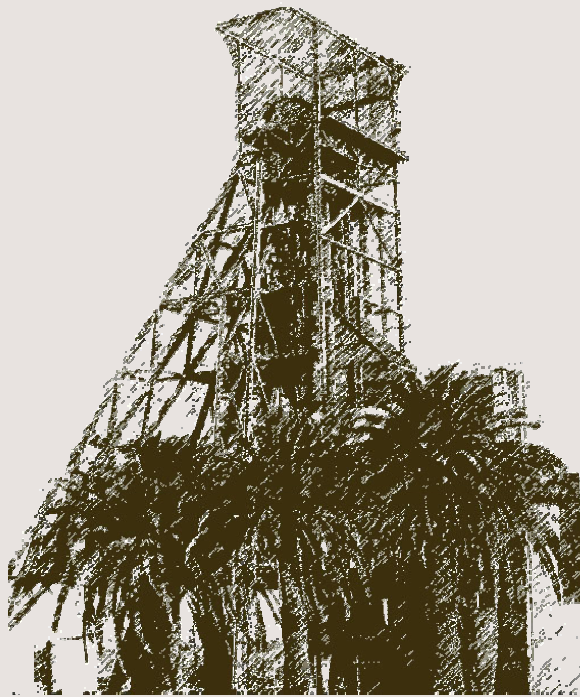


AUSTRALIA ICOMOS: CASE STUDY



BROKEN HILL, NEW SOUTH WALES: Heritage And Cultural Tourism Program, 1986–2005

Synopsis

Broken Hill is a remarkable city with a population of 23,000 people, with a mining history of world significance and a heritage of rich cultural assets.

The Broken Hill Heritage and Cultural Tourism program, developed over the last 19 years, is a unique project unparalleled in Australia. It has established a successful heritage protection framework for the city with a range of financially self-sustaining initiatives introduced to conserve significant heritage buildings. The program has been recognised as a model community conservation strategy for local government.

Dynamic and collaborative partnerships have been established within the community between local residents, business enterprises and the relevant statutory authorities which support conservation and cultural tourism objectives. The result has been a new scenario for the future in a mining city facing substantial structural and economic change.

Heritage & Cultural Tourism Program

The Broken Hill Heritage and Cultural Tourism Program has developed over the last 19 years with the following objectives:

- To identify, research and protect important heritage assets in the city.
- To establish a sustainable heritage protection and cultural tourism framework for the city by providing professional advice to property owners to achieve the responsible management of heritage assets.
- To create unique visitor experiences that tell the story of the development of the mining settlement in an engaging and creative way which can be economically sustainable and are based on authentic history.
- To create partnerships within the community between local residents, business people and the relevant authorities, and establish mechanisms which result in long term economic benefits for all involved and the city as a whole.

Heritage significance of Broken Hill

Broken Hill is a remarkable city with a mining history of world significance. From 1886, it burgeoned as a mining centre attracting skilled men and labour from all over the world. By 1907, when it was proclaimed a city, 9,000 men were employed on the mines. With mining as its focus, the population of the city peaked at 31,000 in the 1960s. Broken Hill has a rich built heritage and mining legacy, with substantial architecturally designed buildings from the 1880s onwards in the city centre, and unique corrugated iron and stone housing in the surrounding residential areas.

Conservation Plan

The City of Broken Hill positions itself as a 'Living Museum' within the 'Accessible Outback', which is a unique approach in Australia. This concept was introduced in 1989 and allows visitors to experience the whole city of Broken Hill, both the past and present, as a living museum. Originally, a stand-alone museum building was proposed in 1988 as part of the Bicentenary of Australia celebrations, but this did not prove financially viable. The approach was therefore changed to the interpretation of the city, the development of booklets and guides and the establishment of over 300 kilometres of trails and walks with lookouts and signage which tell the story of the place in an engaging and imaginative way. This has been accompanied by the development of associated programs to conserve and manage the city's built heritage assets, including:

- Management of heritage assets.
- Free Heritage Advisory Service.
- Heritage Assistance Funding.
- Residential Paint Assistance Schemes (1992–ongoing).
- Verandah Restoration Program (2000–ongoing).
- Heritage Surveys—the Basis for Policy Decision Making.
- Planning Scheme Provisions—Protection Status.
- Conservation Standards and Building Techniques.
- Interpretation and Promotion.
- Outback Regional Art Gallery—Sully's Building Conservation Program (1999–ongoing).
- Broken Hill Line of Lode Project—A Key Tourism Initiative.
- Annual Heritage Awards.
- Voluntary Conservation Initiatives.
- Outback Art and Film Projects.

Considerable planning and consultation has occurred with the community greatly involved in the project. The attached report details the various voluntary initiatives and involvement of various individuals.

Key Findings For the Productivity Commission Inquiry

Broken Hill illustrates how historic cultural heritage values can be translated into real community benefits. Broken Hill provides a model for managing heritage at the local level and has established an integrated approach to conserving heritage buildings and revitalising public streetscapes. Innovative plans have been implemented by the City with cooperative efforts between local government and the community, resulting in a renewed sense of pride in the community.

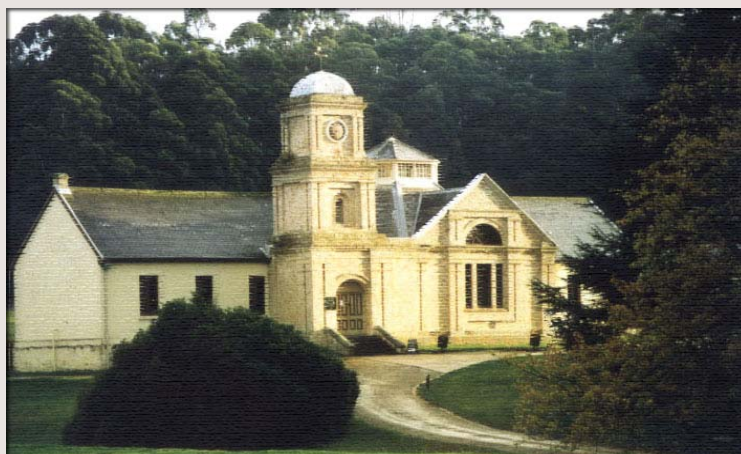
Heritage and the heritage programs play a significant role in the economy of Broken Hill. The tourism experience and the sense of place have been enhanced. Tourism numbers have increased over recent years. The last census showed that more people are employed in commercial sector than in mining, indicating that the economy is robust in itself, not just relying on tourism. There has been a trend for retirees to move to Broken Hill given its affordability, and there is considerable anecdotal evidence that the appearance of the city has been a determining factor in the choice of location of the retirees in question.

Grant funding for historic cultural heritage is an effective economic investment. The multiplier effect of the benefits of the paint scheme program has been measured since its inception in 1992. Since the commencement of the program, 730 grants totalling \$180,865 have resulted in \$1,537,061 worth of work being carried out, ie 8.49 times the total grant received by applicants, which has multiplied the NSW Government contribution by 17 times.

Overall program benefits have also been recognised with Broken Hill being the recipient of many awards, including two National Trust Heritage Awards, an exemplar award for cultural heritage in the 2004 'Year of the Built Environment', two 'Tidy Tours' awards (including overall winner in 2003) and an honourable mention in the 2002 UNESCO Asia-Pacific Heritage Awards.

The city has also been active in pursuing responsible environmental practices to complement the management of its heritage assets.

AUSTRALIA ICOMOS: CASE STUDY



PORT ARTHUR HISTORIC SITE, TASMANIA:

Heritage Management Initiatives 2000–2005

Synopsis

Port Arthur Historic Site is an Australian historic heritage place that is widely recognised as a symbol of convict history and a major tourist drawcard.

During the latter part of last century, Port Arthur was expected to 'pay its own way'. The resulting reliance on gate takings meant that little was spent on maintenance, with immense damage to fabric and lessening of the site's reputation and prestige. By contrast, over recent years, both Commonwealth and State governments intervened to facilitate and resource effective management of the site, with a primary focus on conservation of its outstanding heritage values.

Port Arthur is an archetypal exemplar of the kind of place that requires government ownership and stewardship if its heritage values are to be retained and made accessible to the Australian community.

The conservation planning processes at Port Arthur are internationally recognised as best practice heritage management. The site also provides real evidence of the manner in which heritage conservation and commercial interest can co-exist in a public sector context. Port Arthur is also an important and valuable asset for the Tasmanian people, and has been the subject of an innovative economic appraisal which demonstrates its contribution to gross state product, jobs and tourism, but also assesses its wider, intangible values.

Heritage Significance

Port Arthur Historic Site is an outstanding place which is significant in an Australian and world context. As a premier convict site, Port Arthur is an important element in our national identity and an outstanding icon that represents Tasmania's place in Australian history. Together with other Australian convict sites, Port Arthur exemplifies a world-wide process of colonial settlement using labour provided by forced migration. Port Arthur also displays adaptation of British penal philosophy. Today, Port Arthur is well known as a picturesque cultural landscape that is enjoyed by over a quarter of a million visitors annually, but is also recognised as a continuing symbol of convictism, as a major element in Tasmania's—and Australia's—early development. There has also been tragedy and suffering at Port Arthur, but the place was also productive and has made a significant economic and social contribution to Tasmania. Port Arthur's economic value is not a primary value, but a derived one: it depends on the existence of the cultural value and if that value is destroyed, the economic value would cease to exist.

Management Structure

Port Arthur has been held in public ownership since the establishment of the Scenic Preservation Board in the early twentieth century. It is currently established as a Tasmanian 'Government Business Enterprise', with an independent Board and a Chief Executive reporting through the secretary of the Department of Parks, Tourism, Heritage and the Arts, to the relevant State Government Minister. In the period between 2000 and 2005, the Tasmanian Government has invested \$10 million in conservation works at Port Arthur. That investment is reaping rewards in increased visitation and greater visitor 'spend' but also recognises Port Arthur's contribution in both economic and social terms as a principal cultural icon. Further funding of another \$10 million over the next five years has recently been announced.

Conservation Plan

Following tragic events in 1996, and an independent investigation commissioned by the Tasmanian Government ('The Doyle Report'), the Port Arthur Historic Site Management Authority ('PAHSMA') Board commissioned a Conservation Plan which was prepared by consultants Godden Mackay/Context. This plan recognises the pre-eminence of this Tasmanian cultural heritage asset and an overriding obligation to conserve it.

... there is nothing more important or pressing about the management of the Port Arthur historic site than the obligation to conserve it.

The existing site is the only one that there will ever be.

Conservation must be the primary management objective of the Port Arthur Historic Site.

The context for heritage management at Port Arthur is created by its outstanding heritage significance, the fragile condition of the site, the statutory framework within which it operates and tourism, which establishes a range of special needs. These are addressed in a Conservation Plan which sets out a comprehensive set of conservation policies and a program of conservation works. This program, resourced by the Tasmanian State

Public Stewardship

Public stewardship of the Port Arthur historic site is justified and indeed a public sector obligation, firstly because of the outstanding significance of the place, and secondly to conserve and manage the value of the asset for future generations.

Tourism

Tourism activities and heritage management activities at Port Arthur must occur cohesively and in alignment, rather than in opposition: the site is of such importance that compromise to heritage values arising from visitation pressures or revenue generation expectations must be avoided. Therefore, managing the Port Arthur Historic Site as a cultural asset and as a key tourism attraction requires ongoing government intervention. The asset cannot be successfully managed through the income generated by tourism activity alone.

Economic Contribution

An important 2004 report by Symetrics Business Intelligence from the University of Tasmania School of Economics, Contribution of the Port Arthur Site to Welfare of Tasmania, explains that the value of Port Arthur is a combination of its contribution to the Tasmanian economy and its future 'bequest' value.

The report also provides relevant micro-economic conclusions regarding the role of Port Arthur in the Tasmanian economy, and the effectiveness of heritage grants programs. The report concludes that in 2003 the Port Arthur Historic Site contributed \$25.1 million to the gross state product, \$8.8 million of wage income and 286 jobs. This 'multiplier' effect is measured across a series of business sectors, and reflects the pivotal role of Port Arthur as the major destination for cultural heritage tourism in Tasmania.

The report also concludes that Tasmanian Government grant allocations to Port Arthur have been successful, using a simple regression model, which illustrates that a 1% increase in grant allocation engenders a 0.14% growth in visitor numbers to the site.

In addition to these assessments, which are clearly focussed on the site's function as a commercial enterprise, the report also addresses the value of Port Arthur, based on assessment of visitor 'willingness to pay' and 'bequest' values. The report notes that the total worth of the site (more than \$46 million dollars) outweighs its commercial turnover by a multiple of almost five.

International Reputation

Port Arthur Historic Site has achieved an enviable reputation for excellence in heritage management, recognised not only within Australia but also through an important international study undertaken by the Getty Conservation Institute between 1998 and 2004. A team of experts from around the world assessed four major sites: Hadrian's Wall (United Kingdom), Grosse Isle (Canada), Chaco (USA) and Port Arthur (Australia). The Getty report is highly complimentary about the calibre of heritage management at Port Arthur, concluding that:

... PAHSMA has stopped the pendulum somewhere in the middle of the spectrum, balancing physical conservation and interpretive needs with tourism access and other revenue generating activities that also contribute to the long-term conservation of the site.

... dealing with the impact of the 1996 tragedy was a major challenge for site management. It helped pave the way for the 2000 conservation plan and planning process, which turned the site around. The management philosophy changed to include true collaboration across management areas, incorporate lateral management, and focus on external partnerships while simultaneously emphasising the conservation and presentation of core cultural significance values.

The recent history of Port Arthur disproves the idea that commerce is the bane of conservation, and that separation of economic and cultural values is legitimate in dealing holistically with site management. The model of sustainable conservation practiced by PAHSMA advances both sets of the site's values.

Key Findings For the Productivity Commission Inquiry

Port Arthur Historic Site illustrates a number of significant points made in the Australia ICOMOS submission to the Productivity Commission Inquiry.

- Some historic places cannot be conserved other than in government ownership and stewardship.
- Some historic heritage places warrant continuing government financial support, as part of a community service obligation—managing both tangible and intangible public assets, for current and future generations.
- Inadequate funding for historic places can result in significant negative impacts—investment in historic places produces a return.
- Historic cultural heritage places can make a significant economic contribution to the economy, particularly through tourism.
- Heritage conservation can effectively co-exist with appropriate revenue-earning activities at historic heritage places.
- Resourcing of heritage conservation at major public sector sites like Port Arthur allows them to operate at a level which sets a benchmark for other Australian heritage places.
- A conservation planning approach, founded on understanding the values of the place and informed judgements about management issues, provides a best practice approach to historic heritage—this is the Burra Charter method.
- Australian heritage management practice is internationally recognised as a world benchmark.

AUSTRALIA ICOMOS: CASE STUDY



NSW STATE WATER: Conflicting Management Responsibilities

NSW State Water is a statutory agency affected by a multitude of environmental considerations as well as owning and managing a portfolio of working heritage assets. State Water has to comply with a range of sometimes conflicting statutory requirements.

This case study provides some illustrative examples of the range of issues and potential conflicts that may arise where legislative requirements can have an unintended heritage impact, or affect the ability of State Water to conserve the heritage value of their historic assets.

Dams Safety Act 1978

The *Dams Safety Act 1978* establishes the Dams Safety Committee and prescribes certain safety requirements for prescribed dams. The Committee has a general responsibility to ensure the safety of all dams, and a special responsibility regarding prescribed dams. A dam is considered safe if it complies with the Committee's current requirements, which are based on national and international safety standards.

In order to meet these requirements, ongoing maintenance and occasional safety upgrade works are necessary. These works are particularly important to keep old dams in operation to current standards, but it is in these cases that the most serious heritage impacts can occur. Installation of new railings, walkways, stairs and lifts, upgrading of valves and airlocks, as well as removal of redundant working elements, can all affect the integrity and therefore the heritage value of these places. Many new elements are installed according to standard designs and there is often reluctance to design specifically for the site in question (both in form and choice of materials) to allow the safety upgrades to proceed while minimising heritage impacts. Installation of large elements such as spillways can impact on infrastructure associated with construction and historic operation of the dam.

The *Dams Safety Act 1978* is available at: http://www.austlii.edu.au/au/legis/nsw/consol_act/dsa1978124/

Fisheries Management Act 1994

The *Fisheries Management Act 1994* is part of a suite of laws designed to ensure that fishing activities remain sustainable, and that biological diversity is protected. The Fisheries Management Act applies to all waters in the state, including waters managed by State Water.

Many of State Water's historic dam and weir structures (amongst others) have resulted in changed aquatic environments and affected river and stream ecosystems. Fisheries policies, aquatic habitat protection plans, designation of aquatic reserves and conditions of approval to undertake new works to State Water assets may require environmental remediation works to be undertaken or new aquatic management installations (such as fishways). These works can often impact on historic structures such as weirs, dams and embankments. These impacts can be both aesthetic (visual) and physical.

The *Fisheries Management Act 1994* is available at: http://www.austlii.edu.au/au/legis/nsw/consol_act/fma1994193/

Threatened Species Conservation Act 1995

The *Threatened Species Conservation Act 1995* sets out how threatened species, communities and critical habitat are listed and protected in New South Wales. It allows for threatened species, populations and ecological communities as well as their habitats to be listed and management requirements for these populations and habitats to be specified.

Work required by species recovery plans, threat abatement plans and the conditions of licenses for activities that may affect a threatened species or habitat may also have an unintended negative effect on a heritage item or place. Any work to conserve a threatened species or habitat that will require physical intervention to a heritage item or which will substantially impact on the visual setting of a heritage item should be subject to a heritage impact assessment prior to that activity taking place. This is particularly important where changes are proposed to historic plantings or landscapes. Balanced assessment processes are needed to facilitate good decisions based on an understanding of relative natural and historic heritage values.

The *Threatened Species Conservation Act 1995* is available at: http://www.austlii.edu.au/au/legis/nsw/consol_act/tsca1995323/

Native Vegetation Act 2003

The *Native Vegetation Act 2003* establishes a framework for management of native vegetation on a regional basis, prevention of broadscale clearing, protection of high conservation value native vegetation and encouragement of revegetation and rehabilitation of land with appropriate native vegetation.

Works undertaken in accordance with this Act may have an unintended impact on the heritage values of assets managed by State Water. This is particularly the case for proposals to revegetate and rehabilitate land with native vegetation. Such activity can have a highly detrimental effect on significant historic landscapes or significant historic vegetation. In these cases, replacement with native species may be undesirable.

The *Native Vegetation Act 2003* is available at: http://www.austlii.edu.au/au/legis/nsw/consol_act/nva2003194/

Environment Protection and Biodiversity Conservation Act 1999

In addition to its cultural heritage provisions, this Commonwealth legislation also covers other environmental issues of national importance. These include Ramsar wetland management for wetlands of international importance, listing and management of nationally significant threatened species, communities and habitats and establishment and management of commonwealth marine areas.

Like State acts, environmental management requirements under the EPBC Act may have unintended impacts on historic cultural heritage (although, in theory, this Act has the advantage of having historic and natural heritage provisions combined in one piece of legislation).

Further information on the EPBC Act can be found at: www.deh.gov.au/epbc/index.html

Key Findings For the Productivity Commission Inquiry

Agencies having responsibilities for historic heritage assets (particularly working heritage assets) are faced with a multitude of environmental and operational requirements. These requirements have the potential to conflict with values-based heritage management.

There are no established policies to guide how such conflicts should be resolved. In practice, there is relatively little awareness in environmental regulation agencies that implementation of their statutes can have substantial and negative historic heritage impacts. Where there is awareness, there is often an automatic (but unjustified) assumption that the natural heritage value is higher than the cultural one, or that the safety upgrade can only be done in one way. A small number of agencies such as State Water have investigated these conflicts and have protocols in place to deal with them, but these are the exception rather than the rule.

Awareness of these potential conflicts and impacts needs to be raised not only in managing agencies (and indeed in the development industry) but also in regulating agencies. Protocols for managing conflicts where they occur should be developed and potential historic cultural heritage impacts should be considered when legislative and policy requirements are first developed.

AUSTRALIA ICOMOS: CASE STUDY



THE ROCKS, NEW SOUTH WALES

Real History in a Living Community

The Rocks is a tiny part of Sydney, but a part that reflects clearly the many changes that have affected the broader community. It contains what are amongst the oldest European structures on our soil; it is one of the places that makes Sydney so special.

(Bob Carr, former NSW Premier)

Synopsis

Recognised today as one of the pre-eminent historic precincts in Australia and a major tourist icon for domestic and international visitation, The Rocks was variously regarded during the twentieth century as a degraded slum, development opportunity and focus for community action. As a real place, reflecting actual history and demonstrating genuine patina, it is an irreplaceable part of the cultural inheritance of all Australians, yet for a brief time in the middle of the last century, it stood perilously close to the brink of destruction. The processes that have shaped recent approaches to heritage management in The Rocks demonstrate the profound importance of historic cultural heritage, the need for effective regulation, the benefits of values-based heritage management, the potential economic contribution of historic cultural heritage and the role of our historic sites in the nation's tourism industry.

Description and Significance

The Rocks is one of the most visited historic sites in Australia, and a place of national cultural significance. Situated on a rocky promontory projecting into Sydney Harbour, on the western side of Sydney Cove, The Rocks is a major symbol of Australian history. The history of The Rocks, extending across more than two centuries of activity, since the arrival of Europeans, is reflected in a rich array of landscape features, built elements, stories and memories.

(Adapted from: The Rocks Heritage Management Plan, Volume 1, Sydney Harbour Foreshore Authority, February 2002)

Management Structure

Today, management of The Rocks is vested in the Sydney Harbour Foreshore Authority, whose statutory functions are overtly stated as including:

To promote and enhance the natural and cultural heritage of the foreshore area.

Conservation Action

The Rocks first came to public prominence as a heritage issue in the mid-1960s when it was proposed for redevelopment, under the supervision of the newly established Sydney Cove Redevelopment Authority. The 1964 Wallace Scheme, for example, proposed the complete removal of historic buildings to the north of the Cahill Expressway and their replacement with modern commercial tower buildings. In a move which was to fundamentally effect future development on conservation throughout the nation, residents, combined as The Rocks' Resident Action Group, linked forces with the Builders Labourers Federation to impose the 'green bans'. The protest gave voice to a concerned and active community, ultimately leading not only to the conservation of the precinct itself, but indirectly to the introduction of state heritage legislation.

Heritage Management Plans

The Authority commissioned a comprehensive Heritage Management Plan for The Rocks, which provides a firm understanding of its heritage value and guidance in its conservation and management. The HMP includes analysis and assessment of the heritage values of The Rocks, an examination of key factors that effect heritage management, leading to a clear vision and a series of overview strategies:

- *shared visions;*
- *authenticity*
- *effective conservation;*
- *appropriate heritage planning framework;*
- *adequate expertise;*
- *total resource management;*
- *engage the community; and*
- *tell The Rocks' story.*

Heritage Vision

The vision for The Rocks is:

The Rocks will continue to be recognised as an authentic heritage precinct, which is symbolic of our history and the value we place on heritage conservation. The total heritage resource of The Rocks will be cherished and managed to the benefit of current and future generations. The diverse character of The Rocks, created from its dramatic setting, topography, urban form, buildings, views, use, associations and meanings, will be maintained and enhanced.

Individual elements will be conserved and provided with vibrant uses that are compatible with their heritage value. The Rocks will continue to be a 'living' area, with more residents and a mix of uses.

People will be encouraged to visit and experience The Rocks, through better access and imaginative interpretation.

Visitors, residents and workers in The Rocks will enjoy and celebrate real history and community spirit in an authentic place.

Some important themes emerged from this vision. Firstly, authenticity is an overriding imperative if the value and character of The Rocks are to be maintained for future generations. Maintaining authenticity requires a firm approach to incremental change—a critical value of The Rocks is the patina and originality of the built fabric; the policies and management approach provide that this is retained, notwithstanding contemporary commercial pressures for change (eg new shop fronts, signage etc). Experience over recent decades has shown that by maintaining the long-term view and guarding authenticity, the place remains a vibrant tourist attraction.

Key Findings For the Productivity Commission Inquiry

First and foremost, Sydney's historic Rocks district demonstrates the importance of historic heritage to Australian identity—historic places are critical to understanding who we are. This understanding is possible because of the authenticity of the real place that is The Rocks—its genuine historic fabric, with real association and meaning, cannot be replicated if compromised or destroyed.

The political history of The Rocks over the last half century illustrates firstly the importance of historic places to communities, but more significantly the imperative of regulation to achieve historic heritage conservation, as an unregulated market will bow to short term real estate pressures, rather than taking a long term societal view. Government therefore has an important role in The Rocks, as custodian of a community asset and guardian of community expectations.

While community and union action saved The Rocks in the 1960s, it is the powerful protective provisions of ensuing legislation and a sound values-based heritage management planning framework that has maintained the integrity of this special place in the ensuing period.

Over recent years, The Rocks has also delivered real economic benefits—through return on development projects (such as the Shangri La Hotel) and through rental income: the George Street North retail strip attracts some of the highest rental returns in Australia. Why? Because the historic character of the area and its harbour setting make it attractive for both tourists and the local community.

As New South Wales Government Minister, Craig Knowles, so eloquently observed in the second reading speech of the amendments to the *Heritage Act 1977* (NSW):

I simply ask, Honourable Members, to recall the chaos that reigned before 1977 in areas such as The Rocks—the green bans and the various industrial strikes that existed at the time—in the fight to conserve what we all now regard as part of our national iconography. I submit that The Rocks, in its present state, is worth far more economically to the national product than any conglomeration of high-rise towers that may have been proposed back in Jack Munday's day.

The Rocks is one of Australia's most visited tourist icons—it is the historic heritage and its authenticity that underpins the tourist market. More importantly, The Rocks demonstrates the manner in which commercial activities and heritage conservation can co-exist on a synergistic basis—The Rocks is a continuing example of its own management vision statement: Real History in a Living Community.