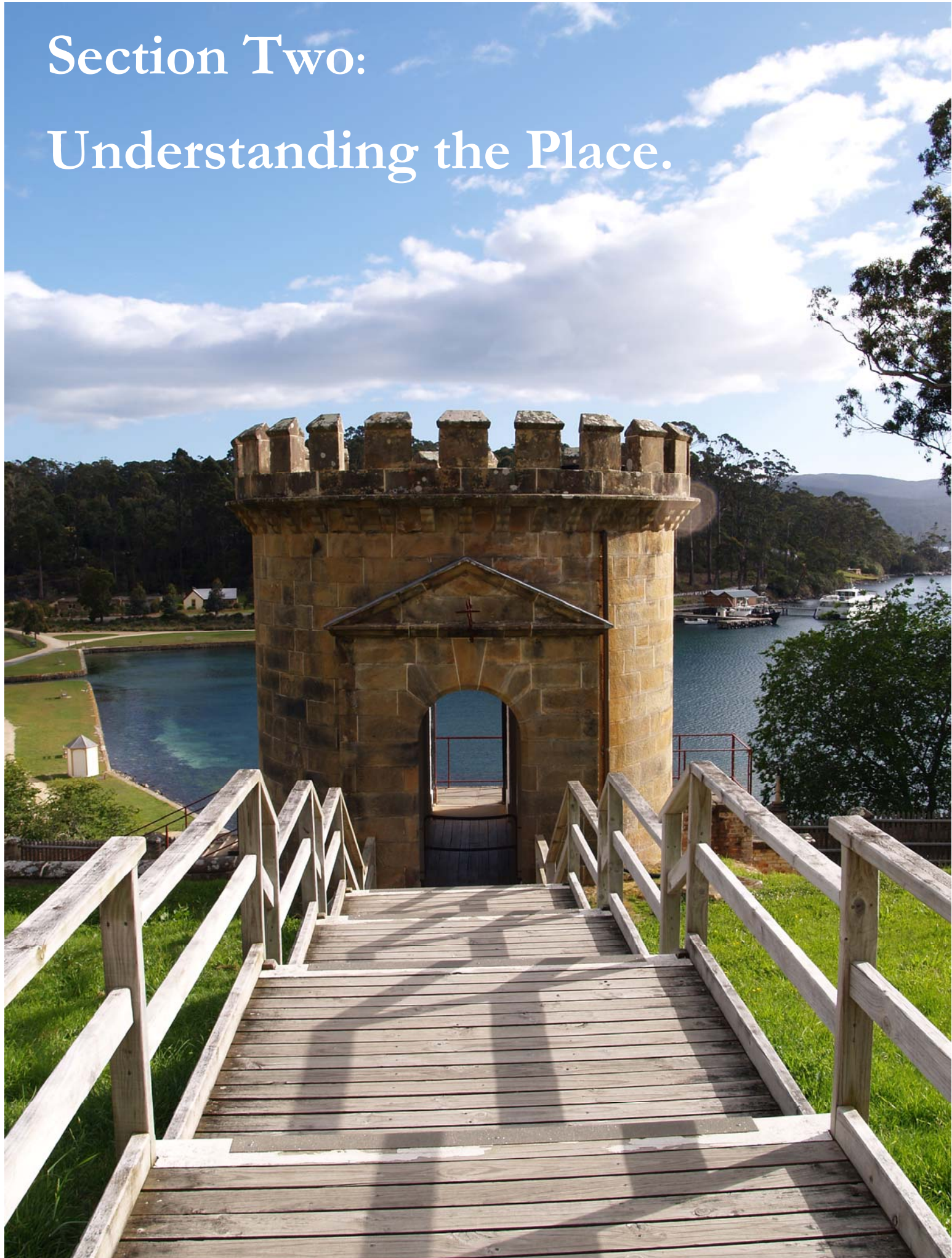
Figure 1.4. The Mason Cove portion of the Port Arthur Historic Site.

‘...An overarching policy document.’



Figure 1.5. Coal Mines Historic Site features.

# Section Two: Understanding the Place.



## 2.0. Understanding the Place

### 2.1. Introduction

#### 2.1.1. General

This section of the management plan provides a summary of the historical and physical context of the Port Arthur Historic Sites based on information provided within a number of existing studies.

#### 2.1.2. Location and Setting

The Port Arthur Historic Sites are located on the Tasman Peninsula in the island state of Tasmania, Australia. The peninsula is joined to south-eastern Tasmania by a narrow isthmus, known as Eaglehawk Neck. Port Arthur is located approximately 100 kilometres southeast from Hobart along the Arthur Highway, on the southeast part of the peninsula. The Coal Mines Historic Site is located near Saltwater River on the northwest point of the Peninsula, approximately 112 kilometres southeast from Hobart along the Arthur Highway and Saltwater River Road. The Coal Mines Historic Site lies some 30 kilometres by road northwest of the Port Arthur Historic Site.

The Port Arthur Historic Site comprises 98.1 hectares of land at Mason Cove, on the western side of Carnarvon Bay that contains the main portion of the former 19th-century penal/industrial complex of Port Arthur. It also includes 37.4 hectares of land encompassing the former boys' establishment at the north end of Point Puer, the Isle of the Dead cemetery located within the bay, and the coastal reserve running around the south side of Carnarvon Bay, connecting Mason Cove and Point Puer. Port Arthur forms a natural basin surrounded by Mount Arthur, Mount Tonga, and the hills that form the catchments for Radcliffe Creek and other watercourses that enter into Mason Cove.

The Port Arthur Historic Site is an assembly of remnant convict settlement, cultural landscape features (including Aboriginal heritage), township fabric and 20th-century tourism development. The natural landforms have been modified over time, resulting in a low maintenance parkland character, with remaining buildings and structures set within broad expanses of lawns and gardens.<sup>1</sup> Important landscape elements within the setting include Mason Cove, Mount Arthur, Point Puer, the Isle of the Dead and the eastern shoreline of the harbour.<sup>2</sup>

The Coal Mines Historic Site comprises 214 hectares of land that slopes gently towards the western shore of Norfolk Bay. The site, partly reclaimed by bush land, is scattered with ruins related to its use as a mine prior to 1877. It is a cultural landscape that has been formed by the activities of coal mining, especially shafts, adits, tramways and roads. The landscape also reflects its earlier use by Aboriginal people. The site incorporates Plunkett Point, which looks over Norfolk Bay to the east towards the Forestier Peninsula.

## 2.2. Historical Context

### 2.2.1. Aboriginal History

Tasmania has a rich cultural history. Tasmanian Aboriginal people are known to have lived here in a dynamic relationship with the land, sea and waterways for at least 35,000 years. Archaeological evidence suggests that the Tasman Peninsula has an Aboriginal history at least 5400 years old, but it is probable that the Peninsula was occupied much earlier.<sup>3</sup> At the time of European invasion, the Tasman Peninsula was the homeland of the Pydairrme people, a band of the Oyster Bay tribe, whose extended families managed the land and maintained an intimate and inseparable connection with their country. This relationship was one in which the landscape was imbued with social, cultural, environmental and spiritual significance.

The Pydairrme modified the landscape mainly through movement, camping, seasonal use of natural resources, and burning. There are many Aboriginal sites throughout the Tasman Peninsula, including stone artefacts, shell middens and a cemetery. In addition, the landscape today retains many of the natural resources that would have been used by the Pydairrme people.

In 1830, in an attempt to clear Aboriginal people out of the south-eastern 'settled districts' Lieutenant-Governor George Arthur created a cordon—subsequently known as 'the Black Line'—across the colony and organised troops and colonists to sweep south forcing all Aboriginal people into the Tasman Peninsula, with the intention of rounding them up and relocating them. This strategy failed, but from the early 1830s there are no records of Aboriginal people remaining on the Peninsula.



The Protector of Aborigines, George Augustus Robinson, passed through Port Arthur on one of his journeys. Robinson had been contracted by the government to gather together all the surviving Aboriginal people from the main island of Van Diemen’s Land and remove them to a place of safety. He and his group stayed the night, and an Aboriginal woman died and was buried at Port Arthur. At least two mainland Aboriginal convicts are also known to have served time at Port Arthur. People of Aboriginal ancestry are known to have returned to the Peninsula in the late 19th century, after the penal settlement closed.<sup>4</sup>

### **2.2.2. European Occupation and the Convict System**

#### *Overview*

Convicts had been an integral part of colonial Van Diemen’s Land since the settlement of Risdon Cove in 1803. Between 1803 and 1853 over 73,000 male and female convicts were transported to Van Diemen’s Land. The vast majority of these men and women were from the British Isles, though a number were from other British colonial acquisitions, such as the West Indies and India. The convicts formed the bulk of the labour force, employed both by the colonial government and the settlers. They were engaged in all branches of industry, including land clearance and improvement, resource extraction, public works and domestic service.

‘Convicts had been an integral part of Van Diemen’s Land  
since the settlement of Risdon Cove in 1803.’

In Britain’s empire, the penal settlement at Norfolk Island was the most remote, with Port Arthur being the next most distant. After Norfolk Island’s second period as a convict settlement ended in 1855, and its convicts were transferred to Van Diemen’s Land, Port Arthur became the most distant British penal settlement.

In the early 1820s John Thomas Bigge’s report into the operation of the convict system in Van Diemen’s Land and New South Wales was published. Bigge recommended the increased use of public works gangs, as well as the formalisation of a system that had operated on an ad-hoc basis from the early years of settlement – the assignment system. Under this form of management, convicts were assigned to a settler, working off their sentence until they were eligible for a Ticket of Leave.



In Van Diemen's Land the assignment system reached its ultimate expression under the authority of Lieutenant-Governor George Arthur (1824–36). Arthur saw Van Diemen's Land as a penal colony, with the interests of the colonists coming second to the security of the colony. Consequently, there was intense criticism from some quarters of Arthur's approach, style and—to a degree—his systems. By the mid-1830s the assignment system was the subject of intense debate in both Van Diemen's Land and New South Wales. The end result was the formation of the Molesworth Committee in 1838 to investigate the many charges of irregularity and abuse. This committee reported that inefficiency, irregularity and inhumanity appeared to be endemic. This led to the abolition of transportation to NSW in 1840 and to a new system in Van Diemen's Land—the probation system.

### *Penal Stations*

As well as the formal introduction of assignment, Bigge's report had recommended the creation of centres of secondary punishment for the more recidivist elements of the convict population. These penal stations for men and factories for women were to be centres of unremitting hard labour, designed to develop such a fearsome reputation that they would keep the convicts in gangs and private service in check, as well as forming a deterrent to crime in Britain.

These punishment stations were located at the frontiers of both New South Wales and Van Diemen's Land. In New South Wales, Port Macquarie (established 1821) and Moreton Bay (1824) began as penal stations, though as settlement crept up the east coast, they soon lost the desired factor of isolation. In 1825 they were superseded by the penal settlement of Norfolk Island (first settled 1788).

In Van Diemen's Land, Macquarie Harbour (established 1822) and Maria Island (1825) were the first two penal stations. Of these, the former developed a reputation as a place of severe punishment. Convicts were primarily engaged in timber-getting, although shipbuilding, lime-burning, brickmaking and agriculture were also pursued. Both Macquarie Harbour and Maria Island closed in the early 1830s.

In 1833 a convict timber-getting settlement at Port Arthur that had been established three years earlier was re-designated as a secondary punishment station. Men and material were redirected to this establishment. Port Arthur soon became the largest penal settlement in the colonies. Inmates included not only secondary offenders but also 'gentlemen' convicts and political prisoners, who were considered likely to have an inflammatory effect on their fellow prisoners by spreading notions of rebellion.



The station was used for penal purposes for 47 years, with an estimated 12,000 sentences served by men at the isolated settlement. Some men were multiple offenders and returned many times. Port Arthur was also home to the men, women and children who were part of the military and civil establishment that superintended and administered the workings of the penal station. No women were sentenced to serve time at Port Arthur, but some came as assigned servants to free families.

### **2.2.4. Port Arthur and the Tasman Peninsula**

#### *The Penal Peninsula’s establishment*

The penal station of Port Arthur began as a convict timber-getting camp in September 1830. Over the next three years a bustling settlement arose by the edge of Mason Cove: barracks for close to 200 convicts, workshops and—on a hill overlooking the bay—administrative buildings, military barracks and civil residences. In 1833, with the closure of Macquarie Harbour and Maria Island, Port Arthur became the focus of the secondary punishment system in Van Diemen’s Land.

The geographically isolated Tasman Peninsula was an ideal location for such an establishment. A military outpost was quickly established on the narrow isthmus of Eaglehawk Neck, with military pickets and guard dogs strung out across the sandy neck. All but government seaborne traffic was banned from the area, the only visitors to the peninsula being those who were officially-sanctioned. The Peninsula was also rich in resources—timber, stone, coal and land—and it was not long before the convicts were put to work exploiting all four. Within five years over five million feet of timber had been felled, split and sawn by the convicts, while hundreds of tons of sandstone and brick clay had been quarried for use at the settlement.

‘The peninsula was rich in resources...

‘The convicts were put to work exploiting them.’

In early 1833 a survey of the Tasman Peninsula’s northwest had noted a seam of coal at a place known as Slopen Main. Later that year, Port Arthur’s Commandant, Charles O’Hara Booth, oversaw the establishment of a mine worked by convicts. Convicts had only been used once before in such an enterprise in Van Diemen’s Land—at Macquarie Harbour in the early 1820s (their endeavours were unsuccessful).

Initially comprising adits driven inland from the coast, the workings at the Coal Mines rapidly expanded as more seams were discovered. By 1840 the workings were serviced by a network of roads and tramlines—as well as two jetties—and a settlement for the accommodation, administration and supervision of over 200 convicts was well established.

Despite not being of the highest quality, the coal found a ready market in the colony and was used by the government, as well as being auctioned in Hobart to free settlers. As at Eaglehawk Neck, the Coal Mines operated as an outstation of Port Arthur, falling under the jurisdiction of both the Commandant and the Commanding Military Officer. Initially, better-behaved convicts were sent to the mine; however, as it became established, it was used as a punishment station akin to Port Arthur, but with an even harsher regime and more fearsome reputation.

Developments in convict administration in the 1830s also saw a significant step taken in the management of the previously perplexing problem of juvenile convicts. In 1834, at the behest of Lieutenant-Governor George Arthur, Point Puer was established across the bay from Port Arthur. Here convict boys arriving in the colony were segregated from the corrupting influence of adult convicts and provided with a modicum of trade training, as well as scholastic and religious education.

Well-behaved boys were taught shoemaking, tailoring, carpentry, stonemasonry, bookbinding and boatbuilding, while others were put to work felling trees, and clearing and working land. Commandant Booth instituted a hierarchical punishment system in order to maintain discipline. However, staffing shortages and the poor quality of the buildings available often worked against these aims. By the end of the 1830s almost 500 boys were incarcerated at Point Puer. Some of them had committed crimes in the colony, but the majority were freshly landed off transports from Britain.

As well as the Coal Mines and Point Puer, a number of other establishments were attached to the main Port Arthur settlement. To the north were the small establishments of Long Bay and Norfolk Bay, port termini for a convict-powered tramway across the peninsula that reduced the need for the sometimes hazardous open sea voyage to Hobart. Pushed by a gang of convicts and capable of carrying passengers, this human-powered transport was the first passenger railway in Australia.



## ‘Understanding the Place’

A number of semaphore stations were also built around the Tasman Peninsula, facilitating contact between the establishments, as well as with Hobart. Although a network of trackways traversed the peninsula, transport and communication were largely maintained by a fleet of convict-manned schooners, whaleboats and lighters. Many of these craft were built at Port Arthur’s convict-operated dockyard. Here, under the guidance of a free Master Shipwright, initially John Watson and later David Hoy, convicts were put to work on the skilled tasks of boat and shipbuilding. Between 1834 and 1849, 15 large vessels and over 140 smaller boats were launched

### *Probation*

In 1838 the Molesworth Report was published; the net result was the cessation of transportation to New South Wales in 1840 and a dramatic restructuring of the system of convict management in Van Diemen’s Land. The new system—known from 1840 as the Probation System—saw all new convict arrivals placed in work gangs scattered across the colony.

Convicts were to be classified according to behaviour and ability; they were to enter private service as wage-earners when released on probation, after serving a portion of their sentences in gangs. These gangs were located at the sites of old road stations, or in new stations built in unsettled areas. Port Arthur and the Coal Mines were retained as punishment establishments within the new probationary framework. Along with this reshaping of the convict system came a substantial increase in the Convict Department’s footprint on the Peninsula, with six new stations opened up.

‘Probation ushered in a period of unparalleled activity...

Men and materials were funnelled into the area.’

The onset of probation ushered in a period of unparalleled activity on the Peninsula, as men and material were funnelled into the area. The first of the new stations was Saltwater River, opened in March 1841. Following it were Slopen Island (1841–44), Impression Bay (1841–51), Wedge Bay (1842–45) and Cascades (1842–56). Of those that lasted more than three years, Saltwater River was primarily geared toward agriculture, Cascades toward timber-getting and Impression Bay initially a combination of both but ultimately becoming an invalid station.

These stations were administered by their own Superintendent, though Port Arthur still retained the largest population of convicts and administrators. By 1846, over 3500 men were incarcerated on the Peninsula, of whom 1200 were at Port Arthur. The 3500 men were superintended by 200 officers of the Convict Department, as well as the soldiers of the military detachment.

‘By 1846, over 3500 convicts, 200 officers,  
as well as soldiers and military... increased agriculture  
and infrastructure to supply ration demands.’

The need to supply the ration demands of this rapidly growing population resulted in increased agriculture at all stations, as well as the construction of a flourmill and granary at Port Arthur in 1845. Powered by an overshot waterwheel, the mill was one of the largest edifices built in the colony at that time. A network of dams, water races, tunnels, pipes and a flume drew water from the Mount Arthur foothills and supplied it to the wheel. Convicts at Port Arthur were employed in a steadily growing number of activities, from the traditional hard labour of timber-getting and quarrying, to the manufacturing of clothing, building materials and components.

Under the management of Commandant William Champ, the station began to move away from the austerity of its early years. Subsistence garden plots were established throughout the settlement, as was the ornamental splendour of Government Gardens. An increasing number of official visitors came to the station, their written and illustrated observations today forming a valuable part of Port Arthur’s archive.

When not engaged in the tasks of running the station, the military and civil officials and their families enjoyed a limited social life at the cloistered outpost: dinner parties, games, outings and scientific pursuits were all part of daily life. A number of Port Arthur’s senior staff maintained connections with cultural institutions, and there were many scientific collaborations based at the penal station in areas as diverse as horticulture, medicine and tidal research.



## ‘Understanding the Place’

At the Coal Mines, the workings steadily advanced inland. By 1842 a number of new shafts had been sunk to access the coal. The uppermost shaft was joined with the jetty terminus by an inclined plane, down which wagons laden with screened coal trundled, pulling up empty wagons with their weight. A steam winding engine was employed at the mouth of the shaft, the first instance of mine mechanisation in Tasmania. According to the stipulations of the probation system, the convicts at the mines were meant to be strictly classified. However, the day/night shifts worked by the miners, as well as the lack of suitable buildings, often worked against this aim.

During 1841–43 the population of the mines reached almost 600 convicts, steadying at around 400 by 1846. By the mid-1840s the mine was facing increasing competition from growing private interests in coal mining, as well as negative reports about the alleged abuses perpetrated by convicts in the mines. A large complex of separate apartments was built to classify and contain prisoners at night; however, the economic and political burdens of the station were considered to be no longer supportable.

The probation system reached its zenith in the mid-1840s, then began a rapid decline that lasted until the early years of the following decade. Stations were closed across the colony, as the Convict Department desperately rationalised and centralised its operations in the face of the looming end of transportation. The stations of the Tasman Peninsula were some of the last to be closed, as all remaining Imperial convicts were channelled onto the Peninsula.

The Coal Mines was closed for convict purposes in 1848. The mines were then privately leased and worked for a further 30 years. Point Puer closed in 1849, following the near completion of a new juvenile penitentiary at nearby Safety Cove. The Point Puer establishment had peaked at over 700 inmates between 1842 and 1844; however, as fewer boys were transported to the colonies in the wake of the establishment of the Parkhurst reformatory on the Isle of Wight, the number of boys at the station had rapidly dwindled. It was no longer viable.

### *Expansion and decline*

As other stations on the Peninsula closed, Port Arthur again became the focus of convict operations on the Peninsula. In 1848 work was begun on the Separate Prison. Completed in 1852, the prison could house 50 convicts undergoing separate treatment. The prison was based on the British prison Pentonville (1842), designed by Captain J. Jebb and it was also influenced by the American Philadelphia system. The construction of the Separate Prison was part of a new punishment philosophy, based on the reforms first espoused by John Howard and later by Jeremy Bentham.

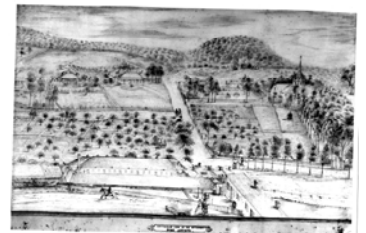
This approach was to drastically alter approaches to convict management, as well as the physical landscape of Port Arthur. Depriving the convicts of contact with their fellows and isolating them for 23 hours a day, the Separate Prison was designed to subjugate the recidivist elements of the convict population. It replaced the physical punishment of flogging (the last flogging occurred in 1849) with psychological intimidation and manipulation. Between 1855 and 1868, 'C Wing' of the prison was used to house violent lunatics.

In 1854 work also began on converting the flourmill and granary—which had dismally failed to meet expectations—into a four-storey Penitentiary. Work finished in 1857: the edifice was capable of housing 136 men in separate confinement and up to 350 in dormitories. Many of the men initially held there were arrivals from Norfolk Island, which was closed in 1855.

‘Industrial capacity increased... all part of an attempt  
to make convict activities self-sustaining.’

The industrial capacity of the Port Arthur station increased as men and material were directed there due to the closure of other peninsula stations. With the closure of the Cascades station in 1856, a steam-driven circular saw and miles of iron tramlines were removed to Port Arthur. Timber-getting continued apace at the penal settlement: a maze of tracks and tramlines were pushed miles into the hinterland to extract the valuable resource. A bank of sawpits was constructed in 1856 by the foreshore, excavated into landfill from the reclamation of the harbour in 1854–55. A large workshop was built next to the Penitentiary, housing the steam sawmill, a bone mill and blacksmiths' workshop.

Such was the mass of material being produced at the station that a dedicated steamer wharf was erected in 1858, allowing vessels to load directly. Large tracts of land were developed for agricultural purposes around the settlement. A farm with pigs and dairy cattle was opened in 1854, new farms were established at Garden Point and Long Bay, and a number of old outstations on the Peninsula were reopened for agricultural purposes.



## ‘Understanding the Place’

This activity was all part of an attempt to make convict activities self-sustaining. Britain had drastically lessened her investment in the Convict Department, especially since the cessation of transportation to Van Diemen’s Land in 1853. By the late 1850s there was a smattering of convicts in Hobart and Launceston institutions, with Port Arthur having by far the largest population. Inevitably, this population became less and less ‘effective’, and unable to perform the tasks necessary to the running of the establishment. An increasing number of convicts were classified as invalid, pauper or lunatic.

In 1857 the old Prisoners’ Barracks was given over to paupers and invalids. In 1863 work was completed on a Paupers’ Depot, which became a dedicated institution for looking after ex-convicts incapable of making a life for themselves outside the penal system. A year later work began on the Asylum, adjacent to the Separate Prison. The Asylum was completed in 1868, and received those members of Port Arthur’s population suffering mental illness.

With the effectiveness of Port Arthur’s prison population rapidly declining, the settlement became an establishment geared toward managing the welfare of the old, helpless and damaged convicts. After 1865 Port Arthur was the last penal establishment to receive the majority of its funding from the British Government. In 1872 it was handed over to colonial control, complete with its dwindling convict population. The establishment continued for a further five years, until it was finally closed for convict purposes in 1877.

### *Post-Convict Use*

Following the closure of Port Arthur for convict purposes in 1877, the land was parcelled up for private sale. Lots were often sold with the provision that the old convict buildings be demolished and removed. However, many buildings were retained for residential and commercial purposes and a township grew among the ruins of the old penal settlement.

A burgeoning tourist trade saw the area of Port Arthur (renamed Carnarvon in 1889) devoted to a combination of tourism, rural agriculture and timber-getting industries. Visitors were initially mainly Tasmanians, keen to see first-hand the ‘horrors’ of a penal station, but soon the site was attracting increasing numbers from the mainland and overseas. The Carnarvon community was quick to capitalise on the curiosity of the tourists. Private museums, guided tours (often offered by ‘old lags’), the sale of souvenirs and the provision of accommodation catered to tourists’ interests and created a financial base for the community.

In 1895 and again in 1897 the area suffered damaging bushfires, devastating many of the remaining convict-period buildings. Despite this, Port Arthur did not lose its place as a key tourism attraction. Mark Twain, America’s most famous writer at the time, visited Port Arthur in December 1895 and subsequently wrote a commentary on Pt Puer.



Recognition of the site's importance prompted the Tasmanian Government to create the Scenery Preservation Board in 1915, which took the management of parts of Port Arthur out of local hands. In 1916 the Church, Penitentiary, Separate Prison and Point Puer were gazetted as historic reserves.

During the 1920s and 1930s the Port Arthur area had three hotels and two museums catering to tourism. Infrastructure expanded as the community gained such amenities as a post office, cricket club and lawn tennis club. Layers of social meaning were added to the landscape, including the planting of a memorial avenue to honour local men who served in the First World War. A new jetty was built and extended to accommodate the rapidly increasing numbers of tourists. Under the Scenery Preservation Board, efforts and funds were invested into the preservation of the site. The community continued its tourist-centric approach, but non-tourism occupations continued, such as fishing, timber-getting and orcharding.

The year 1927 was marked by the release of the film adaptation of Marcus Clark's epic convict novel 'For the term of his Natural Life', as well as by the reversion of the township name from Carnarvon back to Port Arthur, although tourist literature had never referred to it as anything else. By 1948 the majority of the township was reserved as a historic site, impacting non-tourism usages of the area. Hotel accommodation was withdrawn from the historic precinct, and the present-day Motor Inn was constructed in 1959 on the site's periphery. The Point Puer peninsula was used for farming purposes until the 1960s.

The Coal Mines, removed from the main tourist thoroughfare, did not receive the same level of visitation and instead its buildings were plundered as a local source for building materials. The present-day Anglican Church at Dunalley was constructed from sandstone sourced from the Commissariat Store. In 1938 the site was proclaimed a Scenic Reserve.

### ***Recent History and Management***

Between 1938 and 1947 the Port Arthur Historic Site was managed by the Port Arthur and Eaglehawk Neck Reserves Board, with control reverting to the overarching Tasmanian Scenery Preservation Board until 1962. From this date, until the National Parks and Wildlife Service took over in 1971, the Tasman Peninsula Board oversaw the site's management. Under the National Parks and Wildlife Service, serious professional attempts at site interpretation and conservation were made, with the net result that the working elements of the township were gradually supplanted. Point Puer was compulsorily acquired by the Tasmanian Government in 1977.



## ‘Understanding the Place’

The Port Arthur Conservation and Development Project (PACDP), which operated from 1979 to 1986, was a joint Commonwealth and State project that included conservation and development of the historic heritage resources of the Tasman Peninsula. In addition to its specific heritage activities, the PACDP was also involved in other major works, such as the relocation of residents from the township of Port Arthur and the construction of bypass roads. The PACDP established co-operative relationships between archaeology, historical interpretation, architecture and engineering at Port Arthur and was unprecedented in time span and complexity as a conservation project in Australia. During this time the Coal Mines Historic Site was managed by the National Parks and Wildlife Service, but the PACDP engaged in a number of projects in the area, including a comprehensive archaeological survey in 1985. The Coal Mines remained under the control of the Parks and Wildlife Service until 2004.

## ‘Cooperative relationships between archaeology, historical interpretation, architecture and engineering.’

When the PACDP came to a close in 1986, management of the Port Arthur Historic Site passed to the Port Arthur Historic Site Management Authority (PAHSMA). PAHSMA operates under a specific Act (the *Port Arthur Historic Site Management Authority Act 1987*) and is subject to the *Government Business Enterprises Act 1995* (Tas).

PAHSMA’s management continues to the present day. The Authority took over management of the Coal Mines Historic Site in 2004. Since PAHSMA was established in 1987, a large number of major conservation, infrastructure and interpretation projects have been implemented. These have included the reconstruction of the former Government Gardens, interpretation of the Dockyard, a new Visitor Centre, new jetties, the opening of Point Puer, the adoption of the 2000 Conservation Plan, the Dockyard Project and the completion of the Separate Prison Conservation Project Stage 1.

PAHSMA is today the major employer on the Peninsula, reinforcing the Site’s traditional role as a centre of economic activity and work. A 2004 research report indicated that Port Arthur contributes more than \$25 million per annum to the Gross State Product of Tasmania.<sup>5</sup> The Port Arthur Historic Site continues to retain strong links with the community, not only as a place of employment, but through strong and enduring associations and meanings as a landmark and as a symbolic centre.

## 28 April 1996

Between 11am on Sunday 28 April and 10am on Monday 29 April 1996, a tragic chapter was added to Port Arthur's history when a lone gunman shot and killed 35 people and wounded 19 others in and around Port Arthur. This tragedy resulted in the Port Arthur Historic Site being closed to the public for one month. In the years following the event, a memorial garden was established; this includes the partially demolished ruins of the Broad Arrow Café, where many of the victims lost their lives. As a result of this event, national uniform gun laws were introduced, which included a general ban on the private ownership of automatic and semi-automatic firearms. This legislation is among the most restrictive in the world.

## 2.3. Physical Description

### 2.3.1. Tasman Peninsula

The Port Arthur Historic Sites are located on the Tasman Peninsula. The Peninsula is renowned for its rugged coastline, which comprises a mixture of rocky outcrops, beaches, lagoon complexes and spectacular rocky formations. Of particular note are the sea cliffs to its southern side, which are almost 300 metres high.<sup>6</sup> The Peninsula is generally mountainous, with large areas of forests of various types. The Peninsula contains more than a third of the total native vascular plant species in Tasmania and is known to provide habitat for a number of protected and/or endangered species of fauna.<sup>7</sup>

Much of the landscape of the Tasman Peninsula has been classified as National Park, State Reserve or Historic Site. While the natural landscape of some areas is largely untouched, areas now designated as Historic Site were subjected to extensive change and development throughout the convict era. This was followed by overgrowth in subsequent decades and, more recently, by 'beautification' by the Scenery Preservation Board, and the management actions of the Tasmanian National Parks and Wildlife Service.

As boats were the main form of transportation during the convict period and into the 20th century, the shores of Mason Cove and the surrounding coastal areas are in many cases littered with evidence of their use during the convict era, particularly for industrial purposes.



Evidence of the convict period is scattered throughout the Peninsula. Physical remains of the era include the main settlement at Port Arthur; the prison for boys at Point Puer; Safety Cove farm; probation stations at Cascade (Koonya), Wedge Bay (Nubeena), Impression Bay (Premaydena), Saltwater River; the Coal Mines; outstations at Little Norfolk Bay and Slopen Island; semaphore stations (including Woody Island); the convict railway; the Eaglehawk Neck guard station; military officers’ quarters; garden remnants, and cemeteries.

### **2.3.2. The Port Arthur Historic Site**

The Port Arthur Historic Site retains evidence of all phases of use and occupation, from its occupation by the Pydairrme band prior to European settlement, its use as a penal settlement between 1830 and 1877, its development as a township, and finally its gradual transformation into an internationally recognised historic site and cultural tourism destination.

#### ***Aboriginal Heritage***

A small number of Aboriginal sites have been identified within the Port Arthur Historic Site or on adjacent lands. Although these sites are small and have suffered from natural erosion, they are an integral part of a broader Aboriginal landscape that includes natural resources and contributes to the present-day Aboriginal values of the area.

#### ***Cultural Landscape***

The cultural heritage values of the Port Arthur Historic Site are complex. They are found in intangible elements—such as its historical significance and community attachments—and its physical characteristics. The latter comprise a complex layering of natural landscape and topography, with subsequent layers of remnant structures, archaeological evidence and landscape plantings of the former penal settlements and Carnarvon township. The current park-like appearance of the site is a relatively recent cultural artefact, and its physical and scenic beauty may seem to mask its past as a place of human sadness.<sup>8</sup>

The existing appearance of the physical landscape at the Port Arthur Historic Site, which largely comprises historic buildings and ruins in a parkland setting, is predominantly the result of a management approach pursued by the Scenery Preservation Board, the Tasmanian National Parks and Wildlife Service, and the early years of the Authority.

#### ***Buildings and Structures***

Following its closure in 1877, some of the Port Arthur structures were demolished but the structures otherwise underwent little physical change until two major bushfires swept through the settlement in 1895 and 1898. The fires destroyed or severely damaged most of the major surviving structures from the convict period, including the Penitentiary, the Asylum (which had recently been converted into the Carnarvon Town Hall), the Separate Prison and the Hospital.

Although the iconic Convict Church escaped both these fires, its roof and part of its structure had been destroyed in an earlier fire in the 1880s.

The result of these fires was that fairly intact buildings were reduced to ruins, and in some cases were totally destroyed. Demolition rubble from the fires was used to fill in old openings in the landscape, such as convict-period sawpits. Fence lines and other indicators of landscape demarcation that had survived from the 19th-century penal settlement began to disappear.

After its closure as a penal settlement in 1877, the subdivision and sale of Port Arthur land also led to the gradual demolition of many buildings: their materials were recycled within the township and elsewhere on the Tasman Peninsula.

The current buildings and structures at the Port Arthur Historic Site reflect all layers of its history, but are dominated by masonry structures of the convict period, which are mostly of the Colonial Georgian or Gothic styles. Other historical layers that retain considerable fabric include the Carnarvon period—which comprises a number of Victorian and Federation style buildings—and the post-war era, which includes a variety of styles and material uses. Only a very small number of early timber structures remain.

## ‘Retains evidence from all phases of use and occupation...’

An aggressive environment, exposure to the severe weather generated by the Southern Ocean, poor workmanship and poor materials used in the building fabric have contributed to the loss and deterioration of fabric and continue to do so today.<sup>9</sup> The cumulative effects of more than 250,000 visitors annually also have the potential to impact the fragile fabric of the site.<sup>10</sup>

### *Archaeological Sites and Landscapes*

The Port Arthur Historic Site is a significant archaeological landscape and contains many archaeological sites and features, not all of which have been identified or fully surveyed. The known archaeological features of the site are detailed in the Archaeology Plan.

#### ***Terrestrial Sites***

A small number of Aboriginal archaeological sites have been documented within the immediate vicinity of the Port Arthur Historic Site including middens, lithic scatters and isolated lithic artefacts. Although no systematic survey has been undertaken, predictive models suggest that unidentified



lithic scatter sites may remain on flat to gently undulating, well-drained ground more than 100 metres from the shore.

There is also potential for midden sites on well-drained ground behind the sandy bays, on flat headlands near freshwater sources, and above low cliffs on rocky sedimentary coasts. In addition, there is potential for Aboriginal sites to exist beneath the 19th-century gardens and landfill at the head of Mason Cove.

The legacy of the 19th-century convict system within the Port Arthur area is an extensive cultural landscape containing sites and features representing a wide range of activities, functions and associated cultural meanings. These include sites of industry such as agriculture, shipbuilding, timber getting, stone working, brick making and water supply; penal sites, comprising accommodation, punishment and victualling elements; institutional activities relating to health and welfare provisions; administrative, domestic and social constructions and spaces, including plantings; authoritative, observational and spiritual edifices, such as military sites, communication systems and places of worship. The archaeological resource is embodied in all forms of material culture, including standing structures, landscape elements and subsurface deposits.

The legacy of the Carnarvon township and reserve periods is continually developing. Evidence of earlier periods of development exists as discernible adaptations and re-use of earlier convict infrastructure and landscapes. This is complemented by different agricultural, residential and civic constructions. The remains of several generations of sporting facilities, places of accommodation, tourism activity, orcharding and forestry document the fortunes of free settlement and the history of the reserve management.

### ***Maritime/Underwater Sites***

The waters of Mason Cove, Carnarvon Bay and Port Arthur have some potential to conceal submerged sites relating to Pleistocene / early Holocene coastal economies.

Throughout the convict period, the main transport connection between Port Arthur and Hobart, as well as with the other Tasman Peninsula convict stations (including the Coal Mines), was by sea. The Port Arthur coastline from Long Bay to Safety Cove, the Isle of the Dead and Point Puer all contain traces of convict-period materials handling and transportation infrastructure, including tramway termini, jetty sites and associated submerged material. Recent maritime archaeological surveys have provided evidence of shipbuilding activities offshore from the dockyard shipbuilding precinct, while general harbour traffic is evidenced by sea-floor artefact scatters within Mason Cove and Carnarvon Bay.

Post-convict use of the sea is evidenced by numerous jetties and moorings, both within Mason Cove and around Carnarvon Bay. These service the local fishing fleet, residents and the growing number of users of weekend and holiday residences.

A staged Maritime Archaeology survey was conducted between 2000–2002, within a study area bounded by the shores of Mason Cove and Carnarvon Bay and including Point Puer and the Isle of the Dead. A 2002 report 'Working Paper for the preparation of the Mason Cove / Carnarvon Bay Maritime Archaeological Heritage: Conservation Management Plan' recommended the declaration of a maritime reserve, to be included as part of the Port Arthur Historic Site.

### **2.3.3. The Coal Mines Historic Site**

In contrast to the Port Arthur Historic Site, the Coal Mines Historic Site contains little evidence of other land use following the cessation of mining in 1877. The site is characterised by the gradual reclamation of the landscape by native vegetation, with the exception of the central area where the remnant convict-period standing structures are concentrated.

Virtually all of the Coal Mines Historic Site can be regarded as a landscape altered by human activities. Ruins of the main settlement are set in an open clearing, with many other landscape elements associated with the coal-mining period less immediately obvious. The remains of numerous buildings—often no more than foundations or sections of wall—are still to be found in the bush. Other extant features include roads, tramways and jetties. The rough, uneven appearance of the landscape is due to the collapse of mining adits and shafts or the dumping of coal and spoil extracted from the mines. The coastline has also been considerably modified.<sup>11</sup>

#### ***Buildings and Structures***

The design and materials used for buildings at the Coal Mines Historic Site followed a similar pattern to the main settlement of Port Arthur, with basic timber structures being gradually replaced with more substantial masonry buildings designed by the Royal Engineers Department. The surviving buildings of the main settlement are in a ruinous state, and are concentrated in the accommodation and punishment precinct set within a landscaped clearing.

Pillaging of building materials from the Coal Mines Historic site began following its final closure and continued until 1951, when a caretaker was installed.<sup>12</sup> Until recent times, vandalism and the removal of building fabric, especially brick and sandstone, has been an ongoing issue and a contributor to the deterioration of the built environment. This progressive deterioration and diminishment of the substantial structures on site has



## ‘Understanding the Place’

caused a major impact on the substantial buildings of the site, many of which retain only their foundations. Limited amounts of this removed material have since been identified, with fabric believed to have been relocated and re-used in structures as far away as Hobart.

The landscape itself nevertheless provides visual evidence of the process of extracting and transporting coal, maritime connections and the communication and security systems. There is little evidence of the original adits and shafts, but sites of the 1838, 1842 and 1845 shafts are extant, as well as numerous minor shafts and areas for spoil dumps and coal stockpiles.<sup>13</sup>

### *Archaeological Sites*

#### **Terrestrial Sites**

There are numerous Aboriginal archaeological sites at the Lime Bay Nature Reserve, which adjoins the Coal Mines Historic Site, including artefact scatters and remnants of shell middens. Lime Bay was so named for its extensive middens, which were harvested for use in the construction of buildings at the site.<sup>14</sup> It is likely that any significant shell middens found near to the Coal Mines operations would have been plundered for the production of lime, however a systematic survey of the site would probably identify extant evidence of Aboriginal use. Currently there is only one recorded Aboriginal site at the Coal Mines Historic Site.

‘Identification of over 900 features... ranging from shafts,  
tramlines and building components and structural remains.’

The first archaeological survey of the Coal Mines Historic site occurred in 1978, followed by a comprehensive fabric survey, undertaken as part of the PACDP in 1985. The latter survey used historical and physical evidence to identify over 900 features, ranging from shafts, tramlines and building components and structural remains. Features and relics located along the shoreline were noted and recorded as part of the 1985 survey. In 2006 some further survey work was undertaken to update the inventory of known archaeological features, preparatory to the development of a management strategy for the archaeological resource of the site following the transfer from the Parks and Wildlife Service. The survey revealed that there has been some loss of material through natural decay, theft or vandalism since the 1985 study. None of these projects have involved substantial archaeological excavation.



### ***Maritime/Underwater Sites***

The waters of Norfolk Bay adjacent to the Coal Mines Historic Site have some potential to conceal submerged sites relating to Pleistocene / early Holocene coastal economies.

Similar to Port Arthur and the other Tasman Peninsula convict stations, the main transport connection was by sea. The coastline, particularly at Plunkett Point, contains evidence of maritime activity in the form of the remains of numerous jetties and associated material such as ballast and coal dumps.

A comprehensive maritime archaeological survey of the waters immediately adjacent to the Coal Mines Historic Site has not yet been undertaken, although there has been some preliminary survey work carried out at the jetty remains at the former Saltwater River probation station nearby.

### **2.3.4. Collections**

#### ***The Port Arthur Collection***

The Port Arthur Collection encompasses a large variety of items of movable cultural heritage related to the Port Arthur Historic site. It includes convict relics, furniture, decorative arts, firearms, documents and photographs. Although a proportion of the collection is associated with the convict era, items also include pieces that relate to the post-convict history of the Tasman Peninsula. Not all convict relics held in the collection relate directly to Port Arthur—some have been sourced from other Australian penal settlements.

Many of the approximately 3700 items in the collection come from the Government purchase of the Radcliffe Collection in 1973. Radcliffe was an early 20th-century collector and entrepreneur. Additional items have been progressively acquired through purchase or donation.

A small proportion of the collection is on permanent display at the Port Arthur Historic Site, with the remaining items catalogued and stored in a climate-controlled storage facility located at the site.

#### ***Archaeological Collection***

The Port Arthur Archaeological Collection comprises thousands of artefacts. These have been recovered primarily as a result of development and major building conservation works at the Port Arthur Historic site, but there is also a small number of artefacts from other convict sites. The items are derived from all stages of European occupation, although the majority relate to the mid-late convict and early Carnarvon periods.



## ‘Understanding the Place’

The collection has been derived from the following sources:

- Pre-PACDP archaeological investigations conducted between 1977 and 1979;
- PACDP archaeological work 1979 to 1986, which forms the bulk of the collection; and
- Post-PACDP period from 1987 to the present day.

Approximately half of the archaeological collection has been catalogued. The collection is stored in an on-site facility.

### *Resource Centre Collection*

The Port Arthur Resource Centre Collection has its origins in work undertaken at the Port Arthur Historic Site between 1979 and 1985 as part of the PACDP. The information generated through that project—including photographs, slides, plans and archaeological data and systems of access—forms the basis of the Collection, which has since been considerably expanded.

The collection comprises material relating to the Port Arthur Historic Sites and the Tasman Peninsula and includes copies of primary resource material held by other repositories. The collection also covers subject matter that may provide a contextual history to the sites. The material held includes information on Port Arthur convicts and free people, gathered as a result of additional research and as part of the Convict Database Project. It does not include original Convict Records.

### *Props Collection*

The Props Collection contains items that have been purchased as part of the strategy of recreating historic environments within houses or other buildings at the Port Arthur Historic Site. The Collection now includes 19th and 20th-century furniture and decorative arts, artwork and ephemera. None of this material is provenanced to or has any demonstrated historic connection with the Site.

### *Building Components Collection*

The Building Components Collection contains items that demonstrate historic building practices and materials at the Port Arthur Historic Site 1830–2001, or that demonstrate recent conservation practices and materials. Currently the collection consists of a small number of items, ranging from bricks to samples of past conservation materials. It is envisaged that this collection will grow to become:

- a reference collection for research and management;

- a collection with interpretive potential relating to materials, designs and practices used in architecture, building and conservation over the history of the site.

### *The 1996 Collection*

The 1996 collection contains items relating to the 1996 Port Arthur tragedy and its aftermath. It includes items left on-site in relation to the incident, items donated to the site and items donated to the community of Port Arthur. The collection includes memorial items, quilts, cards, candles, newspaper clippings, stuffed toys, religious items and artwork. There are two associated and highly sensitive collections housed at the Tasmanian Museum and Art Gallery in Hobart and with the Hobart Police Department.

### **2.3.5. Administration Records**

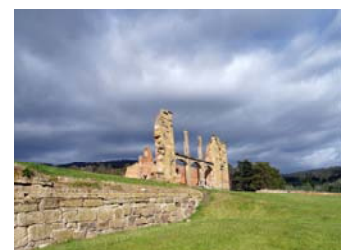
The Authority holds administration records for the Port Arthur Historic Site that date back to 1979. These comprise PACDP administration files and Authority administration files.

The PACDP administration files are a record of all works undertaken throughout the Tasman Peninsula between 1979 and 1986, including both the Port Arthur and Coal Mines Historic Sites. The files contain a large amount of information of historical value and continuing relevance. They are currently accessible as part of the Resource Centre Collection. The Authority's administration files are a record of administrative activity and works undertaken since 1987. They are currently held at the Port Arthur Historic Site Administration Centre.

Administration files associated with the previous management of the Port Arthur and Coal Mines Historic Sites by the Tasmanian Parks and Wildlife Service are either stored with the Department of Primary Industries and Water or the Archives Office of Tasmania in Hobart.

## **2.4. Social Context**

The Port Arthur Historic Site and the Coal Mines Historic Site are both located on the Tasman Peninsula, a remote, separate and sparsely populated community made up of a number of small townships, with a total permanent population of approximately 2000 people. The economy is characterised by a reliance on agriculture, fishing, forestry and tourism. In addition to the permanent population, the peninsula has a large population of owners and users of holiday and 'week-end' residences.



## ‘Understanding the Place’

A number of families have long term connections with Port Arthur more particularly, dating to the Carnarvon and Port Arthur township periods. In some cases, these families resided in houses within what is now the Port Arthur Historic Site, and which were subsequently either restored or demolished. Moreover, Port Arthur was once the community and administrative centre of the Peninsula, with the former Asylum converted into the town hall and the Parsonage functioning as the post office.

The Coal Mines Historic Site also has strong associations with the local community, many of whom live in close proximity and visit the site regularly. For both the Historic Sites the involvement by the community is one that revolves closely around a sense of attachment and ‘ownership’.

In recent years there has also been a steady influx of new residents, attracted particularly by the natural beauty of the peninsula. Some new residents relocate for employment opportunities. The Authority is the largest employer on the Tasman and Forestier Peninsulas; at peak times in excess of 150 staff are employed by PAHSMA.

The attraction of Port Arthur as a widely recognised cultural tourism icon has grown steadily since it became accessible to inquisitive visitors in the late 19th century. This attraction has escalated in the second half of the 20th century, with day visitor numbers in 2005–2006 exceeding 250,000, and 50,000 taking the evening Ghost Tour. The Coal Mines Historic Site has also consistently attracted visitors, but in considerably smaller numbers than those who travel to Port Arthur.

The tragic events of 1996 had a catastrophic effect on every aspect of community life on the Tasman Peninsula, including visitor numbers to the site and the economic benefits that flow from this activity. In recent years, the Authority and the community, especially local tourism operators, have worked together to build a more positive relationship and to share the benefits of a recovering tourism industry. The Authority has been particularly active in supporting local community activities such as the Tasman District School, various sporting and social clubs, and other community events. It also continues to be the fundamental economic driver of the local economy, in terms of both employment and the multiplier effect of tourism visitation.

The tenth anniversary commemoration of the 1996 massacre, held at the site and at which many former residents and employees were present, was a significant event that marked a key milestone in the healing process for both the community and the Authority.

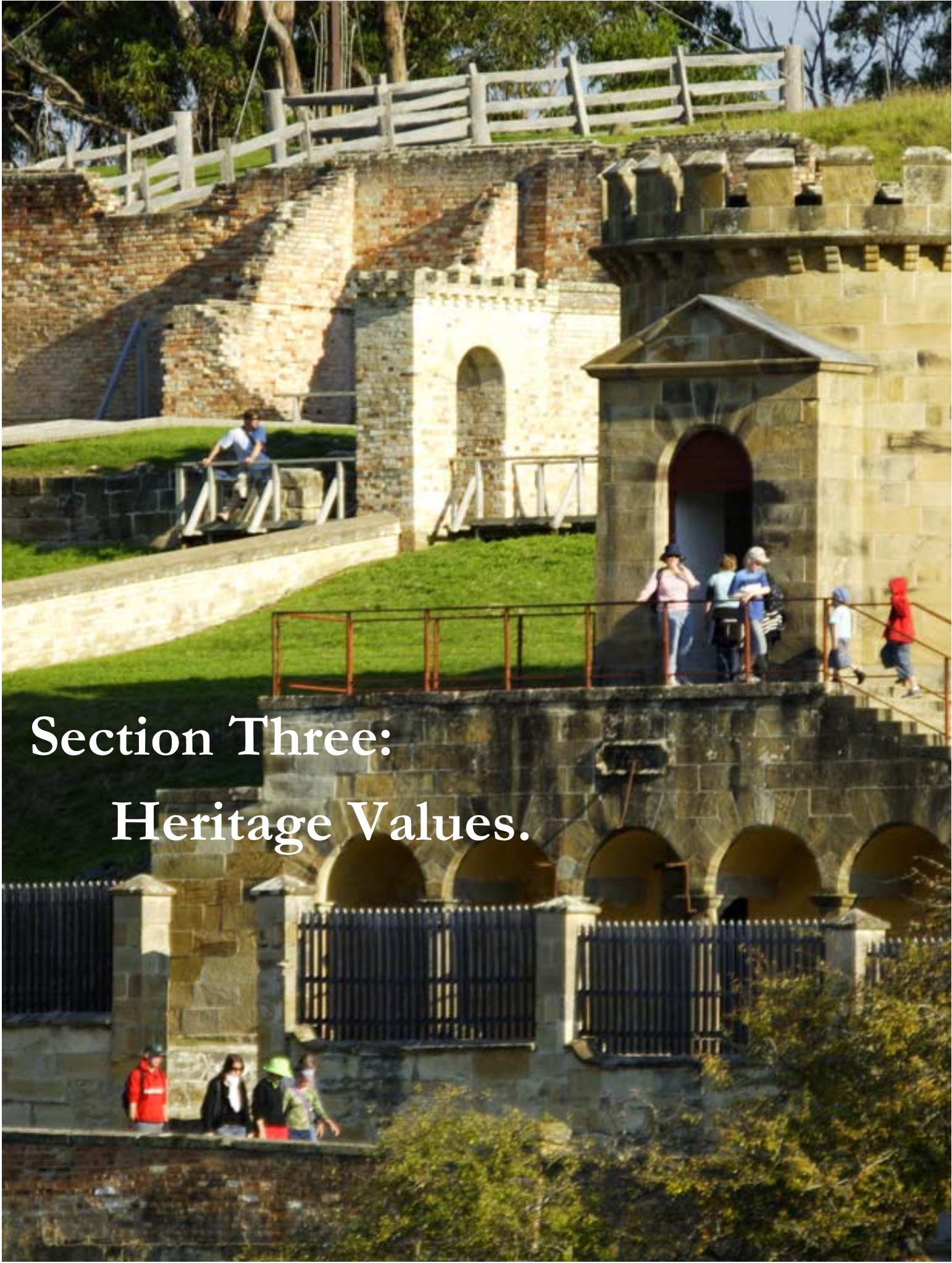
## 2.5. Endnotes

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Section Three:  
Heritage Values.

## 3.1. Introduction

The Port Arthur Historic Sites are important places with many heritage values. This section of the management plan provides an assessment of these heritage values and a summary statement of significance for the Port Arthur Historic Site and Coal Mines Historic Site. For the purposes of discussion and assessment of heritage values within this management plan, the Adjacent Areas at Garden Point and on the Nubeena Road as well as the Point Puer Extension form part of the Port Arthur Historic Site.

Managing the heritage values of the Port Arthur Historic Sites requires assessment and understanding of heritage significance. Different heritage legislation and agencies in Australia use different criteria to assess heritage significance to distinguish the relative level of significance or heritage value. The Port Arthur Historic Site and the Coal Mines Historic Site are individually entered in the National Heritage List (NHL) and the Tasmanian Heritage Register (THR). Both Historic Sites are also included as part of the proposed nomination of Australian convict sites to the World Heritage List.

This section of the management plan provides the Authority’s assessment and summary of the heritage values of the Port Arthur and Coal Mines Historic Sites. Appendix A sets out the ‘statutory’ values for which they are included in the NHL and the THR. While the words of each assessment differ, the context is essentially consistent. The policies and actions of this management plan seek to protect, conserve and retain all of these heritage values.

## 3.2. Assessment of Heritage Values

### 3.2.1. Port Arthur Historic Site

#### *Historic Values*

*The place has heritage value because of its importance in the course, or pattern, of Australia’s or Tasmania’s natural or cultural history.*

The Port Arthur Historic Site is a place of outstanding historic value at local, state and national level. It is a rich and complex landscape, the primary layers of which relate to the convict era (1830–1877). It is an exceptional example of the 19th-century European strategy of using the forced labour of convicts to build global empires.



It demonstrates important aspects of the British strategy of convict transportation to Australia and has a high degree of integrity. In Australia this coerced migration strategy had a major impact on Colonial history, and it has been argued that it has also had an impact on the Australian national character and institutions.

Port Arthur demonstrates to a high degree the adaptation of the 19th-century British penal system to Australian conditions. The system devised by Lieutenant-Governor Arthur and upon which Port Arthur was founded was a unique approach to convict management. Taking its inspiration from the mechanistic fervour of the Industrial Revolution, it sought to mould men into docile and industrious workers. The regime at Port Arthur ensured that men would be punished in an attempt to deter further crime, but it also sought to reform them by offering the opportunity to develop skills that would equip them for a productive and law-abiding life after incarceration.

In pursuit of reform and economic self-sufficiency, Port Arthur was an industrial establishment: convicts were engaged in large-scale timber milling, shipbuilding, foundry work, shoemaking, and the manufacture of a wide range of consumer goods for both government and private markets. The extent of Port Arthur's industrial operations illustrates the importance of 'work' in the penal system and the role of convicts in helping to build the new capitalist colonial economies.

A number of Port Arthur's institutions pioneered new aspects of British 19th-century penal and social ideas and practice in the colonies.

- The Point Puer establishment (1833–49) is the earliest example of a purpose-built reformatory for juvenile male offenders in the British Empire.
- The Port Arthur Separate Prison (erected 1848–52) demonstrates the establishment in the antipodes by the mid 19th-century of ideas pioneered in Pennsylvania (where the term 'penitentiary' was first used) and taken up in British and American ideas about psychological punishment, discipline and social reform. It expresses the shift away from the use of physical punishment to deter crime, to an emphasis on psychological manipulation. This was intended to reform criminal attitudes through isolation from contamination, uninterrupted contemplation of personal sin and regular contact with religious and other personnel who were able to offer moral guidance.



## ‘Important places with many heritage values.’

- After the cessation of transportation in 1853, Port Arthur also became a welfare institution, demonstrating the toll taken on many of its subjects by the rigours of transportation and the convict system.
- The Paupers’ Depot was one of a number of establishments providing indoor relief for the indigent in the colonies. It differed from the British workhouse by providing a regime not dissimilar to that of the surrounding prison, in which paupers were expected to work but were also provided with opportunities for self-improvement, and with rewards for good behaviour.
- The Lunatic Asylum represents the earliest shift in the colonies away from the simple incarceration of people with a mental illness to an attempt to treat and cure sufferers. It was established along the lines of the then-current 19th-century British ‘Ideal Asylum’, but included important and unique adaptations as a response to its penal context.

‘The landscape made a positive contribution to the quality of social life... Gardens symbolised societal structure and social behaviour.’

While the beauty of the landscape has often been framed as a paradoxical contrast to the tragedy and suffering of the human experience at Port Arthur; it is more appropriately viewed as an essential component of the coercive system. For both convicted and free people the gardens symbolised the kind of societal structure and social behaviour that were to be embraced by all. It was anticipated that this would contribute to the convict reform process, and hence to a convict’s subsequent rehabilitation into the outside world. Attractive in its disciplined and designed aesthetic and good order, the Europeanised landscape made a positive contribution to the quality of social life, as well as signposting to convicts the importance of orderliness, structure and attention to appearance.

After the closure of Port Arthur as a penal settlement in 1877, the first steamer loads of tourists arrived. This established Port Arthur as the cradle of Tasmanian tourism, and of heritage tourism at a national level.

The Soldiers’ Memorial Avenue, established in 1919, is of local significance in enshrining the memory of local men who were killed in the First World War.

The Port Arthur Historic Site has also been at the forefront of heritage management practice at both a state and national level. When it was gazetted a Scenic Reserve in 1916 it became the first historic place in Tasmania's reserve system, and the first historic cultural heritage reserve in Australia. A regime of professional conservation management was established at the Site in 1980; this was the first in Tasmania and one of the first in the country. For decades the Site has been Tasmania's foremost tourism destination. It is also an iconic place in national terms, representing an important aspect of the foundational penal chapter of the national story.

When a gunman took the lives of 35 people and wounded 19 others at Port Arthur on 28 April 1996 an additional layer of tragic significance was added to the place. A memorial marking the event was created around the site of the former Broad Arrow Café. The event led to changes in Australia's gun laws nationally.

### **Scientific or Research Values**

*The place has heritage value because of its potential to yield information that will contribute to an understanding of Australia's and Tasmania's natural or cultural history.*

The Port Arthur Historic Site has extensive research potential because of the place's high degree of integrity and the capacity of its material culture to provide unique insights into all historical periods, but primarily the convict period.

In combination, documentary evidence, collections, structures, engineering relics, cultural deposits and landscapes—both terrestrial and maritime—of the Port Arthur Historic Site have unparalleled potential for archaeological research at an Australian historical site. They represent evidence of construction technology, industrial production, use of locally available materials and adaptation of imported traditions to suit local conditions.

Potential research topics include issues relating to human colonisation, physiological and cultural change, health and wellbeing, consumer behaviour, settlement planning, technological adaptation and innovation, and environmental impacts including those of climate change.

The material remains and the landscape at the Port Arthur Historic Site also have the potential to reveal particular aspects of the implementation of the convict system, such as how the Separate Prison, the Lunatic Asylum, the Paupers' Depot or the boys' establishment at Point Puer operated.



## ‘Important places with many heritage values.’

Lemprière's tidal benchmark, placed on the Isle of the Dead in 1841, is believed to be one of the earliest benchmarks to record changes in sea level to be installed anywhere in the world. In combination with Lemprière's written records, it has exceptional historical and scientific significance in the field of global climate research.

The Port Arthur Historic Site has been an important site in the development of method and theory in Australian historical archaeology. Port Arthur has pioneered the application of numerous scientific research methods as an aid to archaeological heritage management, including standing structure matrix analyses, geophysical remote sensing and laser scanning. The Site has been a major training ground for Australian and overseas archaeologists for over 30 years.

### ***Aesthetic Values***

*The place has heritage value because of its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group. These relate to sensory perception, i.e. consideration of form, scale, colour, texture, material, smell or sound.*

The Port Arthur Historic Site is a prominent visual landmark within the landscape. The topography, native and introduced vegetation, and built elements combine to create a distinctive visual record of a dramatic past.

## ‘...Importance in exhibiting valued aesthetic characteristics valued by the community.’

Point Puer and the Isle of the Dead provide visual and historic focal points in important vistas. Similarly, the Port Arthur Site and its landscape setting are dramatic when viewed across the water from these settlements or from the water. The Church and the Penitentiary have both landmark and symbolic value for a variety of vistas to and within the historic site.

The enclosing land and seascapes impress on the viewer the apparent isolation of Port Arthur as a frontier maritime community, symbolising the enormity of the task of establishing a British convict settlement in this remote setting.

Its ruins and formal layout, in a setting that now strikes most viewers as serene, and the care with which this is maintained, symbolise a transformation in Australian attitudes from revulsion at ‘the hated stain’ to an honouring of and interest in the convict past.

The picturesque quality of its setting and its buildings has been recognised since the early days of the settlement. Many 19th and 20th-century artists have taken the place as their subject: these include acclaimed painters such as John Skinner Prout and Simpkinson de Wesselow; gifted amateurs including Colonel Mundy, Owen Stanley, Bishop Nixon, Thomas Lemprière and Thomas Costantini, as well as prominent photographers John Watt Beattie and Charles Woolley. Port Arthur has also held the largest (to date) installation of site-specific art work in Australia—the Port Arthur Project—during the 2007 ‘Ten Days on the Island’ Festival.

Its cultural landscape has inspired literature, including Marcus Clarke's 1874 novel *For the Term of His Natural Life*, Anthony Trollope's record of his visit to the Site and, more recently, *The Curer of Souls*, a 2007 novel by Lindsay Simpson. A number of books have taken the 1996 tragedy as their topic, including works by authors Margaret Scott, Mike Bingham and Carol Altmann.

The Port Arthur penal settlement relied on an 'alien' landscape and seascape to form the bars of the prison. The harbour location, the dense forests and the narrow spit of land at Eaglehawk Neck are powerful reminders of the isolation of the settlement and its fortress-like location.

The parkland qualities of today's Port Arthur, with picturesque ruined buildings and mature English trees strongly contrasting with the native bush, now seem to project an idealised notion of rustic serenity contrasting dramatically with Port Arthur's penal history. This perceived paradox is often remarked on by visitors; however, it is the product of a much misunderstood aspect of the system of authority exerted over both convicted and free persons. The original gardenesque landscape was intended to symbolise for all inhabitants the desired qualities of a thriving society—order, discipline, beauty and obedience. The present landscape contains elements of the original penal landscape design, but over time has been modified to reflect both natural change and to facilitate landscape management.

For all those associated in any way with the tragic events of April 1996, the ruins of the Broad Arrow Café and other areas at the Port Arthur Historic Site associated with the tragedy and subsequent memorial services evoke strong emotional responses.



## ‘Important places with many heritage values.’

### **Technical Values**

*The place has heritage value because of its importance in demonstrating a high degree of creative or technical achievement at a particular period.*

Lemprière’s tidal benchmark, placed on the Isle of the Dead in 1841, is believed to be one of the earliest sea-level benchmarks installed anywhere in the world. When combined with the written records, it has exceptional technical significance in the international field of climate research.

The planning and built fabric of Port Arthur’s Dockyard, flour mill, hydro-engineering works and reticulated water systems demonstrate high degrees of creativity in adapting imported industrial practices to local materials and conditions. The convict tramway—the first rail network in the nation, and the semaphore system—a unique system of rapid communication between the Peninsula and Hobart—both represent significant technical and creative achievements.

The collection of built structures from the convict period of Port Arthur is important in demonstrating the labour, skills and workmanship of convicts. Many buildings demonstrate high quality workmanship and period construction techniques, while others reveal both the lack of skills and technical mastery of an involuntary workforce.

Port Arthur represents the introduction to the Australian colonies of certain Western ideas and structures concerned with the management of prisoners, the mentally ill and the indigent that still underpin modern practices. The Separate Prison, the Asylum and the Paupers’ Depot were adapted at Port Arthur in a local expression of British and American antecedents. Point Puer demonstrates innovation in the attempts to combine discipline, trades, training and education in juvenile reform programs.

The penultimate Superintendent, Adolarus Humphrey Boyd, presided over the first stage of the closure of the settlement. During his time in this position, a gallery was created of at least 200 photographs of the convicts who remained here still under sentence. This is among the earliest-known instances in Australia of the systematic use of photography in prisons to augment written descriptive records as an aid in convict management. It post-dates its introduction in Britain by only 1–2 years.

### **Social Values**

*The place has heritage value because of its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.*

Port Arthur is arguably the best-known symbol of Australia's convict past, an iconic site that represents one of the foundation stories in the state's and the nation's history. Beyond that most general of community values, there are a number of 'communities of interest' that value the site in particular ways.

‘Special association with a particular community or cultural group for social, cultural or spiritual reasons.’

#### ***The Tasman Peninsula community***

For this community, the site has significance as a former township in which many of them were born and grew up. In addition, some have ancestors who lived at Port Arthur during the penal period and/or who are buried on the Isle of the Dead, or loved ones whose sacrifice is commemorated in the Soldiers' Memorial Walk. Many also have strong emotional attachments to the site of the 1996 tragedy. The site has been, and continues to be, a place of employment (often long-term) for members of the local community.

#### ***The heritage community***

Many heritage practitioners, particularly archaeologists, have spent formative parts of their careers at Port Arthur over the past 30 years. This community also values Port Arthur as a proving ground for new conservation and interpretation practice. Port Arthur continues to offer opportunities for students, and for emerging professionals wishing to undertake postgraduate study or advance their professional skills.

#### ***Descendants and family historians***

Port Arthur and the associated convict records evoke powerful associations for the descendants of all those who passed through here, whether convicted or free people.



## ‘Important places with many heritage values.’

### **Visitors**

Visitors, including the formal education sector, value the site for many reasons. They include:

- its place in the formation of national identity;
- the messages that it embodies about the history of the convict system;
- the light that this site sheds on contemporary institutions and practices, such as today’s prisons and detention centres;
- its aesthetic qualities; and
- the opportunities that it offers for recreation and socialising with family and friends.

For all who visit the Site, the memorial for the 1996 tragedy provides an opportunity to reflect upon that event and its outcomes. For many people nationally and internationally the tragic events of 28 April 1996 remain a strong memory that provides an added layer to community understandings and conceptions of the place.

‘...heritage value because of its special association with the  
life or works of a person, or group of persons...’

### **Special Association Values**

*The place has heritage value because of its special association with the life or works of a person, or group of persons, of importance in Australia’s or Tasmania’s natural or cultural history.*

The Port Arthur Historic Site has outstanding heritage value to the nation because of the place’s special association with administrators and convicts from the British Empire in the period 1830 to 1877.

People of outstanding significance with whom the site is associated include:

John Howard, prison reformer, and Jeremy Bentham, philosopher and jurist, were instrumental in the changes to the criminal system in Britain that advocated reform rather than punishment and inspired the probation system and the use of separate cells.



Captain Joshua Jebb designed London's Pentonville prison, one of the first model prisons erected between 1840 and 1842. Pentonville and its separate system were considered to be a success, and thus were adapted at other penal institutions including Port Arthur's Separate Prison (c. 1849).

George Arthur, Lieutenant-Governor of Van Diemen's Land, was instrumental in framing the disciplinary regimens that gave notoriety to the Van Diemen's Land convict system. Under his auspices Port Arthur was established as a penal settlement and named after him.

The Corps of Royal Engineers were responsible for planning, designing and constructing buildings at Port Arthur after assuming responsibility for structures located at penal stations throughout the Tasman Peninsula in 1835.

Commandant Charles O'Hara Booth, Commandant William Champ, and Superintendent James Boyd were all significant in either the development or the management of Port Arthur as a penal settlement. Several of them had important roles at other places beyond Port Arthur, linked to the wider convict system, or arising from their period at Port Arthur. William Champ became Tasmania's first Premier, while the Comptroller of Convicts John Hampton, instrumental in the building of the Separate Prison, went on to become Governor of Western Australia (1862–68).

Thomas Lemprière was the Commissariat Officer at Port Arthur during the 1830s and 1840s. In 1841, he had a tidal benchmark carved into a north-facing vertical rock on the Isle of the Dead from which he took regular tidal readings until his departure from the settlement in 1848. He also created important art works based on the site and its personnel, which are now held in public and private collections.

William Smith O'Brien, the leader of the Young Ireland Movement who was found guilty of treason for his part in a failed armed rebellion against British rule of Ireland, was a significant political prisoner. He was transported for life to Van Diemen's Land in 1848. He was first sent to Maria Island in 1849, and then later Port Arthur, where he was housed in the cottage that now bears his name. He gained a ticket-of-leave, and left Port Arthur on 18 November 1850.



## ‘Important places with many heritage values.’

Notable inmates also include John Frost, Welsh Chartist and leader of the first truly working class movement in Britain, which provided the foundations of the Westminster System of government; Linus Miller, American patriot and a leader of the anti-British forces of the Canadian rebellion of 1837–38; Martin Cash, notorious bushranger; Mark Jeffrey, author of much-published memoirs that describe his experiences at Port Arthur; Henry Savery, Australia’s first published novelist, and Thomas Costantini, an artist who left detailed and unique illustrations of the site in its early years.

‘Notable inmates included Chartists, American patriots, an Irish rebel and bushrangers.’

George Augustus Robinson passed through Port Arthur on a number of occasions. He had been contracted by the government to gather together all the surviving Aboriginal people from the main island of Van Diemen’s Land and remove them to a place of sanctuary. He and his group stayed the night, and an Aboriginal woman died and was buried at Port Arthur. At least two mainland Aboriginal convicts are also known to have served time at Port Arthur. People of Aboriginal ancestry are known to have returned to the Peninsula in the late 19th century, after the penal settlement closed.

Acclaimed 19th-century artists and writers who visited and left a record of their impressions include: John Skinner Prout, Simpkinson de Wesselow, Anthony Trollope, Marcus Clarke, John Watt Beattie, Mark Twain and Bishop Nixon.

Noteworthy craftsmen and tradesmen associated with Port Arthur include master shipwrights John Watson and David Hoy who respectively supervised the shipbuilding industry at Port Arthur in the 1830s–1840s, training some later successful Tasmanian shipwrights in the process. Watson also built a number of famous whalers, yachts, steamers and smaller craft at his own yards.

### **Indigenous Values**

*The place has heritage value because of its importance as part of Indigenous tradition.*

The Port Arthur Historic Site and its environs contain a range of Aboriginal sites in a cultural landscape that was managed by and meaningful to the Pydairrme band of the Oyster Bay people who historically occupied this area.

The probable burial of one known Tasmanian Aboriginal person on the Isle of the Dead makes the island significant to the Tasmanian Aboriginal community.

The Tasman Peninsula region generally has significance to Tasmanian Aboriginal people because it contains abundant traditional Aboriginal resources. The landscape, which around this site appears little changed, was important to Aboriginal people in the past and provides a connection of importance to Aboriginal people today.

### **Rarity**

*The place has heritage value because of the place's possession of uncommon, rare or endangered aspects of Tasmania's and Australia's natural or cultural history.*

The Port Arthur Historic Site is one of a small group of penal settlements in Australia specifically developed for recidivists. It was established in 1830 as a 'prison within a prison'. Today only Port Arthur, Norfolk Island, Sarah Island and Maria Island are able to demonstrate this aspect of Australia's convict history.

The Port Arthur Historic Site includes several elements that are unique or seminal within the context of British and Australian penal philosophy or practice. These include the satellite settlement of Point Puer, which was established specifically for convict boys. Point Puer is the first purpose-built reformatory for convicted boys in the British Empire. The Dockyard is one of only three in the British Empire that used convict labour in building both the infrastructure and the vessels. The Port Arthur Dockyard is also arguably the best preserved and most intact.

The Separate Prison and the Lunatic Asylum are rare examples of innovative ways of managing criminals and the mentally ill in the mid 19th-century, interpreting and adapting experimental European ideas of reform. The Paupers' Depot is the earliest example of indoor relief in the Australian colonies.

The Port Arthur Historic Site encompasses elements of geodiversity and biodiversity that are uncommon at a local level. The lithology at Point Puer displays structures that are celebrated at the Tessellated Pavement at Eaglehawk Neck, while the landscape at Point Puer contains stands of Blue Gum (*Eucalyptus globulus*), Tasmania's floral emblem, which is habitat for the nationally endangered Swift Parrot.



## ‘Important places with many heritage values.’

### **Representativeness**

*The place has heritage value because of its importance in demonstrating the principal characteristics of a class of natural or cultural places.*

Australia's convict sites share a suite of attributes that stem from their peculiar philosophical, economic, social, strategic and geographic contexts. They exhibit features that reflect aspects of convict management, including: secure stores; accommodation for the civil, military and convict populations based on principles of hierarchy; classification and surveillance; places of health care and punishment; administration and industry, and facilities for religion. The Port Arthur Historic Site is outstanding in demonstrating the principal characteristics of an Australian Convict Site because:

- the physical landscape and setting of the Site retain a high degree of integrity and authenticity, thereby providing important evidence of the way in which convict establishments utilised their landscape industrially and administratively;
- the form and location of elements at the Site display deliberate design and spatial arrangement, reflecting the order and hierarchy of a penal settlement;
- the built environment at the Site displays a large surviving concentration and wide range of 19th-century design, engineering and construction techniques in a range of materials and built forms; and
- the site represents important aspects of Australia's convict system including changing attitudes to punishment, reform, education and welfare.

### **3.2.2. Coal Mines Historic Site**

#### **Historic Values**

*The place has heritage value because of its importance in the course, or pattern, of Australia's or Tasmania's natural or cultural history.*

The Coal Mines Historic Site was established in 1833 to mine coal and to provide secondary punishment for re-offending convicts. It is an outstanding example of the 19th-century European global strategy of using the forced labour of convicts in the establishment of overseas colonies. Convicts transported to Australia are acknowledged as the principal labour force in securing a reasonably successful British outpost. The hard physical labour and the infrastructure for delivering punishment at the Coal Mines represent the extreme hardships that many convicts experienced.

The Coal Mines was developed as the most severe place of secondary punishment in the Colony of Van Diemen's Land, but it was also hoped that sufficient coal would be produced for all government needs in the colony. The extent of the former industrial operations is demonstrated by the extant ruins, surface and subsurface remains—both terrestrial and maritime—which complement the extensive archival records. The Site illustrates the importance of convict labour and productivity, classification, punishment and surveillance in the penal system, and the role of convicts in helping to establish new colonial economies.

With other convict places in Tasmania and on Norfolk Island, the Coal Mines Historic Site illustrates the adaptation of the British penal system to colonial conditions and an aspect of the evolution of the secondary punishment system into the Probation System. The hard and dangerous work that official and unofficial sources record as performed at the Coal Mines, and the solitary cells in which the most recalcitrant prisoners were housed, are emblematic of the lowest tier on Lieutenant-Governor Arthur's progressive scale of convict punishment and reform. They were designed to deter offenders from further crime through the promise of extreme severity.

The historical record and the presence of outstandingly preserved extant examples of solitary cells at the Coal Mines Historic Site express an aspect of 19th-century intolerance of the practice of homosexuality in Britain and Australia.

The Coal Mines Historic Site is a very early industrialised mine site in Australia, and the first in Tasmania. The Coal Mines Historic Site represents an important step in the progress of Australia's mining industry.

### ***Scientific or Research Values***

*The place has heritage value because of its potential to yield information that will contribute to an understanding of Tasmania's or Australia's natural or cultural history.*

The terrestrial and maritime archaeological deposits of the penal colliery have national and international research potential. The Coal Mines contains largely unexplored archaeological evidence that—because of its integrity—may provide a unique insight into convict mining operations, penal settlements and colonial industry in general.



## ‘Important places with many heritage values.’

In combination, documentary evidence, collections, structures, engineering relics, cultural deposits, and terrestrial, underground and maritime landscapes of the Coal Mines Historic Site have unparalleled potential for archaeological research. They represent evidence of labour organisation, construction technology, industrial production, use of locally available materials and adaptation of imported traditions to suit local conditions.

Potential research topics include issues relating to the European exploration of the Australian continent and identification and exploitation of resources, settlement planning, technological adaptation and innovation, and environmental impacts.

The Coal Mines Historic Site has potential for scientific research and education concerning the habitat ecology of the Forty-Spotted Pardalote (*Pardalotus quadragintus*) and Hairstreak Butterfly (*Pseudalmenus chlorinda myrsilus*).

### **Aesthetic Values**

*The place has heritage value because of its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group. These relate to sensory perception, i.e. consideration of form, scale, colour, texture, material, smell or sound.*

The Coal Mines Historic Site is a complex cultural landscape of outstanding natural and historical values. It has a sense of serenity, remoteness, mystery and discovery that makes the Site special to visitors.

The Site’s forested hills and marine landscape formed the bars of the prison and are still dominant features of the Site and its setting. Since the early 20th-century the Site has been valued for its romantic qualities as ‘picturesque’ ruins surrounded by native bush within a setting of bays and headlands. This enduring sense of remoteness and isolation is still valued by visitors. It has also been valued for the Gothic atmosphere of confinement and suffering, evoked by the cells in particular. The regenerating bushland provides a naturalised context for the cultural relics, imbuing the site with a sense of antiquity and transcendence not present at more intensively managed and manicured sites.

The Coal Mines Historic Site has been the subject of art work by several professional and amateur artists, including Conrad Martens, Owen Stanley and Bishop Francis Nixon.

### **Technical Values**

*The place has heritage value because of its importance in demonstrating a high degree of creative or technical achievement at a particular period.*

The convict period remains of the Coal Mines Historic Sites demonstrate different technical aspects in the extraction and transportation of coal in the early 19th-century, from relatively simple manual techniques to which were added the more mechanised systems of the steam age.

‘Industrial operations... a novel blend of  
human punishment and technical innovation.’

The industrial operations, using a combination of convict labour and mechanical devices, were unique in Van Diemen’s Land, representing a novel blend of human punishment and technical innovation. The surviving industrial landscape elements clearly illustrate the application of British models of mining adapted to suit the available labour source, local environment and colonial economy.

The spatial layout of its elements in the landscape of the Coal Mines Historic Site demonstrates convict-settlement design practices; these were essentially military in character, with the organisation of the buildings allowing vistas for surveillance and the separation of classes and functional operations. The presence of examples of fine architectural detailing on some structures illustrates the role of craftsmen within the industrial enterprise and demonstrates the presence of skilled stonemasons at the settlement.

The alternating underground vaulted brick separate cells of 1845–46 are the only surviving example of this type of prison accommodation, which was introduced into Van Diemen’s Land during 1844–46 and never used elsewhere in the colonies. The cells demonstrate innovation in the practice of isolating convicts at night from even the most minimal contact with their fellow prisoners, while still providing adequate ventilation.<sup>1</sup>



## ‘Important places with many heritage values.’

### **Social Values**

*The place has heritage value because of its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.*

The Coal Mines Historic Site is important to the community's sense of place and of its own history. It has a long history of use by the local community for recreation, as well as by other visitors. It has long been a favourite place for bushwalking, fishing, birdwatching and other forms of environmental recreation, including camping at the nearby reserve. Many locals take visitors there to show them a very different kind of convict site from the more closely managed and developed Port Arthur.

Visitors from other places also find their way there in small numbers and, according to anecdotal evidence, express their enthusiasm for the unmediated and ‘romantic’ experience that it offers.

The Coal Mines Historic Site and the associated convict records evoke powerful associations for the descendants of all those who passed through here, whether convicted or free people.

### **Special Association Values**

*The place has heritage value because of its special association with the life or works of a person, or group of persons, of importance in Tasmania's and Australia's natural or cultural history.*

The Coal Mines Historic Site has outstanding heritage value to the nation because of the place's special association with administrators and convicts from the British Empire in the period 1830 to 1848.

People of outstanding significance with whom the site is associated include:

George Arthur: Lieutenant-Governor of Van Diemen's Land under whose auspices Port Arthur was established as a penal settlement and the person after whom it was named. He was instrumental in framing the disciplinary regimens that gave notoriety to the Van Diemen's Land convict system.

The Corps of Royal Engineers were responsible for planning, designing and constructing buildings at the Coal Mines after assuming responsibility for structures located at penal stations throughout the Tasman Peninsula in 1835.



Commandant Charles O'Hara Booth and Commandant William Champ were significant in either the development or the management of the Coal Mines as a penal settlement. William Champ became Tasmania's first Premier.

Polish-born naturalist John Lhotsky was charged by Lieutenant-Governor George Arthur with planning the development of the Coal Mines. He also made a complete geological map of the Tasman Peninsula.

Jane, Lady Franklin, visited the Coal Mines in 1837 and wrote a review of operations at the penal settlement.

Acclaimed 19th-century artists and writers who visited and left a record of their impressions include Bishop Francis Nixon, Conrad Martens and Owen Stanley.

### **Indigenous Values**

*The place has heritage value because of its importance as part of Indigenous tradition.*

The Tasman Peninsula region generally has significance to Tasmanian Aboriginal people because it contains abundant traditional Aboriginal resources. The landscape, which around this site appears little changed, was important to Aboriginal people in the past and provides a connection of importance to Aboriginal people today. There is one recorded Aboriginal site at the Coal Mines Historic Site.

### **Rarity**

*The place has heritage value because of its possession of uncommon, rare or endangered aspects of Tasmania's or Australia's natural or cultural history.*

The Coal Mines is the first mechanised mines in Tasmania and one of the first in Australia, and played an important role in building the economic confidence of the new colony. The Coal Mines Historic Site contains the engine beds and footings of the winding and pumping machinery installed in 1845, which represent the earliest recorded pit-top workings in Australia.

The dual role of the Coal Mines as a secondary punishment station and an ambitious industrial venture is rare in Australian convict history. The Coal Mines Historic Site has more surviving above-ground evidence of mining activity than the Coal River site at Newcastle and it is likely that the subsurface evidence is also more intact—including evidence of how the coal was extracted, handled, processed and shipped.



## ‘Important places with many heritage values.’

The Coal Mines Historic Site possesses elements of geodiversity and biodiversity that are uncommon at a local level. The coal-bearing lithology of the Site, while not unique in Southern Tasmania, is uncommon insofar as the seams were sufficiently robust to permit commercial exploitation.

## ‘Importance in demonstrating the principal characteristics of a broader class of cultural places.’

The Coal Mines Historic Site is one of the last refuges of two threatened or endangered species—the rare Forty Spotted Pardalote (*Pardalotus quadragintus*) and the vulnerable Hairstreak Butterfly (*Pseudalmenus chlorinda myrsilus*). Both are found in the site’s *Eucalyptus viminalis* (White gum) forest where both *Acacia dealbata* (Silver Wattle) and *Eucalyptus viminalis* provide vital habitat for part of the butterfly’s life cycle.<sup>2</sup>

### **Representativeness**

*The place has heritage value because of its importance in demonstrating the principal characteristics of a broader class of cultural places.*

Australia’s convict sites share a suite of attributes that stem from their peculiar philosophical, economic, social, strategic and geographic contexts. They exhibit features that reflect the imperatives of convict management, including: secure stores; accommodation for the civil, military and convict populations based on principles of hierarchy, classification and surveillance; places of health care and punishment, administration and industry, and facilities for religion. The Coal Mines Historic Site is outstanding in demonstrating the principal characteristics of an Australian Convict Site because:

- the form and location of elements at the Site display deliberate design and arrangement, reflecting the order and hierarchy of a penal settlement; and
- the Site represents important aspects of Australia’s convict industry, including principles of labour organisation and punishment, introduction and adaptation of technology, and the role of convict labour in building colonial economies.

## 3.3. Summary Statements of Heritage Value

### 3.3.1. Port Arthur Historic Site

#### *Historic Values*

- Port Arthur is an exceptional example of the 19th-century European strategy of using the forced labour of convicts to establish global empires.
- Port Arthur demonstrates to a high degree the adaptation of the 19th-century British penal system to Australian conditions. This regime ensured that men would be punished and reformed.
- Port Arthur was an industrial establishment, which engaged in large-scale manufacture of a wide range of material and goods for both government and private markets.
- A number of Port Arthur's institutions pioneered new aspects of British and American 19th-century penal and social ideas and practice: the Point Puer establishment, the Dockyard, the Separate Prison, the Paupers' Depot and the Lunatic Asylum all demonstrate important innovations in attitude and practice.
- After closure in 1877, the site became the cradle and exemplar of Tasmanian tourism, and of heritage tourism and management at a national level.
- The Soldiers' Memorial Avenue, established in 1919, and the buildings associated with the Carnarvon period, are of local significance.
- The tragedy of 28 April 1996 led to changes in Australia's gun laws.

#### *Scientific Values*

- The Port Arthur Historic Site has extensive research potential because of the high degree of integrity of the Site and its cultural landscape setting.
- The Port Arthur Historic Site is a benchmark place in the development of Australian historical archaeological method and theory.
- Lemprière's tidal benchmark, in combination with his written records, has exceptional historical and scientific significance in the international field of climate research.



## ‘Important places with many heritage values.’

### *Aesthetic Values*

- The Port Arthur Historic Site, including Point Puer and the Isle of the Dead, is a prominent visual landmark within the marine and terrestrial landscape.
- The physical landscape impresses on the viewer the enormity of the task of establishing a British convict settlement in a remote colonial setting.
- The gardenesque landscape was intended to model for all inhabitants the desired qualities of a thriving society—order, discipline, beauty and obedience.
- The beauty of the landscape, while seemingly paradoxical, is rather more appropriately viewed as an essential component of the coercive system; this essentially 18<sup>th</sup>—century idea is forcefully expressed at Port Arthur.
- Its landscape, ruins and formal layout symbolise a transformation in Australian attitudes from revulsion at the hated stain to honouring of and interest in the convict past.
- The picturesque quality of its setting and its buildings has been recorded by artists and writers since the early days of the settlement.

### *Technical Values*

- Lemprière’s tidal benchmark, when combined with the written records, has exceptional historical and scientific significance in the international field of climate research.
- The planning and built fabric of Port Arthur’s Dockyard, convict tramway, semaphore system, flour mill, hydro-engineering works and reticulated water systems demonstrate high degrees of creativity in adapting imported industrial practices to local materials and conditions.
- The collection of built structures from the convict period of Port Arthur is important in demonstrating the labour, skills and workmanship of convicts.
- Port Arthur represents the introduction to the Australian colonies of certain Western ideas and structures concerned with the management of prisoners, the mentally ill and the indigent, which still underpin modern practices.
- The gallery of at least 200 photographs of convicts, created by Superintendent Adolarus Humphrey Boyd, is among the earliest-known instances in Australia of the systematic use of photography in prisons.

### **Social Values**

- Port Arthur is the best-known symbol of Australia's convict past: it is an iconic site that represents one of the foundational stories in the State's and the nation's history.
- The local community values the Site as a former township in which many of them were born and grew up. The cemetery on the Isle of the Dead, the Soldiers' Memorial Walk and the 1996 tragedy have special significance. The site also has significance as a place of long term employment to many community members.

## ‘Convict past and nationhood, community significance, conservation and interpretation practices...’

- The heritage community values the Port Arthur Historic Site as a proving ground for new conservation and interpretation practice.
- Port Arthur and the associated convict records evoke powerful associations for the descendants of all those who passed through here.
- Port Arthur is the cradle of contemporary institutions and practices, such as today's prisons and detention centres.
- The Port Arthur Historic Site has been an important training ground for historical archaeologists and other heritage professionals for 30 years.
- For both the broader and local community, the memorial for the 1996 tragedy provides an opportunity to reflect upon that event and the new laws controlling gun ownership that it inspired.

### **Special Association Values**

- The Port Arthur Historic Site has outstanding heritage value to the nation because of the place's special association with notable reformers, administrators and convicts, artists and writers from the British Empire: these include John Howard, Jeremy Bentham, Joshua Jebb, Lieutenant-Governor Arthur, the Corps of Royal Engineers; Commandants Charles O'Hara Booth, William Champ, and Superintendent James Boyd; John Hampton, Comptroller of Convicts and later Governor of Western Australia 1862–68; Thomas Lemprière,



## ‘Important places with many heritage values.’

William Smith O'Brien, John Frost, Linus Miller, Martin Cash, Mark Jeffrey, Henry Savery, Thomas Costantini, George Augustus Robinson, John Skinner Prout, Francis Simpkinson de Wesselow, Anthony Trollope, Marcus Clarke, John Watt Beattie, Mark Twain and Bishop Francis Nixon.

### *Indigenous Values*

- The Tasman Peninsula region generally has significance to Tasmanian Aboriginal people.
- The landscape was important to Aboriginal people in the past and provides a connection of importance to Aboriginal people today. The local landscape seems little changed from its pre-invasion appearance.
- The Port Arthur Historic Site and its environs contain a range of Aboriginal sites.
- One known Tasmanian Aboriginal person is likely to have been buried on the Isle of the Dead.

### *Rarity*

- The Port Arthur Historic Site is one of a small group of penal settlements in the Australian colonies specifically developed for recidivists.
- The Dockyard is rare as an example of the use of convict labour to build both essential infrastructure and vessels.
- Point Puer is unique as the first purpose-built reformist institution for convict boys in the British Empire.
- The Separate Prison and the Lunatic Asylum are rare examples of innovative ways of managing criminals and the mentally ill in the mid-19th century.
- The landscape around the site provides habitat for the endangered Swift Parrot.

### *Representativeness*

- The form and location of elements at the Site display purposeful design, functionality and arrangement, reflecting the order, operations and hierarchy of a convict penal settlement.
- The built environment at the Site displays a large, surviving concentration and wide range of 19th-century design, engineering and construction techniques, materials and built forms.

- The Site represents important aspects of Australia's convict system including changing attitudes to punishment, reform, education and welfare.

### 3.3.2. Coal Mines Historic Site

#### Historic Values

- The Coal Mines is an outstanding example of the 19th-century European global strategy of using the forced labour of convicts.
- The Coal Mines illustrates the importance of labour and production, classification, punishment and surveillance in the penal system and the role of the convict in the establishment of colonial economies.
- The regime at the Coal Mines represents the most severe tier on Governor Arthur's progressive scale of convict punishment and reform.
- The historical record and the presence of outstanding extant examples of solitary cells at the Coal Mines Historic Site are important in expressing 19th-century intolerance with the practice of homosexuality in Britain and Australia.
- The Coal Mines Historic Site is a very early industrialised mine site in Australia; it is certainly the oldest in Tasmania. The Coal Mines is an important step in the progress of Australia's mining industry.

#### Scientific Values

- The Coal Mines Historic Site has extensive research potential because of the high degree of integrity of the Site and its cultural landscape setting.
- The industrial character and integrity of the Coal Mines Historic Site make it an unparalleled resource for archaeological research into early Australian mining practice.
- The Coal Mines Historic Site has potential for scientific research and education concerning the habitat ecology of the endangered or threatened Forty-Spotted Pardalote (*Pardalotus quadragintus*) and Hairstreak Butterfly (*Pseudalmenus chlorinda myrsilus*).



## ‘Important places with many heritage values.’

### *Aesthetic Values*

- The Coal Mines Historic Site has a sense of serenity, remoteness, mystery and discovery that makes the site special to visitors.
- The Site’s forest and water-bounded landscape formed the bars of the prison and are still dominant features in the landscape.
- Since the early 20th-century it has been valued for its romantic qualities as ‘picturesque’ ruins set in a marine landscape and surrounded by native bush. It has also been valued for the Gothic atmosphere of confinement and suffering evoked by the cells in particular.
- The Site has been the subject of art work by notable professional and amateur artists, including Owen Stanley, Francis Simpkinson de Wesselow, Conrad Martens, and Bishop Francis Nixon.

### *Technical Values*

- The convict-period remains of the Coal Mines Historic Site demonstrate different technical aspects in the extraction and transportation of coal in the early 19th-century, from relatively simple manual techniques to which are added the more mechanised systems of the steam age.
- The industrial landscape—created using a unique blend of punishment labour and technical innovation—illustrates the application of British models of mining adapted to suit the available labour source, local environment and colonial economy.
- The spatial layout of its elements in the landscape of the Coal Mines Historic Site demonstrates convict settlement-design practices.
- The presence of examples of fine architectural detailing on some structures illustrates the presence of skilled stonemasons.
- The alternating underground vaulted brick separate cells of 1845–46 are the only surviving example of this type of prison accommodation, which was introduced into Van Diemen’s Land during 1844–46 and never used elsewhere in the colonies.<sup>3</sup>

### *Social Values*

- The Coal Mines Historic Site is important to the community's sense of place and of its own history.
- Visitors from other places also find their way there in small numbers and express their enthusiasm for the unmediated and ‘romantic’ experience that it offers.



### Special Association Values

- The Coal Mines Historic Site has outstanding heritage value to the nation because of the place's special association with convicts and their administrators in the period 1833 to 1848. Other significant figures include naturalist John Lhotsky and Jane, Lady Franklin.

### Indigenous Values

- There is one recorded Aboriginal site at the Coal Mines Historic Site.
- The landscape and traditional resources, which around this site appear little changed, were important to Aboriginal people in the past and provide a connection of importance to Aboriginal people today.

### Rarity

- The Coal Mines were the first mechanised mines in Tasmania and one of the first in Australia; the beds and footings of the winding and pumping machinery represent the earliest pit-top workings in Australia.
- The dual role of secondary punishment station and an ambitious industrial venture at the Coal Mines is rare in Australian convict history.
- The Coal Mines Historic Site is one of the last refuges of two threatened or endangered species—the rare Forty Spotted Pardalote (*Pardalotus quadragintus*) and the vulnerable Hairstreak Butterfly (*Pseudalmenus chlorinda myrsilus*).

### Representativeness

- The form and location of elements at the Coal Mines Historic Site display deliberate design and arrangement, reflecting the order and hierarchy of a penal settlement.
- The built environment at the Site displays a large, surviving concentration and wide range of 19th-century design, engineering and construction techniques, materials and built forms.
- The Site represents important aspects of Australia's convict industry, including principles of labour organisation and punishment, introduction and adaptation of technology, and the role of convict labour in building colonial economies.



## 3.4. Condition of Heritage Values

### 3.4.1. Introduction

The Commonwealth *Environment Protection Biodiversity Conservation (EPBC) Regulations 2000* require that a management plan for a National Heritage place ‘assess and monitor the condition of heritage values’. While assessing heritage values is well understood in Australia and has been undertaken for this management plan, the concept of assessing the ‘condition’ of heritage values is relatively new. In the past, assessing condition has generally been understood to mean the condition of the physical fabric of a heritage place, while the EPBC Regulations are based on protecting, conserving and managing ‘values’ that extend beyond the physical fabric of a place. This management plan is overarching, ensuring the heritage values of the Port Arthur Historic Sites, whether they are embodied in the physical fabric or otherwise, are conserved and managed accordingly.

### 3.4.2. Port Arthur Historic Site

The Port Arthur Historic Site is in generally good to excellent condition, retains a high degree of integrity and is well managed.

The heritage values of the Port Arthur Historic Site are embodied in the attributes of the place, which include the physical fabric of the place in its setting—that is the buildings and ruins. It also includes the non-physical setting—the records, collections and spiritual and social connections to the place.

### 3.4.3. Coal Mines Historic Site

The Coal Mines Historic Site retains a high degree of integrity, but the physical fabric embodying the heritage values is fragile.

Given the coastal location of the Coal Mines Historic Site and its use as a tourist attraction, deterioration is a naturally occurring process. Generally, the impacts of visitors, natural weathering and erosion, and of plant and animal species contribute to the incremental deterioration of the fabric.

However, the continued implementation of conservation management and stabilisation of the fabric of the Historic Site will assist in protecting the condition of the physical fabric. The values embodied in the non-physical setting—the records, collections and spiritual and social connections of the place—remain intact.


## 3.5. Endnotes

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- 1 Register of the National Estate Listing for the Coal Mines Historic Site, AHPI 11980.
- 2 Sound Connexions Multimedia, 2001, p. 8. Balance must be maintained between informing the public about the fascinating story of the symbiotic relationship between the butterfly, ants, the acacia and the Eucalypt, and giving information that might lead butterfly collectors to raid the pupation sites.
- 3 The other was at the Cascades Female Factory in Hobart, designed in 1842 and built in 1844–1846. See James Kerr, *Design for Convicts: an account of the design of convict establishments in Australian colonies during the transportation era*, Library of Australian History, 1984, p. 153, and James Kerr, *Out of Sight Out of Mind: Australia's places of confinement, 1788–1988*, National Trust of Australia (NSW) 1988, p. 154.





A multi-tiered fountain with water spraying upwards, set against a background of tall grasses. The fountain has two visible tiers of dark, ornate basins. The water is captured in mid-air, creating a dynamic, cascading effect. The background is a soft-focus field of tall, golden-brown grasses, suggesting a park or garden setting. The overall lighting is warm and natural, likely from late afternoon or early morning.

## Section Four: How the Sites Are Managed

## 4.0. How the Sites Are Managed

### 4.1. Introduction

This section of the management plan sets out the context and framework within which the Port Arthur Historic Sites are managed.

### 4.2. Port Arthur Historic Site Management Authority

#### 4.2.1. Background

##### *Responsibilities*

The *Port Arthur Historic Site Management Authority Act 1987* (the PAHSMA Act) created the Port Arthur Historic Site Management Authority (the Authority) as a statutory body responsible for the care, control and management of the areas of land subject to the PAHSMA Act. In the performance of its functions and the exercising of its powers under the PAHSMA Act, the Authority shall:

- ensure the preservation and maintenance of the historic site as an example of a major British convict settlement and penal institution of the nineteenth century;
- coordinate archaeological activities of the historic site;
- promote an understanding of the historical and archaeological importance of the historic site;
- in accordance with the management plan, promote the historic site as a tourist destination;
- provide adequate facilities for visitor use; and
- use its best endeavours to secure financial assistance, by way of grants, sponsorship, and other means, for the carrying out of its functions.

##### *Vision*

The Authority's stated Vision is:

*to conserve, manage and promote the Port Arthur Historic Sites as cultural tourism places of international significance.*

### **Statement of Purpose**

The Authority's Statement of Purpose is to manage the Port Arthur Historic Sites by:

- conserving the heritage values of the sites;
- creating a unique and interactive visitor experience;
- ensuring their financial viability;
- valuing its staff; and
- involving the community.

The Authority's Vision and Statement of Purpose were formulated prior to it becoming responsible for the Coal Mines Historic Site, which was brought under the provisions of the PAHSMA Act by virtue of a 2004 proclamation declaring the Coal Mines Historic Site 'to form part of the historic site under the PAHSMA Act'. The Authority's Vision and Statement of Purpose can nevertheless be read to include the Coal Mines Historic Site and any other lands that should come under the provisions of the PAHSMA Act.

#### **4.2.2. Site Management Structure**

The Board of Directors constitute the Authority and carries out functions in accordance with the PAHSMA Act and the *Government Business Enterprises Act 1995* (GBE Act).

The Chief Executive Officer (CEO) is responsible for the overall administration and management of the Port Arthur Historic Sites under the direction of the PAHSMA Board. The CEO is supported by a number of operating departments including Conservation and Infrastructure, Tourism Operations, Corporate Services, Human Resources and Marketing.

#### **4.2.3. Recent Site Management**

The Authority was established in 1987 to assume overall management responsibilities for the Port Arthur Historic Site previously undertaken by the National Parks and Wildlife Service, now the Parks and Wildlife Service Tasmania (the Service).



## ‘To conserve, manage and promote the Sites’

The Service prepared a management plan for the Port Arthur Historic Site in 1975, although it was never formally adopted. It was superseded by the *Port Arthur Historic Site Management Plan 1985*, which became the basis for decision making at the Port Arthur Historic Site. The plan was amended in 1996 to acknowledge the transfer of the site from the Service to the Authority and to allow specific development to occur in the absence of a more up-to-date management plan.

The *Port Arthur Historic Site Conservation Plan 2000* and a number of subsequent secondary and tertiary plans have more recently provided the basis for an integrated multi-disciplinary framework for management of the heritage values at the Port Arthur Historic Site. The conservation plan established the Port Arthur Historic Site as an exemplar of best-practice conservation management.

The *Coal Mines Historic Site Management Plan 1997*, prepared by the Parks and Wildlife Service, has provided the basis for management decisions and actions at the Coal Mines Historic Site.

This management plan replaces all earlier management plans prepared for the Port Arthur Historic Sites.

‘An integrated multi-disciplinary framework...

An exemplar of best practice conservation management.’

### **Secondary and Tertiary Plans**

The *Port Arthur Historic Site Conservation Plan 2000* proposed a number of secondary plans that include more specific policies and strategies. Each discipline-based secondary plan is intended to encompass one of the main areas of conservation activity undertaken by the Authority, and plans have been prepared for Landscape Management, Archaeology, Collections, and Interpretation. The Asset Management System is also part of this structure.

The conservation plan also provided for the preparation of a range of tertiary plans or works procedures that document the Authority’s established methodology for day-to-day conservation activities and maintenance of key fabric (for example—masonry, paths, roofs, fences, archaeological investigations).



The Asset Management System includes information about the history, condition, significance and relevant conservation policies for the various elements that make up the Port Arthur Historic Sites and records previous works and establishes detailed maintenance procedures and programs. It encompasses a Built Elements Plan.

The Authority also prepares a range of plans for specific projects, either as master plans (for example—Government Gardens, Harbourside Precinct), project plans or conservation plans (for example—Isle of the Dead and Separate Prison). They are typically prepared to provide greater detail about the values and policies for a particular element or place, and a detailed strategy for the development of a scope of appropriate conservation projects, from physical conservation to interpretation. These plans cross the boundaries of the discipline-based secondary plans, but are compliant with their policies.

The activities of the Tourism Operations Department have generally been directed by the imperative to provide a best-practice and quality visitor experience, which articulates the statement of significance and is both meaningful and rewarding to visitors. Within these parameters Tourism Operations aims to maximise financial returns from visitors to the site and from a number of commercial operations that the Authority undertakes. A Tourism Operations Plan has been developed to address management issues that specifically relate to visitor services and to provide action guidelines for the tourism operations of the Authority.

The management of the site is supported by a number of additional plans that support policy for business performance, capital expenditure, human resources, marketing and communications. These include a Communications Plan and Marketing Plan.

### 4.3. Statutory Controls and Policies

In addition to the PAHSMA Act and the GBE Act, the Port Arthur Historic Sites (either in whole or in part) and/or the Authority are subject to a number of Tasmanian and Commonwealth Acts.



## ‘To conserve, manage and promote the Sites’

Other Tasmanian Acts and policies that the Port Arthur Historic Sites and the Authority are subject to include:

- *National Parks and Reserves Management Act 2002*
- *Nature Conservation Act 2002*
- *Aboriginal Relics Act 1975*
- *Historic Cultural Heritage Act 1995*
- *Local Government Act 1993*
- *Land Use Planning and Approvals Act 1993*
- *Tasman Planning Scheme 1979*
- *State Service Act 2000*
- *Tasmanian State Coastal Policy 1996.*

Other Tasmanian Acts and policies also apply to the management of the Port Arthur Historic Sites. Compliance with these Acts and policies will also be required.

‘to identify, protect, conserve,  
present, transmit and rehabilitate.’

The *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) applies because the Port Arthur Historic Site and the Coal Mines Historic Site are individually listed on the National Heritage List (NHL). The EPBC Act will have additional application to both sites if they are included on the World Heritage List as part of the proposed serial nomination of Australian convict sites.

Should the Port Arthur and Coal Mines Historic Sites be placed on the World Heritage List, they would also be subject to Australia’s obligations under Article 4 of the UNESCO *Convention Concerning the Protection of the World Cultural and Natural Heritage 1972* (commonly known as the World Heritage Convention). The primary purpose of Article 4 is to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate their World Heritage values.

## 4.4. Conservation of Heritage Values

The Port Arthur Historic Sites are places of local, state, national and international heritage significance. The heritage values of the Port Arthur Historic Sites give rise to a number of objectives for the protection, conservation, presentation and transmission of these values to all generations. These objectives create an obligation for the Authority to seek to retain all identified heritage values through:

- retention of physical evidence;
- maintenance of historical associations;
- recognition and conservation of all site elements, including landscape, archaeology, buildings and structures, records and associations;
- recognition and retention, where possible, of all contributory elements within or outside the boundaries of the sites;
- involvement of the community, stakeholders and associated people;
- interpretation;
- provision of appropriate access; and
- protection and management of threatened species.

The heritage values of the Port Arthur Historic Sites warrant their conservation and management in accordance with accepted conservation principles, including those set out in the following documents:

- *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance* 1999.
- *The ICOMOS (IFLA) Florence Charter (Historic Gardens and Landscape)* 1982.
- *The ICOMOS (ICAHM) Charter for the Protection and Management of the Archaeological Heritage* 1990.
- *The ICOMOS Charter for the Protection and Management of the Underwater Cultural Heritage* 1996.
- *The ICOMOS International Cultural Tourism Charter (Managing Tourism at Places of Heritage Significance)* 1999.
- *The ICOMOS Charter – Principles for the Analysis, Conservation and Structural Reconstruction of Architectural Heritage* 2003.



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- *The ICOMOS Xi’an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas 2005.*
- *The UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001.*
- *The UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage 2003.*
- *The Australian Natural Heritage Charter: for the conservation of places of natural heritage significance, Second Edition, Australian Heritage Commission, 2002.*
- *Ask First: A Guide to respecting Indigenous heritage places and values, Australian Heritage Commission, 2002.*
- *Previous Possessions, New Obligations: policies for Museums in Australia and Aboriginal and Torres Strait Islander Peoples, Museums Australia, 1993.*

## 4.5. Tourism Strategy

### 4.5.1. Factors Affecting Tourism Management

Factors which affect the Authority’s approach to managing its tourism operations at the Port Arthur Historic Sites include:

- the provision of an authentic and meaningful cultural heritage tourism experience;
- its obligation to provide all levels of the community the opportunity to access/experience their cultural heritage;
- its position as one of Australia’s premier tourist destinations;
- its statutory obligations for disabled access, necessitating physical controls or interventions;
- its statutory duty of care and public liability obligations to visitors;
- the risk of damage to heritage values arising from visitor impact or management interventions to facilitate or control visitor activity; and
- the potential conflict between the need to generate revenue and the heritage values of the sites.

#### 4.5.2. Strategic Objectives of Tourism Operations

The primary obligation of the Authority is to achieve the long-term conservation of the heritage values of the Port Arthur Historic Sites; however, the Authority also aims to reinforce interconnectivity between the roles of Conservation and Tourism Operations. The strategic objectives of Tourism Operations are to:

- manage tourism at the Port Arthur Historic Sites in a way that is consistent with their unique heritage values.
- develop a cultural heritage tourism experience and products that are based soundly on the unique cultural heritage values of the Port Arthur Historic Sites.
- provide high-quality visitor services and amenities.
- maximise economic returns from tourism at the Port Arthur Historic Sites.
- enhance the high level of staff expertise.
- promote the Port Arthur Historic Sites as a premier destination for cultural heritage tourism.
- position the Port Arthur Historic Sites in the forefront of cultural heritage tourism sites.
- co-operate effectively with local and regional tourism bodies and enterprises.

## 4.6. Recreational and Community Use

### 4.6.1. Port Arthur Historic Site

The Tasman Peninsula community is characterised by long-term connections with the Port Arthur Historic Site. During the township period, the community developed a strong sense of ownership and custodianship for Port Arthur. Not only was Port Arthur a place where people lived, it was also the administrative centre of the Peninsula. The Arthur Highway ran through the township, the local fishing fleet was based in Mason Cove, cricket and football were played on the oval in front of the Penitentiary, and the Port Arthur wood chop was held there each year on Boxing Day.



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Today, the Boxing Day wood chop continues as an important community event at the Port Arthur Historic Site and fishing boats are still anchored in Mason Cove. The Arthur Highway, however, has been diverted around the Port Arthur Historic Site and a new cricket oval has been constructed away from the site. The community nonetheless continues to feel a strong sense of ownership and attachment to the site, and the Authority is actively engaged in promoting community access and use of the site.

Tasman Peninsula residents have free of charge access to both Sites. The Port Arthur Historic Site is used as the venue for community events such as public talks, special social events such as those held in conjunction with the Tasmanian Symphony Orchestra, Christmas carol singing and the Boxing Day wood chop. The Mason Cove public jetty (owned by Marine and Safety Tasmania) is still used by the local fishing fleet and for recreational boating and fishing by the community. The Authority is committed to retaining use of and access to the public jetty for such ongoing traditional community practices and has constructed a special car park near the jetty for local fisherman and other local community users of the jetty facility.

The Coal Mines Historic Site also has strong associations with the local community, many of whom live in close proximity and visit the site regularly. For both sites the involvement by the community is one that revolves closely around a sense of attachment and ‘ownership’.

### 4.7. Commercial Use

The following concessions operate within the Port Arthur Historic Site and the Adjacent Area at Garden Point under various lease and licence arrangements:

- Port Arthur Motor Inn—99-year lease (1959–2058) for a 2.5 hectare site transferred in 2006 to the Federal Hotel Group.
- ‘Roseview’ Guest House—leased to the Federal Hotel Group until 2058.
- Garden Point Caravan Park—20-year lease (1990–2010) with current operator.
- Mason Cove (Authority), Isle of the Dead and Point Puer Jetties and Jetty Cottage—Navigators hold exclusive access rights to these jetties to operate Port Arthur Harbour Cruises and use the Jetty Cottage as part of a ten-year contract (2001–2011).

- St David’s Church—the church is located on land managed by the Authority but leased to the local Anglican congregation.
- Adjacent Area on the Nubeena Road and on the edges of the Port Arthur Historic Site—agistment arrangement in place with local farmers to graze stock.

## 4.8. Funding

With the establishment of the Authority in 1987, the initial emphasis for the management of the Port Arthur Historic Site was to achieve a sustainable funding base with increased revenue from visitors and other commercial operations, while continuing its necessary conservation management. Supplementary funding for the Authority’s conservation projects was provided by the Tasmanian Government, but on an annual basis with no forward commitment. The planning and implementation of major conservation projects over more than a single financial year timeframe was therefore difficult. Moreover, the imperative to supplement funding for conservation from commercial operations placed pressures on the Authority to compromise its commitment to the primacy of conservation at the site.

In early 2000, the Tasmanian Government recognised the significance of the site in terms of its contribution to the Tasmanian economy. It recognised that the ad hoc funding arrangement in previous years was not working in the best interest of conserving its heritage values. The Tasmanian Government therefore committed to a revised funding arrangement based on an appreciation of the site as a state-owned asset that warranted the investment of sufficient public funding to ensure that it was properly maintained and resourced.

Commencing with the 2000–2001 financial year, the Tasmanian Government committed to a five-year annual conservation funding program of \$2 million per annum, with a total expenditure of \$10 million over five years. This funding allowed the Authority to plan major long-term conservation projects and reduced the pressures to engage in commercial operations with the potential to impact the heritage values of the site. On an annual basis this funding is dedicated to regular maintenance and smaller capital projects, with limited facility to fund large-scale capital conservation projects.



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In 2005 the Tasmanian Government announced a further five-year commitment of \$2 million per annum to fund the Authority’s conservation program. This current funding commitment will expire in June 2010, at which time it is anticipated that the Tasmanian Government will renew the current arrangement or initiate a revised funding arrangement. Given the additional responsibilities allocated to the Authority, increasing recurrent maintenance costs, and inflationary pressures since 2000 it is imperative that State Government funding for the Conservation Program is increased above present levels post June 2010.

## ‘Recognition of the significance of the Site in terms of its contribution to the Tasmanian economy.’

Notwithstanding the current Tasmanian Government funding for the conservation program at the Port Arthur Historic Site, revenue from entry fees and other sources is a key contributor to funding operating costs. The main source of revenue is from ticket sales at the Port Arthur Historic Site. Other revenue is derived from special tour charges, merchandise sales in the Port Arthur Gift Shop, as well as food and beverage sales. This revenue is used to fund the substantial operating costs of the site, including the maintenance of essential infrastructure such as the Visitor Centre, jetties, Administration Centre, wastewater treatment plant and water supply system. It is also used to substantially supplement the annual Tasmanian Government contribution to the conservation program.

Prior to the establishment of the Authority in 1987, the Port Arthur and Coal Mines Historic Sites were managed by the National Parks and Wildlife Service. From 1987 to 2004 the Service continued to be responsible for the Coal Mines Historic Site with the funding for both essential maintenance and capital works sourced from the Service’s overall budget. As this funding was determined on an annual basis and was of necessity spread across many other sites in Tasmania, the resources were not available to undertake more than recurrent maintenance and minor capital works such as stabilisation and interpretation projects at the Coal Mines Historic Site.



The Authority's ongoing financial situation is predicated on both PAHSMA and the Tasmanian Government acknowledging that it is not possible to fully fund the conservation program for both sites through on-site commercial activities. It is contingent on a number of other variable factors. These include visitor numbers and yield, external funding sources, capital works projects, maintenance and operating costs. These factors will continue to be affected by the external political and economic environment.

An important objective for the Authority is to broaden its funding base and to explore opportunities for external financial support for the conservation program. A Port Arthur Historic Site Conservation Fund has been established and is supplemented with funding received from external sources including public donations. Further funding options to be investigated include bequests and donations, private and government research grants and corporate sponsorship for special and high-profile projects.

## 4.9. Economic Contribution

The Port Arthur Historic Site is the most visited tourist attraction in Tasmania. Since July 2000 the Tasmanian Government has committed annual funding of \$2 million for the Authority's conservation program based on the appreciation that Port Arthur is a state-owned asset that warrants the investment of adequate public funding to ensure it is properly managed and maintained. This funding arrangement reflects recognition that the costs of implementing a best-practice approach to conserving the outstanding cultural heritage values of the Port Arthur Historic Site are a government responsibility, insofar as they exceed the revenue from visitors and associated commercial activities.

The annual investment by the Tasmanian Government generates a positive economic return for Tasmania in terms of increased economic activity and job creation. The 2004 report *Contribution of the Port Arthur Site to the Welfare of Tasmania*, prepared by Symetrics Business Intelligence, concludes that the result of the public investment (in the 2002–2003 financial year) is the generation of 286 full-time equivalent jobs across Tasmania, the contribution of \$25.098 million to Gross State Product, and the addition of \$8.782 million to Tasmanian wage incomes.



## 4.10. Community, Stakeholders and Associated People

### 4.10.1. Community and Associated People

As a site of local, state, national and international significance, a large number of community groups and associated people take a keen interest in the future management of the Port Arthur Historic Sites. Relevant community groups and associated people include:

- the Tasman Peninsula community;
- former and present Authority staff and volunteers;
- descendants of convicts, administrators, military personnel and others associated with the convict period;
- descendants of persons buried on the Isle of the Dead;
- the Tasmanian Aboriginal community; and
- those associated with the tragedy of April 1996.

### 4.10.2. Stakeholders—Government Agencies

A number of Commonwealth, State and local government agencies are key stakeholders associated with the Port Arthur Historic Sites. The main government agencies and authorities are detailed below.

#### *Commonwealth Department of the Environment, Water, Heritage and the Arts*

The Port Arthur Historic Site was placed on the National Heritage List (NHL) in 2005, and the Coal Mines Historic Site was added to the NHL in August 2007. As a consequence, any alterations or works that could affect the National Heritage values of the Port Arthur and Coal Mines Historic Sites are subject to the provisions of the EPBC Act.

The EPBC Act also has provisions for an appropriate management plan to be adopted and implemented for places listed on the NHL. This management plan accords with the management plan provisions under the EPBC Act.

Administrative procedures for listing and consent provisions of places on the NHL are the responsibility of the Commonwealth Department of the Environment, Water, Heritage and the Arts.

### ***Tasmanian Department of Environment, Parks, Heritage and the Arts***

The Authority is closely linked with the Tasmanian Department of Environment, Parks, Heritage and the Arts (DEPHA). DEPHA has a number of agencies that have strong connections with the Authority. Those agencies include Tourism Tasmania, Events Tasmania, Heritage Tasmania, the Tasmanian Museum and Art Gallery, Parks and Wildlife Service Tasmania, Arts Tasmania, the Aboriginal Heritage Office and the Royal Tasmanian Botanical Gardens.

The Authority works constructively with the Department on corporate services issues and has a number of links with the Tasmanian Government through the Department Secretary's Office.

### ***Heritage Tasmania and the Tasmanian Heritage Council***

The Port Arthur Historic Site and the Coal Mines Historic Site are listed on the Tasmanian Heritage Register and are therefore subject to the provisions of the *Historic Cultural Heritage Act 1995*. Any alterations or works that could affect the values of the Port Arthur Historic Site are subject to the provisions of this Act, and must be approved by the Tasmanian Heritage Council.

Administrative procedures for listing and consent provisions for places on the Tasmanian Heritage Register are the responsibility of Heritage Tasmania.

### ***Parks and Wildlife Service Tasmania***

The Parks and Wildlife Service was the management authority for the Port Arthur Historic Site (including Point Puer, Isle of the Dead and the Stewarts Bay State Reserve) prior to 1987. It was also the management authority for the Coal Mines Historic Site prior to 2004.

In accordance with the PAHSMA Act, the Minister administering the *Nature Conservation Act 2002* and the Director of the Service can continue to exercise their powers with respect to matters relating to fauna, flora and Aboriginal sites and relics within the Port Arthur Historic Sites. The Service continues to manage the Tasman National Park, parts of Stewarts Bay State Reserve, the Eaglehawk Neck Historic Site, and Lime Bay State Reserve.

The Authority maintains a close working relationship with the Service, which extends to a number of agreements, one of which relates to the management of the natural heritage values of the Coal Mines Historic Site.



### ***Tourism Tasmania***

Given the position of the Port Arthur Historic Site as Tasmania’s most visited tourist attraction, the Authority works closely with Tourism Tasmania to facilitate the collation and reporting of tourism statistics through the provision of detailed monthly visitor data relating to the Sites. Tourism Tasmania utilises this valuable data in visitor profiling and tourism industry projections. The Authority uses this collated data and other Tourism Tasmania research and applies the results in the Authority’s marketing plan and strategies.

The Authority participates in Tourism Tasmania’s Visiting Journalist Program, travel agent familiarisations, local, national and international marketing activities and is a partner in promotional activities through the Marketing Together program.

### ***Arts Tasmania***

As well as ongoing liaison, the Authority supports the ‘Artist-in-Residence’ scheme and offers an opportunity for residency to both nationally and internationally recognised artists each year through this program. A member of the Authority also sits on the Arts Tasmania’s Small Museums Grants Program Panel.

### ***Tasmanian Museum and Art Gallery (TMAG)***

PAHSMA engages in major research projects with TMAG, and the Education and Curatorial staff at both institutions are in regular contact—sharing ideas and the results of research, and supporting each other’s programs wherever possible. Members of TMAG’s curatorial staff sit on the Authority’s Major Acquisitions Committee, which offers advice on the potential acquisitions of major items for the PAHSMA collection.

### ***Royal Tasmanian Botanical Gardens***

The Authority works cooperatively with the Botanical Gardens in open exchange for botanical and garden display requirements and techniques as well as providing material and staff for special events and professional advice. In addition, both agencies actively participate in the Blooming Tasmania Association.

### **Tasman Council**

The State Government and the Tasman Council have entered into a formal Partnership Agreement. It builds on cooperation between the Authority and the Council, especially in the utilisation of infrastructure, such as plant and equipment, and to avoid duplication of services. The Authority and the Council maintain a close working relationship, recognising shared interests in a broad range of issues. This includes the way in which the Council, through the Tasman Planning Scheme, manages potential impacts to the heritage values of the Historic sites and other convict sites on the Peninsula.

### **Marine and Safety Tasmania (MAST)**

The Authority works in liaison with Marine and Safety Tasmania (MAST), particularly over the public jetty and moorings in Mason Cove. MAST is generally responsible for commercial and recreational boating in Tasmania, including the provision and maintenance of public facilities such as jetties and boat ramps.

Within the Port Arthur Historic Site the 1960s reinforced concrete jetty on the northern side of Mason Cove is owned and maintained by MAST and is used primarily by the local commercial fishing fleet, as well as fishing vessels from as far afield as southern Victoria. The jetty and the adjacent concrete ramp are also used for recreational boating and fishing by the local community. For reasons of Occupational Health and Safety and visitor amenity, the public jetty is not available for use or access through the Site by commercial operators without the express permission of the Authority.

A small jetty and adjacent boat ramp is located at Garden Point. The construction of the Garden Point facility was jointly funded by the Authority and MAST. It is intensively utilised by recreational fishermen and divers, especially during the holiday periods.

### **Other Tasmanian Government Agencies**

Other Tasmanian Government agencies with which the Authority necessarily engages on a regular basis include:

- Department of Premier and Cabinet
- Department of Primary Industries and Water
- Department of Treasury and Finance
- Office of the State Service Commissioner.



#### **4.10.3. Other Stakeholders**

##### ***Port Arthur Conservation Advisory Committee***

The Port Arthur Conservation Advisory Committee (PACAC) was established in August 2003 by the Authority’s Board ‘to advise the Authority on matters of policy, methodology and implementation that have the potential to affect the cultural values of the Port Arthur Historic Site’.

PACAC is a formal forum through which the Authority engages with external heritage professionals and government heritage agencies. PACAC’s role is to provide heritage advice to the Authority and to contribute to the development of conservation initiatives in a workshop environment. Its terms of reference include a review of the proposed Conservation and Infrastructure Works Program for each financial year.

‘...A formal forum through which the Authority engages  
with external heritage professionals and agencies.’

The agenda and personnel for a PACAC meeting are determined by the Chair of PACAC in consultation with the Authority’s Director of Conservation and Infrastructure. Other Authority personnel or external professionals with expertise in a relevant area may be invited for a particular meeting.

##### ***Port Arthur and Tasman Tourism Association***

The Port Arthur and Tasman Tourism Association (PATTA) is the product of a partnership between the Tasman Council, the Authority and a number of tourism operators both within and outside the Tasman Peninsula. The primary objective of the organisation is to market and promote the Port Arthur and Tasman Region as an exceptional visitor experience.

To assist PATTA members, the Authority operates a Tasmanian Visitor Information Network (TVIN) desk at the Port Arthur Visitor Centre, from which staff members provide general tourist information and services such as the arrangement of accommodation bookings.

The development of the Tasman Tourism Development Strategy 2005–2008, initiated by the Tasman Council and supported by Tourism Tasmania, resulted in a broadening of the marketing of the Port Arthur Region to include its natural values. The objective for this shift in emphasis is to encourage longer visitor stays in the Port Arthur region and to increase yield from visitation.

#### ***Tasmanian Aboriginal Land and Sea Council***

The Tasmanian Aboriginal Land and Sea Council (TALSC) is the key body representing the interests of the Aboriginal people of Tasmania in matters pertaining to land and heritage issues. The Authority is committed to working with TALSC to ensure that any policies or actions that relate to Aboriginal heritage are based on the involvement and advice of representatives of the Tasmanian Aboriginal Community.

#### ***Neighbours of the Historic Sites***

Landowners and residents neighbouring the historic sites have a legitimate interest in the management of adjacent reserved land. The Authority recognises the importance of communication and consultation between the Authority and neighbouring landowners.

## **4.11. Community Consultation**

An extensive program of community consultation was undertaken as part of the preparation of the *Port Arthur Historic Site Conservation Plan 2000* and opportunities were provided for involvement and contribution from the community and key stakeholders. In summary, the community consultation to date has revealed that:

- the Port Arthur Historic Sites have strong and special associations for many different groups of people within Tasmania and Australia;
- there is a strong desire for ongoing involvement of associated communities in management planning;
- the Port Arthur Historic Site has important contemporary significance to those closely associated with the April 1996 tragedy; and
- there is an interest in the Historic Sites' ongoing conservation, including landscape, archaeology and collections, and in issues such as improvements in visitor facilities and interpretive and educational programs.



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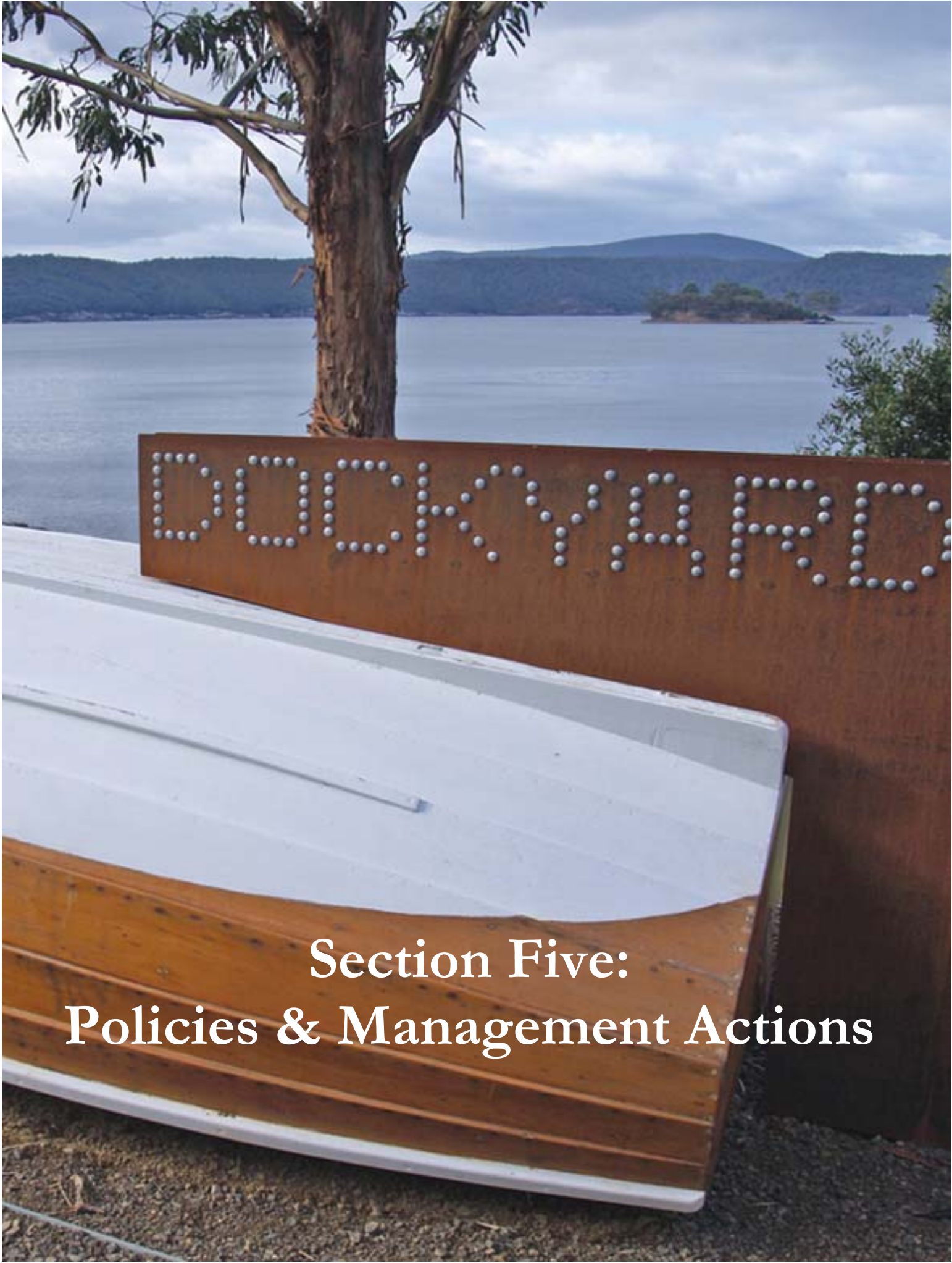
While there has been additional selective consultation during the preparation of this draft management plan, the main opportunity for further involvement from the community, stakeholders and associated people is being provided by the release of this document for public review.

### 4.12. Other Issues

A range of other factors are directly relevant to the management of the Port Arthur Historic Sites. They include:

- physical condition, including location, nature and extent of physical resources;
- geographical remoteness, the original construction methods and the fragile nature of historic fabric, resulting in an increased rate of deterioration;
- physical deterioration of historic fabric from natural forces and human actions, including development, adaptation, inappropriate conservation action, theft and vandalism;
- some previous conservation projects have restricted future options for alternate conservation and interpretation treatments;
- site topography and terrain and its affect on visitor access and mobility;
- the need for site protection measures such as fire services and security systems necessitating physical intervention;
- human resource limitations, including staff numbers, skills and access to necessary expertise;
- influence of visitor numbers and employment on the regional and state economy;
- information resources, such as primary and secondary records and a large collection of previous reports; and
- environmental factors, such as climate, rainfall, local soil chemistry and high salt levels in groundwater.





**Section Five:  
Policies & Management Actions**

# 5.0. Policies & Management Actions

## 5.1. Introduction

### 5.1.1. General

This section of the management plan includes policies and management actions for the Port Arthur Historic Sites. The policies reflect an ongoing management philosophy and statutory context and are to be implemented through a program of actions that address identified issues.

As this management plan replaces all existing management plans prepared for the Port Arthur Historic Sites, the policies and management actions seek to address management issues that apply to all of the areas within the Historic Sites as well as specific issues that may only apply to one of the Historic Sites.

The five key areas of management are:

- General Management Policies.
- Identification, Protection and Conservation of Heritage Values.
- Tourism and Visitor Services and Facilities.
- Infrastructure and Utilities.
- Administration and Other Matters.

Within each subsection relevant background material and current issues are provided and policies and management actions relevant to the management of the Port Arthur Historic Sites are specified.

### 5.1.2. Philosophical Approach (Overarching Principles)

Defining management policies for the Port Arthur Historic Sites requires resolution of relevant constraints and issues. The outstanding heritage values of these places impose an overarching obligation for their conservation.

In identifying the appropriate philosophical approach for the management of the Historic Sites, it is worthwhile considering what The Burra Charter (*The Australia ICOMOS Charter for Places of Cultural Significance, 1999*) says about the importance of place:

*One of the fundamental reasons for conserving places is that they contain information that documents, photographs, drawings, film or video cannot. Regardless of how skilfully a place may be captured on film or how evocatively it may be described, there is no substitute for the experience of the actual place.*

*Consider, for instance, the transportation of convicts to Tasmania in the 19th century. By reading and researching the subject, it is possible to gain a quite comprehensive knowledge of the penal system in Tasmania. But if you visit the prison buildings at Port Arthur you can perceive aspects of convict life not revealed by any documents, and you can come back a second or third time and see the place in a fresh way. You can do this only while that place remains. The insights we receive from places are diverse, subtle and not available from any other source.*

In short, there is nothing more important or pressing about the management of significant heritage places than the obligation to conserve their heritage values. They are unique and irreplaceable; therefore, while it is important to recognise that communication of information about these places to the wider community is an integral part of their conservation, primacy must be given to caring for all of their heritage values. This is not to deny the legitimacy and importance of people visiting the sites and the provision of positive visitor experiences. However, as a matter of overwhelming and fundamental importance, the conservation requirements of the Sites must prevail in the event of a conflict with tourism or visitor services.

***Conservation will be the primary management objective***

In order to achieve the long-term conservation of the Port Arthur Historic Sites and retention of identified heritage values, the primacy of conservation over other management objectives must be recognised.

***The Authority will be a centre of excellence in heritage management***

The heritage values of the Port Arthur Historic Sites and the principle that conservation is the primary objective, when considered together, mean that the Authority must aim for excellence in heritage management. This objective fulfils the obligations set out in the PAHSMA Act and is consistent with the Authority's published vision and purpose.

***Resourcing needs will be identified and sourced***

As conservation is the primary objective, essential conservation activities and works should not be determined by current limits imposed by funding generated through visitor numbers, or other similar financial constraints. If site-generated resources are inadequate, it is imperative that, once essential works are identified and resource implications quantified, sources of external resourcing are sought and found.



## 5.0. Policies & management actions seek to address all issues.

### ***Conservation will extend to all elements and heritage values***

The Port Arthur Historic Sites include all aspects of heritage values including native flora and fauna, Aboriginal heritage, landscapes (including views, buildings and structures and their settings), cultural deposits, artefacts, records, memories and associations, along with uses and activities. Conservation of the places must therefore extend to all of these elements and attributes if their heritage values are to be retained in the long term.

### ***Decisions will be based on a proper understanding of heritage values***

All management decisions that have the potential to affect the heritage values of the Port Arthur Historic Sites must be founded on a clear understanding of those values. The heritage impact of decisions must be stated and evaluated as part of the decision-making process.

A cautious approach is required where actions may have adverse heritage impacts or where heritage values are not yet clearly identified.

Where management actions or decisions may result in impacts on the heritage values of the Port Arthur Historic Sites, these actions must be reversible or, at the very least, be applied using a cautious approach. A cautious approach should also apply in circumstances where it is possible that heritage values exist, but have not been assessed.

### ***The Authority will set national and international standards in best-practice conservation***

As a national heritage icon with internationally significant values, the Port Arthur Historic Sites warrant conservation of the highest calibre. This can be reflected in the outstanding application of traditional skills, innovation, multi-disciplinary approaches and well-documented and evidenced systems.

### ***Conservation will be undertaken in accordance with best-practice guidelines***

Historically, the Authority has implemented the principles and guidelines of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 1999*. The Burra Charter remains relevant and its application must continue, in conjunction with other relevant guideline documents.

Management of the Port Arthur Historic Sites must also comply with Australia's international obligations for ecological sustainability and conservation of places with World Heritage values.

### *Social and environmental condition will be monitored*

Monitoring of the physical condition of the Port Arthur Historic Sites will provide both a measure of the effectiveness of conservation actions and essential data for future decision-making. In conjunction with considerations of the natural and cultural environments, the appropriateness and effectiveness of visitor services/interpretation actions must be monitored—the aim being to achieve both better conservation and improved visitor experience. Monitoring of the community and social context of the Historic Sites is also required to protect associated community values and to measure the effectiveness of community partnerships and consultative processes.

### *The community, stakeholders and associated people will be involved*

There is a large constituency of people, groups and organisations that have the potential to contribute to the conservation of the Port Arthur Historic Sites. This would include the community, stakeholders and associated people such as the Authority staff and Board, the Tasman Peninsula residents, government agencies, conservation professionals, the Tasmanian Aboriginal Land and Sea Council as well as managers of related historic sites, such as other Tasmanian and Australian convict places. The involvement of these people and organisations has the potential to yield wide-ranging benefits for the management of the Port Arthur Historic Sites.

### *The story of the Port Arthur Historic Sites will be told*

Visits by the public and interpretation are integral elements of conservation. Providing a positive, informative and interactive experience for visitors to the Port Arthur Historic Sites, and for those who wish to learn about them, remote from the places themselves, will continue to be a fundamental aim.

## 5.2. General Management Policies

### 5.2.1. Introduction

This section of the management plan addresses general management issues, including how the management plan is to be implemented and reviewed, and how it is to be coordinated with other plans, policies and processes.



## 5.0. Policies & management actions seek to address all issues.

It also covers the need to apply best-practice principles to all aspects of management, undertake appropriate monitoring and evaluation, facilitate community engagement, establish and maintain partnership agreements, develop new proposals and reinforce impact assessment processes and protocols.

### 5.2.2. Plan Implementation and Review

#### *Background*

Previous management plans for the Port Arthur Historic Site and the Coal Mines Historic Site were prepared by the National Parks and Wildlife Service, now the Parks and Wildlife Service Tasmania (the Service), in response to the management plan requirements of the *National Parks and Wildlife Act 1970*.

A management plan is only effective if its provisions are implemented. It is therefore essential that the Authority ensures that staffing and financial management arrangements, resources and processes allow for and contribute to the effective implementation of this management plan.

The broad and generic nature of the policies may result in conflict between policies or ambiguities in interpretation. A process for resolving conflicts and ambiguities is therefore essential to ensure the effective implementation of the management plan.

It is intended that the management plan have a ten-year life span with a limited review at five years. A ten-year life span provides some degree of certainty for the community and to those responsible for implementing the plan. The proposed review process should allow for sufficient flexibility for new approaches to be adopted if necessary.

Review of the management plan is essential to ensure that it continues to satisfy the management objectives of the Authority and relevant legislation and adequately addresses current management issues. Any review of the management plan must be in accordance with the *National Parks and Reserves Management Act 2002*, or other statutes in force at the time.

#### *Policies*

- The Authority and its staff will be responsible for ensuring that the policies and management actions of this management plan are implemented.
- Staffing and financial management arrangements, resources and processes will support the effective implementation of this management plan.

- Should any management actions be delegated or form part of a partnership agreement with other agencies then the delegation will be undertaken on the understanding that those agencies will undertake the actions in accordance with all of the requirements of this management plan.
- A limited review of the management plan will occur at five-year intervals. A full review will be undertaken ten years after its commencement.
- This management plan remains in force until such time as a new management plan is approved. A new management plan may amend, supplement or replace this one.

### **Management Actions**

#### **Implementation**

- Prepare and implement a program that gives effect to the management actions specified in this management plan.
- Ensure that the Authority's Corporate Plan and other relevant planning documents and procedures are consistent with this management plan.
- Give consideration to the following when prioritising management actions (including works and projects) contained within the program:
  - ❖ Is it required to ensure staff or visitor safety, and/or is it a legal obligation?
  - ❖ Does it address a threat to the heritage values of the Historic Sites?
  - ❖ Is it urgent? (Will the situation become markedly worse if something is not done urgently?)
  - ❖ How well does it assist in achieving the overarching objective of this management plan, and/or the specific policies contained within this management plan? Does it meet a number of objectives, or one objective particularly well?
  - ❖ Does it aid in presenting the heritage values of the Historic Sites? In particular, does it benefit large numbers of people and/or the general public?
  - ❖ Does it maintain or improve vital management infrastructure (for example, communications equipment, vehicles, fire fighting equipment, computers, GIS systems, or monitoring systems)?



## 5.0. Policies & management actions seek to address all issues.

- ❖ Does it aid decision-making or ongoing management (for example, in resolving management issues and demonstrating outcomes)?
- ❖ Is it more efficient to do now? Will doing it now reduce risks/costs in the long run?
- ❖ Is it an important political commitment, government policy or decision of Ministerial Council?
- ❖ Will it generate revenue? Is there an income generation potential with a net positive return to the Authority?
- ❖ Will it increase the profile of the Port Arthur Historic Sites?
- ❖ Will it increase opportunities for community involvement/engagement?
- Allocate actions (including works and projects) to specified responsible Authority staff and teams, and ensure that these responsibilities are factored into work programs and schedules according to their priority.
- Maintain a database of management actions, link this to the works program and regularly update as actions are progressively undertaken and completed.
- Maintain and develop further a funding agreement with the Tasmanian Government. Ensure that the Authority satisfies all conditions relating to these funding agreements.

### **Conflict Resolution**

- Resolve potential or actual management conflicts that could impact heritage values taking into account the guiding documents and conservation management principles of this management plan, using the following process:
  1. Identify the existence of and clarify the nature of conflict;
  2. Identify and fill any important gaps in knowledge of values affected;
  3. Consider alternative approaches to management that minimise the effect on heritage values;
  4. Identify the degree of irreversibility of alternative management approaches taking account of the potential for cumulative impacts;
  5. Identify the relative importance of the conflict area for the maintenance of each of the conflicting values;
  6. Rate the significance of each of the values;



7. Give priority to the most significant of the values (taking account of cumulative effects), unless the resolution of the conflict in favour of the less significant value would not seriously affect the overall representation of the more significant value;
  8. Implement the most appropriate solution and monitor as required; and
  9. If necessary, halt or modify the solution on the basis of the results of monitoring.
- In the event of a major conflict, monitor, evaluate and report the outcomes of management decisions (particularly with respect to the anticipated or projected benefits and impacts). Clearly identify the criteria for evaluating the success or failure of the final approach taken.

#### ***Plan Review***

- Undertake a limited review of the management plan 5 years after commencement. Limit changes to those sections of the plan where significant new issues or information have arisen and/or if aspects of the management plan are not achieving their objectives.
- Undertake a full review of the management plan 10 years after commencement or sooner if required.
- Any resulting proposals for change should be dealt with in accordance with the procedures set out in the *National Parks and Reserves Management Act 2002*.
- Other than at 5 or 10 years, the management plan should be reviewed, and if accepted amended accordingly, if:
  - ❖ the Authority intends to proceed with a proposed development or activity that is inconsistent with the provisions of this management plan; or
  - ❖ research or new information indicates that management actions need to be changed in order to better achieve management objectives.



## 5.0. Policies & management actions seek to address all issues.

### 5.2.3. Secondary, Tertiary and Other Plans

#### *Background*

This management plan acts as an overarching plan for the Port Arthur Historic Sites. It is supported by secondary and tertiary plans that contain more detailed discussion of management issues and more specific policy recommendations and processes. A consistent approach to their adoption and review should be undertaken to ensure that they are consistent with this management plan and with each other.

As with this management plan, review of secondary and tertiary plans is essential to ensure that they continue to satisfy the management objectives of the Authority and continue to adequately address current management issues.

In cases where the Authority intends to undertake a major capital-works conservation project (for example, the Dockyard, Separate Prison, Government Gardens) specific master plans or conservation plans should be prepared to develop the scope of the project, based on an understanding of the specific heritage assets and values of that place, together with the policies of this management plan and relevant secondary plans.

#### *Policies*

- Secondary and tertiary plans will be consistent with this management plan. Where inconsistencies within existing documents are identified, they will form the basis for amendment as part of their next scheduled review.
- A limited review of secondary and tertiary plans will be undertaken as needed. A full review will be undertaken after 5 years.
- Appropriate consultation will be undertaken with stakeholders during the review of secondary plans.
- Staffing and financial management arrangements, resources and processes will support the effective implementation of secondary and tertiary plans.

#### *Management Actions*

- Allocate responsibility for implementing secondary and tertiary plans to specified Authority staff, and ensure that these responsibilities are factored into work programs and schedules according to their priority, and in accordance with this Management Plan.
- Undertake a limited review of secondary and tertiary plans as needed. Limit changes to those sections of the documents where significant new issues or information have arisen and/or if aspects of the documents are not achieving their objectives.

- Undertake a full review of secondary and tertiary plans 5 years after adoption.
- Secondary and tertiary plans should be reviewed if research or new information indicates that secondary and tertiary plans need to be changed in order to better achieve management objectives.
- Resolve issues related to conflicting policies, taking into account the guiding documents and conservation principles of this management plan, and its process for resolving conflicts.
- Identify sites or management issues where there are significant conflicts of interest or competing values for management and develop issue-specific or site-specific mechanisms for assessing and resolving these management issues.
- Evaluate the level of satisfaction of a variety of users with the format, structure, presentation and level of detail of secondary and tertiary plans in meeting their respective needs.

#### **5.2.4. Best Practice**

##### **Background**

The Port Arthur Historic Sites are the pre-eminent symbol and most outstanding example of Australia's convict system. Today, the Port Arthur Historic Site is Tasmania's most visited tourist attraction and a major contributor to the State's economy. The Authority's vision is 'to conserve, manage and promote the Port Arthur Historic Site and Coal Mines Historic Site as cultural tourism places of international significance'. In light of the inclusion of the Port Arthur Historic Site and the Coal Mines Historic Site on the National Heritage List and the potential inclusion of both Historic Sites within the Australian convict sites serial listing on the World Heritage List, it is imperative that this vision continues to be upheld.

The Authority has a leadership role in Australian heritage—management tourism operations and has endeavoured to set standards and benchmarks in both heritage and tourism.

##### **Policies**

- The Authority will continue to strive for best practice in heritage management and tourism operations in accordance with its vision 'to conserve, manage and promote the Port Arthur Historic Site and Coal Mines Historic Site as cultural tourism places of international significance'.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Evaluate, revise and update the policies, management actions and other processes as necessary based on the application of relevant best-practice principles and techniques.
- Develop the skills and expertise of relevant Authority staff in the application of conservation principles and guidelines, heritage management and tourism practices.
- Continue to establish and maintain links with other conservation management agencies and specialists involved in the management of other convict sites, National and World Heritage places in Australia and around the world and participate in exchanges of information, workshops, conferences and personnel exchanges, in order to share information, ideas and experience and to advance the practice and performance of the management of the Port Arthur Historic Sites.
- Document the extent of application of, or compliance with, best-practice principles and techniques in tourism and in heritage management of the Port Arthur Historic Sites.

### **5.2.5. Monitoring and Evaluation**

#### *Background*

Monitoring and evaluation of the Authority's ability to achieve the policies and management actions detailed in this management plan will assist in the continued improvement of the Authority's management of the Port Arthur Historic Sites.

This section sets out an overall monitoring framework that provides the basis for evaluating, reviewing and reporting on the Authority's management performance. Other sections of this plan expand upon this framework and present additional and/or more detailed management actions for monitoring and evaluation that relate to specific management areas.

#### *Policies*

- Implementation of the policies and management actions within this management plan will be monitored and evaluated on a regular basis to determine the extent to which they have been achieved and whether or not they are effective and relevant.
- Information gained from monitoring will feed back into the Authority's operations as part of a continuous improvement process.

### *Management Actions*

- Establish key performance indicators against which the management of the Port Arthur Historic Sites can be evaluated.
- Establish an ongoing monitoring and evaluation program to assess the management of the Port Arthur Historic Sites in relation to the key performance indicators.
- Monitor and document progress in the implementation of this management plan on an annual basis. The following should be included:
  - ❖ an evaluation of the extent to which the policies and management actions of this plan have been implemented;
  - ❖ the nature and level of compliance/non-compliance with the provisions of this plan;
  - ❖ documentation of significant changes in management practice; and
  - ❖ recommendations for improving management practices.
- Undertake a full review of current management policies and procedures to determine whether all objectives of the Authority are currently being fulfilled. The following critical issues should be addressed:
  - ❖ Any implications of the potential and/or actual listing of the Port Arthur and Coal Mines Historic Sites on the World Heritage List.
  - ❖ Continued integration of operating departments to ensure balance between conservation and operational requirements.
  - ❖ A long-term strategy for the management of the heritage values of the Sites, including adequate provision of resources and its integration with existing policies and processes of the Port Arthur Historic Site.
  - ❖ Level of expertise of Authority staff and the need to be able to attract new staff when needed.
- Review recommendations put forward by advisory bodies for improving the management of the Historic Sites.
- Where appropriate, use external advisors and/or consultants to review and evaluate the management of the Historic Sites.



## 5.0. Policies & management actions seek to address all issues.

- Convene regular workshops of relevant Authority staff and advisory bodies to review and evaluate the management of the Historic Sites, to identify and discuss achievements, obstacles and new issues.
- Prepare status reports as required by the Commonwealth Government on National (and World) Heritage values and key indicators of the condition of the Historic Sites.
- Revise management practices in accordance with evaluation results and new information.
- Continue to maintain and update a database of people, groups and organisations who are interested in, or knowledgeable about, the Port Arthur Historic Sites and who would like to be consulted on planning and management issues.
- At the completion of major community consultation programs, critically review the process and, where appropriate, amend future community consultation programs.
- Evaluate the level of satisfaction of a variety of users with the format, structure, presentation and level of detail of relevant plans in meeting their respective needs (for example, for staff needs and community understanding).

### **5.2.6. Engagement with the Community, Stakeholders and Associated People**

#### ***Background***

People, groups and organisations throughout Australia have an interest in the future management of the Port Arthur Historic Sites. Engagement with the community, stakeholders and associated people about the ongoing management of the Historic Sites can assist in raising greater awareness of the sites and harness the energies of these parties to facilitate more effective conservation outcomes.

#### ***Policies***

- The community, stakeholders and associated people will be engaged as appropriate in the planning and management of the Port Arthur Historic Sites in a meaningful and productive manner.
- The community, stakeholders and associated people will be provided with access to relevant information so as to facilitate engagement and involvement in management of the Port Arthur Historic Sites.

- Where relevant and possible, the particular interests and concerns of the community, stakeholders and associated people will be incorporated into the management of the Port Arthur Historic Sites.
- The Authority recognises that over time the range of people with an interest in the Sites may change and/or broaden as a result of particular projects or research.

### **Management Actions**

#### **Generally**

- Develop and implement a policy for engagement with the community, stakeholders and associated people to allow involvement in the development of management direction for the Historic Sites.
- Develop a range of opportunities and mechanisms for involving the community and associated people through consultation and events, and for encouraging the community to actively seek involvement.
- Base consultation processes for planning on the principles of open communication, honesty, and transparency of process. These generally provide for:
  - ❖ effective use of different forms of publicity to notify people, groups and organisations of the program;
  - ❖ ready access to appropriate information on the program;
  - ❖ early involvement in consultation;
  - ❖ sufficient time for people, groups and organisations to contribute;
  - ❖ clear guidelines that define the nature and scope of the consultation;
  - ❖ clear guidelines that define the process, methodology and timeframe of the consultation;
  - ❖ the provision of information that makes the Authority's obligations clear to outside parties, including the level of confidentiality that will apply to submissions;
  - ❖ provision for submissions in a range of media, including written and verbal;
  - ❖ communication of criteria or rationale for decision-making or determining outcomes in the event of conflicting opinions; and
  - ❖ where appropriate, use of an independent chair or facilitator.



## 5.0. Policies & management actions seek to address all issues.

- Benchmark against other places and agencies to establish best-practice methods for consultation and open and transparent planning and communications processes.
- Form collaborative partnerships with relevant organisations and groups.
- Monitor the levels and types of participation of community engagement and evaluate the effectiveness of the Authority's initiatives in conjunction with other stakeholders and associated people.

### ***Tasman Peninsula Community***

- Continue to recognise and respect the post-convict history and associated community attachments of the Port Arthur Historic Sites in consultation and interpretation programs and in site access issues.

### ***Descendants of Convicts and of Persons Buried on the Isle of the Dead***

- Continue to maintain the existing database of the descendants of this community. Ensure that key decisions about the Isle of the Dead involve consultation with this community, where appropriate.

### ***People Associated with the April 1996 Tragedy***

- Continue to acknowledge the tragic events on and near the Port Arthur Historic Site in April 1996 in accordance with the evolving significance of the event and its contribution to the social values of the site.
- Continue to ensure that decisions about the Port Arthur Memorial Garden, the Memorial Cross and other aspects of the remembrance of this event involve consultation where appropriate with this community.

### ***Heritage Professionals and Bodies***

- Develop formal associations with training bodies such as universities and institutes.
- Proactively participate in training and encourage professional development.
- Maintain relationships with heritage organisations such as Australia ICOMOS and the National Trust (Tasmania).

### ***Other People, Groups and Organisations***

- Provide opportunities for active involvement in the conservation of the Port Arthur Historic Sites by other people, groups and organisations.

### ***Government Agencies***

- Put in place structured processes to facilitate involvement by relevant government agencies.



## 5.2.7. Local Community and Recreational Use

### *Background*

The Tasman Peninsula community has retained a strong connection with and sense of ownership of the Historic Sites, and the Port Arthur Historic Site in particular. The Authority actively promotes the ongoing use of the Historic Sites by the local community, granting members of the local community free-of-charge access. The Mason Cove jetty (owned by Marine and Safety Tasmania) continues to be used by the local fishing fleet and for recreational boating and fishing, with the Authority allowing the Tasman Peninsula community access through the historic site to the jetty.

### *Policies*

- The Authority will continue to facilitate the ongoing use of the Port Arthur and Coal Mines Historic Sites by the Tasman Peninsula community in order to assist in the retention of the important connections that this community has with the Historic Sites.
- The Tasman Peninsula community will continue to have free-of-charge access to the Port Arthur and Coal Mines Historic Sites.
- The Port Arthur and Coal Mines Historic Sites will continue to be the venue for community and other recreational events provided that they do not result in impacts on the heritage values of the Historic Sites, or on the quality of the visitor experience. Any proposals for community and recreational activities and events will be assessed as appropriate through the Events Policy and subject to the New Proposals Assessment Process.

### *Management Actions*

- Continue to develop and facilitate appropriate new Tasman Peninsula community events at the Historic Sites.
- Continue to involve the Tasman Peninsula community in the management of the Historic Sites.
- Consult with the Tasman Peninsula community prior to implementing any changes to community use of and access to the Historic Sites.
- Monitor the ongoing use of the Historic Sites by the Tasman Peninsula community.



## 5.0. Policies & management actions seek to address all issues.

- Evaluate the effectiveness of management actions in engaging with the Tasman Peninsula community and other associated people so as to maintain heritage values and associations.

### 5.2.8. Partnership Agreements

#### *Background*

Partnership agreements can be established between parties in order to further the management objectives or interests of the parties. The Authority is a participant in the partnership agreement between the Tasmanian Government and the Tasman Council. There is also an informal partnership agreement between the Authority and the Tasmania Parks and Wildlife Service.

#### *Tasman Council*

The partnership agreement between the State Government and the Tasman Council, of which the Authority is a participant, provides for the alignment of tourism strategies on the Tasman Peninsula and cooperation in the review, integration and application of local, regional and state tourism strategies.

The agreement also establishes a joint responsibility between the Tasman Council and the Authority to broaden awareness and promote the heritage values of convict period sites beyond the Port Arthur and Coal Mines Historic Sites. It addresses issues such as environment and land management, community safety and wellbeing, education, employment and training, business and information technology and effective financial arrangements.

Both the Tasman Council and the Authority have entered into a Memorandum of Understanding with Hobart Water with the intent of ensuring an effective outcome in the regulation of the supply of water and wastewater management on the Peninsula.

#### *Parks and Wildlife Service Tasmania*

A number of other historic sites on the Tasman Peninsula are under the management of the Tasmania Parks and Wildlife Service. The Authority and the Service have adopted a collaborative approach to the management of these historic sites, and acknowledge the advantages of sharing resources in relation to the conservation and management of cultural heritage.

#### *Policies*

- Partnership agreements with government or community agencies will be considered.

### **Management Actions**

- Take appropriate steps to ensure that the current responsibility arrangement between the Authority and the Tasman Council continues to broaden and promote the heritage values of the Historic Sites on the Tasman Peninsula and continues to address issues of common interest, such as the development of tourism strategies for the region.
- Review the relationship with the Tasmania Parks and Wildlife Service with particular focus on agency roles/responsibilities and long-term land tenure.
- Consider and, if appropriate, pursue opportunities for partnerships with other agencies.

### **5.2.9. New Proposals Assessment**

#### **Background**

Most proposals (including development, activities and management actions) for the Port Arthur Historic Sites are associated with their ongoing conservation or the provision of visitor services and facilities. They should therefore be generally covered by the provisions of this management plan and its secondary and tertiary plans and policies. However, other new proposals may emerge that have not been specifically addressed in this management plan.

New proposals should be assessed to ensure that they are consistent with the policies of this management plan and with the Authority's Ministerial Charter. The process should include an assessment of any potential impacts on the heritage values of the Historic Sites and any financial impact on the Authority. It should also include mechanisms for appropriate community and stakeholder consultation.

#### **Policies**

- New proposals (including development, activities and management actions) not covered by this management plan will be subject to a New Proposals Assessment Process.
- Decisions about new proposals will be in compliance with the policies of this management plan, and will be based on an assessment of potential impacts on the heritage values of the Historic Sites and consideration of alternative options with lesser impact, and on any potential financial impact.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Ensure a New Proposals Assessment Process is considered for all new proposals (including development, activities and management actions). Ensure that the process includes requirements for:
  - ❖ compliance with the provisions of relevant legislation;
  - ❖ compliance with the policies and provisions of this management plan;
  - ❖ assessment of potential impacts on the heritage values of the Port Arthur Historic Sites;
  - ❖ assessment of potential impacts on the visitor experience;
  - ❖ assessment of any financial impact on the Authority;
  - ❖ consideration of alternative options; and
  - ❖ appropriate consultation with the community, stakeholders and associated people.
- Develop guidelines to explain the New Proposals Assessment Process to Authority staff and proponents. The guidelines should include a flowchart that sets out the process.
- Ensure that approval of any new proposals involving the creation of assets at the Port Arthur Historic Sites includes provisions for the costs of ongoing maintenance of these assets.
- Report on the extent to which completed development, activities or management actions impact the heritage values of the Port Arthur Historic Sites, in accordance with the reporting provisions set out in this management plan.
- Obtain feedback from proponents and relevant Authority staff regarding the effectiveness of the New Proposals Assessment Process.
- Regularly evaluate and review assessment procedures for considering development, activities or management actions and improve as required.

### **5.2.10. Resources and Funding**

#### *Background*

The Tasmanian Government has for some years recognised that, to conserve the Port Arthur and Coal Mines Historic Sites to the high standard required, an allocation of funding in addition to the revenue generated by the Authority from its tourism operations is required on an annual basis.

In early 2000, the Tasmanian Government committed to a five-year annual conservation funding program of \$2 million per annum, with a total expenditure of \$10 million over five years. In 2005, the Tasmanian Government announced a further five-year commitment of \$2 million per annum to fund the Authority's conservation program. This funding commitment will expire in June 2010, at which point the Tasmanian Government will consider whether to renew the current arrangement or initiate a revised funding arrangement. The five-year funding allocations are necessary because planning for conservation programs at both sites is long term and requires significant organisational and implementation programming.

The Authority also derives revenue from other sources including ticket sales, special tour charges, merchandise, food and drink sales and rentals and concessions, service fees and other miscellaneous products. This revenue is used to fund the substantial operating costs of the Historic Sites, including the construction and maintenance of essential infrastructure such as the Visitor Centre, jetties, Administration Centre, wastewater treatment plant and water supply system. It is also necessary to supplement the annual Tasmanian Government contribution to the conservation program.

The costs of maintaining and managing the Coal Mines Historic Site are funded from the Authority's existing sources of revenue, including the annual Tasmanian Government conservation program funding.

The Authority's ongoing financial situation, including its ability to fully fund its conservation program, is contingent on variable factors including visitor numbers, visitor yield, external funding sources, capital works, maintenance and operating costs. These factors will continue to be affected by the external political and economic environment.

The Authority is examining options to broaden its future funding base, particularly beyond June 2010. A Port Arthur Historic Site Conservation Fund has been established, and further funding options to be investigated will include bequests and donations, private and government research grants and corporate sponsorship for special and high-profile projects.



## 5.0. Policies & management actions seek to address all issues.

In addition to fulfilling its objectives under the PAHSMA Act, the Authority is also obliged to satisfy its Ministerial Charter. This requires the Authority to perform its functions and exercise its powers so as to be a successful business through sound commercial practice, notwithstanding the Tasmanian Government's recognition that the tourism operations cannot fully fund the Authority's conservation program.

The Annual Report addresses how these obligations are being fulfilled by providing a summary of the Authority's activities during the previous year.

### *Policies*

- The Authority will continue to endeavour to fulfil all of its objectives under the *Port Arthur Historic Site Management Authority Act 1987* and the Government Business Enterprises Act 1995 through the implementation of its annual Corporate Plan.
- Provision of adequate financial resources for the Port Arthur Historic Sites will be recognised as a shared responsibility between:
  - ❖ the Authority;
  - ❖ the Tasmanian Government;
  - ❖ the Commonwealth Government (through the relevant Minister); and
  - ❖ the wider community.
- Each of these parties will be encouraged to recognise this joint responsibility and to contribute to the resourcing of the site in an appropriate manner and at an appropriate level.
- Recognising the economic, community, social, educational and cultural values of the Port Arthur and Coal Mines Historic Sites to Tasmania and Australia, the Tasmanian Government will be asked to commit ongoing recurrent financial contributions for the conservation program, as will the Commonwealth Government under specific heritage grant programs.
- Community contributions will be encouraged through appropriate mechanisms and programs, such as the Port Arthur Historic Site Conservation Fund.
- Other opportunities for reasonable financial assistance will be pursued.
- Capital works programs and budgets will be prepared and prioritised on a long-term basis, recognising the need for total management of the assets of the Port Arthur Historic Sites.

- Budgets for conservation capital and maintenance works will be identified separately from budgets for infrastructure and other operational budgets.

### **Management Actions**

- Continue to document and analyse the real costs of managing and conserving the heritage values of the Port Arthur Historic Sites.
- Review and analyse on a regular basis the broad economic and social benefits that accrue to the regional and Tasmanian economy as a consequence of providing adequate funding for conservation work at the Port Arthur Historic Sites.
- Identify potential opportunities for sourcing external non-governmental sponsorship for key conservation initiatives at the Port Arthur Historic Sites and promote the benefits to organisations of providing such support.
- Develop strategies to encourage state and Commonwealth governments and others to commit regular and recurrent funding to enable the Authority to maintain best-practice conservation management.

## **5.2.11. Marketing**

### **Background**

The Port Arthur Historic Sites make an important contribution to the Tasmanian tourism industry with the Port Arthur Historic Site attracting approximately 250,000 visitors each year.

The Port Arthur Historic Site is identified as a key element of Tasmania's tourism industry and is a key focus of the marketing of Tasmania as a destination. Destination marketing by the tourism industry plays a major role in where people decide to visit, and revenue from tourism is a major financial contributor to the Historic Sites.

The Coal Mines Historic Site has to date enjoyed a much lower profile, reflecting its status as a self-guided visitor destination with minimal visitor facilities. These differences between the main Port Arthur Historic Site and the Coal Mines Historic Site present a significant marketing challenge to the Authority as it seeks to incorporate promotion and visitation of the Coal Mines Historic Site into its overall marketing and tourism strategies.



## 5.0. Policies & management actions seek to address all issues.

Nevertheless, it is imperative that the Port Arthur and Coal Mines Historic Sites are carefully managed to achieve a balance between the protection and conservation of their heritage values and their presentation as attractive destinations that provide appropriate services and infrastructure for tourism operations.

### ***Regional Marketing***

The Authority has played a pivotal role in respect to tourism promotion on the Tasman Peninsula through having been the major financial contributor to the regional marketing organisation, Port Arthur Region Marketing Ltd (PARM), which operated between 2000 and 2006. PARM was the primary marketing agency for the Historic Sites and for tourism in the Tasman region generally.

In 2005, the Tasman Tourism Development Strategy (TTDS), a three-year strategic tourism plan initiated by the Tasman Council was completed, with a funding grant from Tourism Tasmania. A key recommendation of the TTDS was the establishment of the Port Arthur and Tasman Tourism Association (PATTA), a membership-based local tourism promotion entity to supersede PARM. PATTA is funded jointly by the Tasman Council and PAHSMA, as well as by membership subscriptions and occasional tourism grant funding.

### ***Marketing the Historic Sites***

The Authority reassessed its marketing strategy during 2006, in response the TTDS and to a range of major national and international factors affecting tourism globally, within Australia and tourism to Tasmania in particular. As a result of the review, PAHSMA appointed a full-time marketing manager to its staff and developed a Marketing Plan for the organisation.

The Marketing Plan for the Historic Sites includes key objectives to uphold the obligations of the Authority under the PAHSMA Act and its Ministerial Charter, while striving to achieve increased visitor numbers, higher yields and enhanced promotion of the cultural heritage values of the Historic Sites. The strategy also addresses the enhanced status of the Historic Sites as cultural tourism destinations due to their inclusion on the National Heritage List, and possibly the World Heritage List.

The Marketing Plan will aim to further enhance PAHSMA's reputation for innovation and excellence, as well as appreciation of the Sites' heritage values among a range of audiences beyond tourist visitors, such as students, heritage professionals, teachers and researchers.



### **Market Research**

Understanding the types of visitors to the Historic Sites and their different needs will be central in determining how best to promote visitation to and presentation of the heritage values of the Historic Sites, as well as provision of appropriate services and facilities. Market research will be undertaken in addition to, and aim to be complementary to, other research undertaken at the Sites, such as the ongoing evaluation of interpretive strategies.

### **Policies**

- The Authority will promote the Sites in a manner that enhances public appreciation of the Sites' heritage values, while enhancing the quality of the visitor experience, maximising the economic returns from visitors and positioning the Sites in the forefront of other tourism sites.
- The Marketing Plan for the Port Arthur and Coal Mines Historic Sites will be in accordance with the conservation policies and guidelines that have been adopted for the Historic Sites.
- Evaluation of visitors to the Port Arthur Historic Sites will continue to be undertaken on a regular basis in order to better understand visitor profiles and the values held by Tasmanians and Australians more widely. The information will be used to assist in the development of interpretive, educational and information measures and visitor infrastructure that appropriately present the heritage values of the Historic Sites to the community, as well as to improve the quality of the visitor experience.

### **Management Actions**

- Explore a range of tourism products and site-admission pricing structures to enhance the visitor options and financial returns for the Authority.
- Endeavour to ensure that Authority staff and external stakeholders, including tourism marketing personnel, develop an understanding of the heritage values of the Historic Sites and the Authority's tourism objectives.
- Encourage the participation of staff members in the development of tourism policies and products for the Historic Sites.



## 5.0. Policies & management actions seek to address all issues.

- Maintain an overview of all aspects of the marketing of the Sites, including advertising, sponsorship and signs and external contractors, to ensure compliance with its policies.
- Regularly review and revise Marketing strategies.
- Continue to provide support to regional marketing initiatives on the basis this continues to be beneficial to PAHSMA.
- Monitor the level of media coverage and messages related to the Sites and their heritage values, management issues and the Authority.
- Prepare a program for regular research, monitoring and evaluation of visitors to the Historic Sites.
- Evaluate market research to determine whether relevant management objectives are being achieved.

### 5.2.12. Concessions and Leases

#### *Background*

Various concessions and leases have been granted to commercial operators to provide services and facilities for visitors within the Port Arthur Historic Site and Adjacent Area at Garden Point.

Commercial accommodation facilities located within the Historic Sites are managed by long term lessees. These include the Port Arthur Motor Inn, the 'Roseview' Guest House and the Garden Point Caravan Park. Most are located within the Mason Cove portion of the Port Arthur Historic Site, an exception being the Caravan Park within the Adjacent Area at Garden Point. The Coal Mines Historic Site has no accommodation facilities.

There are two jetties located at Mason Cove, one of which is under the care, control and management of the Authority. A commercial operator has exclusive rights to operate the harbour cruises included in the site entry ticket, and cruises to the Isle of the Dead and Point Puer. This operator also provides cruises to Tasman Island and between Port Arthur and Hobart. The contract between the operator and the Authority has a ten-year duration expiring in 2011.

There are currently no commercial tourism companies operating from the Coal Mines Historic Site, although the site has been accessed by commercial tour operators from time to time.

There is a strong awareness of the need to protect the heritage values of the Port Arthur Historic Sites and to control approaches to interpretation. While the Authority intends to maintain control over any independent commercial operations within the main historic areas of the sites (i.e. Mason Cove, Point Puer and the Isle of the Dead, and the Coal Mines Historic Site), it has undertaken to investigate commercial partnerships that capitalise on or enhance the Site's heritage values.

### *Policies*

- Concessions and leases at the Port Arthur Historic Sites may be permissible provided they:
  - ❖ do not adversely impact heritage values;
  - ❖ are financially viable; and
  - ❖ enhance the visitor experience.
- Concessions or leases will only be permitted on the Port Arthur Historic Sites where their activities have been assessed in accordance with the New Proposals Assessment Process to determine whether or not and to what extent they may impact the Sites' heritage values.
- Proposed concessions for the provision of visitor services and facilities that are non-essential to the operation of the Port Arthur Historic Sites and that make no contribution to the presentation and communication of their heritage values will not be permitted.
- Use of the Port Arthur Historic Sites for commercial purposes by external operators will not be permitted unless the Authority resolves that the merits of the operation warrant its approval. In such cases the commercial activity must be in accordance with the heritage values of the Historic Sites. These uses must not involve any activity that will adversely affect the conservation, interpretation or presentation of the Historic Sites.
- Any commercial accommodation facilities within the Port Arthur Historic Sites will be managed to avoid impact on the heritage values of the Historic Sites.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Develop policies for the assessment of proposed or renewable concessions or leases at the Port Arthur Historic Sites in accordance with the New Proposals Assessment Process having regard to conservation, interpretation and presentation of the heritage values of the Historic Sites.
- Investigate commercial partnerships that capitalise on or enhance the Sites' values.

## 5.3. Identification, Protection and Conservation of Heritage Values

### **5.3.1. Introduction**

This section of the management plan focuses on measures to identify, protect and conserve the heritage values of the Port Arthur Historic Sites. A number of policies and management actions that generally apply to the management of the heritage values of the Port Arthur Historic Sites follow under relevant subject headings.

### **5.3.2. Identifying Heritage Values**

#### *Background*

The heritage values of the Port Arthur Historic Sites (as understood at the time this management plan was prepared) are identified in this management plan (see Section 3.0 and Appendix A).

Identification of the heritage values of the Port Arthur Historic Sites is an ongoing process as new discoveries are made, the environment changes through natural processes, old values are re-evaluated in light of new knowledge and new criteria for assessing heritage values are adopted.

#### *Policies*

- A review of the assessments of the heritage values of the Port Arthur Historic Sites will be undertaken as required, to ensure that they adequately reflect their heritage values at the international, national, state and local levels.
- The assessment review and/or preparation of new assessments of the heritage values of the Port Arthur Historic Sites will be undertaken in accordance with best-practice conservation principles and relevant legislation.

### **Management Actions**

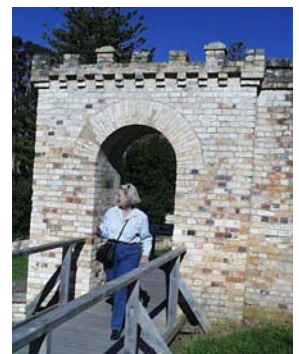
- Encourage, facilitate, and undertake research, surveys, inventories and mapping of the heritage values of the Historic Sites, particularly focusing on areas or values that are threatened.
- Identify critical gaps in knowledge of the heritage values of the Historic Sites and address these gaps as a matter of priority.
- Communicate information about any newly identified heritage values of the Historic Sites, and the basis upon which they have been identified, to relevant authorities/agencies in order to assist them in updating/amending existing heritage listings, where appropriate.
- Where appropriate, publish the results of research that provides additional information relating to the heritage values of the historic sites, and provide access to information collated in data bases.
- Monitor and document progress in the extent of coverage and/or documentation of the heritage values of the Historic Sites. In particular, note progress in relation to those previously identified gaps in knowledge.
- Upgrade and standardise current Geographic Information Systems to facilitate easy-to-use mapping and manipulation of data on the heritage values of the Historic Sites.
- Identify those sites or features of exceptional or high significance and consider additional protective measures.
- Record and update heritage values within the Asset Management System for the Historic Sites.

### **5.3.3. Protecting Heritage Values**

#### **Background**

The heritage values of the Port Arthur Historic Sites are susceptible to impact as a result of a large variety of threats. The threats are both active and latent, ranging from natural processes (such as bushfire, erosion and weathering) to purposefully destructive behaviour (such as arson and vandalism).

The intangible heritage of the Port Arthur Historic Sites—which encompasses general community values, character and identity, as well as meanings, associations and practices—may be affected by inappropriate use or interpretation, and by factors such as noise, crowds or visitor behaviour.



## 5.0. Policies & management actions seek to address all issues.

There are also associated threats located outside the boundaries of the Historic Sites that have the potential to impact their heritage values. This is particularly relevant when considering that significant view sheds for the Historic Sites extend well beyond the site boundaries into privately owned and other Crown land.

The coastal waters immediately adjoining the Port Arthur Historic Sites are not under the care, control and management of the Authority. They are currently publicly available for boating and diving activities, including mooring, which have the potential to impact the cultural heritage values of the Historic Sites, including landscape and aesthetic values and the maritime heritage located within these areas.

### *Policies*

- The Authority will identify and take appropriate protective actions to prevent, mitigate or manage within acceptable limits, adverse impacts upon, or threats to, the heritage values of the Port Arthur Historic Sites.
- Activities that represent a threat to the heritage values of the Port Arthur Historic Sites will be identified and, where possible, appropriately managed.
- Strategies and policies to address identified threats will establish standards, targets or acceptable limits of use or impact.
- The nature and extent of threats and adverse impacts on the heritage values of the Port Arthur Historic Sites will be monitored.

### *Management Actions*

- Identify activities or factors that threaten the achievement of the Authority's management objectives. Develop and implement target strategies to address these threats and, where appropriate, establish standards, targets or acceptable limits of use or impact.
- Establish policies, procedures, guidelines and conditions of operation to protect identified heritage values and to prevent identified threats to the Historic Sites or to control their impacts within acceptable and, where necessary, defined limits. Focus particularly on elements or values that are vulnerable or threatened.
- Ensure that specific provisions and policies for the management of threats to the Historic Sites are provided within the relevant secondary plans.

- Assess the potential impacts on heritage values when planning any development, activity or management action that may disturb or damage these values, in accordance with the New Proposals Assessment Process.
- In applying the precautionary principle, decisions will be guided by:
  - ❖ careful evaluation to avoid, wherever practicable, serious or irreversible damage to the heritage values of the Historic Sites; and
  - ❖ an assessment of the risk-weighted consequences of various options.
- Actively manage development and use of the Historic Sites to minimise, or contain within acceptable limits, impacts on their heritage values. Based on best available knowledge, and taking a precautionary approach, determine appropriate levels or conditions of use. Where necessary, change or redirect activities or conditions of operation that are shown to impact, or are assessed as likely to impact, the heritage values of the Historic Sites.
- Monitor the nature and extent of threats and adverse impacts on the heritage values of the Historic Sites. Note changes in the extent or level of severity of damage or degradation, together with causes.
- Monitor, document, evaluate and report on incidents of accidental or unforeseen damage to the heritage values of the Historic Sites and management responses.
- Document and monitor compliance/non-compliance with policies, guidelines, conditions of operation, specified standards and defined limits of use that have been established to prevent or control impacts.
- Train Authority staff and, where appropriate, concessionaires and contractors to have an understanding of the heritage values of the Historic Sites.

#### **5.3.4. Conserving Heritage Values**

##### **Background**

The identified heritage values of the Port Arthur Historic Sites, set out in Section 3.0 of this management plan, provide the basis for their management.



## 5.0. Policies & management actions seek to address all issues.

The heritage values of the Port Arthur Historic Sites warrant their conservation and management in accordance with accepted conservation principles, such as those set out in Sections 4.0 and 5.1.2.

### *Policies*

- The conservation of the heritage values of the Port Arthur Historic Sites will continue to take primacy over all other management objectives.
- Management of the heritage values of the Port Arthur Historic Sites will be consistent with accepted conservation principles and processes.
- Conservation will adopt a holistic approach and will extend to all areas and elements of the Port Arthur Historic Sites, including native flora and fauna, cultural landscapes, buildings and structures, cultural deposits, Aboriginal heritage, collections, records, traditions, memories and associations.
- The heritage values of the Port Arthur Historic Sites to be conserved include intangible heritage, such as use, practices, associations and meanings.
- Conservation at the Port Arthur Historic Sites will make use of all available expertise and knowledge and will adopt a scientific approach to materials conservation.

### *Management Actions*

- Develop and implement management strategies to halt and reverse identified impacts on both tangible and intangible heritage, and to conserve values.
- Undertake conservation or rehabilitation programs where such action is likely to be sustainable in the long term and will not impact other heritage values.
- Establish or maintain programs to monitor the condition of heritage values, particularly those that are vulnerable or at risk or considered to be good indicators of change. Document changes in the extent or level of severity of damage or impact, together with causes.
- Establish monitoring and documentation systems (including surveys) to record and evaluate the success of conservation or rehabilitation programs and to monitor changes in the condition of the Historic Sites.
- Establish a program to communicate the success of conservation activities to staff and visitors.



### 5.3.5. Interpretation

#### Background

Interpretation of the heritage values of the Port Arthur Historic Sites is a crucial conservation action, but is also a key part of tourism operations. This section of the management plan should be read in conjunction with Section 5.4.2, as interpreting heritage values and presentation are fundamentally interrelated.

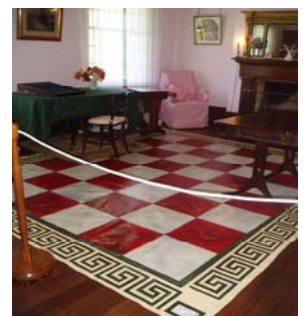
Interpretation is defined by the Burra Charter as being 'all the ways of presenting the cultural significance of a place'. Article 1.17 states that:

*Interpretation may be a combination of the treatment of the fabric (such as maintenance, restoration, and reconstruction), the use of and activities at the place, and introduced explanatory material. It may include exhibitions, events, publications, art works and other forms of expression, and is not confined to the place.*

The full range of heritage values of the Port Arthur Historic Sites are not always readily apparent and should therefore be explained through interpretation, where appropriate. Interpretation of the Historic Sites will be implemented in accordance with the Interpretation Plan(s). The plan(s) provides the basis for interpretation of the site, including themes and topics, audiences, objectives and strategies for communication with audiences and a suggested plan for the short-term future.

The interpretation of the Port Arthur Historic Sites should aim to communicate their heritage values to the wider community through a range of interpretive, educational and information measures. These include provision of visitor information and a range of visitor experiences, and promotion and various uses of the Historic Sites in ways that reflect their heritage values. It should assist visitors towards an understanding and appreciation of the significance of the Sites and their key values. In doing so, modes of interpretation should promote the conservation of those values.

The visitor experience should be designed to be inspirational and enjoyable, and to appeal to a broad range of visitors with various interests and backgrounds. Interpretation should use a variety of techniques to attempt to engage visitors with a wide range of learning preferences, including drama, art, sound, spoken word and text-based media. It should be developed in accordance with academic and audience research, and feedback from staff and colleagues. It should aim to position itself at the forefront of best practice through innovation and the achievement of the highest standards possible in both concept and implementation.



## 5.0. Policies & management actions seek to address all issues.

It is imperative that a balance is retained between the interpretation of heritage values and provision for the continuing successful operation of the Historic Sites as tourism destinations. Allowances are made for uses, such as tourism operations and special events, that do not adversely impact the interpretation and communication of heritage values.

The Historic Sites are an important educational resource. The Authority has developed an educational program for Middle School students, which is designed to comply with curriculum requirements of schools in both Tasmania and Victoria. This aspect of the Historic Sites will be further promoted, and relationships between the sites and educational institutions locally, state-wide and interstate will be developed. Relationships with appropriate international sites and educational institutional institutions should also be developed. Educational services at the Historic Sites should also be of the highest quality, distinctive in character and consistent with the values of the Sites and with the main interpretive themes.

### *Policies*

- Interpretation of the Port Arthur Historic Sites to the wider community will be undertaken in accordance with this management plan and any secondary or tertiary plan adopted by the Authority.
- The Interpretation Plan will continue to be evaluated and reviewed at intervals of no more than five years, in consultation with all involved in developing, managing and delivering that interpretation. It will be based on sound, contemporary and scholarly research.
- Interpretive or educational materials and programs will be based on the heritage values of the Port Arthur Historic Sites.
- Interpretation will provide an understanding of the Sites in their historical, geographical and social context.
- Interpretation will seek to communicate with a wide variety of audiences through a range of communication methods, in recognition of the differing backgrounds, needs and interests of our audiences, both Australian and international.
- The Port Arthur Historic Sites may be used for educational and community events provided they do not impact the heritage values of the Historic Sites.

### **Management Actions**

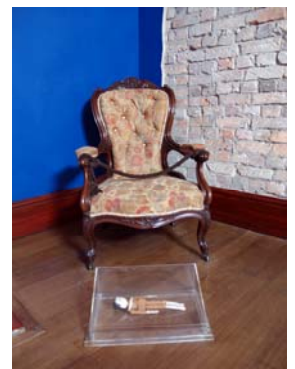
- Update the existing Interpretation Plan for the Port Arthur Historic Site to incorporate the Coal Mines Historic Site or prepare a separate Interpretation Plan for the Coal Mines Historic Site.
- Ensure that a copy of the Interpretation Plan is available to every Authority staff member for reference.
- Continue to interpret all heritage values.
- Develop programs for the interpretation of natural heritage values and Aboriginal cultural values of the Historic Sites.
- Train relevant Authority staff to present the site in accordance with the Interpretation Plan.
- Develop a range of education programs for schools, both on- and off-site.
- Continue to carry out audience research (both on-site and off-site) into the popularity and effectiveness of site interpretation (including education programs) using a range of formal and informal mechanisms and incorporate into the Interpretation Plan.

### **5.3.6. Specialist Heritage Skills and Advice**

#### **Background**

Management of the Port Arthur Historic Sites requires access to a broad range of specialist conservation skills. These skill needs will continue to be met through a combination of internal and external expertise, including:

- Board members with expertise in cultural heritage conservation;
- specialist conservation staff;
- skilled tradespeople;
- advisory bodies;
- liaison with university communities;
- liaison with other public sector agencies;
- external consultants; and
- community contributions.



## 5.0. Policies & management actions seek to address all issues.

Skills will be provided through a variety of measures, including professional development of staff, selective recruitment, community training, links with external sites and education institutions and regular review of the conservation expertise provided by private contractors.

Specialist advice regarding the conservation of the site is provided to the Authority through consultative mechanisms.

### *Policies*

- As part of the overall strategy of skills development, mechanisms will be continued or established for ongoing external input in the following areas:
  - ❖ conservation advice (technical advice to the Board and senior management on aspects of the conservation of the Sites, including monitoring of the implementation of this management plan); and
  - ❖ research (liaison with academic institutions and co-ordination of research for both academic and management purposes).

### *Management Actions*

- Monitor Board experience and skills, and liaise with the Minister, as needed, to ensure continuing availability of Board members with relevant skills.
- Continue to recruit outstanding conservation staff.
- Conduct a regular skills audit of Authority staff and contractors to identify skills needs.
- Continue/develop training programs to ensure continuing availability of staff and contractors with relevant experience.
- Maintain and extend external partnership arrangements with academic and community organisations.
- Periodically review the role and function of PACAC.

### **5.3.7. Research**

#### *Background*

Research is an important aspect for the continued understanding of the Port Arthur Historic Sites and the successful management of their heritage values. An ongoing research program at the Port Arthur Historic Site aims to facilitate research by Authority staff, academics, conservation organisations, students and other members of the public. The program is guided by identified research priorities.

Important aspects of research include:

- historical and archaeological investigations to increase knowledge and understanding of the Historic Sites and associated collections allowing for their improved understanding, conservation and interpretation;
- the study of conservation techniques and methods, their development, assessment and dissemination;
- ongoing production of Authority publications and reports that further increase knowledge of the Port Arthur Historic Site; and
- organisation of conferences and other events that deal specifically with conservation management and related issues.

The Archaeology Collection, associated records and excavation reports provide a valuable repository for ongoing research.

The Resource Centre Collection is a valuable research tool that includes published works and copies of some primary source material, as well as an extensive archive relating to conservation works and management actions undertaken at the Port Arthur Historic Sites over recent years.

The Resource Centre Coordinator provides assistance to researchers and is involved with various programs that promote educational and research activities on the Port Arthur Historic Sites. Examples of such projects include:

- identification of Port Arthur Convicts and free people associated with the Sites, and the transcription of records for the Convict Database Project;
- development and maintenance of a database of Port Arthur Descendants; and
- organisation of the Port Arthur Talks, an information sharing exercise that promotes cooperation between the Authority and the local community.

### **Policies**

- Active facilitation of an ongoing research program will be undertaken to continue to develop the Authority as a centre of research for the Port Arthur Historic Sites and associated collections and related topics.



## 5.0. Policies & management actions seek to address all issues.

- The Authority will continue to take a leading role in research that leads to achieving excellence in archaeology, physical conservation and interpretation, including the development, assessment and dissemination of new approaches and techniques at a national and international level.
- Ongoing research and the creation of new knowledge from the Archaeology Collection will be encouraged.
- The Resource Centre Collection will be maintained and appropriately resourced.
- The Resource Centre will be developed to support a comprehensive research facility for convict studies.

### *Management Actions*

- Maintain and extend formal links with relevant research institutions and individuals so that research is encouraged and focused on priority areas.
- Coordinate research relating to the Historic Sites and associated collections to ensure use of available resources to maximum effect.
- Undertake ongoing research in order to provide a source of information that makes a contribution to both physical conservation activity and interpretation.

### **5.3.8. Monitoring**

#### *Background*

Ongoing monitoring is a basic conservation tool that provides the Authority with information needed to make appropriate management decisions.

#### *Policies*

- A program of regular monitoring of environmental and social issues will be maintained.
- The monitoring program will focus on identification and measurement of indicators that provide useful data that is easily gathered.
- Results from the monitoring program will be taken into account in management decisions that affect natural or cultural assets, or the visitor experience.
- Monitoring will continue to cover both environmental (natural and cultural) and social (visitor interpretation and experience) issues.
- Information gathered through the monitoring program will be incorporated to form part of the Authority's Annual Corporate Reporting program.

### **Management Actions**

- Prepare a detailed policy for monitoring of environmental and social issues and incorporate into relevant secondary plans.
- Provide for incorporation of any data gathered through the monitoring program into an annual reporting program.
- Review monitoring programs currently carried out at the Port Arthur Historic Site on a periodic basis, to provide for further development and improvement. Extend this program to include the Coal Mines Historic Site and any other lands under the care, control and management of the Authority.

### **5.3.9. Recording**

#### **Background**

The heritage values of the Port Arthur Historic Sites are not only embodied in the places themselves, but also in the records that assist in developing an understanding of their context, history and meaning.

There is an extensive collection of records held by the Authority, including copies of original primary documentation from other archives and records associated with the Historic Sites themselves. A number of databases are also maintained by Authority staff, including those set up for the archaeological resource at the Port Arthur Historic Site and the Curatorial Collection. Recently created records of site works have the potential to yield information regarding the management history of the Port Arthur Historic Sites that may otherwise be lost.

The Asset Management System provides an additional database facility that includes and collates relevant information for all the Historic Sites' assets, whether heritage or infrastructure related. The Asset Management System acts as an overarching repository to incorporate details that would be included in supplementary documents such as a Place Register and a Built Elements Plan.

These records, as well as records held elsewhere, represent an irreplaceable and essential element of the Historic Sites and their heritage values.

#### **Policies**

- Any action undertaken at the Port Arthur Historic Sites that is related to or directly affects their heritage values will be recorded. Collected data will be retained and stored in accordance with Records policies.



## 5.0. Policies & management actions seek to address all issues.

- The Asset Management System will be maintained and updated to record relevant information.

### *Management Actions*

- Incorporate relevant records and databases into the Asset Management System.
- Provide for the regular update of the Asset Management System to include ongoing maintenance and conservation works, as well as any additional information about the historical evolution or physical fabric, including infrastructure.

### **5.3.10. Natural Heritage Values**

#### *Background*

Native flora and fauna are integral elements of the Port Arthur Historic Sites. In addition to the structural contribution they make to these landscapes, some individual plant and animal species are also important research resources.

Some natural heritage values may also contribute towards Aboriginal cultural heritage values. This is discussed further in section 5.3.11.

Under the PAHSMA Act, the Director of the Parks and Wildlife Service Tasmania retains primary responsibility 'with respect to matters relating to flora and fauna'. Any plans or programs relating to flora and fauna should therefore be formulated in consultation with the Director.

At the Port Arthur Historic Site, remnant indigenous vegetation provides the best indication of the vegetation structure prior to British occupation. Introduced species illustrate changing botanical taste and availability, but also point to historical food choices, medicinal uses or garden and landscape design. Individual elements, such as the Commemorative Cyprus Avenue or manicured lawns of the Scenic Preservation Board period, reflect specific historical and social aspects, physically manifest in the vegetation that is found at the site today. These aspects of the natural environment all relate more closely to the cultural landscape and are also addressed in Section 5.3.12.

Some plant species at the Sites have scientific research potential. For example, certain tree species have the potential to provide a chronicle of climatic variation in their tree-ring growth. There are rare native orchid species at Point Puer. The sea grass colonies within Mason Cove are a vital element in understanding the marine ecology of Carnarvon Bay.



The Coal Mines Historic Site is currently dominated by open eucalypt forest and woodland. The area was mostly cleared at the time of the Coal Mines settlement, when timber was required as a construction material for the mines and the buildings at the settlement. The land was planted with vegetable gardens, orchards, pastures and grain crops. Following the closure of the mines, the land was mostly reclaimed by the bush, although this has regenerated following frequent bushfires in the area.

A number of ecological surveys were carried out at the Coal Mines Historic Site during the 1980s, which provided a general overview of the vegetation present on the reserve. The results noted that a number of introduced species were present.

While the Port Arthur Historic Site is not known as a place replete with native fauna, a range of terrestrial animals, birds and marine species are known. At least one introduced species, the blackbird (*Turdus merula*), has association with the site: Port Arthur played a role in the 'acclimatisation' of introduced species—a practice aimed at determining the suitability of exotic species for the Australian landscape. The blackbird was first introduced at Port Arthur in the 1850s.

The Coal Mines Historic Site is one of the last refuges of two threatened or endangered species—the rare Forty Spotted Pardalote (*Pardalotus quadragintus*) and the vulnerable Hairstreak Butterfly (*Pseudalmenus chlorinda myrsilus*). Both are found in the Site's White gum (*Eucalyptus viminalis*) forest where both White Gum and Silver Wattle (*Acacia dealbata*) provide vital habitat for part of the butterfly's life cycle.

### **Policies**

- The natural heritage values of the Port Arthur Historic Sites will be conserved and managed in consultation with the Director of the Parks and Wildlife Service Tasmania.
- Natural heritage management will have regard to the total resource/ecosystem at each of the Port Arthur Historic Sites.
- Introduced plant species that do not have cultural heritage values will be eradicated or controlled at the Port Arthur Historic Sites. Plants considered to have cultural heritage value will be subject to an assessment as to the threat their presence poses to other values and a decision made on retention, control or eradication.



## 5.0. Policies & management actions seek to address all issues.

- Introduced animals will be eradicated or controlled where this is feasible and warranted by the damage they are causing and where these measures would not impact other heritage values.
- The eradication or control of introduced plant and animal species will only be attempted using methods that minimise threats on non-target species.
- Research directed at conserving flora and fauna values of the Port Arthur Historic Sites will be encouraged. In particular, studies that improve the understanding of the life histories and habitat requirements of threatened or endangered species will be supported.
- The Authority will, in consultation with the Director of the Parks and Wildlife Service Tasmania, promote education of Authority staff and the public regarding natural values of the Port Arthur Historic Sites.

### **Management Actions**

- Undertake a detailed survey in collaboration with the Tasmania Parks and Wildlife Service to identify the natural values of the Historic Sites including flora and fauna and ecology to assess their heritage values and prepare management policies for those values. The survey, assessment and policies should form part of the next scheduled amendments to the landscape plan (or plans) for the Historic Sites.
- Undertake a survey of the weed species at the Historic Sites and develop eradication or control programs for each species in consultation with the Director of the Tasmania Parks and Wildlife Service.
- Review the policies contained in the *Coal Mines Historic Site Management Plan 1997* in consultation with the Director of the Parks and Wildlife Service Tasmania to ascertain what management actions are still to be implemented.
- Assess the impacts of introduced animal species at the Historic Sites and devise and implement control programs if necessary, in consultation with the Director of the Tasmania Parks and Wildlife Service.
- Collaborate with the Department of Primary Industry and Water and the Parks and Wildlife Service to undertake regular surveys of the Forty Spotted Pardalote and Hairstreak Butterfly populations at the Coal Mines Historic Site.
- Collaborate with other government agencies to ensure that the natural heritage values of the Port Arthur Historic Sites are adequately protected. The issues to be addressed include endangered species, bushfire management and potential threats such as erosion and climate change.

### 5.3.11. Aboriginal Heritage

#### *Background*

Policies for management of Aboriginal cultural heritage values of the Port Arthur Historic Site are currently included within the Archaeology Plan, Landscape Management Plan and Interpretation Plan.

There are a range of issues concerning the protection of Aboriginal heritage values at the Port Arthur Historic Sites including the condition of Aboriginal sites, the risks brought about by visitor pressures and/or excavation, and the need to work with the Aboriginal community to identify and protect the full range of values in the landscape.

Under the PAHSMA Act, the Director of the Parks and Wildlife Service Tasmania retains primary responsibility 'with respect to matters relating to Aboriginal sites and relics'.

The Tasmanian Aboriginal Land and Sea Council (TALSC) is an independent community group that should be recognised as the representative body for the Tasmanian Aboriginal community and consulted in the management of Aboriginal cultural heritage values of the Port Arthur Historic Sites.

#### *Policies*

- The Aboriginal cultural heritage values of the Port Arthur Historic Sites will be identified, conserved and managed in consultation with the Aboriginal community and the Director of the Parks and Wildlife Service Tasmania or other responsible authority.
- The right of Aboriginal people to be involved in making decisions that affect their cultural heritage and their concerns in this respect will continue to be acknowledged.
- The potential for encountering previously unknown Aboriginal cultural heritage during works at the Port Arthur Historic Sites is acknowledged. Appropriate protocols and procedures will ensure that such cultural heritage material is not damaged, disturbed or concealed.
- Aboriginal cultural heritage material discovered at the Port Arthur Historic Sites will be brought to the attention of the relevant authorities and the Aboriginal community and handed into the appropriate custodianship.
- Interpretation of Aboriginal cultural heritage of the Port Arthur Historic Sites will be formulated in consultation with the Aboriginal community.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Allocate 'Aboriginal Community Liaison' as a designated responsibility within the Authority's staff structure and within the Board.
- In consultation with the Director of the Parks and Wildlife Service Tasmania (or other responsible authority) seek to establish an agreement with appropriate representatives of the Aboriginal community regarding the management of Aboriginal cultural heritage values at the Port Arthur Historic Sites.
- Carry out identification, assessment and essential physical intervention in the Aboriginal cultural heritage values of the Port Arthur Historic Sites using suitably-qualified personnel, with the participation of representatives of the Aboriginal community.
- Where relevant, incorporate any new knowledge regarding Aboriginal cultural heritage values of the Historic Sites into the amendment of secondary and tertiary plans.
- Develop appropriate interpretation of the Aboriginal cultural heritage values of the Historic Sites in partnership with the Aboriginal community.

### **5.3.12. Cultural Landscapes**

#### *Background*

A Landscape Management Plan exists for the Port Arthur Historic Site. This plan provides policies for the management of gardens and grounds of the site, including Mason Cove, Carnarvon Bay, Garden Point, Point Puer and Isle of the Dead. The plan addresses landscape conservation, the management of uses and threats, landscape setting and management systems. The main objective of the plan is to conserve the natural and cultural significance of the landscape of the site and its setting, while maintaining a high degree of integrity. The management of the Coal Mines Historic Site is to either be incorporated into this plan or be subject to an individual landscape plan for that site.

#### *Policies*

- The cultural landscapes of the Port Arthur Historic Sites will be appropriately conserved and managed.

- Management of the different cultural landscapes of the Port Arthur Historic Sites will use a holistic conservation management planning approach that integrates consideration of significant landscape elements and significant spatial relationships, aesthetic and visual qualities, topography, natural and cultural values, cultural perceptions, attachments and meanings. Buildings and ruins will not be conserved and interpreted in isolation from the cultural landscape. All layers within the cultural landscape will be recognised and acknowledged, albeit with different approaches and techniques as appropriate.
- Significant plants and trees will be identified and conserved. Management strategies for significant plants and trees will aim to maximise their life span and, in many cases, plan for their replacement.
- Significant vistas and view lines within the Port Arthur and Coal Mines Historic Sites will be maintained through vegetation management and avoidance and removal of intrusive elements.
- New facilities, landscape elements and site furniture may be introduced to enhance interpretation, and visitor safety and/or visitor amenity. Introduction of new landscape elements will be well researched and aim for a high degree of authenticity in the presentation of the landscape.
- Sound and systematic asset and information management procedures will be established to enable works programs to be planned and resourced.

### **Management Actions**

- Update the current Landscape Management Plan to incorporate strategies for the Coal Mines Historic Site and the Adjacent Areas or prepare a separate plan for these areas.
- Develop the Asset Management System for the Historic Sites to ensure a consistent approach to the management of their cultural landscapes and landscape elements and to provide direction for specific conservation works.
- Prepare tertiary plans (such as works procedures/maintenance schedules) for the Historic Sites to provide guidance for the ongoing maintenance and repair of their cultural landscapes and landscape elements.



## 5.0. Policies & management actions seek to address all issues.

- Undertake conservation activity on the basis of a priority system that considers the following criteria:
  - ❖ urgent threats to safety;
  - ❖ statutory requirements;
  - ❖ the cultural significance of the landscape element;
  - ❖ the condition and vulnerability of the landscape element;
  - ❖ the interpretive potential of the landscape element;
  - ❖ any potential for alternative use of the landscape or element; and
  - ❖ the cost of conservation projects and works and the resources available.
- No work, other than emergency stabilisation or basic maintenance, shall be undertaken on any landscape element of heritage value prior to an assessment of its heritage values, and the preparation of a specific conservation policy statement.
- Use cultural landscape elements of heritage value for public purposes in accordance with Burra Charter principles. Appropriate uses shall include:
  - ❖ interpretation of the cultural heritage significance of the landscape or element; or:
  - ❖ a use that is consistent or sympathetic with the historic use of the landscape (regardless of the landscape's or element's principal use, its cultural significance will still be interpreted).
- Continue to work with the Tasman Council and relevant landowners and other stakeholders in relation to protecting cultural landscape elements that lie beyond the boundaries of the Historic Sites but contribute to the heritage values of the Historic Sites (refer to Section 5.7.1).

### 5.3.13. Buildings and Structures

#### *Background*

Conservation projects generally result from the implementation of conservation management plans that are prepared for individual buildings, structures or precincts within the Port Arthur Historic Sites. These plans provide background information, specific assessments of significance, policies for conservation and use, and recommendations for conservation projects and works.

Buildings and structures, including ruins, are a significant element of the Historic Sites. The current buildings and structures at the Port Arthur Historic Site reflect all layers of its history, but are dominated by masonry structures of the convict period, which are mostly of the Colonial Georgian or Gothic styles. Other historical layers that retain considerable fabric include the Carnarvon period—which comprises a number of Victorian and Federation style buildings—and the post-war era, which includes a variety of styles and material uses. Only a very small number of early timber structures remain.

### *Policies*

- The significant buildings and structures of the Port Arthur Historic Sites will be appropriately conserved and managed.
- All built elements that contribute to the significance of the Port Arthur Historic Sites will be retained and conserved.
- Missing elements of original fabric will not be reconstructed unless there are well-researched and sound conservation reasons to do so. This will include an assessment of whether:
  - ❖ sufficient information is available;
  - ❖ the reconstruction is essential to the conservation of the original fabric
  - ❖ the reconstruction is essential for operational purposes and is reversible
  - ❖ the reconstruction is required for interpretation purposes and is reversible.
- Ruins are recognised as a fundamental part of the history and significance of the Port Arthur Historic Sites and will be conserved as ruins. Intervention such as roofing will only occur where required for conservation of significant fabric.
- Adaptation of buildings may be permitted where essential to comply with relevant fire safety, health and building or other statutory controls
- New buildings will only be constructed within the Port Arthur Historic Sites where they do not have an adverse impact on the overall cultural significance of the Historic Sites, and they are essential for management operations or site interpretation, and are reversible.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Develop the Asset Management System for the Historic Sites to ensure a consistent approach to the management of their buildings and structures and provide direction for specific conservation works.
- Prepare tertiary plans (such as works procedures/maintenance schedules) for the Historic Sites to provide guidance for the ongoing maintenance and repair of their buildings and structures.
- Undertake conservation activity on the basis of a priority system that considers the following criteria:
  - ❖ urgent threats to safety;
  - ❖ statutory requirements;
  - ❖ the cultural significance of the built element;
  - ❖ the condition and vulnerability of the built element;
  - ❖ the interpretive potential of the built element;
  - ❖ any potential for alternative use of the built element; and
  - ❖ the cost of conservation projects and works and the resources available.
- Reconstruction of missing elements will only be undertaken if there is a sound and well-researched conservation reason.
- No work, other than emergency stabilisation or basic maintenance, shall be undertaken on any buildings or structures of heritage value prior to an assessment of their heritage values, and the preparation of a specific conservation policy statement.
- Use all buildings and structures of heritage value for public purposes in accordance with Burra Charter principles. Appropriate uses shall include:
  - ❖ interpretation of the cultural heritage significance of the building or structure; or
  - ❖ a use that is consistent or sympathetic with the historic use of the structure (regardless of the building's or structure's principal use, its cultural significance will still be interpreted).



### 5.3.14. Archaeology

#### *Background*

The physical evidence, both above and below ground, at the Port Arthur Historic Sites has exceptional scientific research potential arising from the extent and integrity of the archaeological resource. In combination with other sources, the archaeological resources have great potential for research and community education. The Port Arthur Historic Site is a landmark place in the history and development of Australian heritage conservation philosophy and practice, and historical archaeology in particular.

Work to identify the extent, condition and significance of the archaeological resources is ongoing, with a number of programs that involve the general public and archaeological volunteers.

The Archaeology Plan is the basis for management of the Port Arthur Historic Site archaeological resource, providing policy for issues such as conservation, infrastructure works and unforeseen disturbances. The Archaeology Plan also contains policies relating to cooperatively managing archaeological resources in the wider cultural landscape of Port Arthur. The existing Archaeology Plan does not cover the Coal Mines Historic Site.

#### *Policies*

- The Authority will continue to actively undertake or support appropriate archaeological research and activities at the Historic Sites.
- The archaeological heritage of the Port Arthur Historic Sites will be conserved and managed in accordance with the Archaeology Plan(s).
- Archaeological values in the associated cultural landscape will be identified and appropriate management of resources encouraged.
- The standards employed in the management of archaeological values shall accord with best practice.
- Standards, methods and techniques for conserving the archaeological heritage will be developed and continually improved, and the results evaluated.
- The Port Arthur Historic Sites will become benchmark places for archaeological heritage management.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Update the Archaeology Plan to provide for management of the Coal Mines Historic Site or prepare a separate Archaeology Plan for the Coal Mines Historic Site.
- Refer to and comply with the Archaeology Plan(s) for the Port Arthur and Coal Mines Historic Sites when dealing with all aspects of their archaeological heritage.

### **5.3.15. Underwater / Maritime Archaeology**

#### *Background*

The physical legacy of historical maritime activity relating to the Port Arthur Historic Sites is a cultural landscape that encompasses both sea and land, comprising coastal infrastructure including jetties, wharves and ports, cultural deposits and wrecks. The maritime archaeological resources adjacent to the Port Arthur Historic Sites, though outside their boundaries and managed under a different statutory regime, contribute physical evidence and associative values to the Port Arthur Historic Sites.

A management program for the maritime archaeological resource of the waters of Port Arthur is under development. A working paper (2002) for the preparation of the Mason Cove / Carnarvon Bay Maritime Archaeological Heritage Conservation Management Plan has been produced following the 2000–2002 maritime archaeological survey of Carnarvon Bay.

An archaeological survey of historic coastal infrastructure at the Coal Mines Historic Site has been carried out, but a comprehensive maritime archaeological survey and heritage assessment of Norfolk Bay is yet to be undertaken.

The majority of the maritime archaeological heritage associated with the Port Arthur Historic Sites is on Crown Land and is not managed by the Authority.

#### *Policies*

- The maritime archaeological resource of the Port Arthur Historic Sites and adjacent waters will be acknowledged as part of the fabric of each place, and its heritage values will continue to be recognised as forming an indivisible part of their cultural heritage values.
- The maritime archaeological resource will be conserved and managed to the extent currently possible by the Authority under existing statutory authority, with appropriate measures taken to bring the resource under the care, control and management of the Authority.

### **Management Actions**

- Complete a Maritime Archaeology Plan (or plans) for the Historic Sites and their adjoining waters that addresses:
  - ❖ procedures for the management of the maritime archaeology resource at the Historic Sites;
  - ❖ the need to undertake a maritime archaeological survey and assessment of areas relevant to the Historic Sites, including updating the Tasmanian Heritage Register and National Heritage List entries for both sites to reflect the extent of the maritime archaeological resource that requires statutory protection and management; and
  - ❖ implementation of the working paper (Working Paper for the preparation of the Mason Cove / Carnarvon Bay Maritime Archaeological Heritage: Conservation Management Plan), which recommended that the Authority should pursue a 100 metre marine extension of the Port Arthur and Coal Mines Historic Sites.

### **5.3.16. Movable Heritage and Collections**

#### **Background**

Movable heritage items and collections form an essential part of the heritage values of the Port Arthur Historic Sites.

A Collections Plan for items of movable heritage has been prepared. It provides for the management of each collection, including policies for acquisitions, loans, care and maintenance, access and security, de-accession and disposal. Specific guidelines for the Archaeology Collection are included in the Archaeology Plan.

#### **Policies**

- The collections related to the Port Arthur Historic Sites will be conserved and managed to professional museum standards in accordance with the Port Arthur Collections Plan and the Archaeology Plan.
- In the event of an emergency, their care and conservation will be supported by the Collections Protection Plan.
- Appropriate access to the collections will be provided to members of the public, researchers and institutions.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Refer to the Port Arthur Collections Plan and/or Archaeology Plan when dealing with all aspects of the collections.
- Refer to the Collections Protection Plan when dealing with emergency preparedness and response in relation to the collections.
- Update the Port Arthur Collections Plan and Archaeology Plan to provide for management of items of movable heritage relating to the Coal Mines Historic Site or prepare a separate plan (or plans) for these collections.

## 5.4. Tourism, Visitor Services and Facilities

### **5.4.1. Introduction**

The Port Arthur Historic Site is one of Tasmania's most important tourist attractions and a major contributor to the State's economy. The inclusion of the Port Arthur Historic Site and the Coal Mines Historic Site on the National Heritage List has boosted their profiles both within Australia and overseas. This profile will only increase should the Historic Sites be included on the World Heritage List.

The Historic Sites have been visited by tourists from the time they ceased to be penal settlements. While recognising that conservation and tourism both contribute to the visitor experience at the Port Arthur Historic Sites, it is understood that there is nothing more important about the future management of the Sites than the obligation to achieve their long-term conservation.

The Port Arthur Historic Site has been a tourist attraction for a much longer period than it was a penal settlement, and tourism is integral to the current operation and survival of the Site. Tourism at the Coal Mines Historic Site is anticipated to increase over time.

The Authority's vision is 'to conserve, manage and promote the Port Arthur Historic Sites as cultural tourism places of international significance'. The functions of the Authority are set out in Section 7 of the PAHSMA Act and include requirements that the Authority:

- promote an understanding of the historical and archaeological importance of the historic site;

- in accordance with the management plan, promote the historic site as a tourist destination; and
- provide adequate facilities for visitor use.

The majority of tourism and associated businesses on the Tasman Peninsula rely on the attraction of the Port Arthur Historic Site, which provides the economic driver for the region.

The Authority works closely with the Tasman Council and Tourism Tasmania on tourism initiatives and programs that benefit the region and businesses on the Tasman Peninsula.

Acknowledging the importance of the conservation of the Port Arthur Historic Site and its role as Tasmania's premier tourist attraction, the Tasmanian Government has provided substantial funding for the Authority's conservation program since July 2000. This funding has allowed PAHSMA to make the necessary tourism business decisions to ensure the visitor experience is high-quality, authentic and reveals the Site's unique history and beauty.

The Authority's Tourism Operations Plan aims to ensure that the service provision to visitors is of the highest standard and appropriate to the changing needs of these visitors while remaining consistent with the conservation policies and guidelines for the Historic Sites.

### ***Tourism Strategic Objectives***

- 1. To manage tourism at the Port Arthur Historic Sites in a way that is consistent with the unique heritage values of the Sites.*

This will be achieved by ensuring that tourism management decisions are consistent with the policies and management actions of this management plan.

- 2. To develop a cultural tourism experience and products that are based soundly on the unique heritage values of the Sites.*

This will be achieved by ensuring that tourism experiences and products are consistent with the policies and management actions of this management plan and that these experiences and products also consider the interests of stakeholders and take into account the need for the site to follow commercial best-practice and to produce funding for continued conservation.



## 5.0. Policies & management actions seek to address all issues.

*3. To provide high quality visitor amenities and services.*

*4. To maximise economic returns from tourism at the Sites.*

The Authority will conduct its tourism operations in a way that is consistent with commercial best practice, recognising the unique imperatives of the statutory, strategic, and stakeholder context within which it operates.

*5. To enhance the high level of Site expertise at all levels.*

*6. To develop and promote the Port Arthur Historic Sites for cultural tourism.*

*7. To gain further credibility within the tourism industry to position the Port Arthur Historic Sites in the forefront of other cultural tourism sites.*

*8. To cooperate effectively with local and regional tourism bodies and enterprises.*

### 5.4.2. Visitor Facilities and Services

#### **Background**

The Authority caters for visitor needs within the Port Arthur Historic Site through the provision of visitor information, on-site interpretation, food and beverage services, retail facilities, people-movers, amenities and car parking. The primary visitor facility at the Port Arthur Historic Site is the Visitor Centre.

Pedestrian access is possible to most areas and historic structures within the Port Arthur Historic Site. Retail services are provided at the Visitor Centre and the Museum Café. Business plans and strategies have been prepared in accordance with the Tourism Strategy for the management of general visitor services, food and retail outlets, and guided tours.

Tourism management also requires a substantial level of visitor support services. Basic facilities such as shelters, signs and toilets must be augmented by ramps, first-aid services and accessible information in order to provide equitable access, respond to visitor needs and maximise the quality of the visitor experience. People-movers are available to assist those with mobility problems.

The Port Arthur Historic Site is well serviced with visitor support services and resources, including guidebooks, an information desk, paths, signs, seats, shelters, toilets and first aid services. By contrast, the Coal Mines Historic Site is not currently staffed and is less developed in these areas. Visitor facilities at the Coal Mines Historic Site include toilets, picnic areas and limited car parking.

### *Policies*

- All visitor facilities are to be provided with minimal impact to the heritage values of the Port Arthur Historic Sites. The introduction of any new visitor facilities to the Historic Sites should not result in impacts that cannot be reversed.
- Visitor trends and needs are to be monitored to ensure visitor satisfaction and adequate provision of visitor facilities at the Port Arthur Historic Sites.
- Visitor support services at the Port Arthur Historic Sites will meet best-practice standards for major tourist sites in Australia and internationally.
- Visitor support services at the Port Arthur Historic Site will aim to deliver equitable access to visitors, and will meet or exceed relevant statutory requirements where practicable.

### *Management Actions*

- Monitor customer satisfaction and undertake regular visitor surveys and market research to gain feedback relating to visitor trends and needs. Use information to improve visitor facilities at the Port Arthur Historic Sites in accordance with the policies of this plan and other relevant secondary plans.
- Develop processes to identify appropriate locations at the Port Arthur and Coal Mines Historic Sites for the introduction of new visitor facilities.
- Monitor visitor support services at the Historic Sites to ensure compliance with all statutory requirements.
- Evaluate proposals for new visitor support services at the Historic Sites in accordance with the New Proposals Assessment Process.

### **5.4.3. Guiding Operations**

#### *Background*

The Authority operates a number of tours at the Port Arthur Historic Site, including a range of walking tours and audio tours. The introductory walking tour is included within the general admission fee for all visitors and provides a general introduction to the site. Other walking tours operate at the Isle of the Dead and Point Puer. Visitors cannot visit either of these two places unless accompanied by an Authority staff member. Historic Ghost Tours operate at night.



## 5.0. Policies & management actions seek to address all issues.

The content of all tours should aim to be an accurate representation of the heritage values of the Historic Sites and should specifically be derived from the policies of the Interpretation Plan.

There are currently no tours operating at the Coal Mines Historic Site, but options are being investigated.

### *Policies*

- All tours—guided, self-guided or other—will be consistent with the heritage values of the Port Arthur Historic Sites and will accord with this management plan and any other secondary or tertiary plans adopted by the Authority.
- Tours will provide a high-quality visitor experience.

### *Management Actions*

- Ensure that the content of tours—guided, self-guided or other—is always consistent with the policies and procedures of the Interpretation Plan.
- Continue to develop existing and new tours, having regard to monitoring of visitor and Authority staff feedback.
- Continue to explore ways to enrich the visitor experience, consistent with conservation principles and best-practice guidelines.
- Ensure that guiding staff are trained and assessed according to best-practice professional standards.

#### **5.4.4. Food and Beverage**

##### *Background*

There are a number of food and beverage services provided at the Port Arthur Historic Site by the Authority. The Port Café located inside the Visitor Centre provides a variety of food and beverages, ranging from a hot buffet for a seated meal or takeaway sandwiches for a picnic within the grounds. A section of the cafe operates during the evening as 'Felons Bistro'. The Museum Café also operates within the Asylum building.

Food and beverage stock is stored at the various outlet locations or in an on-site warehouse.



### *Policies*

- Food and beverage facilities will continue to be provided at the Port Arthur Historic Site.
- Food and beverage facilities and consumption areas will continue to be planned, designed and operated to minimise adverse impacts on the heritage values of the Port Arthur Historic Sites and to maximise visitor experience.
- The provision of food and beverages at the Port Arthur Historic Sites will reflect both the needs of the Authority and visitor demand, as determined through visitor and Authority staff feedback.

### *Management Actions*

- Review current food and beverage facilities at the Historic Sites, having regard to the Authority's needs, profitability and performance, as well as visitor and Authority staff feedback.
- Ensure that new proposals for food and beverage facilities at the Port Arthur Historic Sites are subject to the New Proposals Assessment Process.

## **5.4.5. Port Arthur Historic Site Gift Shop**

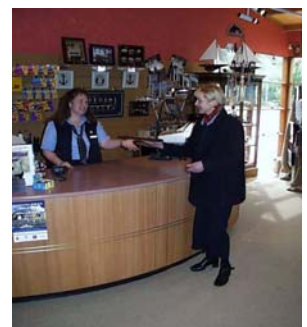
### *Background*

The main retail facility of the Authority is the Gift Shop located in the Visitor Centre. New products primarily relate to the Port Arthur Historic Sites with consideration being given to additional Tasmanian products and visitor expectations.

A product development program has been ongoing since 2004, with its current focus being to capitalise on emerging visitor demographic trends. It is essential for the Authority to manage the Gift Shop in a manner that is commercially viable, however, it is also important that products promoted by the Authority do not detract in any way from the heritage values of the Historic Sites.

### *Policies*

- Retail products at the Port Arthur Historic Site Gift Shop will be carefully selected to ensure that they do not detract from the presentation of the heritage values of the Port Arthur Historic Sites.
- Where possible, retail products at the Port Arthur Historic Site Gift Shop will further promote and communicate the heritage values of the Port Arthur Historic Sites, without affecting visitor expectations and the financial viability of the Gift Shop.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Review product development to ensure that all selected products contribute towards an accurate representation of the heritage values of the Historic Sites and do not detract from or contradict messages conveyed by any other interpretation, education and information programs at the Historic Sites.

### **5.4.6. Visitor Admission Fees and Entry**

#### *Background*

Visitors to the Port Arthur Historic Site currently pay a standard admission fee, with a number of additional attractions ticketed separately. These include tours to the Isle of the Dead and Point Puer, audio tours and Historic Ghost Tours. Family tickets are also available, and concession rates apply to holders of student and pension cards. Tickets are valid for two days and visitors are able to upgrade their ticket to a two-year pass for an additional fee.

The Authority regularly reviews its site entry and tour prices in line with its operational requirements and as specified in the Ministerial Charter. It takes into account market forces, visitor levels, wage increases and operating expenses.

#### *Policies*

- Admission fees at the Port Arthur Historic Site will reflect the quality of visitor experiences available and represent 'value for money'.
- Admission fees will be reviewed annually, in accordance with the GBE Act.

#### *Management Actions*

- Monitor the admission fee to the Port Arthur Historic Site and any other fees to ensure relative consistency with national and other Tasmanian tourist attractions and to ensure that it continues to represent 'value for money'.
- Review the provision of access to the Coal Mines Historic Site.

### 5.4.7. Site Access and Control

#### *Background*

The Port Arthur Historic Site is subject to controlled access, with visitors required to purchase an entry ticket. This ticket includes an introductory site tour, harbour cruise and access to the Visitor Centre interpretation gallery, historic buildings and grounds. Visitors arriving at the Port Arthur Historic Site are directed to the car park and enter via the Visitor Centre.

Residents of the Tasman Municipality do not pay for general access to the Port Arthur Historic Site. A public access walking track runs through the Port Arthur Historic Site connecting Stewarts Bay and Carnarvon Bay. Walking access to Point Puer has been uncontrolled in the past, however this has been restricted due to considerable public safety and site security risks, and in consideration of the fragility of the above-ground material. Access to the Isle of the Dead is restricted and all visitors must be accompanied by a PAHSMA guide or be otherwise approved by the Authority.

Open, free access is currently available to the Coal Mines Historic Site. There is a public car park and a number of sign-posted access routes throughout the Historic Site, including a public road that extends across the Historic Site to the Lime Bay State Reserve.

Tracks of the main settlements at the Coal Mines and Point Puer, and major routes elsewhere within the Port Arthur Historic Site are suitable for assisted wheelchair access. Wheelchairs and a scheduled courtesy vehicle service are provided at the main Port Arthur site. There is currently no easy wheelchair access to the Isle of the Dead. The majority of the Port Arthur and Coal Mines Historic Sites is not suitable for wheelchair access.

The Port Arthur Historic Site experiences a high demand on visitor services—such as ticketing and food and beverages—during peak periods of visitation. Although it is not arisen as an issue to date, the Authority is aware of the need to address the carrying capacity of the Sites in order to anticipate and avoid potential detrimental impacts on heritage values from excessive visitor numbers.

#### *Policies*

- The Port Arthur Historic Site will continue to be subject to controlled access, requiring most visitors to purchase an entry ticket.



## 5.0. Policies & management actions seek to address all issues.

- Any commercial operator wanting to traverse through the Port Arthur Historic Site to access the Mason Cove public jetty must have the written approval of the Authority.
- Residents of the Tasman Peninsula will continue to enjoy free-of-charge general access to the Port Arthur Historic Site during opening hours.
- The Authority will monitor the carrying capacity for visitors at the Sites, and restrict access as appropriate.

### *Management Actions*

- Continue, monitor and review where appropriate current access and control arrangements at the Port Arthur Historic Site.
- Review the access policy for the Coal Mines Historic Site.
- Review access and control arrangements for individual buildings at the Port Arthur Historic Site having regard to visitor needs and monitoring of physical damage.
- Establish a policy and monitoring program to ensure that carrying capacity at the Sites is controlled as appropriate.
- Explore opportunities to improve access arrangements for visitors with limited mobility to the Isle of the Dead, consistent with managing heritage values.
- Explore opportunities to improve equality of access across the Sites.

### **5.4.8. Special Events and Functions**

#### *Background*

The Port Arthur Historic Site is a popular location for a range of special events and functions. A number of annual events are traditionally held at the Port Arthur Historic Site, and high profile visits occur on a regular basis.

These activities can represent a financial and promotional benefit to the Historic Sites. It is important that such activities do not adversely impact the experience of other visitors or detract from an appreciation of the heritage values of the Historic Sites.

The Events Policy guides special events and functions at the Port Arthur Historic Sites, including those coordinated by the Authority and those proposed by external groups and organisations.

This policy is aligned with the New Proposals Assessment Process (see 5.2.9).

### **Policies**

- Special events and functions will only be permitted at the Port Arthur Historic Sites where they are consistent with the Events Policy.
- The Authority will endeavour to achieve a positive financial outcome from special events and functions.
- The Authority will retain ultimate control over all special events and functions.

### **Management Actions**

- Ensure that the Events Policy provides guidance on the type and scale of events and functions that would be appropriate for the Historic Sites, based on consideration of potential benefits and impacts on heritage and economic values.
- Ensure that the Events Policy is consistent with the New Proposals Assessment Process. Monitor and evaluate the Events Policy and amend as necessary.

## **5.4.9. Commercial Filming and Photography**

### **Background**

The Port Arthur Historic Site has been the setting for a number of commercial films, television productions and commercials over the years, including the silent movie-era, convict classic *For the Term of His Natural Life* (1927). Public communications media can play a major role in the presentation of the Historic Sites to the wider community both in Australia and across the world.

In general, advertising for purposes other than promotion of the Port Arthur Historic Sites is considered inappropriate, while filming and photography for news and other current affairs purposes is considered acceptable.

### **Policies**

- Commercial filming and photography at the Port Arthur Historic Sites will only be allowed if it will not result in adverse impacts on the heritage values of the Historic Sites or detract from the experience of other users.
- Commercial filming and photography at the Port Arthur Historic Sites will, where possible, promote awareness and understanding of the Historic Sites' heritage values and management.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Ensure that all commercial filming and photography approvals meet the requirements of the Commercial Filming and Photography Policy.
- Ensure that the Commercial Filming and Photography Policy is consistent with the New Proposals Assessment Process.
- Maintain a record of all commercial filming and photography that depicts any aspect of the Historic Sites. This record should include details of any conditions imposed and the commercial filming fee paid.
- Monitor any complaints about commercial film or photography use of the Historic Sites.
- Review the policy for commercial filming and photography as required.

### **5.4.10. Public Safety and Risk Management**

#### *Background*

The Port Arthur Historic Sites have high potential for hazards, including those arising from uneven terrain.

The Authority is responsible for protecting Authority staff and visitors from undue, unnecessary and unreasonable hazards. Preventative measures, such as visitor education and signs aimed at promoting an understanding of the hazards at the Historic Sites are therefore essential, as is training staff in OH&S procedures and dealing with emergencies.

Responsibility for search and rescue and emergency operations at the Historic Sites lies with the state emergency services such as the Police, Fire Brigade and Ambulance Service.

#### *Policies*

- Authority staff and visitors will be protected from unnecessary and unreasonable exposure to hazards at the Port Arthur Historic Sites.
- A proactive approach will apply to the identification of potential hazards and risk reduction at the Port Arthur Historic Sites.
- Authority staff and visitors will be educated and encouraged to adopt safe practices and will be provided with sufficient and appropriate information about potential hazards to enable them to make responsible decisions about their own safety.
- The Authority will ensure policies and procedures are in place in relation to Visitor and Occupational Health and Safety and emergency response.

### Management Actions

- Provide adequate information to visitors to the Historic Sites and information and training to staff to ensure that they:
  - ❖ are fully aware of any potential hazards;
  - ❖ realise that they are responsible for their own safety; and
  - ❖ are sufficiently well prepared.
- Maintain a risk management system that provides for regular identification, inspection, reporting and mitigation of existing and potential risks to public or staff safety.
- Take appropriate steps to warn visitors and staff of potential hazards to their safety within the Historic Sites and of appropriate ways of avoiding or minimising risks.
- Maintain an Emergency Management Plan.
- Work closely with relevant emergency response bodies to ensure that emergency actions, where possible, do not impact the Sites' heritage values.
- Maintain strategies, guidelines and/or codes of practice that ensure high standards of safety are achieved across all operations at the Historic Sites.

## 5.5. Infrastructure and Utilities

### 5.5.1. Introduction

This section of the management plan addresses issues relating to the provision and maintenance of infrastructure and utilities such as potable water, wastewater, general waste management and electricity. It also addresses issues relating to assets contained within the Port Arthur Historic Sites such as site facilities, roads, paths and car parking, jetties, fences, site furniture and landscape. Although this discussion relates to infrastructure and utilities broadly, the Authority remains aware that parts of the existing infrastructure at the Sites are also elements of the historic landscape. The management of these historic features is additionally dealt with under Section 5.3 of this plan.



## 5.0. Policies & management actions seek to address all issues.

### 5.5.2. General Asset Management

#### *Background*

The relative isolation of the Port Arthur Historic Sites has traditionally meant that managers of the Historic Sites have been required to be self-sufficient regarding the provision of services and utilities such as potable water, wastewater treatment, waste collection and disposal. While the Historic Sites are linked to the state-wide power supply and telecommunications networks, the distances involved means that these particular services can be unreliable. Some elements of the infrastructure of the Port Arthur Historic Sites are also part of the cultural landscapes for the Historic Sites.

The Authority will continue to follow a policy of self-sufficiency and, while it remains appropriate and practicable, will continue to be responsible for all services within the Historic Sites (and any other land that should come under its care, control and management).

The Authority owns, operates and maintains reticulated water and wastewater systems and has a responsibility for maintaining all roads within the Historic Sites, including Jetty Road, which provides public access to the two Mason Cove jetties within the Port Arthur Historic Site. It is also responsible for the infrastructure and utilities associated with the Garden Point Caravan Park, within the Adjacent Area at Garden Point.

Staff in the Conservation and Infrastructure Department manage and maintain the infrastructure and utilities at the Historic Sites in addition to undertaking specific conservation works.

One of the key issues that impact the Authority's capacity to undertake all of its responsibilities is that the main scope of works involves ongoing maintenance and building compliance activities, minimising resources available for larger conservation projects.

The Asset Management System aims to incorporate all known information about each element at the Port Arthur Historic Sites and to provide a continuously evolving and expanding working manual. The Asset Management System covers all assets on the site, not just infrastructure. It hence incorporates a Place Register, information that would otherwise be included in a Built Elements Plan, and details on the heritage assets at the Sites. These are dealt with under Section 5.3 of this Plan.



### **Policies**

- The services infrastructure and utilities of the Port Arthur Historic Sites will be managed in accordance with this management plan and any other relevant secondary and tertiary plans adopted by the Authority.
- The ongoing maintenance, repair or upgrade of services infrastructure and utilities will be planned and designed to avoid impacts on the heritage values of the Port Arthur Historic Sites. New proposals for services infrastructure and utilities will be subject to the New Proposals Assessment Process.
- Adequate resources will be provided to ensure that the maintenance or replacement of service infrastructure and utilities at the Port Arthur Historic Sites is implemented.

### **Management Actions**

- Maintain an Asset Management System for the Historic Sites.
- Ensure that ongoing projects and works comply with all relevant legislation and guidelines applying to the Historic Sites, including the *Building Act 2000* (Tas), *Workplace Health and Safety Act 1995* (Tas) and the *Building Code of Australia* (Cwlth).

### **5.5.3. Accommodation**

#### **Background**

A number of buildings at the site are used for the provision of residential facilities to Authority staff, volunteers and contractors. This is a valuable resource that is often stretched during the busier summer months, when accommodation is required for additional workers.

The Coal Mines Historic Site has no accommodation facilities.

#### **Policies**

- Any accommodation facilities within the Port Arthur Historic Sites will be managed to avoid impact on the heritage values of the Historic Sites.
- New proposals for accommodation at the Port Arthur Historic Sites will be considered only in accordance with the New Proposals Assessment Process.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Provide policy and procedures for the future management of accommodation facilities located on Authority-managed land.

### **5.5.4. Roads, Paths and Car parking**

#### *Background*

The Authority is responsible for the maintenance of all roads, paths and car parking areas within the Port Arthur Historic Sites (including Jetty Road within the Port Arthur Historic Site). They range from two-way vehicular access roads to bush tracks, and comprise a range of surfaces, including bitumen, gravel, paving, dirt and sand. Fabric varies from recently constructed or sealed roads to material remnants of convict infrastructure. Walkways and viewing platforms constructed with a variety of materials are also located at the Historic Sites.

The majority of roads and paths at the Port Arthur Historic Site were constructed during the early phases of convict settlement and continue to form a very strong part of its cultural landscape. The paths have been less durable and therefore the layout of convict-era pathways is difficult to discern, in most cases overlaid with more recent tracks and lines of movement, many through the sites of former structures and retaining walls.

The Landscape Management Plan includes details on managing Roads, Paths and Car parking.

#### *Policies*

- Roads, paths and car parking within the Port Arthur Historic Sites will be managed in accordance with this management plan and any relevant secondary and tertiary plans adopted by the Authority.
- Any proposals for new roads, paths and car parking at the Port Arthur Historic Sites will be subject to the New Proposals Assessment Process.

#### *Management Actions*

- Undertake a study of the roads and paths at the Coal Mines Historic Site and develop policies for their appropriate management. These policies should form part of a future amendment to the Port Arthur Historic Site Landscape Management Plan (that incorporates the Coal Mines Historic Site) or part of a separate landscape plan for the Coal Mines Historic Site.
- Prepare a tertiary Roads, Paths and Car parking Plan that provides guidance on the appropriate and consistent maintenance and construction of roads, paths and car parking at the Historic Sites.

### 5.5.5. Site Furniture

#### *Background*

Site furniture, including fences, railings, benches, shelters and other seating and tables are located throughout the Port Arthur Historic Site, in particular at Mason Cove and to a lesser extent on the Isle of the Dead and at Point Puer. The Coal Mines Historic Site has a small picnic area that is located a short distance from the main settlement area as well as a range of signs and interpretation media throughout.

The furniture of the Port Arthur Historic Site was surveyed and recorded as part of the preparation of the Landscape Management Plan. Results of the survey showed a wide range of furniture types and treatments with the potential to detract from the heritage values of the cultural landscape.

It is important that the management of site furniture is consistent with the conservation requirements of the context within which they are located. The use of site furniture should be minimised with a consistent approach to materials and style. Specific policies for the treatment of various site furniture types at the Port Arthur Historic Site, including seating, lighting, rubbish bins, picnic tables, bollards and hazard barriers, fences, signs and interpretive shelters, is currently included within the Landscape Management Plan.

#### *Policies*

- Site furniture at the Port Arthur Historic Sites will be managed in accordance with this management plan and any relevant secondary and tertiary plans adopted by the Authority.

#### *Management Actions*

- Update the relevant inventories contained within the Landscape Management Plan for the Port Arthur Historic Site.
- Undertake a study of the existing site furniture at the Coal Mines Historic Site and use information to develop policies for their appropriate management. These policies should form part of a future amendment to the existing Landscape Management Plan for the Port Arthur Historic Site (that incorporates the Coal Mines Historic Site) or part of a separate Landscape Plan for the Coal Mines Historic Site.
- Prepare a tertiary Site Furniture Plan to provide guidance on the consistent design (materials and style) and ongoing maintenance and repair of site furniture at the Historic Sites.



## 5.0. Policies & management actions seek to address all issues.

### 5.5.6. Potable Water

#### *Background*

Potable water for the Port Arthur Historic Site is currently supplied from two dams located within the Adjacent Area on the Nubeena Road. The water collected in these dams is piped to the Historic Site where it is filtered and chlorinated. There is currently no potable water supply to the Isle of the Dead or Point Puer. Water for the Coal Mines Historic Site is currently provided by a neighbour. There is also a small water tank adjacent to the hut located at the entrance to the Coal Mines Historic Site.

The water supply has been adequate for the Port Arthur Historic Site; however, in times of increasing and extended dry weather, it can become very low. It is anticipated that this is likely to occur more frequently, which may result in water shortages that could impact tourism operations and maintenance programs, and financially disadvantage the Authority if water needed to be purchased. This may also impact the Authority's capacity to fight fires.

In addition, the existing water pipes from the dams to the Port Arthur Historic Site and within the site itself are not accurately mapped, making it difficult to manage their ongoing maintenance and repair. The water pipes from the dams also run through land that is not owned by the Authority, creating potential for access constraints to affect their ongoing maintenance and repair.

A Tasmanian Government review of water and sewerage infrastructure undertaken during 2007 may result in changes to how water is supplied to the Historic Sites, with a consequent decrease in the likelihood of constraints to water supply. In 2007 the Authority also entered into a Memorandum of Understanding with Hobart Water and the Tasman Council in order to pursue best possible outcomes in the management of potable water.

#### *Policies*

- Demand for potable water within the Port Arthur Historic Sites will be carefully managed to minimise potential water shortages, particularly during the drier months of the year.
- The potable water infrastructure will be appropriately maintained in order to minimise the potential for leaking pipes or inadequate supply.

### **Management Actions**

- Continue to install water-saving devices throughout the Port Arthur Historic Sites and investigate options to reduce overall demand, such as recycled water for servicing toilets and gardens.
- Ensure there is a schedule of cyclical monitoring, maintenance and repair incorporated into the Asset Management System.
- Monitor water quality throughout the Port Arthur Historic Sites and undertake rectification works as necessary.
- Establish a formal agreement with the owners of the land across which the water pipes from the dams run to the Port Arthur Historic Site to ensure adequate access to the water pipes for ongoing maintenance and repair.
- Continue to consult with the Tasman Council and state government authorities on potable water supply.

### **5.5.7. Wastewater Treatment**

#### **Background**

A wastewater treatment facility is located on the Port Arthur Historic Site that is owned and operated by the Authority. The facility currently has excess capacity and services a number of local businesses, including the Garden Point Caravan Park. Wastewater treatment at the Coal Mines Historic Site is currently dependent on septic tanks.

A State Government review of water and sewerage infrastructure undertaken during 2007 may result in changes to wastewater treatment services and infrastructure for the Port Arthur Historic Sites. In 2007 the Authority also entered into a Memorandum of Understanding with Hobart Water and the Tasman Council in order to pursue best possible outcomes in the management of the wastewater treatment plant.

#### **Policies**

- The Authority will continue to ensure that adequate wastewater treatment services are maintained at the Port Arthur Historic Sites.
- The Authority will appropriately maintain the wastewater infrastructure under its care, control and management to minimise the potential for environmental contamination.
- The Authority will ensure the Wastewater Treatment Plant is recorded in the Asset Management System and that records are updated as required.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Continue to consult with the Tasman Council and state government authorities on wastewater treatment matters.
- Ensure that appropriate commercial agreements are in place with any businesses connected to the Authority's wastewater treatment facility.
- Ensure there is a schedule of cyclical monitoring, maintenance and repair incorporated into the Asset Management System.

### **5.5.8. Solid Waste**

#### *Background*

Solid wastes include visitor waste, general litter, recyclable materials, putrescible and green wastes. The majority of the public waste collection facilities at the Port Arthur Historic Sites are recycling stations. Solid waste has the potential to impact the heritage values of the Historic Sites as well as the health of visitors and Authority staff if it is not collected, stored and disposed of appropriately.

Although a number of mechanisms are in place to reduce waste production, further waste reduction opportunities could be explored.

#### *Policies*

- Solid waste production at the Port Arthur Historic Sites will be minimised wherever possible.
- Collection, storage and removal of solid waste will not impact the heritage values of the Port Arthur Historic Sites.

#### *Management Actions*

- Reduce the amount of packaging required for food and beverage products sold at the Port Arthur Historic Site, where possible.
- Prepare a Waste Management Policy for the Port Arthur Historic Sites that aims to reduce the amount of waste produced and provides guidance on its effective collection, storage and removal.

### **5.5.9. Electricity**

#### *Background*

The provision of electricity generally relates to the conservation requirements and the functioning of the Port Arthur Historic Site as a tourist destination.

Additional provision of specialist services, such as heating and air conditioning, have been installed where required for conservation purposes such as museum exhibits. There is currently no electricity service to the Coal Mines Historic Site, other than the hut at the entrance to the Site. Power is metered on-site at the Garden Point Caravan Park and to other lessees.

Power failures are a regular occurrence, generally as a result of environmental factors. Power failures have the potential to seriously impair the operation of the Port Arthur Historic Site and, therefore, consideration should be given to developing a back-up power source at the Historic Site.

Existing overhead power lines also have the potential to result in visual and environmental impacts on the heritage values of the Historic Sites. Consideration should therefore be given to burying existing lines or relocating to areas where they are likely to have reduced impacts, insofar as this is possible.

### ***Policies***

- The Authority will undertake all feasible measures to ensure an adequate electricity supply is maintained at all times to the Port Arthur Historic Site, the Adjacent Area at Garden Point and, if electricity supply is provided there, to the Coal Mines Historic Site.
- The Authority should pursue avenues to minimise visual impacts and other impacts on the heritage values of the site by either relocating or placing underground existing overhead power lines within the Port Arthur Historic Site.

### ***Management Actions***

- Ensure that the Asset Management System documents the existing extent of electricity supply at the Port Arthur Historic Site and Adjacent Area at Garden Point, including its nature and location and any potential future energy requirements of these areas and the Coal Mines Historic Site.
- Aim to ensure that existing overhead power lines within the Port Arthur Historic Site are placed underground to minimise visual impacts, subject to archaeological considerations, or relocated to minimise impacts on the heritage values of the site.



## 5.0. Policies & management actions seek to address all issues.

### 5.6. Administration and Other Matters

#### 5.6.1. Introduction

This section of the management plan addresses administrative matters including corporate governance, statutory compliance and funding, as well as human resources, information management and reporting.

#### 5.6.2. Obligations under the *Government Business Enterprises Act 1995*

##### *Background*

The Authority is identified as a Government Business Enterprise and is required to prepare a Statement of Corporate Intent for inclusion within its Annual Report, in accordance with Section 41 of the Tasmanian *Government Business Enterprises Act 1995* (GBE Act).

The Authority is required to fulfil a number of objectives under the GBE Act, as defined by its Ministerial Charter. These objectives provide for its continued successful practise as a commercial enterprise, with specific objectives relating to core business, performance targets, financial considerations, pricing policy, human resource management, superannuation and employee relations policies, code of ethics, and risk management.

The Ministerial Charter also incorporates the Authority's obligations as a managing authority, which is specified in the PAHSMA Act.

The Authority is obliged under the *Government Business Enterprises Act 1995* to achieve a sustainable commercial rate of return in accordance with its annual Corporate Plan. Under its Ministerial Charter it does not, however, need to pay dividends, tax equivalent payments or Guarantee Fees to the state government.

A Corporate Plan must be prepared by the Board of the Authority every year for submission to the Portfolio Minister and Treasurer, outlining key performance objectives for the coming year. The Corporate Plan includes identification of the main undertakings of the Authority and provides details of its capital works program.



At the completion of each financial year, the Authority is also obliged to report to State Parliament on the achievement of its key performance objectives within an Annual Report.

### **Policies**

- The Authority will comply in all respects with its obligations under the *Government Business Enterprises Act 1995*.
- The Authority will prepare an annual Corporate Plan in accordance with the requirements of the *Government Business Enterprises Act 1995* for submission to the Portfolio Minister and Treasurer.
- Reporting on the management actions, capital works and key performance objectives will continue to be undertaken in accordance with the requirements of the *Government Business Enterprises Act 1995* and the Authority's Ministerial Charter.

### **Management Actions**

- Audit the performance of the Authority as a commercial enterprise, having regard to the obligations of the *Government Business Enterprises Act 1995*.
- Include a Statement of Corporate Intent in the Authority's Annual Report.
- Continue to provide adequate resources to allow for the preparation of the Corporate Plan and Annual Report in accordance with the *Government Business Enterprises Act 1995* and the Authority's Ministerial Charter.
- Develop key performance indicators in accordance with the Authority's statutory objectives under the PAHSMA Act.

## **5.6.3. Statutory Compliance**

### **Background**

This management plan must comply with the management plan requirements of the *National Parks and Reserves Management Act 2002* (NPRM Act) and also needs to comply with the Commonwealth *Environment Protection Biodiversity Conservation Act 1999* (including EPBC Regulations 2000). The management plan is also required to fulfil the Authority's objectives under the PAHSMA Act and the GBE Act.



## 5.0. Policies & management actions seek to address all issues.

In accordance with section 9 of the GBE Act, this management plan must comply with the following principal Acts:

- *Port Arthur Historic Site Management Authority Act 1987*
- *National Parks and Reserves Management Act 2002*
- *Environment Protection and Biodiversity Conservation Act 1999*
- *Nature Conservation Act 2002*
- *Aboriginal Relics Act 1975*
- *Historic Cultural Heritage Act 1995*
- *State Service Act 2000*
- *Crown Lands Act 1976*

### **Policies**

- The Authority will, at all times, and to the best of its abilities, manage all reserved land under its care, control and management, in compliance with the provisions of this management plan. It will also use its best endeavours to ensure that other parties do likewise.
- Should the need arise for amendments to this management plan, they will be prepared in accordance with the relevant provisions of the NPRM Act and other relevant legislation.
- In the event of any amendment to the NPRM Act or other relevant legislation which has a material bearing on the reserved land under the care, control and management of the Authority, this management plan will be reviewed and, if found necessary, amendments will be proposed.

### **Management Actions**

- The Authority should ensure that it carries out management actions that give effect to and in accordance with the provisions of this management plan.
- The Authority should ensure that it is kept informed of any changes to the management requirements and objectives contained with the relevant acts including the PAHSMA Act, the NPRM Act, the NC Act, the GBE Act and the EPBC Act (and EPBC Regulations).

## 5.6.4. Enforcement of Statutory Provisions

### Background

As well as enforcing the provisions of the PAHSMA Act, authorised officers of the Authority have delegated powers to enforce the provisions of the following Acts:

- *Environment Protection and Biodiversity Conservation Act 1999* (Cwth)
- *Nature Conservation Act 2002* (Tas)
- *Crown Lands Act 1976* (Tas)
- *Aboriginal Relics Act 1975* (Tas).

Authority staff may be authorised to act in relation to other legislation.

### Policies

- Within the Port Arthur Historic Sites authorised Authority staff members are responsible for enforcing the provisions of the *Port Arthur Historic Site Management Authority Act 1987* and, to the extent of any relevant delegations, the *National Parks and Reserves Management Act 2002* and the *Nature Conservation Act 2002*.
- Other law enforcement will be the responsibility of the Tasmania Police and/or the Tasmania Parks and Wildlife Service, as appropriate.

### Management Actions

- Provide clear written delegation/authority and appropriate training to nominated Authority staff who are to be involved in any statutory enforcement activity.
- Continue regular liaison with the Tasmania police and Tasmanian Parks and Wildlife Service officers regarding respective responsibilities and specific incidents.
- Ensure staff and visitors remain well informed about relevant statutory controls and requirements.

## 5.6.5. Human Resources

### Background

The Authority is required to adopt current and best-practice human resource management and industrial relations standards, or government policies, in areas such as recruitment, equal employment opportunity, anti-discrimination, performance management, and occupational health and safety.



## 5.0. Policies & management actions seek to address all issues.

A Human Resources department has been established within the Authority to ensure that all Authority staff are governed by the same accountabilities and to ensure consistency in human resource processes across the organisation. The Human Resources Department manages the provision of Human Resource services to the managers and employees of the Authority and specifically deals with recruitment and selection, job design, staff training and development, payroll, leave management and occupational health and safety compliance.

The Authority is also required to operate under the following legislative framework:

- *State Service Act 2000*
- *State Service Regulations 2001*
- *State Service (Savings and Transitional Provisions) Act 2000*
- *State Service (Consequential and Miscellaneous Amendments) Act 2000*
- *Acts Interpretation Act 1931*
- *Anti-Discrimination Act 1998*
- *Public Interest Disclosures Act 2002*
- *Industrial Relations Act 1984*
- *Racial Discrimination Act 1975 (Federal)*
- *Disability Discrimination Act 1992 (Federal)*
- *Human Rights and Equal Opportunity Commissioner Act 1986 (Federal)*
- Commissioner's Directions
- Ministerial Directions
- Ministerial Determinations
- Port Arthur Historic Site Staff Agreement
- Public Sector Unions Wages Agreement 2007
- General Conditions of Employment Award
- Tasmanian Industrial Commission Decisions
- Australian Industrial Relations Commission Decisions

### **Policies**

- Management of human resources at the Port Arthur Historic Sites will be in accordance with this management plan and secondary and tertiary plans adopted by the Authority including all Human Resources policies and procedures contained in the PAHSMA Policy Guide.

### **Management Actions**

- Implement the Human Resources policies and procedures contained in the PAHSMA Policy Guide.
- Review the PAHSMA Policy Guide at regular intervals of no greater than three years.

## **5.6.6. Information Management**

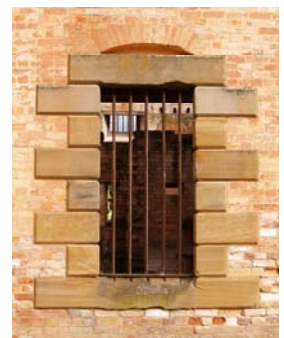
### **Background**

Information management is an important element of the operation of the Port Arthur Historic Sites. Records regarding all aspects of the Authority's operations are kept on site and filed under relevant management categories including conservation, administration, human resources, interpretation, tourism and marketing.

An Information Technology Steering Committee has been established to implement policies and procedures in relation to IT management at the Port Arthur Historic Site. It is enhanced by, and works closely with, the Records Management Committee that promotes and ensures the implementation of best practice recordkeeping to staff members.

### **Policies**

- The information management system will be of a professional standard and will be in accordance with this management plan and any secondary or tertiary plan adopted by the Authority.
- Information management will facilitate easy access by site managers and authorised researchers.
- Relevant records related to the management of the Port Arthur Historic Sites will be created, retained and conserved in accordance with the *Archives Act 1983*. Any retained records will be managed and stored in line with relevant policies and best-practice filing and archiving guidelines.
- Information management will ensure that access to both electronic and paper-based records will be subject to appropriate security protocols.



## 5.0. Policies & management actions seek to address all issues.

### *Management Actions*

- Provide appropriate resources to ensure the conservation and management of all Authority records.
- Actively provide training to Authority staff to promote the importance of information management and to ensure awareness of the correct filing and archiving procedures.
- Ensure appropriate security protocols and access hierarchies are in place.

### **5.6.7. Site Security**

#### *Background*

The Port Arthur Historic Site has security gates installed at entries to the Historic Site to prevent unauthorised vehicular traffic.

Authority staff resourcing does not provide for 24-hour supervision of Port Arthur Historic Site, the Coal Mines Historic Site or the Adjacent Areas at Garden Point or on the Nubeena Road.

#### *Policies*

- Appropriate security measures will be provided to protect the heritage values as well as the visitors and Authority staff of the Port Arthur Historic Sites.
- The nature and extent of security measures will reflect the heritage values of the Port Arthur Historic Sites, the nature and likelihood of threats and the limitations of available resources.

#### *Management Actions*

- Monitor and review existing security measures at the Port Arthur Historic Site.
- Investigate the need for security measures at the Coal Mines Historic Site and options for meeting those needs.
- Include resources for security in budgets and corporate plans.

### **5.6.8. Jetties**

#### *Background*

A number of jetties are located within the Port Arthur Historic Site or are accessed via the Historic Site.

The Authority owns and manages the Port Arthur Jetty in Mason Cove as well as the jetties at the Isle of the Dead and at Point Puer. *Navigators* currently has exclusive rights to these jetties and transports visitors to the Isle of the Dead and Point Puer. A small jetty and boat ramp is also located within the Adjacent Area at Garden Point. Its construction was jointly funded with the Authority and Marine and Safety Tasmania (MAST) and is extensively utilised by recreational fishermen and divers, especially during the holiday periods.

A number of other jetties within the Port Arthur Historic Site are owned and maintained by other agencies or individuals, including the public jetty on the northern side of Mason Cove and a number of private jetties along the southern shores of Carnarvon Bay.

#### **Public Jetty**

The public jetty on the northern side of Mason Cove is owned and maintained by MAST. It is primarily used by a small number of fishing boats that operate out of Port Arthur, with occasional fishing and pleasure boats visiting from other ports. The public jetty and adjacent boat ramp are also used by the local community for recreational fishing and boating purposes.

The public jetty is accessed through the Port Arthur Historic Site via Jetty Road (which is not a public road). The Authority allows unrestricted access to it for the local community, and has constructed a car park near to the jetty for use by members of the local community. This freedom of access, however, occasionally presents significant management challenges for the Authority, particularly when external commercial tourism operators and businesses attempt to establish water-based operations from the public jetty.

In previous cases the Authority has taken steps to terminate these activities in accordance with its policy not to allow commercial operations that are not essential for conservation or interpretation purposes. The Authority has established this policy in recognition that:

- During peak seasons there may be more than 2000 visitors on site each day undertaking a harbour cruise in close proximity to the Mason Cove jetty—this presents a number of logistic and safety issues for both visitors and PAHSMA staff.
- If the Authority agreed to one operator being able to use the jetty then it would set a precedent for other commercial operators.
- There is potential for congestion issues at the jetty with possible ramifications for the fishing boats that utilise the jetty on a regular basis.



## 5.0. Policies & management actions seek to address all issues.

- There is a potential effect on the current harbour-cruise operation at the Port Arthur Historic Site.
- There is a need to comply with any exclusivity arrangement in existence in respect to charter boat operators running their businesses to and from the Site.

### ***Carnarvon Bay Jetties***

A number of timber jetties extend from the southern shores of Carnarvon Bay. They are owned and maintained by private individuals for recreational boating purposes. They are accessed across foreshore land that is part of the Port Arthur Historic Site and the Authority acts as co-lessor together with the Minister administering the *Crown Lands Act 1976* (Tas). The leases are administered by the Department of Primary Industries and Water (DPIW).

### ***Policies***

- Access will continue to be provided across the Port Arthur Historic Site to the public jetty at Mason Cove for the local Tasman Peninsula community for fishing and recreational purposes.
- Access to and across the Port Arthur Historic Site by commercial tourism operators wishing to use the public jetty will not be permitted in accordance with the policy of the Authority.
- The Authority will control access and ensure proper maintenance of the Port Arthur Jetty, Point Puer Jetty and Isle of the Dead jetty.
- The Authority will ensure that the heritage values associated with the Carnarvon Bay land are not impacted by activities associated with jetty use.
- The Authority will not support the issue of any additional leases for jetties on the Carnarvon Bay land.

### ***Management Actions***

- The Authority will continue to consult with Marine and Safety Tasmania to resolve the potential for conflict between the use of the public jetty by commercial tourism operators and businesses and retention of the heritage values of the Port Arthur Historic Site.
- The Authority will regularly inspect and monitor the three jetties it owns to ensure appropriate maintenance of these structures.
- The Authority will continue to work with DPIW and the lessees of the Carnarvon Bay jetties to ensure that activities do not impact the heritage values of the land on which the jetties terminate.



### 5.6.9. Moorings

#### *Background*

A number of moorings exist in the vicinity of Mason Cove. These are licensed by MAST and maintained by private individuals for commercial fishing and recreational boating purposes. They are accessed from the public jetty. While the use of small boat moorings is part of the history of the Port Arthur Historic Site and generally supported, mooring placement has the potential to impact the values and operations of the Port Arthur Historic Site.

#### *Policies*

- The Authority will support the continued use of small boat moorings in Mason Cove where they do not impact the heritage values of the Port Arthur Historic Site, or create safety concerns.

#### *Management Actions*

- The Authority will continue to work with MAST and the lessees of moorings to ensure that moorings do not impact the heritage values of the Port Arthur Historic Site.

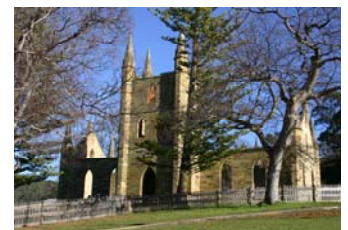
## 5.7. External Area Management

This section of the management plan addresses issues related to other matters such as management of adjacent areas, buffer zones and view sheds, as well as areas not covered by this plan, tenure changes and additions.

### 5.7.1. Management of Neighbouring Areas

#### *Background*

The Authority has no statutory authority over lands not under its care and control. This section of the management plan does not fall under the statutory requirements of the management plan but will be read in the context of the management plan. It deals with sites or areas that adjoin the Port Arthur Historic Sites. Also addressed are those areas that have an association with the cultural heritage values of the Historic Sites. The Authority has obligations in these matters arising from recognition that actions outside the sites' boundaries can impact the heritage values of the sites. Both National Heritage Listing and potential World Heritage Listing create obligations relating to neighbouring areas under the EPBC Act and are matters that involve liaison with and reporting to the responsible Australian Government Department.



## 5.0. Policies & management actions seek to address all issues.

The Authority recognises that the entire Tasman Peninsula represents a significant convict landscape, and that the heritage values of the Sites and this landscape are interrelated.

The association of the entire Tasman Peninsula with the Tasmanian convict system means that there are connections between the cultural heritage values of a number of convict sites located throughout the Peninsula and the Port Arthur Historic Sites. Associated heritage assets located outside the boundaries of the Historic Sites should also be considered.

The Authority should endeavour to ensure that these areas, ranging from privately owned property to National Parks and Crown land, are managed so as to conserve the heritage values of the Port Arthur Historic Sites. The Authority should also actively encourage and support the conservation of the heritage values of the convict landscape outside of the Authority's own land.

These areas may retain physical remains or form part of significant view sheds. Policy for the landscape setting of the Mason Cove portion of the Port Arthur Historic Site has been incorporated into the Landscape Management Plan.

The maritime archaeological resource associated with the Port Arthur Historic Sites, which incorporates relics from the working ports of the Port Arthur and Coal Mines Historic Sites, lie in waters under jurisdiction of the Crown. However, a recommendation for a marine extension of the Port Arthur Historic Site was made in a 2006 working paper for the preparation of a Mason Cove/Carnarvon Bay Maritime Archaeological Heritage Conservation Management Plan.

### *Policies*

- Foster management practices in lands adjoining the Port Arthur Historic Sites that are sympathetic to their heritage values and which foster good conservation practice and outcomes.
- Assist owners to manage local historic convict sites in a manner compatible with the heritage values of the Port Arthur Historic Sites.
- Where relics are located outside the boundaries of the Port Arthur Historic Sites, including under water, the Authority may consider recommending an alteration to the boundary of the site to incorporate the land containing the relics, in accordance with policy for tenure changes and additions (see 5.7.3 below).
- Future development beyond the boundaries of the Port Arthur Historic Sites that has the potential to impact the Sites' heritage values will be carefully considered in consultation with relevant authorities (for example, Tasman Council) to minimise visual and environmental impact on the Historic Sites.

### **Management Actions**

- The Authority will liaise with all agencies that have management responsibility at the sites or areas adjoining the Port Arthur Historic Sites to ensure that they respect the heritage values of the Port Arthur Historic Sites as far as possible, and to ensure the protection of any heritage values associated with the adjoining land.
- The Authority will liaise with relevant planning and management agencies and community interests to foster a cooperative and integrated approach to the provision and development of recreation and tourism opportunities, facilities and services in areas where such development would not result in adverse impacts on the heritage values of the Historic Sites. Where such development might affect heritage values the Authority will work with the relevant group or agency to minimise any adverse impacts.
- The Authority will provide guidance regarding complementary management of areas and activities neighbouring the Port Arthur Historic Sites to assist owners to protect the heritage values of the Historic Sites and the heritage values relating to their lands.
- The Authority will endeavour to implement the recommendations of the 2006 working paper in relation to protecting the maritime archaeological resource of the Port Arthur Historic Site (See Section 5.7.3).

#### **5.7.2. Settings and View Sheds**

##### **Background**

The isolated qualities of the Port Arthur Historic Sites can only be retained by preserving view sheds from major vantage points. Significant view sheds of the Port Arthur Historic Site are identified in the Landscape Management Plan, which includes a detailed study of areas in which new development would impact the heritage values of the site.

The view sheds of the Mason Cove area incorporate a number of privately owned land-parcels, many of which comprise areas of forest or natural vegetation. Issues have arisen regarding private logging practices and the potential for negative impacts on the heritage values of the site resulting from further development. Consultation and workshopping with local landowners has reinforced that negotiated and positive outcomes can be achieved for both the protection of heritage values and the interests of landowners.



## 5.0. Policies & management actions seek to address all issues.

View shed studies have not been undertaken at the Coal Mines Historic Site.

View sheds from the Port Arthur Historic Sites also incorporate areas of state coastal waters, which fall under the jurisdiction of the Crown.

The proposed extension of existing aquaculture ventures in the region may also result in permanent or long-term visual impacts on the heritage values of the Historic Sites.

Development on privately-owned land located adjacent to, or within the setting of, the Port Arthur Historic Sites cannot be controlled by the Authority. However, the Authority will seek to encourage the protection and conservation of the heritage values of the Port Arthur Historic Sites through consultation with owners, developers and the Tasman Council, including input into development planning policy.

### *Policies*

- The Authority will work with landholders of land within the view sheds of the Historic Sites to endeavour to ensure management practices applied to neighbouring lands are in accordance with the maintenance of heritage values of the Port Arthur Historic Sites and with consideration of potential impacts on landowners.
- View sheds that contribute to the cultural heritage values of the Port Arthur Historic Sites will be conserved and protected where possible.
- Significant vistas within and beyond the Port Arthur and Coal Mines Historic Sites will be maintained through vegetation management and avoidance and removal of intrusive elements, in consultation with landowners or managers as applicable.
- Any action proposed on land within significant view sheds associated with the Port Arthur Historic Sites or neighbouring lands that will result in adverse impacts on their heritage values should not be approved by the relevant consent authority or only approved subject to conditions that ensure there are no adverse impacts on those heritage values.

### *Management Actions*

- Promote knowledge among statutory authorities and the local community of the identified significant view sheds of the Port Arthur Historic Sites.
- Raise awareness of the potential adverse impacts to the heritage values of the Historic Sites that may result from insensitive new development or other actions within their view sheds.

- Liaise with the Tasman Council and any other relevant statutory authorities to endeavour to ensure that any planning controls, guidelines and policies in areas neighbouring the Historic Sites are prepared in accordance with the heritage values of the Historic Sites.
- Work with the appropriate authorities to ensure that any action proposed on land within significant view sheds that will result in adverse impacts on heritage values is either not approved or is only approved subject to conditions that ensure there are no impacts on those heritage values.

### 5.7.3. Tenure Changes and Additions

#### *Background*

The Authority is well placed in terms of heritage expertise and management experience and guidelines to potentially take on the management of other Convict sites. For example, there is a current proposal to transfer management of the Eaglehawk Neck Historic Site from the Parks and Wildlife Service Tasmania to the Authority. Eaglehawk Neck was proclaimed a Historic Site in 1994 under the *National Parks and Wildlife Act 1970*, having been part of the Tasman Arch State Reserve since 1976. A number of sites considered integral to the Coal Mines Historic Site, located immediately outside the site boundary, have been identified, as have sites integrally associated with the Port Arthur Historic Site.

#### *Policies*

- The Authority will seek management responsibility for additional lands that will contribute to the cultural heritage values and/or effective management of the Port Arthur Historic Sites.
- Land under the care, control and management of the Authority that has no cultural heritage values and is not integral to the management or operation of the Port Arthur Historic Sites may be identified and disposed of accordingly.

#### *Management Actions*

- Pursue the following boundary adjustments and land acquisitions:
  - ❖ at the Coal Mines Historic Site (to include adjacent sites); and
  - ❖ the coastal waters adjacent to the Port Arthur Historic Site.
- Ensure that opportunities to acquire additional lands or to take on the management of additional convict heritage sites are assessed strategically and take account of funding implications.





# Section Six: Implementation Strategies.



# 6.0. Implementation Strategies

## 6.1. Introduction

The policies and management actions contained in this management plan provide for the ongoing care and management of the Port Arthur Historic Sites, so as to ensure the conservation of their heritage values.

Effective policy implementation requires a range of strategies that provide the necessary link between particular policies and management actions.

In this final section of the management plan, six overall implementation strategies are identified to deliver the key management outcomes for the Port Arthur Historic Sites.

### **Best Practice Heritage Management**

**Strategy**

1

The Authority will continue to improve current management practices at the Port Arthur Historic Sites by adopting best practice principles and guidelines in conservation and tourism, and complying with relevant legislation. Programs are to be developed for review and adoption of all secondary and tertiary plans, monitoring and evaluation of plan implementation, and continuing use of expert skills and knowledge both within and outside the areas of land under the care, control and management of the Authority.

### **Conserve and Manage Heritage Values**

**Strategy**

2

The heritage values of the Port Arthur Historic Sites will be actively conserved and managed through appropriate maintenance, repair and management of change as part of a program with both short and long term strategies.

### **Visitor Experience**

**Strategy**

3

Visitors to the Port Arthur Historic Sites will be provided with the means to enjoy the experience and develop an understanding and appreciation of the sites' heritage values and the need to conserve and manage these values.

### **Community and Stakeholder Engagement**

**Strategy**

4

The community and stakeholders will be engaged in the planning and management of the Port Arthur Historic Sites in a cooperative and productive manner. The Authority will provide relevant information for review and opportunities to provide feedback.

### **Settings, View Sheds and other Tasman Peninsula Convict Sites**

**Strategy**

5

The settings and view sheds of the Port Arthur Historic Sites, as well as other Tasman Peninsula Convict Sites will be conserved and managed through a co-operative approach between private owners and State and local government authorities.

### **Resources For Management**

**Strategy**

6

The provision of adequate resources for the management of the Port Arthur Historic Sites will be a shared responsibility between the Authority, all levels of government and the wider community.



## 1 Best Practice Heritage Management

**The Authority will continue to improve current management practices at the Port Arthur Historic Sites by adopting best practice principles and guidelines in conservation and tourism, and complying with relevant legislation. Programs are to be developed for review and adoption of all secondary and tertiary plans, monitoring and evaluation of plan implementation, and continuing use of expert skills and knowledge both within and outside the areas of land under the care, control and management of the Authority.**

### Strategies

Adopt best practice conservation principles and guidelines (particularly the Burra Charter) as the basis for the ongoing management of the heritage values of the Historic Sites.

Ensure compliance with legislation (including the PAHSMA Act, NPRM Act, HCH Act, GBE Act and EPBC Act) by undertaking regular audits of relevant legislative requirements. Should requirements for management of the Historic Sites change, then the management plan and relevant secondary and tertiary plans should be reviewed and amended.

Implement policies and procedures to achieve a consistency of management approach within the Authority. This should include review of existing and future secondary and tertiary plans to ensure that they achieve standards set by best practice conservation principles and guidelines, and that any potential conflict between policies is addressed.

Continue to develop the skills and expertise of Authority staff in the application of conservation management principles and guidelines, and in tourism operations.

Continue to utilise, in a consultative approach, the skills and expertise of external conservation experts, such as the Port Arthur Conservation Advisory Committee.

Monitor and evaluate implementation of the policies and actions within this management plan on a regular basis to determine the extent to which they have been achieved and whether or not they have been effective.

Continue to establish and maintain links with other conservation management agencies and specialists involved in the management of other convict sites, National and World Heritage places in Australia and around the world and participate in exchanges of information, workshops, conferences and personnel exchanges, in order to share information, ideas and experience and to advance the practice and performance of the management of the Historic Sites.

### Policies

5.1.2 Philosophical Approach	5.3.6 Specialist Heritage Skills and Advice
5.2.2 Plan Implementation and Review	5.3.7 Research
5.2.4 Best Practice	5.3.8 Monitoring
5.2.5 Monitoring and Evaluation	5.4.2 Visitor Facilities and Services
5.3.4 Conserving Heritage Values	

**Outcome**      **The Port Arthur Historic Sites continue to be managed in accordance with best practice principles and guidelines.**

**The Authority is recognised nationally and internationally for excellence in heritage management.**

## 2 Conserve and Manage Heritage Values

**The heritage values of the Port Arthur Historic Sites will be actively conserved and managed through appropriate maintenance, repair and management of change as part of a program with both short and long term strategies.**

### Strategies

Ensure that the conservation of the heritage values of the Historic Sites continues to take primacy over all other management objectives.

Adopt a total resource approach to the management of the Historic Sites. This will extend to all their natural and cultural heritage values including native flora and fauna, cultural landscapes, buildings and structures, cultural deposits, Aboriginal heritage, collections, records, traditions, memories and associations, use and practices.

Base management decisions that have potential to affect the heritage values of the Historic Sites on a clear understanding of those values.

Establish and implement a formal New Proposals Assessment Process to be used as the basis for decision making for any actions that may affect the heritage values of the Historic Sites.

Adopt a cautious approach to the implementation of any actions or decisions that may result in impacts on the heritage values of the Historic Sites or where it is possible that heritage values exist, but have not been assessed.

Monitor the condition of the features of the Historic Sites to identify and prioritise maintenance and repair works.

Maintain an Asset Management System that records all of the available information about each of the features of the Historic Sites, including their condition, and identifies actions to be undertaken to ensure that these features are appropriately maintained or repaired, and records the scope of actions undertaken.

Retain and conserve fabric in accordance with accepted conservation principles and guidelines using all available expertise and knowledge.

Conserve the intangible heritage of the Historic Sites by ensuring it is not jeopardised by management actions or decisions.

Retain and conserve movable items in accordance with accepted principles and guidelines.

### Policies

5.1.2 Philosophical Approach	5.3.11 Aboriginal Heritage
5.2.9 New Proposals Assessment	5.3.12 Cultural Landscapes
5.2.10 Resources and Funding	5.3.13 Buildings and Structures
5.3.2 Identifying Heritage Values	5.3.14 Archaeology
5.3.3 Protecting Heritage Values	5.3.15 Maritime Archaeology
5.3.4 Conserving Heritage Values	5.3.16 Movable Heritage and Collections
5.3.5 Interpretation	5.5.2 General Asset Management
5.3.10 Natural Heritage Values	

**Outcome The heritage values of the Port Arthur Historic Sites are conserved and managed.**

### 3 Visitor Experience

**Visitors to the Port Arthur Historic Sites will be provided with the means to enjoy the experience and develop an understanding and appreciation of the Historic Sites' heritage values and the need to conserve and manage these values.**

#### Strategies

Present the Historic Sites to the community consistent with their heritage values. Ensure that a balance between the presentation of these values and provision for the continuing successful operation of the Historic Sites as tourism destinations is achieved.

Evaluate and review presentation strategies on a regular basis to ensure that awareness and an understanding of the heritage values of the Historic Sites is being communicated to visitors of various backgrounds and interests on an equitable basis.

Implement the key recommendations of the Tourism Strategy in order to enhance the quality of the visitor experience to the Historic Sites and to maximise the economic returns from visitors so as to not impact the Sites' natural and cultural heritage values. Implementation of the Tourism Strategy and the Tourism Operations Plan will be managed to promote greater interconnectivity between the requirements of conservation and tourism operations.

Develop marketing strategies that are interrelated with, and are derived from, the appropriate presentation of the heritage values of the Historic Sites. Marketing strategies should evolve in response to customer feedback and changing visitor profiles.

Upgrade visitor infrastructure and services in response to visitor expectations and consistent with the heritage values of the Historic Sites. (Any decisions about new development will be subject to the New Proposals Assessment Process.)

Research, monitor and evaluate visitor experience at the Historic Sites on a regular basis to better understand visitor profiles. The information will be used to assist in the development of interpretative, educational and information measures that appropriately present the heritage values of the Historic Sites to visitors, as well as to improve the quality of the visitor experience.

#### Policies

5.1.2 Philosophical Approach	5.4.3 Guiding Operations
5.3.5 Interpretation	5.4.4 Food and Beverage
5.2.5 Monitoring and Evaluation	5.4.5 Port Arthur Historic Site Gift Shop
5.2.9 New Proposals Assessment	5.4.8 Special Events and Functions
5.2.11 Marketing	5.4.9 Commercial Filming and Photography
5.3.5 Interpretation	
5.4.2 Visitor Facilities and Services	

#### Outcome

**Visitors to the Port Arthur Historic Sites continue to enjoy the experience and develop an understanding and appreciation of their heritage values and the need to conserve and manage them.**

## 4 Engagement with the Community, Stakeholders and Associated People

The community, stakeholders and associated people will be engaged in the planning and management of the Port Arthur Historic Sites in a cooperative and productive manner. The Authority will provide relevant information for review and opportunities to provide feedback.

### Strategies

Continue to build and maintain working relationships with the Tasman Peninsula Community; former and present Authority staff and volunteers; descendants of convicts, military personnel and others associated with the convict period; descendants of persons buried on the Isle of the Dead; the Tasmanian Aboriginal community; people associated with the April 1996 Tragedy; heritage professionals and bodies; other people, groups and organisations; Commonwealth, State and local government agencies, and advisory groups and committees.

Develop and implement a policy for engagement with the community, stakeholders and associated people to provide guidelines on involvement in the management of the Historic Sites (whether instigated by the Authority or by others).

Develop a range of opportunities and mechanisms for involving the community and associated people through consultation and events. These opportunities are to include holding community forums that raise new proposals and allow for feedback from the community and procedures that ensure that the identified social significance of the Historic Sites to associated communities is reflected in appropriate consultative mechanisms.

Actively engage the Aboriginal community in the processes of conservation, interpretation and management of Aboriginal heritage values associated with the Historic Sites.

Continue to allow free access to the Historic Sites to the Tasman Peninsula community and encourage the use of the sites for appropriate community events and functions.

Include any additional parts of the community or associated people who may be identified in the future as part of the consultation process for the management of the Historic Sites.

### Policies

5.1.2 Philosophical Approach	5.6.8 Jetties
5.2.2 Plan Implementation and Review	5.7.1 Management of Neighbouring Areas
5.2.6 Engagement with the Community, Stakeholders and Associated people	5.7.2 Settings and View Sheds
5.2.7 Local Community and Recreational Use	5.7.3 Tenure Changes and Additions
5.2.8 Partnership Agreements	
5.4.8 Special Events and Functions	

### Outcome

The community, stakeholders and associated people continue to be engaged in the planning and management of the Port Arthur Historic Sites in a meaningful and productive manner.

## 5 Settings, View Sheds and other Tasman Peninsula Convict Sites

The settings and view sheds of the Port Arthur Historic Sites, as well as other Tasman Peninsula convict sites, will be conserved and managed through a co-operative approach between private owners and State and local government authorities.

### Strategies

Identify settings and view sheds of the Historic Sites and proactively pursue measures to maintain their cultural heritage values. This will include working with relevant owners and/or managers to ensure management practices applied to their lands are in accordance with the heritage values of the Historic Sites.

Review existing planning controls for those areas identified as part of the settings or view sheds of the Historic Sites to ensure adequacy for their protection. Recommendations for amendments to planning controls should be made to relevant authorities and government agencies.

Engage in planning processes for development within those areas identified as part of the settings or view sheds of the Historic Sites in order to assist in mitigation of potential impacts on the Sites' cultural heritage values.

Continue to assist private landowners and other government agencies with conservation and management of other Tasman Peninsula convict sites.

Consider extending the Authority's management responsibility to other convict sites within the Tasman Peninsula that may add to the understanding of the cultural heritage values of the Historic Sites.

### Policies

5.2.6 Engagement with the Community, stakeholders and Associated People	5.7.1 Management of Neighbouring Areas
5.3.2 Identifying Heritage Values	5.7.2 Settings, Visual Catchments and Other Tasman Peninsula Convict Sites
5.3.3 Protecting Heritage Values	5.7.3 Tenure Changes and Additions
5.3.4 Conserving Heritage Values	

### Outcome

The settings and view sheds of the Port Arthur Historic Sites are retained and conserved.

Other closely related convict sites and features on the Tasman Peninsula are appropriately managed consistent with their cultural heritage values.

## 6 Resources for Management

**The provision of adequate resources for the management of the Port Arthur Historic Sites will be a shared responsibility between the Authority, all levels of government and the wider community.**

### Strategies

Maintain and improve recurrent funding from entry fees and government allocations and subsidies.

Pursue ongoing renewal of project funding from the Tasmanian Government (currently \$2 million per year).

Develop the Port Arthur Conservation Fund to enable organisations and individuals to provide financial contributions to the ongoing management of the Historic Sites.

Seek Commonwealth financial assistance for particular conservation projects and management initiatives.

Prepare Secondary Plans or detailed policies to provide the required resources for day to day site management of the Historic Sites.

Revise existing secondary plans for the Port Arthur Historic Site to incorporate the heritage values of the Coal Mines Historic Site or prepare new plans for the Coal Mines Historic Site.

Identify, resource and prepare a comprehensive set of Tertiary Plans.

Provide both initial and on-going training for Authority staff in the use of Secondary and Tertiary Plans as a basis for conservation and management of the Historic Sites.

Prepare specific masterplans or conservation plans for major conservation capital works projects, based on the policies of the management plan and relevant secondary plans.

### Policies

5.1.2 Philosophical Approach	5.2.10 Resources and Funding
5.2.2 Plan Implementation and Review	5.2.12 Concessions and Leases
5.2.3 Secondary, Tertiary and Other Plans	5.6.5 Human Resources
5.2.4 Best Practice	
5.2.8 Partnership Agreements	

### Outcome

**Conservation and management of the Port Arthur Historic Sites are adequately resourced on a long-term basis.**

**Conservation and management of the Port Arthur Historic Sites are guided and implemented according to a comprehensive suite of best practice operational documents and a team of expert staff.**

# Section Seven: Glossary of Terms



<b>Aboriginal Heritage Office</b>	<p>The Aboriginal Heritage Office serves a broad regulatory and land management role within the Tasmanian Department of Tourism, Arts and the Environment for Aboriginal heritage places, landscapes and values.</p> <p>The Aboriginal Heritage Office provides administrative services under the <i>Aboriginal Relics Act 1975</i>. It also maintains a permanent record of identified Aboriginal heritage places as a vehicle for management, research, public interests and accountability, including maintenance of the Tasmanian Aboriginal Site Index.</p>
<b>Aboriginal relic</b>	<p>Any artefact, painting, carving, midden, or other object made or created by any of the Aboriginal inhabitants of any of the islands contained within the State, or any object, site, or place that bears signs of the activities of any such inhabitants.</p>
<b>Aboriginal Relics Act 1975</b>	<p>Statutory framework that provides for the preservation of Aboriginal relics in Tasmania.</p> <p>A relic may constitute an item, site, place or precinct of Aboriginal heritage significance.</p>
<b>Aboriginal heritage significance</b>	<p>An item, site, place or precinct that demonstrates Aboriginal history and culture.</p> <p>A place of Aboriginal heritage significance means:</p> <p>a place that has the physical remains of pre European occupation, or is of contemporary significance to Aboriginal people. It can include items and remnants of the occupation of the land by Aboriginal people such as burial places, engraving sites, rock art, midden deposits, scarred and sacred trees and sharpening grooves, a natural Aboriginal sacred site or other sacred feature. It includes natural features such as creeks or mountains of longstanding cultural significance, as well as initiation, ceremonial or story places or areas of more contemporary cultural significance.</p> <p>A term used interchangeably with Indigenous Heritage significance.</p>
<b>adaptation</b>	<p>Modifying a place to suit the existing use or a proposed use (Burra Charter Article 1.9).</p>
<b>adjacent area</b>	<p>Those parcels of Crown land designated as 'adjacent areas' in the <i>Port Arthur Historic Site Management Act 1987</i>.</p> <p>See Adjacent Area at Garden Point and Adjacent Area on the Nubeena Road.</p>
<b>Adjacent Area at Garden Point</b>	<p>The parcel of Crown land at Garden Point, near Port Arthur as described in Section 1.2 and illustrated in Figures 1.1 and 1.2 of this management plan.</p> <p>Also delineated and enclosed by a thick black line on Plan No. LD 940, a reduced copy of which is set out in Part III of Schedule 1 of the PAHSMA Act.</p>
<b>Adjacent Area on the Nubeena Road</b>	<p>The parcel of Crown land on the Nubeena Road as described in Section 1.2 and illustrated in Figures 1.1 and 1.2 of this management plan.</p> <p>Also described in Certificate of Title Volume 3670 Folio 68 and delineated and enclosed by a thick black line on Plan No. LD 947, a reduced copy of which is set out in Part IV of Schedule 1 of the PAHSMA Act.</p>



<b>aesthetic significance</b>	An item or place having this value is significant because it has visual or sensory appeal, landmark qualities and/or creative or technical excellence.
<b>AHC</b>	Australian Heritage Council.
<b>annual report</b>	An annual report prepared by the Authority under Section 55 of the <i>Government Business Enterprise Act 1995</i> .
<b>archaeological feature</b>	Any physical evidence of past human activity. Archaeological features include buildings, works, relics, structures, foundations, deposits, cultural landscapes and shipwrecks. During an archaeological excavation the term 'feature' may be used in a specific sense to refer to any item that is not a structure, a layer or an artefact (for example a post hole).
<b>archaeological significance</b>	A category of significance referring to scientific value or 'research potential' that is, the ability to yield information through archaeological investigation.
<b>archaeological sites</b>	Places that contain evidence of past human activity. Below-ground archaeological sites include building foundations, occupation, deposits, features and artefacts. Above-ground archaeological sites include buildings, works, industrial structures and relics that are intact or ruined.
<b>archaeology</b>	The study of material evidence to arrive at an understanding of the human past. <i>See also</i> historical archaeology.
<b>artefacts</b>	Objects produced by human activity. The term may encompass food or plant remains (for example, pollen) and ecological features.
<b>Arts Tasmania</b>	Arts Tasmania is a division of the Tasmanian Department of Tourism, Arts and the Environment.  Arts Tasmania implements Government arts policies and programs, administers funding to the arts and museums sector (other than the Burra Museum and Art Gallery), operates the Art for Public Buildings Scheme, provides the Secretariat to the Burra Arts Advisory Board, liaises with Commonwealth and State agencies on arts matters and provides advice to the arts sector on Government assistance.
<b>Asset Management System</b>	An integrated suite of information systems and processes designed to facilitate the management of conservation and infrastructure assets and works within the Historic Sites.
<b>associated people</b>	People with special connections to one or all of the areas under the care, control and management of the Authority. They include (but are not limited to):  former and present Authority staff and volunteers;  descendants of convicts, administrators, military personnel and others associated with the convict period;  descendants of persons buried on the Isle of the Dead;  those associated with the tragedy of April 1996; and  visitors, including the formal education sector.
<b>associations</b>	The special connections that exist between people and a place.  Associations may include social or spiritual values and cultural responsibilities of people (past or present) for a place. (Burra Charter Article 1.15).

# Glossary

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<b>Australia ICOMOS</b>	The national committee of ICOMOS (International Council on Monuments and Sites).
<b>Australian Heritage Council</b>	<p>A Commonwealth statutory authority established by the <i>Australian Heritage Council Act 2003</i>.</p> <p>The Australian Heritage Council assists the Minister for the Commonwealth Department of the Environment and Water Resources in the administration of the <i>Environment Protection and Biodiversity Act 1999</i>, specifically the heritage provisions of that Act. It is also responsible for administering the Register of the National Estate (RNE).</p>
<b>Australian World Heritage Management Principles</b>	<p>The principles for the management of natural heritage and cultural heritage consistent with Australia's obligations under the World Heritage Convention. (Subsection 323(1) of the EPBC Act).</p> <p>The Australian World Heritage Management Principles are set out in Schedule 5 of the EPBC Act Regulations 2000, a copy of which is included at Appendix C of this management plan.</p>
<b>authenticity</b>	The degree to which a place or item retains the integrity of its significant attributes. Authenticity may relate to fabric but can also relate to less tangible attributes such as presentation, use, association or meaning.
<b>Authority staff</b>	Employees of the Port Arthur Historic Site Management Authority.
<b>bilateral agreement</b>	<p>A written agreement between the Commonwealth and a State or a self-governing territory that is expressed to be a bilateral agreement and provides for one or more of the following:</p> <ul style="list-style-type: none"><li>protecting the environment;</li><li>promoting the conservation and ecologically sustainable use of natural resources;</li><li>ensuring an efficient, timely and effective process for environmental assessment and approval of actions; and</li><li>minimising duplication in the environmental assessment and approval process through Commonwealth accreditation of the processes of the State or Territory (or vice versa).</li></ul> <p>A bilateral agreement can declare actions that do not require approval under Part 9 of the EPBC Act for the purposes of a specified provision of Part 3 of the EPBC Act. (Subsection 45(2) of the EPBC Act).</p>
<b>bilaterally accredited management plan</b>	A management plan that is in force under a State or Territory law and that has been accredited in writing by the Commonwealth Minister for the purposes of a bilateral agreement, under Subsection 46(2) of the EPBC Act.
<b>Biodiversity (biological diversity)</b>	The variety of life forms: the different plants, animals, and microorganisms, the genes they contain and the ecosystems they form. It is usually considered at four levels: genetic diversity, species diversity, ecosystem diversity and community diversity. (Australian Natural Heritage Charter).
<b>buffer zone</b>	<p>The UNESCO World Heritage Operational Guidelines (IIF, para 104) define this as follows:</p> <p>A buffer zone is an area surrounding the nominated [world heritage] property</p>

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	<p>which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other attributes that are functionally important as a support to the property and its protection.</p>
<b>Burra Charter 1999</b>	<p>The Australia ICOMOS Charter for Places of Cultural Significance. A Charter adopted by Australia ICOMOS that establishes the nationally accepted principles for the conservation of places of cultural significance.</p>
<b>CHL</b>	<p>Commonwealth Heritage List. <i>See below.</i></p>
<b>Coal Mines Historic Site</b>	<p>The parcel of Crown land on Norfolk Bay as described in Section 1.2 and illustrated in Figures 1.1 and 1.3 of this management plan. Also delineated and enclosed by a heavy black line on Plan 4721 in the Central Plan Register, a reduced copy of which is included in Schedule 2 of the NC Act.</p>
<b>Commonwealth Heritage List</b>	<p>A list of Commonwealth Heritage places or groups of places and their Commonwealth Heritage values, whether natural, Indigenous or historic or a combination of these values.</p> <p>Commonwealth Heritage places are those owned or managed by the Commonwealth, including those connected to defence, communications, customs and other government activities that also reflect Australia's development as a nation.</p> <p>The Commonwealth Heritage list is kept by the Commonwealth Minister under Subdivision B of Division 3A of Part 15 of the EPBC Act.</p>
<b>community</b>	<p>The word community is used in its common meaning, i.e. a body of people living in the same locality; a body of people having the same religion, profession, interests etc. in common, who share a sense of togetherness and cohesiveness; an organised political, municipal or social body. For example, the Tasman Peninsula community, Aboriginal community or the Heritage community. It could also be used in a much broader sense, for example, the Tasmanian or Australian community.</p>
<b>community value</b>	<p>See contemporary community value.</p>
<b>compatible use</b>	<p>A use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance. (Burra Charter Article 1.11).</p>
<b>conjectural reconstruction</b>	<p>Alteration to simulate a possible earlier state, which is not based on documentary or physical evidence. The treatment is outside the scope of the Burra Charter's convention principles and is not appropriate conservation practice.</p>
<b>conservation</b>	<p>All the processes and actions of looking after a place and communicating its meaning and significance so as to retain its heritage values.</p> <p>Conservation includes interpretation and maintenance and may, according to circumstances, include preservation, restoration, reconstruction and/or adaptation and will commonly be a combination of more than one of these. (Burra Charter).</p>
<b>Conservation Plan</b>	<p>A document explaining the heritage values of a place, and proposing policies to retain, manage and communicate those values. It can include guidelines for additional development or maintenance of the place.</p>

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<b>conserve</b>	The process to achieve conservation  see conservation
<b>contemporary community value</b>	The valuing of a place, landscape or space by a recognised community because it forms a strong part of their identity and may engender a sense of attachment and ownership.
<b>corporate plan</b>	The corporate plan prepared by the Authority and approved under Section 39 of the <i>Government Business Enterprises Act 1995</i> .
<b>criteria</b>	See heritage assessment criteria.
<b>cultural heritage</b>	Possessing historical, archaeological, architectural, technological, aesthetic, scientific, spiritual, social, traditional or other special cultural significance, associated with human activity. It is an expression of the ways of living developed by a community and passed on from generation to generation, including customs, practices, places, objects, artistic expressions and values. Cultural Heritage is often expressed as either Intangible or Tangible Cultural Heritage.
<b>cultural landscapes</b>	Areas of the landscape which have been modified by human activity or which have cultural associations.
<b>cultural significance</b>	Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups. (Burra Charter).  A term interchangeable with heritage significance and heritage value.
<b>curtilage</b>	The area of land surrounding an item or area of heritage significance that is essential for retaining and interpreting its heritage significance. Land title boundaries and heritage curtilages do not necessarily coincide.
<b>declared World Heritage property</b>	A property (place) included in the World Heritage List and/or a property (place) not yet on the World Heritage List but declared under Section 14 of the EPBC Act to be a declared World Heritage property for the period for which the declaration is in force.
<b>demolition</b>	The damaging, defacing, destroying or dismantling of a heritage item or a component of a heritage conservation area, in whole or in part.
<b>Department of Primary Industries and Water</b>	The Tasmanian Government Department responsible for managing the State's natural resources.
<b>Department of the Environment and Water Resources</b>	The Commonwealth Government Department responsible for matters of national environmental significance, including World Heritage matters.  The department advises the Commonwealth Government on its policies for protecting the environment and water resources and administers the <i>Environment Protection and Biodiversity Conservation Act 1999</i> as well as maintains the National Heritage List and Commonwealth Heritage List.
<b>Department of Environment, Parks, Heritage and the Arts</b>	The Tasmanian Government Department responsible for management of Tasmania's natural and cultural assets. The Department aims to enhance Tasmania's economic, environmental and cultural wellbeing, both now and in the future, through the best possible use and management of Tasmania's

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	natural and cultural assets.
<b>DEWR</b>	Commonwealth Department of the Environment and Water Resources.
<b>DPIW</b>	Tasmanian Department of Primary Industries and Water.
<b>DEPHA</b>	Tasmanian Department of Environment, Parks, Heritage and the Arts.
<b>Eaglehawk Neck Historic Site</b>	Historic convict site located at Eaglehawk Neck that has a significant association with the penal history of the peninsula. It is currently managed by the Parks and Wildlife Service, with the strategic intent to hand its management over to PAHSMA.
<b>Environment Protection and Biodiversity Conservation Act 1999</b>	<p>The Commonwealth statutory framework for the protection of the environment and the conservation of biodiversity. The objects of the Act are:</p> <ul style="list-style-type: none"> <li>(a) to provide for the protection of the environment, especially those aspects of the environment that are matters of national environmental significance; and</li> <li>(b) to promote ecologically sustainable development through the conservation and ecologically sustainable use of natural resources; and</li> <li>(c) to promote the conservation of biodiversity; and</li> <li>(ca) to provide for the protection and conservation of heritage; and</li> <li>(d) to promote a co-operative approach to the protection and management of the environment involving governments, the community, land-holders and indigenous peoples; and</li> <li>(e) to assist in the co-operative implementation of Australia's international environmental responsibilities; and</li> <li>(f) to recognise the role of indigenous people in the conservation and ecologically sustainable use of Australia's biodiversity; and</li> <li>(g) to promote the use of indigenous peoples' knowledge of biodiversity with the involvement of, and in co-operation with, the owners of the knowledge.</li> </ul>
<b>Environment Protection and Biodiversity Conservation Regulations 2000</b>	Regulations made pursuant to the EPBC Act.
<b>EPBC Act</b>	Environment Protection and Biodiversity Conservation Act 1999.
<b>EPBC Regulations</b>	Environment Protection and Biodiversity Conservation Regulations 2000.
<b>Events Tasmania</b>	A business unit of the Tasmanian Department of Tourism, Arts and the Environment administered by Tourism Tasmania.
<b>fabric</b>	<p>All the physical material of the place including components, fixtures, contents and objects.</p> <p>Fabric includes the built elements of a place, as well as the natural material—the landform, vegetation, streams, soil and rocks, etc. Fabric includes building interiors, sub-surface remains as well as excavated material. Fabric may define spaces and these may be important elements of the significance of a place. Fabric includes contents, fixtures and objects temporarily removed. (Burra Charter Article 1.3).</p>
<b>geodiversity (geological</b>	The natural range (diversity) of geological (bedrock), geomorphological

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<b>diversity)</b>	(landform) and pedological (soil features), assemblages, systems and processes. Geodiversity includes evidence for the history of the earth (evidence of past life, ecosystems and environments) and a range of processes (biological, hydrological and atmospheric) currently acting on rocks, landforms and soils. (Australian Natural Heritage Charter).
<b>GBE Act</b>	<i>Government Business Enterprises Act 1995.</i>
<b>Government Business Enterprise</b>	A statutory authority specified in Schedule 1 of the <i>Government Business Enterprise Act 1995</i> .  The Authority is a Government Business Enterprise.
<b>Government Business Enterprise Act 1995</b>	The statutory framework that sets out the provisions for the establishment, commercial operation and accountability of Government Business Enterprises, the relationship between Government Business Enterprises and the State Government and the payment of financial returns to the State Government by Government Business Enterprises.
<b>HCH Act</b>	<i>Historic Cultural Heritage Act 1995 (Tas).</i>
<b>heritage agreement</b>	An agreement established with the Tasmanian Heritage Council under Part 7 of the <i>Historic Cultural Heritage Act 1995</i> .  A heritage agreement may include (but is not limited to) provisions for the conservation of a place and the financial, technical or other professional advice or assistance required for the conservation of a place.
<b>heritage assessment criteria</b>	Criteria under which heritage values are described and tested.
<b>Heritage Council</b>	Tasmanian Heritage Council.
<b>heritage impact statement</b>	A document consisting of a statement demonstrating the heritage significance of a heritage item or heritage conservation area, or of a building, work, archaeological site, tree or place within a heritage conservation area, an assessment of the impact the proposed development will have on the significance and proposals for measures to minimise the impact.
<b>heritage significance</b>	A term used to encompass all aspects of significance including archaeological, architectural, cultural, historical, scientific, social or technical value of a place. ( <i>Historic Cultural Heritage Act 1995</i> ).  Often used interchangeably with the term 'heritage value'.
<b>Heritage Tasmania</b>	The Tasmanian Government business unit responsible for providing policy advice to the Minister, administrative services to the Tasmanian Heritage Council, especially in implementing the <i>Historic Cultural Heritage Act 1995</i> and specialist advice to the community on heritage matters.
<b>heritage value</b>	The qualities that make an item, place, landscape, area or practice important to the community.  A cultural construct—people identify and value their existence—so different people may hold differing values, leading to dynamism and diversity in heritage issues and management. These values are often separated into natural and cultural. However these categories can overlap at a site and are often not separable so responsible management demands that, where they exist, these values be catered for simultaneously.

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	<p>Includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians. (Section 528 of the EPBC Act).</p> <p>Heritage value is used throughout this management plan to refer to the full spectrum of the natural and cultural heritage of the Port Arthur Historic Sites.</p> <p>See natural heritage and cultural heritage.</p>
<b>historical archaeology</b>	The study of the human past using both material evidence and documentary sources. In Australia, historical archaeology excludes Aboriginal archaeology prior to non-indigenous occupation, but may include contact sites.
<b>historic cultural heritage significance</b>	In relation to a place, means significance to any group or community in relation to the archaeological, architectural, cultural, historical, scientific, social or technical value of the place. ( <i>Historic Cultural Heritage Act 1995</i> ).
<b>historic significance</b>	A place having this value is significant because of the importance of its relationship to the evolving pattern of our cultural history.
<b>Historic Cultural Heritage Act 1995</b>	The statutory framework that provides for identification, assessment, protection and conservation of places having historic cultural heritage significance in Tasmania. This Act also establishes the Tasmanian Heritage Council.
<b>Historic Sites</b>	Abbreviated form of the Port Arthur Historic Sites.
<b>historic site</b>	<p>An area of land declared under the <i>Nature Conservation Act 2002</i> to be reserved land in the class of 'historic site' or taken to have been so declared.</p> <p>An area of land of significance for historic cultural heritage. (Schedule 1, <i>Nature Conservation Act 2002</i>).</p> <p>The Port Arthur Historic Site and the Coal Mines Historic Site are historic sites.</p>
<b>ICOMOS</b>	International Council on Monuments and Sites. An international organisation that is an advisory body to UNESCO under the World Heritage Convention, that brings together people concerned with the conservation and study of places of cultural significance. The Secretariat is based in Paris. There are national committees in over 120 countries including Australia. See Australia ICOMOS.
<b>indigenous species</b>	A species that occurs at a place within its historically known natural range and that forms part of the natural biodiversity of a place. ( <i>Australian Natural Heritage Charter</i> ).
<b>Indigenous heritage value</b>	<p>A heritage value of a place that is of significance to indigenous persons in accordance with their practices, observances, customs, traditions, beliefs or history. (Section 528 of the EPBC Act).</p> <p>A term used interchangeably with Aboriginal Heritage significance.</p>
<b>Indigenous person</b>	<p>A person who is a member of the Aboriginal race of Australia or a descendant of an indigenous inhabitant of the Torres Strait Islands. (Subsection 363(4) of the EPBC Act).</p> <p>A term used interchangeably with Aboriginal person.</p>
<b>intangible heritage values</b>	Manifest in multiple forms including oral traditions and expressions (including language); Performing arts (such as traditional music, dance and theatre); Social practices, rituals and festive events; Knowledge and practices concerning nature

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	and the universe; Traditional craftsmanship.
	The 2003 UNESCO Convention for the Safeguarding of the Intangible Heritage defines it as the practices, representations, expressions, as well as the knowledge and skills, which communities, groups and, in some cases, individuals recognise as part of their cultural heritage.
<b>integrity</b>	The degree to which a place retains its natural or cultural heritage values.
<b>International Council of Monuments and Sites</b>	See ICOMOS.
<b>interpretation</b>	All the ways of presenting the cultural significance of a place.  A means of communicating ideas and feelings that help people to understand more about themselves, their environment and other cultures.  Interpretation for historic places is the art of explaining the significance of the place to the people who visit, with the objectives of promoting an understanding of its values and an appreciation of the needs to conserve it.  Interpretation may be a combination of the treatment of the fabric (such as maintenance, restoration and reconstruction), the use of and activities at the place, and introduced explanatory material. It may include exhibitions, events, publications, art works and other forms of expression, and is not confined to the place. (Burra Charter Article 1.17).
<b>introduced species</b>	A translocated or alien species occurring at a place outside its historically known natural range as a result of intentional or accidental dispersal by human activities. (Australian Natural Heritage Charter).
<b>item</b>	A place, building, work, relic, movable object or precinct.
<b>landscape</b>	The aesthetic and visual character of the surface features of the land, as a result of natural process, human intervention, or a combination of both.
<b>Land Use Planning and Approvals Act 1993</b>	The statutory framework that sets out the provisions for land use planning and approvals in Tasmania.
<b>local community</b>	Those people who are residents of the Tasman Council local government area.
<b>maintenance</b>	The continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction. (Burra Charter Article 1.5).
<b>management objectives</b>	The objectives of the NPRM Act and EPBC Act Regulations.
<b>management plan</b>	In respect of reserved land is a statutory plan approved under Section 19 of the <i>National Parks and Reserves Management Act 2002</i> .  A management plan may be a bilaterally accredited management plan if it has been accredited in writing by the Commonwealth Minister for the purposes of a bilateral agreement, under Subsection 46(2) of the EPBC Act.
<b>Marine and Safety Tasmania</b>	MAST. A Tasmanian Government agency generally responsible for commercial and recreational boating in Tasmania, including the provision and maintenance of public facilities such as jetties and boat ramps.
<b>maritime archaeology</b>	Underwater archaeology. Branch of archaeology that is concerned with the study of human interaction with the sea, lakes and rivers.



<b>MAST</b>	Marine and Safety Tasmania. <i>See above.</i>
<b>masterplan</b>	The principal plan for works at a particular location within the Port Arthur Historic Sites.
<b>meanings</b>	<p>What a place signifies, indicates, evokes or expresses.</p> <p>Meanings generally relate to intangible aspects such as symbolic qualities and memories, or stories or beliefs relating to the place. (Burra Charter Article 1.16).</p>
<b>Ministerial Charter</b>	<p>The charter provided to a Government Business Enterprise under Section 36 of the <i>Government Business Enterprises Act 1995</i>.</p> <p>A copy of the Authority's charter is included in Appendix B.</p>
<b>movable heritage</b>	Heritage items not fixed to a site or place (for example, furniture, locomotives and archives).
<b>National Heritage criteria</b>	<p>The criteria by which the National Heritage values of a place are identified. (Subsection 324D(1) of the EPBC Act)</p> <p>The National Heritage criteria for the natural, indigenous or historic values of a place are set out in Part 10, Division 2, Regulation 10.01A(2) of the EPBC Act Regulations 2000.</p>
<b>National Heritage List</b>	<p>A list of National Heritage places or groups of places and their National Heritage values, whether natural, Indigenous or historic or a combination of these values.</p> <p>The National Heritage List is kept by the Commonwealth Minister under Subdivision B of Division 1A of Part 15 of the EPBC Act.</p> <p>A place may be included in the National Heritage List only if the Commonwealth Minister is satisfied that the place has one or more National Heritage values. (Section 324C of the EPBC Act).</p> <p>The Port Arthur Historic Site (including the Adjacent Area at Garden Point and excluding the Adjacent Area on the Nubeena Road) and the Coal Mines Historic Site are included in the National Heritage List.</p>
<b>National Heritage management principles</b>	<p>The principles for managing National Heritage places. (Section 324Y of the EPBC Act).</p> <p>The National Heritage management principles are set out in Schedule 5B of the EPBC Act Regulations 2000. They are also included in Section 1.3.2 of this management plan.</p>
<b>National Heritage place</b>	<p>A place which has one or more National Heritage values and which has been entered into the National Heritage List. (Subsection 324C(2) of the EPBC Act).</p> <p>The Port Arthur Historic Site (including the Adjacent Area at Garden Point and excluding the Adjacent Area on the Nubeena Road) and the Coal Mines Historic Site are National Heritage places.</p>
<b>National Heritage value</b>	A place has a National Heritage value if, and only if, the place meets one of the nine National Heritage criteria. The National Heritage value of the place is the place's heritage value that causes the place to meet the criterion. The National Heritage values of a National Heritage place are the National Heritage values of the place included in the National Heritage List for the place. (Section 342D of the EPBC Act).

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<b>National Parks and Reserves Management Act 2002</b>	<p>The statutory framework that sets out the provisions for the management of national parks and other reserved land in Tasmania. It repealed the <i>National Parks and Wildlife Act 1970</i> and related acts.</p> <p>It includes the provisions for the management of land declared reserved land under the <i>Nature Conservation Act 2002</i>.</p>
<b>National Parks and Wildlife Service</b>	Former name for the Parks and Wildlife Service Tasmania.
<b>National Trust of Australia (Tas)</b>	A community organisation that maintains a register of heritage items, manages historic places and provides advice on heritage issues.
<b>Nature Conservation Act 2002</b>	The statutory framework that sets out the provisions for the conservation and protection of the fauna, flora and geological diversity of Tasmania as well as to provide for the declaration of national parks and other reserved land including historic sites.
<b>NC Act</b>	Nature Conservation Act 2002.
<b>Natural heritage values</b>	<p>A place having natural heritage values may have ecosystems, biological diversity and geodiversity which are important for their existence or intrinsic value, or for present or future Australians in terms of their scientific, social, aesthetic and life support value. (Australian Natural Heritage Charter).</p> <p>Our natural heritage comprises the components of the natural environment that have aesthetic, historic, scientific or social significance or other special value for future generations, as well as for the present community.</p> <p>Natural heritage incorporates a spectrum of values, ranging from existence values at one end through to culturally-based values at the other. The fundamental concept of natural heritage which most clearly differentiates it from cultural heritage is that of dynamic ecological processes, including ongoing evolution and the ability of ecosystems to be self-perpetuating. It also includes geodiversity – the geological and physical processes that shape the land.</p>
<b>natural landscape</b>	Relatively undisturbed area with topographic and catchment integrity where natural processes continue largely unmodified by human intervention.
<b>neighbouring land</b>	The land immediately adjacent to or in the environs of the Port Arthur Historic Sites.
<b>New Proposals Assessment Process</b>	Process to direct management in the assessment of new proposals for activities and works at the Port Arthur Historic Sites.
<b>NHL</b>	National Heritage List.
<b>NPRM Act</b>	<i>National Parks and Reserves Management Act 2002</i> .
<b>PACAC</b>	Port Arthur Conservation Advisory Committee. <i>See below</i> .
<b>PAHSMA</b>	Port Arthur Historic Site Management Authority
<b>PAHSMA Act</b>	<i>Port Arthur Historic Site Management Authority Act 1987. See below.</i>
<b>Parks and Wildlife Service Tasmania</b>	Tasmania State Government business unit (part of DTAE) that administers the NPRM Act and Aboriginal Relics Act.

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	The Service was formerly known as the National Parks and Wildlife Service and was responsible for the management of the Port Arthur Historic Site up until 1987 and the Coal Mines Historic Site up until 2004.
<b>partnership agreement</b>	Formal agreement in which PAHSMA is a participatory party.
<b>PATTA</b>	Port Arthur and Tasman Tourism Association.
<b>place</b>	<p>Site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.</p> <p>Place has a broad scope; it is geographically defined and includes natural and cultural features. Place can be used to refer to small things, such as a milestone, and large areas, such as a cultural landscape. A memorial, a tree, the site of a historical event, an urban area or town, an industrial plant, an archaeological site, a stone arrangement, a road or travel route, a site with spiritual and religious connections all of these can fit under this term. (Burra Charter Article 1.1).</p> <p>A place includes:</p> <ul style="list-style-type: none"> <li>(a) a location, area or region; and</li> <li>(b) a building or other structure, or group of buildings or other structures (which may include equipment, furniture, fittings and articles associated or connected with the building or structure, or group of buildings or structures); and</li> <li>(c) in relation to the protection, maintenance, preservation or improvement of a place the immediate surroundings of a thing in paragraph (a) or (b).</li> </ul> <p>(Section 528 of the EPBC Act).</p>
<b>Point Puer Extension</b>	The parcel of land within the Tasman Golf Club lands at Point Puer as described in Section 1.2 and illustrated in Figures 1.1 and 1.2.
<b>Port Arthur and Tasman Tourism Association</b>	The Port Arthur and Tasman Tourism Association (PATTA) is a membership-based local tourism association established to promote tourism in the Tasman Peninsula region.
<b>Port Arthur Conservation Advisory Committee</b>	Established by the Board of the Authority in August 2003 to advise the Authority on matters of policy, methodology and implementation that have the potential to affect the cultural values of the Port Arthur Historic Site.
<b>Port Arthur Historic Site</b>	<p>The parcels of Crown land at Port Arthur including Mason Cove, Isle of the Dead, Point Puer and the foreshore land connecting Point Puer with Mason Cove as described in Section 1.2 and illustrated in Figures 1.1, 1.2 and 1.3 of this management plan.</p> <p>Also delineated and enclosed by a thick black line on Plan No. LD 943 and Plan No. 942, reduced copies of which are set out in Part III of Schedule 1 of the PAHSMA Act.</p>
<b>Port Arthur Historic Site Conservation Plan 2000</b>	A document adopted by the Authority Board in 2000 and used since that time as the basis for heritage management at the Port Arthur Historic Site. This plan of management incorporates much of the content of the <i>Port Arthur Historic Site Conservation Plan 2000</i> and replaces it.
<b>Port Arthur Historic Site</b>	The statutory management plan that governed the management of the Port Arthur Historic Site from 1985, as amended by the 1996 management plan, until

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<b>Management Plan 1985</b>	replaced by this plan.
<b>Port Arthur Historic Site Management Plan 1996</b>	The statutory management plan that amends the Port Arthur Historic Site Management Plan 1985.
<b>Port Arthur Historic Sites</b>	<p>The areas of land under the care, control and management of the Authority and therefore subject to the provisions of this management plan.</p> <p>The areas that make up the Port Arthur Historic Sites are described in Section 1.2 and illustrated in Figures 1.1–1.4 of this management plan.</p>
<b>Port Arthur Historic Site Conservation Fund</b>	A fund established to direct income from fundraising activities toward conservation initiatives.
<b>Port Arthur Historic Site Management Authority Act 1987</b>	An Act that establishes the Port Arthur Historic Site Management Authority and its functions and powers for managing all areas of land subject to that Act.
<b>Port Arthur Historic Site Management Authority</b>	<p>The statutory body established under the <i>Port Arthur Historic Site Management Authority Act 1987</i>.</p> <p>The Authority is responsible for the management of the land specified in the PAHSMA Act, together with such other lands as may be brought under its care, control and management.</p>
<b>Portfolio Minister</b>	<p>In relation to a Government Business Enterprise constituted by or under an enactment, the Minister to whom the administration of that enactment or part is assigned.</p> <p>The Portfolio Minister for the Authority is the Minister responsible for administering the <i>Port Arthur Historic Site Management Authority Act 1987</i>.</p>
<b>preservation</b>	<p>Maintaining the fabric of a place in its existing state and retarding deterioration.</p> <p>It is recognised that all places and their components change over time at varying rates. The role of preservation is to slow the rate of change. (Burra Charter Article 1.6)</p>
<b>purposes of reservation</b>	<p>In relation to land declared 'reserved land' under the Nature Conservation Act 2002, means the purposes for which the land was reserved under that Act.</p> <p>In relation to any class of reserved land, means the purposes of reservation specified in Schedule 1 of the <i>Nature Conservation Act 2002</i>.</p> <p>The purposes of reservation for the various areas of reserved land that make up the Port Arthur Historic Sites are detailed in Section 1.2 of this management plan.</p>
<b>reconstruction</b>	Returning a place to a known earlier state and is distinguished from restoration by the introduction of new material to the fabric. (Burra Charter Article 1.8).
<b>Register of the National Estate</b>	The Register of the National Estate was established under the <i>Australian Heritage Commission Act 1975</i> . The statutory role of the Register will cease in 2010.
<b>related object</b>	<p>An object that contributes to the cultural significance of a place but is not at the place.</p> <p>Related objects include objects associated with a place through prior use at the place; objects whose function relate to the place; objects which tell us about the place; and works inspired by or made at the place. (Burra Charter Article 1.14).</p>

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	See Movable Heritage.
<b>related place</b>	<p>A place that contributes to the cultural significance of another place.</p> <p>A related place may include a place that is alongside, near or within sight of another; a place that was part of a place that has been fragmented by subdivision and development; a place with a similar use, or part of a route or systems; and a place associated through people or stories. (Burra Charter Article 1.13).</p>
<b>reserved land</b>	Any land declared to be reserved land by or under the <i>Nature Conservation Act 2002</i> or taken to have been so declared.
<b>Resource Planning and Development Commission</b>	<p>The statutory body established under the <i>Resource Planning and Development Commission Act 1997</i>.</p> <p>The Commission is part of the Tasmanian Resource Management and Planning System and oversees the State's planning system, is responsible for state of the environment reporting, assesses public land-use issues and projects of State significance, and reviews water management plans.</p> <p>The RPDC plays a key role in the review and approval of management plans prepared under the <i>National Parks and Reserves Management Act 2002</i>, including those prepared for the areas of reserved land within the Port Arthur Historic Sites.</p>
<b>Resource Planning and Development Commission Act 1997</b>	An Act that establishes the Resource Planning and Development Commission and its function and powers.
<b>restoration</b>	Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components within the introduction of new material. (Burra Charter Article 1.7).
<b>Royal Tasmanian Botanical Gardens</b>	RTBG. Is a state government statutory organisation, governed by the <i>Royal Tasmanian Botanical Gardens Act 2002</i> and administered by the Department of Tourism, Arts and the Environment (DTAE).
<b>RPDC</b>	Resource Planning and Development Commission.
<b>RTBG</b>	Royal Tasmanian Botanical Gardens.
<b>secondary plan</b>	A topic or issue based plan that further develops the policies and actions outlined within the Management Plan, i.e. collections, landscape, archaeology etc.
<b>setting</b>	<p>The area around a place, which may include a wide visual catchment. (Burra Charter Article 1.12).</p> <p>The setting may also include a backdrop that influences the way in which a place is viewed or perceived.</p> <p>See curtilage.</p>
<b>significant impact</b>	<p>The EPBC Act Policy Statement 1.1 'Significant Impact Guidelines defines this as:</p> <p>An impact which is important, notable or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of</p>

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	the impacts.
<b>social significance</b>	Places having this value are significant through their social, spiritual or cultural association with a recognisable community.
<b>Stakeholders</b>	Any person or organisation that has an interest in, may be impacted by, may influence or may be influenced by the management of the Port Arthur Historic Sites.
<b>State reserve</b>	<p>Any land declared under the <i>Nature Conservation Act 2002</i> to be reserved land in the class of 'State reserve' or taken to have been so declared.</p> <p>An area of land containing significant natural landscapes and/or natural features and/or sites, objects or places of significance to Aboriginal people. (Schedule 1, <i>Nature Conservation Act 2002</i>).</p> <p>The Adjacent Area at Garden Point forms part of the Stewarts Bay State Reserve.</p>
<b>State Service Act 2000</b>	The legislative framework that establishes the State Service (heads of government agencies, holders of prescribed offices, senior executives and employees) and provides for its administration and the functions of the State Service Commissioner's Office.
<b>Statement of Heritage Impact</b>	Analyses the impact of proposed works on the heritage values of a place. It may form part of the New Proposals Assessment Process.
<b>Statement of Heritage Significance</b>	<p>A statement that summarises why a place is of importance to present and future generations.</p> <p>The summary statements of heritage significance for the Port Arthur Historic Sites are included within Section 3.0 of this management plan.</p>
<b>statutory</b>	Those matters that occur as a result of an Act of Parliament (State or Commonwealth) (for example, statutory instruments such as environmental planning instruments) and thus have legal force.
<b>Stewarts Bay State Reserve</b>	<p>An area of reserved land under the Nature Conservation Act 2002 in the class of 'State reserve'.</p> <p>The parcel of Crown land (77 hectares) on Stewarts Bay, known as Lots 1 and 2 on Central Plan register 4836.</p> <p>The Adjacent Area at Garden Point forms part of the Stewarts Bay State Reserve.</p>
<b>TALSC</b>	Tasmanian Aboriginal Land and Sea Council. <i>See below.</i>
<b>Tasman Council</b>	Tasman Council is the local government area of 660 square kilometres located on the southeast of Tasmania and encompasses the Forestier and Tasman Peninsulas.
<b>Tasmanian Heritage Council</b>	A statutory body, separate to government, responsible for the administration of the <i>Historic Cultural Heritage Act 1995</i> and the maintenance of the Tasmanian Heritage Register. Its primary task is as a resource management and planning body, focused on heritage conservation issues. It provides advice to the Minister for Tourism, Arts and the Environment on matters relating to Tasmania's historic cultural heritage.

<b>Tasmanian Heritage Register</b>	<p>A list of places that are of historic cultural heritage significance to Tasmania.</p> <p>The Tasmanian Heritage Register is maintained by the Tasmanian Heritage Council.</p> <p>The Port Arthur Historic Site and the Coal Mines Historic Site are both listed on the Tasmanian Heritage Register.</p>
<b>Tasman Peninsula Community</b>	<p>Temporary and permanent residents, business operators and industries situated on the Tasman Peninsula.</p>
<b>Tasman Planning Scheme 1979</b>	<p>The planning scheme that sets out the requirements for use or development within the Tasman Municipality in accordance with the <i>Land Use Planning and Approvals Act 1993</i>.</p> <p>The plans show how land is zoned and the scheme sets out the provisions that apply to use or development of land. These include administrative, zone and schedule provisions.</p> <p>The provisions in this planning scheme should be read together with the <i>Land Use Planning and Approvals Act 2003</i>.</p>
<b>Tasmanian Aboriginal Land and Sea Council</b>	<p>TALSC. An Aboriginal community elected body which consults with and represents the Tasmanian Aboriginal community through providing advice and services on heritage, land management and land rights issues.</p>
<b>Tasmanian Museum and Art Gallery</b>	<p>The Tasmanian Museum and Art Gallery (TMAG) is administered by the Department of Tourism, Arts and Environment.</p> <p>The Art Gallery collects, preserves, researches, displays, interprets and safeguards the physical evidence of the natural and cultural heritage of Tasmania, together with relevant material from interstate and overseas.</p>
<b>Tasmanian State Coastal Policy 1996</b>	<p>A policy created under the <i>State Policies and Projects Act 1993</i> that provides a framework for the management and sustainable development of the Tasmanian coast.</p> <p>The three main principles that guide the policy are:</p> <ul style="list-style-type: none"> <li>Natural and cultural values of the coast shall be protected.</li> <li>The coast shall be used and developed in a sustainable manner.</li> <li>Integrated management and protection of the coastal zone is a shared responsibility.</li> </ul>
<b>tertiary plan</b>	<p>A detailed plan that outlines operational procedures for works.</p>
<b>the Authority</b>	<p>The Port Arthur Historic Site Management Authority as constituted under the <i>Port Arthur Historic Site Management Authority Act 1987</i>.</p>
<b>the Board</b>	<p>The Board of Directors of the Port Arthur Historic Site Management Authority.</p>
<b>the Service</b>	<p>Parks and Wildlife Service Tasmania.</p>
<b>threatened species</b>	<p>A species listed in the Schedules of the <i>Threatened Species Protection Act 1995</i>.</p>
<b>TMAG</b>	<p>Tasmanian Museum and Art Gallery. <i>See above</i>.</p>
<b>Tourism Australia</b>	<p>Tourism Australia is the Commonwealth Government statutory authority</p>

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responsible for international and domestic tourism marketing as well as the delivery of research and forecasts for the tourism sector.

## **Tourism Tasmania**

Tourism Tasmania was established and continues to operate under the *Tourism Tasmania Act 1996*. Tourism Tasmania's role is to lead the tourism industry to jointly deliver marketing and development programs that drive benefits for Tasmania from domestic and international tourism.

Part of the Department of Tourism Arts and the Environment (DTAE), Tourism Tasmania also works closely with industry partners such as the Regional Tourism Authorities, Tasmanian Visitor Information Network, the Tasmanian Convention Bureau, Brand Tasmania and Cruise Tasmania.

## **UNESCO**

United Nations Education, Scientific and Cultural Organization.

## **UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage 1972**

The World Heritage Convention, to which Australia is a signatory. The convention establishes the World Heritage Committee, the World Heritage List and aims to protect natural and cultural heritage of outstanding universal value.

## **use**

The functions of a place, as well as the activities and practices that may occur at the place. (Burra Charter Article 1.10).

## **View sheds**

The area of land or water visible from a given point in a landscape.

## **WHL**

World Heritage List. *See below.*

## **World Heritage Convention**

Abbreviated form of UNESCO *Convention Concerning the Protection of the World Cultural and Natural Heritage 1972*.

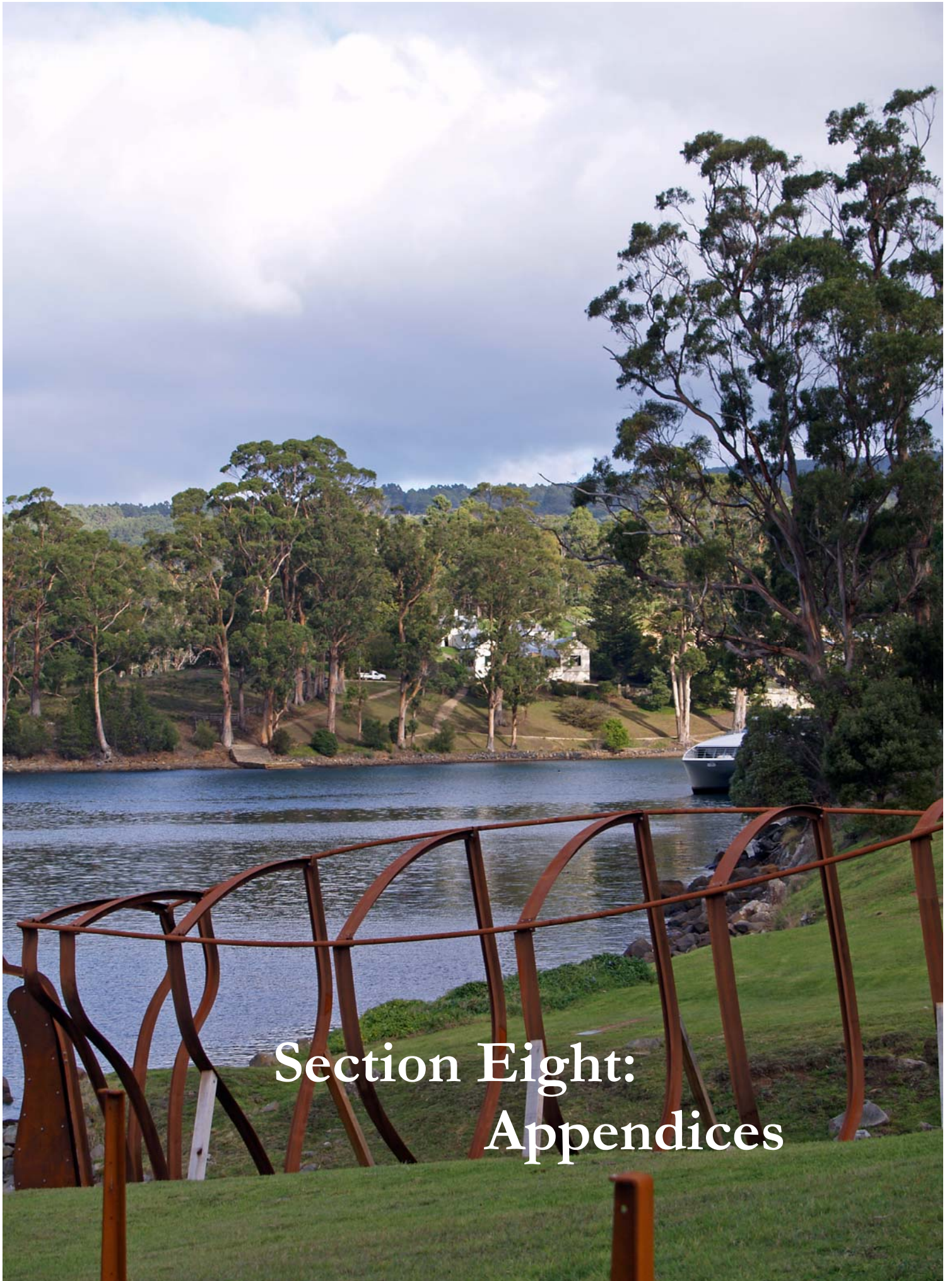
## **World Heritage List**

The list contains places assessed to be of importance to all the peoples of the world and that have special universal values above and beyond the heritage values they hold for a particular nation. The list is kept under Article 11 of the World Heritage Convention.

## **World Heritage values**

Natural and cultural heritage that is of outstanding universal value and which enables a place to meet the criteria and requirements, under the Operational Guidelines, for listing as a World Heritage Site.





# Section Eight: Appendices

# Appendix A: Statutory Listings

## 1.0. National Heritage List

### 1.1. Port Arthur Historic Site

The Port Arthur Historic Site was entered in the NHL in 2005. The official summary statement of National Heritage values for the Port Arthur Historic Site is as follows:

*The Port Arthur Historic Site is a significant national example of a convict site demonstrating, with a high degree of integrity and authenticity, an aspect of the British strategy of convict transportation to Australia. This type of coerced migration had a major impact on the formation of Australia and the Australian psyche. As one of a few major sites now surviving to evidence the secondary punishment aspect of this penal system, Port Arthur Historic Site ably demonstrates the evolution of the penal system to suit Australian conditions. Also, because of its long years of operation, 1830–1877, which included the cessation of transportation to Tasmania, it provides valuable and tangible evidence of the physical form and evolution of the penal system in Australia and, in particular, in Tasmania, over these years.*

*Port Arthur was also a key part in the Probation System phase of the Australian convict story. The Probation System of the 1840s was unique to Van Diemen's Land and Norfolk Island, although short-lived in the latter, involving less direct physical punishment and more persuasion to reform through education, isolation, work and religion. The solitary punishment process apparent in British penal thinking of this era is particularly well-illustrated by the Port Arthur Separate Prison – a relatively rare surviving example of this type of facility in Australia, especially in this kind of setting. Similarly, the Point Puer boy's establishment provides a demonstration of the spread of British ideas on the treatment of boy prisoners. The evidence of work and religion at Port Arthur still dominates the landscape with the large number of buildings (and their respective functions), major site modifications, known past industrial site functions and related areas, and religion-related elements and buildings evident.*

*The cessation of transportation to Tasmania in 1853 and the decline in the need for Port Arthur for convict use saw this use gradually replaced by a social welfare role with facilities being given over to, or built for ex-convicts, convict invalids, paupers and lunatics, demonstrating the legacy of the convict system. The Port Arthur Asylum (1868) is a rare example of this type of facility.*

*Port Arthur Historic Site is a significant, very rich and complex cultural landscape, the primary layers of which relate to the convict era (1830-77) and subsequent eras as a country town and tourist site, including a State National Park<sup>i</sup> and a major historic site under conservation management. It combines the contradictory landscape qualities of great beauty and association with a place of human confinement and punishment.*

*A gunman took the lives of thirty-five people and wounded nineteen others on 28 April 1996 - an additional layer of tragic significance was added to the place. This tragic loss of life on this scale, and its effect on Australians, led to changes in Australia's national gun laws.*

*Port Arthur Historic Site has extensive research potential primarily related to the convict experience because of its relative integrity and authenticity. This is enhanced because of the extensive other sources of evidence of the past history of the place including documentary, collections, structures, archaeological and landscape evidence.*

*Port Arthur Historic Site is outstanding in demonstrating the principal characteristics of an Australian convict site related to classification and segregation; dominance by authority and religion; the provision of accommodation for the convict, military and civil population; amenities for governance, punishment and healing, and the elements of place building, agriculture and industry.*

*Port Arthur Historic Site is a landscape of picturesque beauty. Its ruins and formal layout, in a serene setting, and the care with which this is maintained, symbolise a transformation in Australia from 'hated stain' to the celebration of a convict past. The picturesque setting of the place, recognised (and in certain areas consciously enhanced) since the early days of the settlement, features buildings in a landscape of hills with valley, edged by harbour and forest, is a very important aspect of the place's significance. The parkland of today's Port Arthur Historic Site is, in part, an accidental and deliberate artefact of park management practices, in the context of ruined buildings and mature English trees, which now seems to project an idealised notion of rustic contentment contrasting dramatically with Port Arthur's known penal history. This apparent conflict and contrast is a critical element of the place's significance. This complex, ambiguous character has been further strengthened as a result of the April 1996 shooting tragedy, creating, for many Australians, a more immediate poignancy and symbolism attaching to the values of the place.*

*Port Arthur Historic Site has outstanding heritage value to the nation because of the place's special association with British convicts in Australia and their administrators in the period 1830 to 1877, exemplifying a world-wide process of colonial settlement.*

*There are many significant people associated with the place from those who developed the penal philosophy used at Port Arthur to people who managed the convict system, those who lived at Port Arthur and ran the establishment, and those incarcerated there.*

*These include John Howard, Jeremy Bentham, Joshua Jebb and the Prison Reform Movement; Governor Arthur, the Governor of Van Diemens Land at the time that Port Arthur was established as a penal settlement and the person after whom it was named; Sir John and Lady Franklin; the Corps of Royal Engineers; Commandant Charles O'Hara Booth, Commandant William Champ, Superintendent James Boyd, Thomas Lempriere, Commissariat Officer at Port Arthur; political prisoners William Smith O'Brien: the leader of the Young Ireland Movement.<sup>ii</sup>*

## 1.2. Coal Mines Historic Site

The Coal Mines Historic Site was entered in the NHL in 2007. The official summary statement of National Heritage values is as follows:

*The Coalmines Historic Site contains the workings of a penal colliery that operated from 1833-1848. It is associated with British convict transportation to Australia and at its peak accommodated up to five hundred convicts and over a hundred others including guards and their families. It is a relict industrial landscape demonstrating the structure, spatial layout and operation of a penal probation station and its support industries (a lime kiln, a stone quarry and tanning pits), as well as a colliery where the most refractory convicts were put to hard labour. Probation stations operated on the principle that punishment and reform could be achieved by hard labour, religious instructions and education, with convicts classified according to the severity of their offences.*

*The place is an outstanding representation of the economic value of convict labour as evidenced in the remains of the colliery, wharves and jetties, and the ruins of the commissariat store.*

*It is an outstanding representation of evolving convict management, clearly demonstrating the key features and design of a probation station for refractory convicts.*

*The operation of the probation station and the hierarchy of the management is demonstrated by the remains of the commandant's house located on the rise midway between the main convict barracks and the coal mines, the relationship of officers' quarters with overseers' quarters and prisoner accommodation, the roadways between the mine, dormitories, wharves and jetties, and the semaphore sites at Coal Mines Hill and Mt Stewart. Ruins of officer's quarters, guard houses, and the bakehouse are evident near the convict barracks.*

*The Coal Mines Historic Site contains the ruins of three types of prisoner accommodation, the convict barracks with solitary punishment cells, 18 cells of the 1845-6 alternating separate cell complex used for solitary confinement punishment, and the site of 108 separate convict apartments built in 1847, all of which demonstrate the classification system. The latter accommodation was used for isolating the prisoners at night. The importance of the church for the reform and moral development of convicts is evidenced in the ruins of the chapel located between the two convict barracks. Ruins of the catechist's house are located some distance from the main barracks complex.*

*The Coal Mines was considered a most severe place of convict punishment. The high number of solitary cells, floggings and solitary confinements indicate a comparatively high record of additional punishment. The colonial administration and Tasmanian community also considered the place as among the worst for homosexuality – homosexuality figured prominently in the anti-transportation debate and was noted in the report prepared for the United Kingdom Prime Minister William Gladstone by Charles La Trobe in 1847. With the place's dual reputation for harshness and immoral activity, it contributed to the failure of the probation system and its demise.*

*The Coal Mines is one of the few Australian convict sites which outstandingly represent the economic role of convicts. It is rare as the only surviving penal coal mines with coherent surface remains. The place contains features related to the extraction of coal including seams at the beach, the remains of the original adits, the main pit head with original machinery footings, the boiler and the airshaft, and ground circular depressions which indicate the sites of the 1838, 1842 and 1845 main shafts. The place also contains features relating to the transportation of coal including evidence of the inclined plane for coal tram cars, which extends from the 1845 shaft on Coal Mine Hill to Plunkett Point, subsidiary inclined planes which appear as modifications to the natural landscape and the remains of wharves and jetties.*

*The alternating solitary cell complex built in 1845-6 is the only extant example of this form of convict punishment accommodation and an outstanding example of the harshness of convict life. The cells effectively isolate convicts from contact with fellow prisoners and were a way of both punishing convicts and ensuring that homosexual activity did not occur.*

*Being the only extant penal colliery in Australia, the surviving ruins and the archaeological remains associated with the structures of Coal Mines Historic Site, have yielded and have high potential to further yield valuable information on the working conditions, technical skills, penal administration, and the mining technologies used by convicts.*

*Archaeological exploration of convict accommodation and associated structures, and in particular, the dormitories and solitary cells as well as the site of the separate apartments have the potential to provide a greater understanding of the lives and conditions for convicts in a place that was renowned for its harshness and 'immorality'. The existence of extensive historical documents in public collections and its ability to provide additional contextual information to evidence uncovered at the site enhances the importance of the research potential of the place.*

## 2.0. Tasmanian Heritage Register –

### Historic Cultural Heritage Act 1995 (*Tasmania*)

#### 2.1. Port Arthur Historic Site

The Port Arthur Historic Site is entered in the Tasmanian Heritage Register. The official summary statement of State Heritage values is as follows:

*Developed specifically for secondary offenders between 1830 and 1877, Port Arthur is perhaps the best-known symbol of Australia's convict past, representing one of the foundational stories in Tasmania's and the nation's history.*

*Port Arthur demonstrates the adaptation of the 19th British penal system to Australian conditions. Forced labour created essential infrastructure and the foundation for an industrial establishment manufacturing a wide range of material and goods for both government and private markets.*

*A number of Port Arthur institutions pioneered new aspects of British and American 19th century penal and social ideas and practice, for example, the Point Puer reformist institution for convict boys, the Dockyard where convict labour was used to build both essential infrastructure and vessels, the Separate Prison and the Asylum which were used for managing criminals and the mentally ill, and the Pauper's Depot which was used to maintain men incapable of living independently.*

*Port Arthur Historic Site has a high degree of integrity and has become the exemplar of Tasmanian tourism. Its landscape, ruins and formal layout symbolise a transformation in Australian attitudes from revulsion at 'the hated stain' to a celebration of the convict past.*

*Over the last 30 years Port Arthur has set a benchmark in the development of Australian historical archaeological method and theory, and also of heritage tourism and management at a national level.*

*The tragedy of 28 April 1996, when a lone gunman shot and killed 35 people and wounded 19 others, added another layer to the site's history and as a result of this horrendous event, new guns laws controlling gun ownership were introduced across the nation.*

*Many notable historic figures, including administrators and convicts, artists and writers have been associated with Port Arthur.<sup>iii</sup>*

### 2.2. Coal Mines Historic Site

The Coal Mines Historic Site is entered in the Tasmanian Heritage Register. The official summary statement of State Heritage values reads as follows:

*The Coal Mines Historic Site is an outstanding example of the 19th century European global strategy of using the forced labour of convicts in the establishment of colonial economies.*

*The dual role of secondary punishment station and an ambitious industrial venture is rare in Australian convict history.*

*The mines were the first mechanised mines in Tasmania and among the first mechanised in Australia. The beds and footings of the winding and pumping machinery are the earliest pit-top workings in Australia. They demonstrate different technical aspects in the extraction and transportation of coal in the early 19th century, from relatively simple manual techniques through to the more mechanised systems of the steam age.*

*The site has extensive research potential because of the high degree of integrity of the site and its cultural landscape setting. It is an unparalleled resource for archaeological research into early Australian mining practice.*

*The Coal Mines Historic Site has outstanding heritage value because of the place's special association with convicts and their administrators in the period 1833 to 1848.<sup>iv</sup>*

### 3.0. Endnotes

- 
- i This should read 'State Reserve', rather than State National Park.
  - ii Port Arthur Historic Site National Heritage List [http://www.deh.gov.au/cgi-bin/ahdb/search.pl?mode=place\\_detail;place\\_id=105718](http://www.deh.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;place_id=105718)
  - iii Port Arthur Historic Site entry in the Tasmanian Heritage Register as listed in the Australian Places Inventory <http://www.heritage.gov.au/cgi-bin/ahpi/record.pl?TAS6>.
  - iv Coal Mines Historic Site entry in the Tasmanian Heritage Register as listed in the Australian Places Inventory <http://www.heritage.gov.au/cgi-bin/ahpi/record.pl?TAS5618>.

## Appendix B:

### EPBC Australian World Heritage Management Principles

#### ENVIRONMENT PROTECTION & BIODIVERSITY CONSERVATION REGULATIONS 2000

##### **Schedule 5 - Australian World Heritage management principles (Regulation 10.01)**

### 1.0. General principles

**1.01** The primary purpose of management of natural heritage and cultural heritage of a declared World Heritage property must be, in accordance with Australia's obligations under the World Heritage Convention, to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property.

**1.02.** The management should provide for public consultation on decisions and actions that may have a significant impact on the property.

1.03 The management should make special provision, if appropriate, for the involvement in managing the property of people who:

(a) have a particular interest in the property; and

(b) may be affected by the management of the property.

**1.04.** The management should provide for continuing community and technical input in managing the property.

### 2.0. Management Planning

**2.01.** At least 1 management plan should be prepared for each declared World Heritage property.

**2.02.** A management plan for a declared World Heritage property should:

(a) state the World Heritage values of the property for which it is prepared; and

(b) include adequate processes for public consultation on proposed elements of the plan; and

(c) state what must be done to ensure that the World Heritage values of the property are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and

(d) state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property; and



- (e) provide that management actions for values, that are not World Heritage values, are consistent with the management of the World Heritage values of the property; and
- (f) promote the integration of Commonwealth, State or Territory and local government responsibilities for the property; and
- (g) provide for continuing monitoring and reporting on the state of the World Heritage values of the property; and
- (h) be reviewed at intervals of not more than 7 years.

### 3.0. Environmental impact assessment and approval

- 3.01. This principle applies to the assessment of an action that is likely to have a significant impact on the World Heritage values of a property (whether the action is to occur inside the property or not).
- 3.02. Before the action is taken, the likely impact of the action on the World Heritage values of the property should be assessed under a statutory environmental impact assessment and approval process.
- 3.03. The assessment process should:
  - (a) identify the World Heritage values of the property that are likely to be affected by the action; and
  - (b) examine how the World Heritage values of the property might be affected; and
  - (c) provide for adequate opportunity for public consultation.
- 3.04. An action should not be approved if it would be inconsistent with the protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.
- 3.05. Approval of the action should be subject to conditions that are necessary to ensure protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.
- 3.06. The action should be monitored by the authority responsible for giving the approval (or another appropriate authority) and, if necessary, enforcement action should be taken to ensure compliance with the conditions of the approval.

**Appendix C: Port Arthur Historic Sites Management Authority  
Ministerial Charter.**

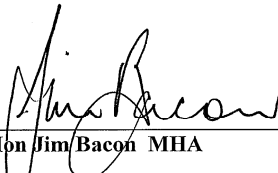
**GOVERNMENT BUSINESS ENTERPRISES  
ACT 1995**

**MINISTERIAL CHARTER**

**ENTERPRISE:**

**PORT ARTHUR HISTORIC SITE  
MANAGEMENT AUTHORITY**

This Ministerial Charter is issued by:



**Hon Jim Bacon MHA**

**Premier and Minister for State Development**

Date: 22.1.02

## **PART 1- PRELIMINARY**

This charter has been prepared by the Minister for Department of State Development, as Portfolio Minister, hereafter referred to as “the Minister”, in accordance with section 36 of the *Government Business Enterprises Act 1995*, in consultation with the Port Arthur Historic Site Management Authority, which is referred to as “PAHSMA”.

Expressions used in this charter have the same meaning as in the Government Business Enterprises Act, which is referred to as “the GBE Act”.

## **PART 2- OBJECTIVES AND STRATEGIC DIRECTION**

### **Principal objectives**

The principal objectives of PAHSMA are:

- to perform its functions and exercise its powers so as to be a successful business by:
  - operating in accordance with sound commercial practice and as efficiently as possible; and
  - maximising the sustainable return to the State in accordance with its corporate plan and having regard to the conservation, economic and social objectives of the State.
- to perform any other objectives specified in the *Port Arthur Historic Site Management Authority Act 1987*.

The functions of PAHSMA under the Port Arthur Historic Site Management Authority Act 1987 are to:

- occupy, and provide care, control, management, maintenance, and improvement of, the subject land;
- ensure the preservation and maintenance of the historic site;
- co-ordinate archaeological activities on the historic site;
- promote an understanding of the historical and archaeological importance of the site;
- promote the historic site as a tourist destination, consistent with the Management Plan;
- provide adequate facilities for visitor use; and
- use its best endeavours to secure financial assistance for carrying out its functions.

### **Strategic direction**

The Minister expects PAHSMA to comply with the following strategic directions:

- conserve the cultural heritage of the site;
- ensure the commercial/tourism operations of PAHSMA operate in an efficient manner;
- create a unique, authentic, enjoyable and interactive visitor experience;
- effectively manage other government-owned convict sites on the Tasman Peninsula for which the Authority is responsible;

- 
- provide an appropriate level of assistance for the conservation of privately owned convict sites on the Tasman Peninsula;
  - become a centre of excellence for conservation methodology and research;
  - ensure the Authority's financial viability;
  - value its staff; and
  - consider community values.

### **Compliance with policies of Government**

The Minister expects PAHSMA to perform its functions and exercise its powers in accordance with the requirements of the Port Arthur Historic Site Management Authority Act 1987, the GBE Act, The State Service Act 2000 and all other State and Commonwealth laws which impact upon the operations of PAHSMA.

The Minister expects PAHSMA to comply with all Government policies notified to it by the Minister unless specifically exempted in writing by the Minister.

The Minister advises that there are no economic and social objectives of the State to which PAHSMA must have regard as required by section 7 of the GBE Act.

## **PART 3 - CORE BUSINESS**

### **Scope of principle commercial activities**

The Minister expects that the scope of the principal commercial activities to be undertaken by PAHSMA will be:

- operating and marketing the Site as a premier tourist attraction;
- marketing and promoting the region through the Authority's contribution to Port Arthur Region Marketing Ltd;
- lessor of commercial premises (land at Port Arthur Motor Inn, Garden Point Caravan Park, St David's Church and Roseview Youth Hostel).

### **Scope of Principle non-commercial activities**

The Minister expects that the principle non-commercial operations undertaken by PAHSMA will be:

- conservation and heritage management of the site, embracing the historic, aesthetic, scientific, cultural and social aspects of its built fabric, archaeology and artefacts; and
- provision of interpretation, historical education and research.

## **PART 4- PERFORMANCE TARGETS**

### **Service targets**

The Minister expects PAHSMA to:

- have written customer service standards;
- set performance targets and to work toward the achievement of those targets.

### **Non financial performance targets**

- develop a strong client/customer focus, including mechanisms to address visitor comments/questions;
- take account of best practice and other management developments, both in the industry and the commercial sector generally;
- act at all times in an ethical manner and as a good corporate citizen;
- ensure that all staff conduct the business of PAHSMA in accordance with the Authority's Code of Conduct;
- set key performance objectives in PAHSMA's Corporate Plan, and report on the achievement of those objectives in its Annual Report; and
- play a leadership role within the local Tasman Community.

### **Financial performance targets**

The Minister expects PAHSMA to set financial performance targets consistent with those included in the approved Corporate Plan.

## **PART 5- FINANCIAL CONSIDERATIONS**

### **General**

The Minister expects PAHSMA to implement financial strategies that enhance value for the Government as shareholder/owner.

Key strategies to be considered include:

- investing only in assets that show an appropriate return and divesting non-productive assets, unless these investments are essential for the best practice conservation management of the Site;
- increasing the value of the business by increasing operating revenue, and/or reducing operating costs; and
- establishment of a Port Arthur Conservation Fund to source conservation funding opportunities outside the Tasmanian State Government;
- identify special conservation/heritage projects to attract financial contributions towards the Port Arthur Conservation Fund;
- increasing the value of the business by maximising all commercial opportunities;
- financial risk management to ensure that the financial assets and liabilities are managed in a manner that protects shareholder value; and

- 
- ensure the Tasmanian State Government appreciate the overall economic contribution of PAHSMA to the Tasmanian economy.

### **Capital Investment**

The Minister expects PAHSMA to identify all main undertakings in its corporate plan. The disposal of any main undertaking or asset is to be in accordance with the provisions of the GBE Act.

The Minister expects the enterprise to include details of its capital works program in its Corporate Plan.

The Minister expects PAHSMA to undertake a financial analysis of revenues and costs supporting all proposed projects in the Capital Works Program over \$100 000 before the project can be initiated. Each capital investment must be capable of generating a return at least equal to the average cost of capital for the PAHSMA.

### **Distribution policy**

PAHSMA is not required to pay a dividend, tax equivalent payments or guarantee fees under the GBE Act.

## **PART 6- PRICING POLICY**

In setting fees and charges, the Minister expects PAHSMA to consider the general objectives of efficiency, equity, capacity of the market to pay, financial viability and simplicity. Specifically, the Minister expects PAHSMA to:

- consider the commercial environment within which PAHSMA operates, allowing a reasonable return on investment;
- consider any regulatory framework within which PAHSMA operates; and
- that pricing policies will be reviewed annually, and any changes will be subject to Ministerial approval.

## **PART 7 - HUMAN RESOURCE MANAGEMENT, SUPERANNUATION AND EMPLOYEE RELATIONS POLICIES**

The Minister expects PAHSMA to adopt prevailing human resource management and industrial relations standards, or Government policies, in areas such as equal employment opportunity, anti-discrimination, redundancy and occupational health and safety.

The Minister expects PAHSMA to comply with the State Service Act 2000, however acknowledges the commercial needs of the Site and its tourism operation.

The Minister expects to be consulted before the PAHSMA makes any significant changes to its employee relations policy including the finalising of any enterprise or industrial agreements.

## **PART 8- CODE OF ETHICS**

The Minister expects the PAHSMA Board, management and staff to be committed to the highest standards of practice and behaviour in relation to:

- its responsibilities to the shareholders, including in relation to disclosure and the avoidance of conflicts of interest;
- its relations with customers and suppliers;
- employment practices; and
- its responsibilities to the community.

## **PART 9- RISK MANAGEMENT**

The Minister expects PAHSMA to have in place risk management plans, including strategies for managing operational and financial risks.

## **PART 10-OTHER**

### **Adverse Developments**

The Minister expects to be notified by PAHSMA of any adverse developments which, in the opinion of PAHSMA may:

- prevent the achievement of financial performance objectives; or
- significantly affect the financial viability or operating ability of PAHSMA; or
- impact on Government policy, customer relations and environmental issues.

### **Operations and transactions outside the State**

The Minister expects PAHSMA to advise him before establishing a business presence outside Tasmania.

### **Subsidiaries**

PAHSMA must seek approval of the Minister before establishing any subsidiaries or joint ventures.

### **Provision of information**

The Minister expects to be consulted prior to the release of any public announcement relating to significant operational or policy issues.

The Minister expects any information requested, or reports provided, to be accurate, and provided in a timely manner.

### **World Heritage Listing**

The Minister supports PAHSMA pursuing World Heritage Listing for the Port Arthur Historic Site.