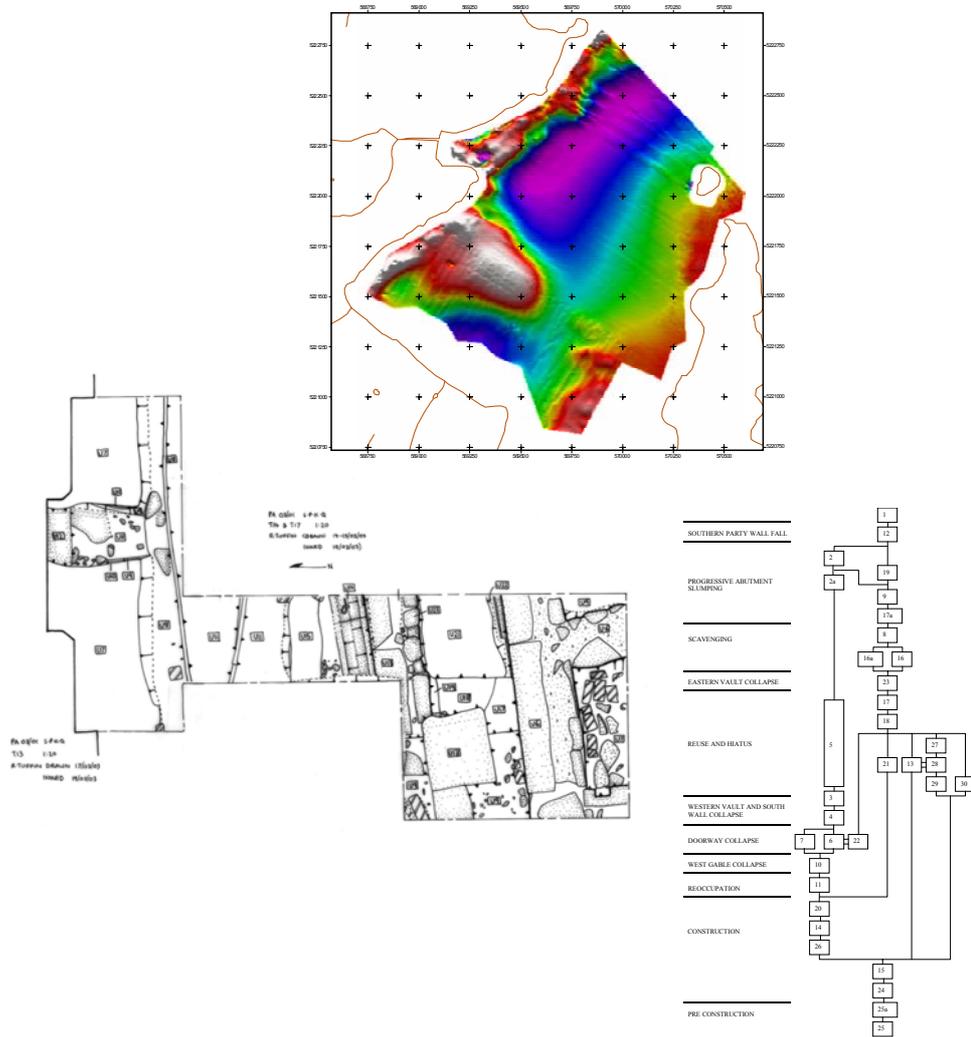


# Port Arthur Historic Site

## Archaeology Plan



PORT ARTHUR HISTORIC SITE MANAGEMENT AUTHORITY

October 2003

# Archaeology Plan – Part 1: Policies

## Table of Contents

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<b>1</b>	<b>Synopsis</b>	<b>3</b>
1.1	aims of the PAHS Archaeology Plan	3
1.2	Developing the PAHS Archaeology Plan	3
1.3	Executive summary	4
1.3.1	Scope of archaeology	4
1.3.2	Significance of archaeology	4
1.3.3	Archaeology management issues and policies	5
1.3.4	Archaeology programmes	6
1.3.5	Review of this plan	6
<b>2</b>	<b>A plan for archaeology at Port Arthur</b>	<b>7</b>
2.1	Overview	7
2.2	Introduction to Part 1: Policy frameworks	8
2.3	What is archaeology?	9
2.4	Why does the PASHMA 'do' archaeology?	10
<b>3</b>	<b>The Port Arthur archaeological resource</b>	<b>12</b>
3.1	A useful cultural sequence	12
3.2	The Indigenous cultural layer	12
3.3	The British Imperial/Penal layer	15
3.4	Post convict rural community, recreation and heritage	17
<b>4</b>	<b>Ruins and relics: The management of history</b>	<b>19</b>
4.1	A future in ruins	19
4.2	The need for a plan	21
<b>5</b>	<b>Potential resource classes</b>	<b>23</b>
5.1	Terrestrial sites	23
5.2	Maritime/underwater sites	24
5.3	Collections and records	25
<b>6</b>	<b>Archaeological significance</b>	<b>27</b>
6.1	Assessing resource significance	27
6.1.1	Scientific values	28
6.1.2	Summarising and representing scientific significance	31
6.2	Acknowledging other values of archaeology	32
6.1.2	Social values	32
6.1.3	Aesthetic values	34
6.2.4	Historical values	34
6.3	Statement of Archaeological Significance	34
<b>7</b>	<b>Managing archaeology: The statutory and ethical framework</b>	<b>35</b>
7.1	International standards	35
7.2	National obligations	36
7.3	State legislation	37
7.4	Local controls	40
7.5	Reserve planning instruments	40
7.6	PAHSMA strategic planning framework	41
<b>8</b>	<b>Policy distillation</b>	<b>43</b>
8.1	Fundamental principles and actionable policies	43
<b>9</b>	<b>Setting priorities</b>	<b>55</b>
9.1	Goals	55
9.2	Strategic framework	55

<b>10</b>	<b>Programmes</b>	<b>59</b>
10.1	Substantive projects	59
10.1.1	Conservation and Infrastructure works	59
10.1.2	Research	59
10.1.3	Collections and records management	60
10.1.4	Public archaeology and education	61
10.1.5	Community Partnerships	63
10.1.6	Regulatory planning and protection	63
10.1.7	Aboriginal heritage	64
10.1.8	Interagency collaboration	65
10.2	Organisational projects	66
10.2.1	Benchmarks/standards	66
10.2.2	Organisational awareness	66
10.2.3	Policy, planning and implementation	67
<b>11</b>	<b>Implementation</b>	<b>69</b>
11.1	Archaeology management programmes	69
11.2	Programmed Capital & Infrastructure works	70
11.3	Unprogrammed works	70
<b>12</b>	<b>Overview of Archaeology Plan-Part 2:</b>	<b>71</b>
	Archaeological Resource Management Zoning System	
<b>13</b>	<b>Overview of Archaeology Plan-Part 3:</b>	<b>75</b>
	Methods and practices	
13.1	Technical Manual contents	75
<b>14</b>	<b>References</b>	<b>77</b>
	Appendix 1: Conservation Plan Scientific Values	81
	Appendix 2: Archaeology Policy Matrix	83
	Appendix 3: Archaeological projects 1977-2003	91

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# 1 Synopsis

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## 1.1 Aims of the PAHS Archaeology Plan

The Port Arthur Historic Site Archaeology Plan has been developed with the aim of defining the roles and responsibilities of the Port Arthur Historic Management Authority (the PAHSMA/the Authority) in relation to managing the archaeological values of the Port Arthur Historic Site (PAHS) reserve and its cultural landscape setting. The PAHSMA is the statutory body responsible for managing and conserving the cultural values of the PAHS, and has the capacity to play a positive role in facilitating sustainable heritage management outcomes within the immediately local area.

The PAHS Archaeology Plan exists in three parts, with Part 1 forming the theoretical and strategic basis for Part 2 (Information Systems) and Part 3 (Technical Procedures).

**Part 1** of the PAHS Archaeology Plan (this volume);

- describes the potential archaeological resource-base of the study area;
- assesses the values of the archaeological resource and processes of archaeology;
- identifies issues and headings for management;
- develops policies for conservation, interpretation and uses of the site and setting;
- establishes a strategic programme for giving effect to the management policies.

**Part 2** of the PAHS Archaeology Plan is a computer-based system comprising a Geographic Information Systems (GIS) platform coupled with relational and other databases that together incorporate the growing body of spatially related data, including site information, artefacts and records, and enable archaeological values to be modelled and management decisions facilitated.

**Part 3** of the PAHS Archaeology Plan is essentially a technical manual, containing detailed instructions for the range of procedures that comprise the practical elements of the archaeological process.

## 1.2 Developing the PAHS Archaeology Plan (Part 1)

The PAHS Archaeology Plan is a secondary plan within the strategic framework established by the PAHS Conservation Plan.

The PAHS Archaeology Plan receives and develops key understandings utilising a number of inputs, which influence the development of the plan at different stages. An understanding of the potential archaeological resource-base is developed from arguments contained within the plan dealing with the nature of archaeology itself, combined with a summary survey of the general classes of material culture available within the study area. Understandings of the significance of the resource, and of archaeology as a study process, derive from the Conservation Plan; both directly from the Statement of Significance for the PAHS and indirectly through the enhanced medium of the Interpretation Plan, which develops from the PAHS Conservation Plan Statement of Significance the research questions which ultimately define both absolute and relative significance of archaeological resources.

The analysis of management issues within the Archaeology Plan focuses on identifying the range of generic standards and specific decisions existing in relation to archaeological resources and processes at Port Arthur. The management subject headings are therefore standardised with reference to models of international best practice.

Policies for managing archaeology at Port Arthur are developed under the respective synthetic subject headings, and draw from the pre-existing archaeology-related policies developed within the Conservation Plan strategic framework, as well as from the previous archaeology management policies for the PAHS and relevant global influences; which include international charters and conventions. The policies contained within the PAHS Archaeology Plan therefore carry forward the best aspects of past archaeological understandings pertinent to Port Arthur into a new framework for managing the archaeological values of the Site and its setting.

The PAHS Archaeology Plan develops a range of programmes designed to enact the management policies, covering both substantive issues - including conservation, research and community participation, and organisational issues - including standards and resourcing for archaeology. The programmes are prioritised and a general implementation timeframe is given.

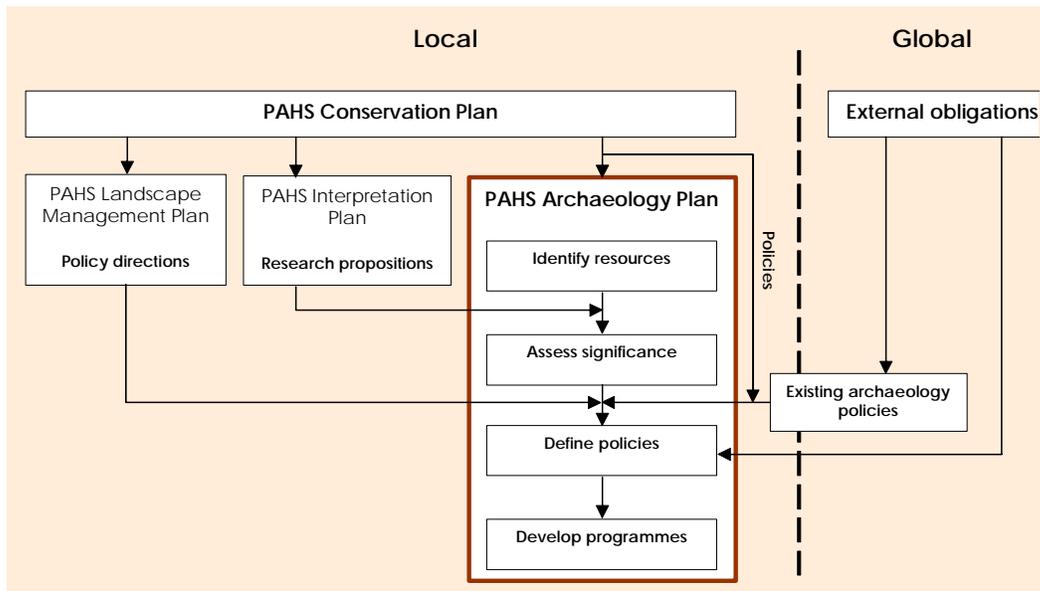


Fig. 1.1 input chart: PAHS Archaeology Plan

## 1.3 Executive summary

### 1.3.1 Scope of archaeology

Archaeology encompasses the spectrum of scientific processes and techniques used to reconstruct, interrogate and communicate meanings of the material human past. At Port Arthur the human past incorporates thousands of years of Aboriginal ownership and use, 47 years as a penal station, and the most recent century-and-a-quarter as a free township and cultural reserve. The resource available for archaeology at Port Arthur comprises the fabric that has the potential to yield information about the different phases of human activity at the site through the scientific study processes of archaeology. This fabric includes built structures, cultural deposits, individual artefacts, landscapes, vegetation, seascapes, collections and records, among others.

### 1.3.2 Significance of archaeology

The significance of archaeology at Port Arthur comprises two main aspects; the archaeological significance of the fabric resource and the value of archaeology as a learning and teaching process. The significance of the archaeological resource is a function of its capacity to support topical culture-focussed research. The significance of the archaeological process is a function of its ability to aid and involve communities in understanding and managing resources and heritage.

The PAHS Archaeology Plan utilises a series of interpretive propositions developed within the PAHS Interpretation Plan from the Statement of Significance in the PAHS Conservation Plan to define and rank the historical archaeological resources of the Site and its setting. The values of the archaeological process at Port Arthur are exemplified by the ways in which Port Arthur's archaeology has informed Site interpretation, added to debates about the convict system and colonial society, and engaged the imagination and participation of the public. Based upon assessments of these issues, a summary statement of archaeological significance for Port Arthur has been distilled.

#### Statement of Archaeological Significance

- The archaeology of Port Arthur encompasses the structures, deposits, objects and cultural landscapes that hold meaning for modern communities because of their capacity to connect people with Port Arthur's past. Aboriginal, penal and post-convict fabric and associations are melded together at Port Arthur, positioning archaeology as the principal means by which the many stories written into the fabric of the place may be explored, and perspectives shared.
- At the present time, the principal value of archaeology at Port Arthur relates to its research potential to yield insight into the varying experiences, life-ways and operations of the convict system, and the ways in which our own lives are shaped by the legacies of that system.
- The physical resources amenable to archaeological research are unique, finite and unrenowable, and can contribute information not available from other sources. The universe of potential research questions is infinite, and those asked will evolve and change. The Port Arthur archaeological resource is significant because of things we have wanted to know in the past, desire to know now, and may wish to know in the future about Port Arthur and its place in the World.
- Archaeology at Port Arthur is an essential tool for enabling people to experience and participate in the processes of learning about the past.
- Port Arthur is an important place for teaching and learning about archaeology.

### 1.3.3 Archaeology management issues and policies

While site-specific management circumstances exist, in general terms issues of importance to the management of archaeological values at Port Arthur are common to the management of archaeological values elsewhere. Archaeology is a global discipline and its processes and aims are largely standardised with reference to international conventions and charters. The management of archaeological values at Port Arthur is also framed by local planning initiatives, including the PAHSMA strategic planning system – dominated by the PAHS Conservation Plan, and specific heritage legislation.

By examining the range of global and local influences, the PAHS Archaeology Plan derives a set of synthetic management headings under which specific cases and policies for the Port Arthur Historic Site and setting are developed. The following areas of policy are covered within the plan:

- Standards and protocols
- In-situ preservation and the precautionary principle
- Assessment and control of impacts
- Research imperative and design
- Site Maintenance , Monitoring and Interpretation
- Collections and Information Management
- Public participation and education
- Holistic resource approach - Cultural landscapes
- Community involvement
- Aboriginal heritage
- Alignment of State policy
- Alignment of Local policy – Catchment zoning
- Reserve zoning
- Management orientation and resourcing

#### **1.3.4 Archaeology programmes**

The PAHS Archaeology Plan establishes a schedule of programmes that aim to implement the archaeology management policies relating the PAHS and its setting. Each programme has a stated goal, and typically a range of objectives – each having at least one complementary strategy and desired management outcome. The archaeology programmes are designed to be done in conjunction and integrate with broader PAHSMA management programmes.

The PAHS Archaeology Plan programmes cover:

- Conservation & Infrastructure works
- Research
- Collections & records management
- Public archaeology & education
- Community partnerships
- Regulatory planning & protection
- Aboriginal heritage
- Inter-agency collaboration
- Benchmark/Standards
- Staff training
- Policy, planning & implementation

#### **1.3.5 Review of this plan**

The PAHS Archaeology Plan may require periodic refinement in order to retain its currency in relation to best practice approaches to the management of the archaeological values of the PAHS and its setting. The document is to be substantially reviewed after a period of five years from its adoption by PAHSMA.

## 2 A Plan for archaeology at Port Arthur

### 2.1 Overview

This document has been prepared in order to guide the Port Arthur Historic Site Management Authority (PAHSMA/The Authority) in the management of the archaeological values of the Port Arthur Historic Site (PAHS/The Site), and to inform the position of the Authority with respect to the archaeological values of the immediate cultural landscape setting. The plan is a secondary planning tool within the framework established under the Port Arthur Historic Site Conservation Plan.<sup>1</sup>

The Archaeology Plan comprises three parts:

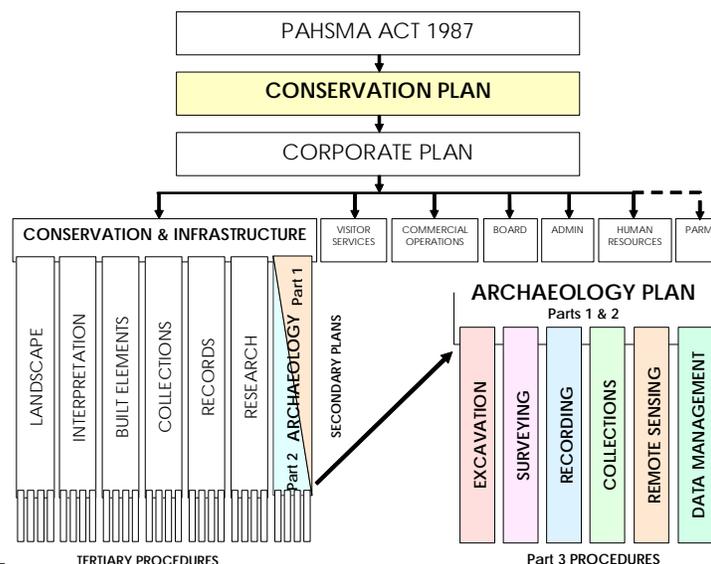
- Part 1 - Policy Framework
- Part 2 - Archaeological Management Zoning (Information Systems)
- Part 3 - Technical Procedures Manual

**Part 1** of the Archaeology Plan evaluates the archaeological resource and defines a fundamental policy basis and strategic programme for sustainable resource management. It also establishes the operating systems, selection criteria and constraints for the Archaeological Management Zoning System (Part 2) and Technical Procedures (Part 3) components of the Archaeology Plan.

**Part 2** of the Archaeology Plan, the Archaeological Management Zoning System, is a soft-copy (computerised) decision facilitation tool, and one of the key deliverables outlined in Part 1. The system incorporates the growing body of resource-related data, relevant evaluations and management policies within an interactive environment that enables the relationships between identified archaeological values and contemporary land-uses and activities to be modelled, conflicts detected, and conservation solutions explored.

**Part 3** of the Archaeology Plan contains detailed procedures and practice notes designed to enact Part 1 general policies and programmes and Part 2 specific solutions for the conservation of *in-situ* archaeological values, and the collection and management of objects, data and information. Part 3 is analogous with a Tertiary Procedures module within the Conservation Plan framework.

Fig. 2.1 The Archaeology Plan in the PAHSMA planning framework (after GML 2000)



<sup>1</sup> Godden Mackay Context 2000a

## 2.2 Introduction to Part 1: Policy Framework

The primary aims of Part 1 of the Archaeology Plan are to describe the archaeological resource base of the Port Arthur Historic Site and immediately relevant setting, assess its research potential, and formulate relevant policies and strategies for its sustainable future management and use. Archaeological resource management objectives and policies distilled within this part of the Archaeology Plan have been formulated in accordance with the Statement of Significance for the Port Arthur Historic Site contained within the PAHS Conservation Plan, as well as reflecting relevant statutory, professional and ethical standards that exist at local through to international levels.

The preparation of this policy document is informed by other secondary plans within the PAHSMA Conservation Planning framework; including the Port Arthur Landscape Management Plan<sup>2</sup>, PAHSMA Collections Plan<sup>3</sup> and PAHSMA Interpretation Plan.<sup>4</sup> The existing plans advocate a pro-active role for PAHSMA in managing resources that are broadly associated with the themes and issues of relevance to the cultural significance of the Port Arthur Historic Site.

The Archaeology Plan builds upon this foundation in supporting a cultural landscape approach to managing the heritage values of the Historic Site and its setting. The plan emphasises that the temporal, categorical and spatial distribution of archaeological resources, as defined within this document, is not confined by the boundaries of the statutory reserve, and proposes a model of resource potential and value that is more closely attuned with the known, or reasonably anticipated, geographical extent of documented past activities, particularly those associated with the principal aspects of site significance. This contextual approach to managing significant heritage resources is in accordance with current government policy on historic heritage, which acknowledges the importance of regional convict-period associations, and represents a further development of the understandings of Site significance and PAHSMA cultural resource management objectives and responsibilities initially framed within the Port Arthur Conservation Plan.

The Archaeology Plan (Part 1) provides a summary discussion of the potential archaeological resource relevant to the Port Arthur Historic Site, but makes no attempt or claim to synthesise the results of the past 25 years of archaeological investigations. A detailed synthesis of the body of accumulated data is beyond the scope of this present plan, although it is an ongoing management priority.

In addition to distilling a general statement of archaeological significance for the Site and cultural landscape setting, the Archaeology Plan (Part 1) also examines the topicality and priority for research of the PAHS archaeological resource. This assessment provides the basis for developing an Archaeological research significance schema for the PAHS (Chapter 5.3), as currently defined by Interpretation Plan research propositions.

The Archaeology Plan is presented in a discursive format, and attempts to avoid didactic statements of 'fact' when discussing resource potential or significance. The current philosophical paradigm highlights the importance of perspective, pluralism and critique in all aspects of archaeological process and resource management.

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<sup>2</sup> Context, Urban Initiatives & Doyle 2002

<sup>3</sup> PAHSMA 2001a

<sup>4</sup> PAHSMA 2001b

This plan is primarily designed for use by the PAHSMA in managing the archaeological resources of the PAHS. In touching upon broader resource patterning, significance and management issues however, the applicability of Archaeology Plan concepts extend more generally to the cultural landscape setting within which the Port Arthur Historic Site is situated. For the purposes of the Archaeology Plan, this setting is defined as being the documented extent of activities associated with the primary aspect of cultural significance identified within the PAHS Conservation Plan<sup>5</sup>; i.e. the convict period 1830-1877.

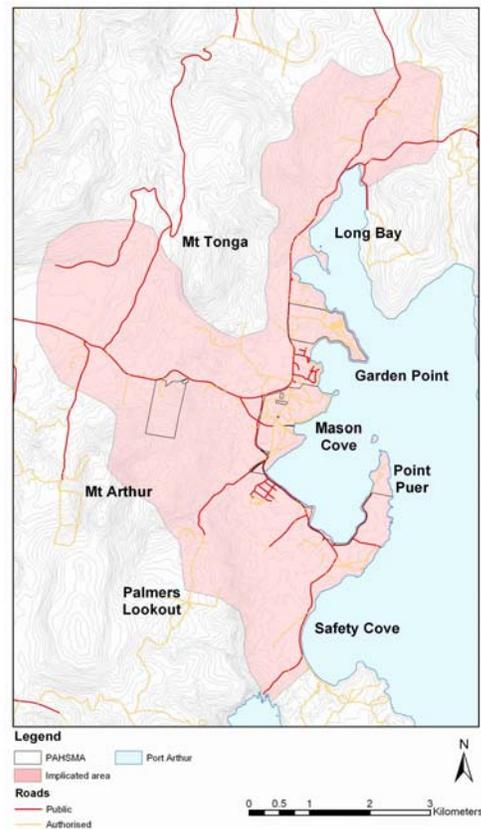


Fig. 2.2 Area conceptually covered by this plan

## 2.3 What is archaeology?

At its most fundamental level, archaeology is the scientific study of the physical evidence of human behaviour. Commonly, and mistakenly, associated only with the examination of subsurface indicators of the past, the term can be as justifiably applied to studies of modern material culture as it can to early hominid remains; the modern built environment as much as to relict cultural landscapes and fossil soils; and the examination of actual physical evidence as well as to the use of computer simulated reconstructions. Archaeology draws upon a wide variety of scientific and behavioural specialisations to satisfy its overall objective of documenting and interpreting the material effects of people interacting with each other and with the environment through time. The class of evidence that archaeologists study is material culture, routinely termed the 'archaeological resource', a non exclusive term that is simply intended to indicate that the objects are suitable media for examining questions relating to human behaviour, through an appropriate archaeological (scientific) process. Objects themselves are not intrinsically 'archaeological', any more than they may be architectural or artistic. The notion of archaeological resource in this sense merely implies that potential exists for topical scientific, culture-focussed, study.

The 'archaeological process' encompasses a spectrum of techniques, methods, theories and interpretive frameworks used to interrogate, construct and communicate meanings of the material culture record. The transformation is achieved via an reflexive process which links objects with human behaviours by constructing questions, identifying lines of evidence and generating appropriate tests. The process is unavoidably subjective, giving rise to different interpretive possibilities.<sup>6</sup> The lack of certainty need not pose a major problem if the process is conducted within a rigorous and logical theoretical framework, using methods that enable biases and uncertainties to be clearly identified. This doesn't necessarily

<sup>5</sup> Godden Mackay/Context 2000: Section 3.3

<sup>6</sup> Hodder, 1999: 32

make any particular interpretation any more 'true' than others, they all may be 'true' in different ways; both data and interpreted truths being dependent upon perspective. Rather, theoretical and methodological rigour provides a means by which the relativities between different interpretations, and variances in reconstructed meanings can be expressed and explored. Basically, in the same sense as there is no single way to write history, giving rise to histories, there is no single way to 'do' archaeology, thereby producing 'archaeologies'.<sup>7</sup>

## 2.4 Why does the PAHSMA 'do' archaeology?

Archaeology as a field of study has evolved and branched considerably over the past century, and its activities and 'products' have reached and involved an increasingly diverse audience. Originating as an academic interest in the human past, generally of subjugated or safely dead peoples and expressed in terms of Darwinian or ecological models of epic cultural change, the discipline has matured to recognise the role of subjectivity and ideology in the archaeological process, and accept the need for multiple interpretations and uses of the resource.

The democratisation of archaeology has occurred largely in tandem with developing notions of heritage and its associated sentiments and industries. A simple description of the relationship between the archaeological resource and archaeological heritage is important to explore as the terms are often, and uncritically, used interchangeably. While the extent of 'the resource' may be established in terms of an explicitly stated knowledge or use requirement, 'the heritage' has in the minds of many come to imply some level of justification; a validation of the present; an objective precedent or even a birthright. While it is generally acknowledged that the material record is evidence of antecedence, this need not equate with evidence of precedence.

Contemporary political or social meanings, uses and values may become attached to, and even ultimately shape archaeological questions and interpretations however, transforming a resource into heritage; or those aspects and understandings of the resource that it is considered expedient to keep to satisfy current community aspirations.

Being re-sampled as 'heritage' can result in both negative and positive uses of the archaeological resource. Attaching meanings that are ignorant of original cultural contexts can demean the resource through nostalgic distortion, superficiality and commercialism, and in extreme cases may serve to perpetuate severe social inequities. Alternatively the notion of a 'past that matters' enables communities to explore issues relevant to an understanding of themselves, and may enable disenfranchised groups to find voice and ground their contemporary social claims in a certain objectivity.<sup>8</sup> The broadening of interpretative frameworks has created the opportunity for the telling of stories from different perspectives and at a range of scales.

Growing appreciation of the potential historical and social facility of archaeological residues has fostered increased public veneration of 'the archaeological heritage',<sup>9</sup> giving rise to a strong resource preservation and 'rescue' philosophy. Paradoxically this has led to a reaction against pro-active research in many quarters, following the rationale that the remaining *in-situ* resource was either too precious to interrogate invasively and ought to be retained in its entirety for posterity, or was the exclusive domain of a particular group.

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<sup>7</sup> Shanks & Hodder 1995: 5

<sup>8</sup> Hodder 1997: 17

<sup>9</sup> Lowenthal 1998:2

All of these trends are historically visible at Port Arthur. They have moulded the resource, prescribed its stories, and specified its public. Archaeological research relevant to the Port Arthur Historic Site has a relatively short history, but the constituents of the resource, and the reasons for its management, are the product of a much longer history of popular appreciation. The reserve itself owes its existence to popular notions of Tasmanian self-identity, which revolved around the imagined role and significance of Port Arthur in the social development of the state; that was perceived to have evolved from a tainted community of felons into a free and honourable society. Prior to the advent of archaeological studies, those aspects of the physical fabric of the place that were retained comprised the visible heritage of that societal position, embodying those foundation myths that were necessary to justify the hegemonies and morality of the post-convict period. Those aspects of the obvious fabric that didn't meet the social expectations of the late 19<sup>th</sup> and 20<sup>th</sup> centuries were either erased, ignored or transformed.

The commencement of archaeological research in the 1970s ushered in the opportunity to tell some different stories, to fill in some of the gaps of the popular record and to begin to challenge received notions about the convict system and its role in the evolution of Tasmanian society. These rationales continue to be fundamental tenets of the archaeological work carried out by the PAHSMA, although since expanded to address other aspects of the local history. Added to these, and in recognition of the sensitivity and finite-ness of the material resource and the primacy of its conservation and sustainable use, are imperatives to better identify and manage the material record; to improve archaeological method - to aid both conservation and research aims; and to better communicate the aims and results of all facets of archaeological work. The proper management of archaeological values involves the management of both the resources and processes of archaeology, and encompasses conservation, research and communication objectives. These core PAHSMA functions are expressed in the *PAHSMA Act 1987* and the PAHS Conservation Plan.

Put simply, the role and challenge for PAHSMA is to respect, protect and share the wealth of stories embedded in the material record of greater Port Arthur, of everyone who was here before us, and for everyone who may want to know.

## 3 The Port Arthur archaeological resource

### 3.1 A useful cultural sequence

The patterning of archaeological resources is rarely attuned to modern political boundaries, being more appropriately defined in terms of past cultural systems, or at least research questions pertaining to them. Until such relevant questions are formulated for Port Arthur the archaeological resource must be considered to be the entire subset of fabric within the region that is potentially amenable to study through an archaeological process. Such a broad definition naturally raises practical issues for resource management, making it necessary to attempt to pre-emptively identify research areas and define suitable classes of study object. As a starting point for framing potential research questions, this plan proposes to acknowledge an intuitive culture-historical sequence for the Port Arthur area comprised of three periods, or layers, that collectively encompass the cumulative record of human agency up to the present.

### 3.2 The Indigenous cultural layer

To date the Tasmanian Aboriginal community has not established a public interpretive position for the Port Arthur area; the following discussion represents a summary of relevant published literature only.

The Tasman Peninsula can be considered to comprise a representative part of the southeastern region of Tasmania, not only in terms of geography, but also because of significant commonalities in geological environment, climatic record and ecology. There are also grounds for considering the area to have had a distinctive regional cultural history spanning thousands of years. The timing of first occupation and details of the social and economic structure of the first inhabitants is not known. Aboriginal occupation of the west coast and central south areas as early as 30840 years BP has been recorded<sup>10</sup>, while in contrast, basal radiocarbon dates from inland east coast sites do not exceed 4500BP<sup>11</sup>. Earlier dates have been recorded for coastal middens, including 7500BP at Apollo Bay on Bruny Island<sup>12</sup>, while a date of c.5400 has been reported for Low Point on the Tasman Peninsula west coast.<sup>13</sup>

The apparent lack of earlier occupation evidence in the region is generally interpreted as an artefact of geographically distinct Pleistocene behaviours, which in the southeast were directed towards exploitation of coastal resources.<sup>14</sup> Discussions of cultural variability have typically been expressed in terms of processual and ecological models, where the development and maintenance of systemic regional behaviours is seen as a response to local variability in broad environmental cycles.<sup>15</sup>

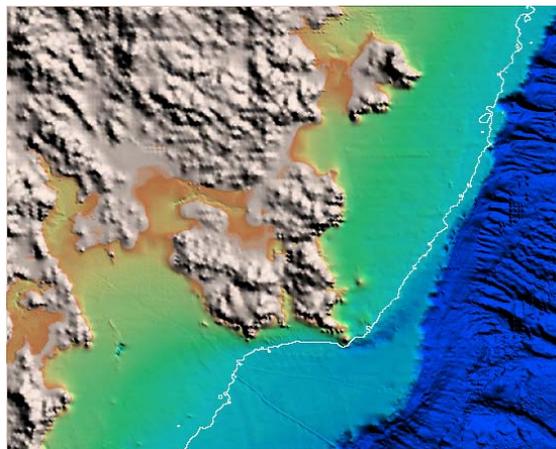


Fig 3.1 Generalised coastline (white) of southeast portion at maximum sea level lowering. (Courtesy AGSO)

<sup>10</sup> Cosgrove, Allen & Marshall 1990

<sup>11</sup> ie. Lourandos 1977: 220-221, Dunnett 1993: 249

<sup>12</sup> Cosgrove Allen & Marshall *op cit*

<sup>13</sup> Gaughwin 1989: 95

<sup>14</sup> Dunnett *op cit*

<sup>15</sup> ie. Cosgrove Allen & Marshall *op cit*

Based upon a limited amount of palaeoenvironmental research, a general cycle of environmental change spanning the last 30,000 years has been postulated for the southeast region. The onset of the last glaciation, peaking at around 18000BP, lowered sea levels by as much as 130m, resulting in the exposure of extensive coastal lowlands supporting grass, open woodland and heath communities, with lagoon and marsh environments forming behind a dynamic aeolian shoreline.<sup>16</sup>

Away from the coasts the climate became considerably cooler and drier, with alpine plant communities dominating above the present 100m contour.<sup>17</sup> Subsequent warming during the late Pleistocene-early Holocene was accompanied by a rise in rainfall and sea level, with stabilisation at present levels around 6000-7000BP. Throughout that time encroachment of a succession of coastal vegetation communities into the interior kept pace with rising sea levels, although persistent aridity delayed the re-establishment of eucalypt forests in inland eastern Tasmania until after 9500BP<sup>18</sup>.

Throughout that early period, theories postulate the dominance of transitory coastal subsistence strategies for resident groups, focussing on upper-mid littoral zone invertebrate food resources, with possible seasonal movement of groups along major eastwards flowing river systems into the south central and western highlands.<sup>19</sup> The extent to which Aboriginal groups may have used southeast region terrestrial resources is essentially unknown.

The rate of sea level rise poses a potential problem to the post-glacial south-east coastal model however, which in the Port Arthur area must have experienced a shoreline transgression in excess of 0.5m per year on average.<sup>20</sup> While the inundation is likely to have been punctuated, considerable doubt may be cast on the capacity of the system to continually migrate a range of littoral habitats sufficient to comprise a resource base capable of sustained human exploitation throughout the transgressive phase.

Irrespective, the post-glacial inundation has erased evidence of this postulated Pleistocene and early Holocene occupation of coastal territories. The surviving suite of sites primarily documents the establishment and diversification of stable-shoreline maritime cultures and increased seasonal use of inland areas for specialised terrestrial activities following climatic amelioration and expansion of habitat for edible flora/fauna species after 7000BP.<sup>21</sup>

Within the area presently comprising the Tasman Peninsula however, the known archaeological record suggests a more mixed late Holocene economy operating at, and linking, individual sites. Substantial quantities of flaked stone occur in medium energy coastal sites, with shellfish remains occurring in rockshelters up to 4km from the coast, indicating transportation of both stone and food resources over considerable distances.<sup>22</sup> Art and burial sites similarly suggest significant social and economic diversity and the influence of cultural preferences over simple environmental variables in determining resource use.

Evidence of revisiting local off-shore islands appears after 2650BP, adding support to general notions of an intensification, or expansion of the pan-Tasmanian Aboriginal

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<sup>16</sup> Brown 1991: 2-3

<sup>17</sup> Kirkpatrick & Fowler 1998, 175

<sup>18</sup> Mcphail 1979: 306

<sup>19</sup> Dunnnett *op cit*:254

<sup>20</sup> Lambeck and Chapell 2001: 683

<sup>21</sup> Lourandos 1977: 223

<sup>22</sup> Gaughwin 1985: 52

world around that time – manifested largely through modifications to coastal economies and occupation of hitherto marginal areas observed in other areas of the state.<sup>23</sup> Evidence in support of a general late Holocene economic shift to sublittoral resource exploitation in southeast Tasmania at around 1000BP<sup>24</sup> has not been substantiated on the Tasman Peninsula.<sup>25</sup>

Aboriginal modification of the forest environment within the southeast during the period of post-glacial resurgence is thought to have been minimal, becoming more effective after 6000BP,<sup>26</sup> with a concomitant observed increase in soil mobilisation.<sup>27</sup> Direct evidence of Aboriginal modification of the Tasman Peninsula landscape is scant, although the 'fine tracts of grazing land'<sup>28</sup> observed by Europeans inland from Wedge Bay (Nubeena) on the west coast were quite probably the product of earlier Aboriginal fire-management. At the time of European settlement, around Port Arthur, tall *E. obliqua* and *E. amygdalina* wet forest, possibly with a shrubby understorey, dominated to the waters edge along the relatively sheltered and lithologically variable western shore, while sparser drier forest types persisted on the exposed and rocky doleritic slopes to the east. It has been argued that the shrub stratum within the tall forest may also have been an artefact of invasion-disrupted burning patterns, originally designed to expand the tree fern habitat to provide a source of food starch<sup>29</sup>, however this hypothesis is not widely acknowledged.<sup>30</sup>

A combination of midden sites and artefact scatters distributed between Garden Point and Point Puer indicate the western shoreline of Port Arthur to have been a well-utilised corridor, providing access between the southern sandstone coasts and forested doleritic hinterland to the north and west. Notwithstanding a lack of systematic research, sites in the Port Arthur area appear to support notions of an effectively continuous and dynamic Aboriginal occupation of the Tasman Peninsula following sea-level stabilisation, which incorporated coastal and terrestrial food and material resources, as well as landscape elements, in an overall system of land enjoyment.

Ethnographic accounts of Aboriginal life on the Tasman Peninsula are rare. Tasman, on landing at North Bay on the adjoining Forestier Peninsula reported the presence of notched climbing trees, tree hearths and smoke from numerous fires.<sup>31</sup> A century and a half later, in March 1793, French explorers observed 'several fires kindled by savages' behind Cape Pillar.<sup>32</sup>

At the time of European invasion of the Tasmanian mainland the whole of the Tasman Peninsula belonged to the Pydairrme band of the Oyster Bay tribe. As many as ten bands comprised the tribe at this juncture, the combined territory of which extended as far north as St. Patricks Head, and as far inland as the Jordan River.<sup>33</sup> The Pydairrme shared the southern portion of the territory, reaching as far north as Little Swanport, with four other bands, moving about during the spring to autumn months according to an established pattern of seasonal economics and social obligation. Total population numbers on the Tasman Peninsula at any given

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<sup>23</sup> Bowdler 1984: 141, Gaughwin 1989: 96

<sup>24</sup> Dunnett 1993: 248

<sup>25</sup>D. Gaughwin *pers com* 8/11/2001

<sup>26</sup> Mcphail *op cit*: 335

<sup>27</sup> Brown *op cit* p:3

<sup>28</sup> Thomas Scott to Surveyor General 4/12/1828 AOT/CSO1/217/5215

<sup>29</sup> Mcphail 2000: 13

<sup>30</sup> Kirkpatrick. J. *pers com*. 7/11/2001

<sup>31</sup> Tasman journal extracts 2/12/1642 in Heers, J.E., 1985: 29

<sup>32</sup> Labillardiere 1800: 326 quoted in Brown 1991: 22

<sup>33</sup> Ryan, 1996 [1981]: 15-20

time are not known, although an average band size of between 40-50 has been postulated for the immediate pre-contact period.<sup>34</sup>

There is no historical record of interaction between Aborigines and Europeans on the Tasman Peninsula, and by the time of first white settlement in c.1826 the area appears to have been depopulated. The excavation of flaked glass artefacts within building contexts at the Eaglehawk Neck Officers' Quarters in 1990 however suggests a possible Aboriginal presence in the area as late as 1832.

### 3.3 The British Imperial/Penal layer

From 1830 to 1877 the Tasman Peninsula was the focus of the largest penal enterprise in the English-speaking world.

From modest beginning as a timber getting station for prisoners removed from Birches Bay, the settlement at Mason (Russell) Cove on the western shores of Port Arthur grew to be the nucleus of a convict-based industrial community that was unmatched in size and scale anywhere in the Australian colonies.

Establishment of the Port Arthur penal station was in direct response to the failure, on both economic and administrative grounds, of penal stations at Maria Island and Macquarie Harbour. On a broader level its existence was rooted in the maintenance of a form of British land appropriation and colonisation in Van Diemens Land (Tasmania) that was predicated on the widespread use of unfree-labour; the so-called 'assignment system'.<sup>35</sup>

After a brief initial settlement period, foraging incursions around the coastline and deep into the peninsula hinterland commenced. By 1834 satellite settlements had been established at the Dockyards - for shipbuilding; Point Puer - where a boys' reformatory was created; and at Plunkett Point on the northwestern tip of the peninsula - where coal mines were established. A human-powered railway was built between Norfolk Bay and Long Bay to facilitate transportation of goods and personnel to and from Hobart, while security posts were established at numerous points around the peninsula coastline. A major military piquet was stationed at the Eaglehawk Neck isthmus to prevent overland convict escapes. An elaborate system of semaphore stations was constructed to facilitate communication between the widely scattered peninsula settlements, and with Convict Department authorities in Hobart.

While timber production continued to be the main industrial focus, by the late 1830s quarries for building stone and claypits for bricks were also being exploited in the low hills a short distance from the Port Arthur station. Within the settlement heart, ephemeral structures and simple production gardens were progressively upgraded and replaced with more substantial developments.

The British government-run enterprise on the Tasman Peninsula became more complex during the 1840s following the replacement of assignment by the probationary system of convict management, which resulted in additional probation settlements being established at Wedge Bay (Nubeena), Saltwater River, Slopen Main, Impression Bay (Premaydena) and Cascades (Koonya). Although each establishment was designed to be self-sufficient, administrative, economic and social connections were maintained with Port Arthur throughout the 1840s; the outlying stations functioning rather more as nodes on a network centred about Port

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<sup>34</sup> Ryan *op cit*: 14

<sup>35</sup> Nicholas & Shergold, 1988

Arthur than as fully autonomous entities – linked only to the convict administration in Hobart.<sup>36</sup>

During this time, operations at Port Arthur (including Point Puer) burgeoned as numbers of convicts, civilian and military personnel increased to a peak of over 3,000. Timber structures were replaced in masonry and increasingly the landscape was domesticated and gentrified to reflect the cultural norms of ‘civilised’ British society. Growing population, access to distant markets and allied social pressures became manifest through increased social stratification and the manipulation of space and fabric to reflect status and privilege differences. Meanwhile, hard-core industrial functions were consolidated and diversified; hydro-engineering schemes brought water for human consumption and power supply, while new philosophies in prisoner management were enacted through the construction of experimental carceral buildings and the enactment of ever more rules and regulations.

With the winding back of convict transportation to the colony during the latter part of the 1840s, significant rationalisations of the peninsula system took place. The Dockyards and Point Puer satellites of the Port Arthur station were closed and the Plunkett Point Coal Mines were privatised. Within a decade and with transportation ended, the remaining Imperial convict population was beginning to reduce and age, and the outlying probation stations too were closed. The connective infrastructure; railways, security posts, and communications facilities was pared back, and functions once again consolidated at Port Arthur.

Following the transition from British rule to self government in 1856, the funding and administration of Port Arthur increasingly became a colonial responsibility. Concern over the economic viability of the penal station lead to brief period of productive resurgence. Extensive timber tramway networks to the tall forests, feeding a steam powered sawmill, were laid down and further areas cleared for agriculture.

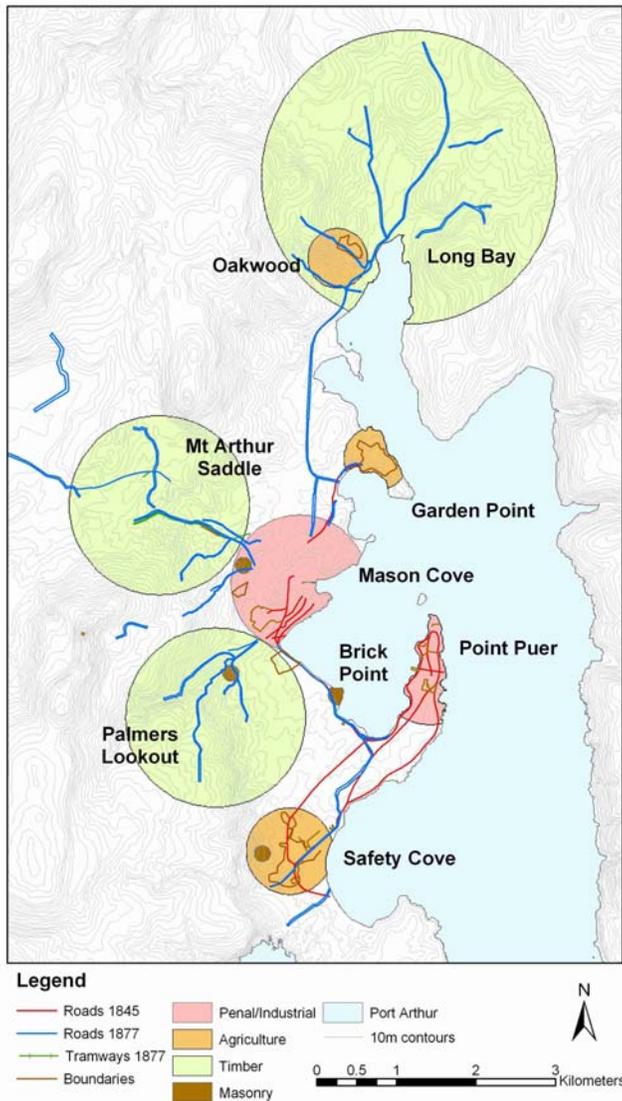


Fig. 3.2 Landscape activity distribution, Port Arthur penal station

A number of probation sites were – re-occupied and the semaphore system revitalised. New farms were established at Garden Point, Oakwood and Safety

<sup>36</sup> Brand, 1977

Cove; the latter at a site that had originally been built to replace the Point Puer reformatory but never so used. Labour saving methods, including beasts of burden and the plough, were imported, and herds of sheep and cattle established - being depastured on runs at Wedge Bay, Sheep Farm and Brown Mountain. Notwithstanding its initial vigour, the efflorescence was short-lived. The 1860s saw a withdrawal of the military from the Tasman Peninsula, and the Port Arthur settlement take on the character of a public benevolent institution, catering mainly for the ageing convicts and emancipists unable to support themselves in free society. In September 1877 the last of the convicts, by this stage old and infirm, were removed to institutions in Hobart.

### 3.4 Post convict rural community, recreation and heritage

The penal station was surveyed for subdivision during the month of its closure, and within a decade much of it was in private hands. Free settlement was actively encouraged by the government of the day; keen to see the penal connotations erased and the place reborn as a rural centre, and seized upon by developers and entrepreneurial folk equally keen to capitalise on the growing Gothic reputation and visitor interest in the mythic place.

Guest houses and hotels were among the first businesses to be established, joined soon after by small farms, stores and the myriad public services and amenities required by the developing rural community. Those convict structures that weren't quarried for building materials were taken over to serve civic and residential functions. A new jetty was built to service the incoming tourist trade, a small fishing fleet, and provide an outlet for rural produce. Cottage industries, including a pottery, small museum and guided tours developed, differentiating Port Arthur from most other towns in the State with a convict past.

Even after a series of devastating bushfires reduced the remaining institutional buildings to ruins, the community consolidated and the tourism industry burgeoned. The trend did not go unnoticed by the state government, which in 1915 established the Scenery Preservation Board and took the first steps towards the creation of a reserve within the heart of the former penal station, gradually subsuming the principal standing ruins over the course of the next three decades.

Meanwhile the rural economy diversified, with local orcharding and timber mills adding to the produce shipped from the Port Arthur jetty. Agriculture expanded the convict inroads on the forested slopes of Mount Arthur and at Point Puer, creating a mosaic of pasture and forest stands.



**Fig. 3.3** Post convict land uses overprint and expand upon convict-period landscape developments. Source Hydro Tasmania 2002

Expansion of the reserve within the town centre continued unabated until, by the late 1940s, most of the remaining convict buildings were back in Crown ownership. With the tourism trade coming increasingly under government control, opportunities for private enterprise and residential expansion were relegated to the margins of the town. A substantial motel was constructed overlooking the Site in 1958 and straggling settlements grew up at the entrance to the reserve and along the shores of Carnarvon Bay.

The reserved area at Mason Cove continued to serve as the administrative and social centre of the rural community until the early 1970s, at which point the central facilities were relocated to Nubeena, and a major programme of conservation works and infrastructure improvements commenced within the Port Arthur Historic Site.

The reserve has continued to be managed as a prime visitor destination up to the present, with numerous modifications being carried out to structures and landscape for conservation, interpretation, visitor amenity, commercial and administrative purposes. Within the geographic catchment of the former penal station, small-scale mixed farming, orcharding, fishing, tourism accommodation and residential development has also continued.

## 4 Ruins and relics: The history of management

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### 4.1 A future in ruins

The physical record of this inferred sequence of occupations and history of changing land-use has attracted growing interest over much of the 20<sup>th</sup> century, but only been conferred systematic research-worthy status in relatively recent times. The developing appreciation of the material record as an archaeological resource needs to be examined, not only for placing Plan recommendations within a historical context, but in order to more closely scope the remit of present and future archaeological work at Port Arthur. For example, the PAHS holds collected artefacts and records relating to approximately 25 years of investigations. This is an important part of the resource, but one which is filtered and structured according to now obscured, or irrelevant questions and frameworks. It is necessary to unwrap the theoretical and methodological packaging of past archaeological works in order to understand why the resource was collected and collated, in order to prepare for its future optimal use.

The degree to which pre-invasion Aboriginal groups perceived their material culture record as an intellectual resource is unknown. Growth in awareness of the region's Aboriginal heritage by Europeans can be traced to around 1920<sup>37</sup> and by the late 1960s<sup>38</sup> a recognisable research paradigm was in place. Within the modern Tasmanian Aboriginal community appreciation of the significance of pre-invasion sites has grown strongly since the 1970s, however the values attached are not generally predicated on their archaeological research potential.<sup>39</sup>

The conferring of cultural research values on historic period fabric has been a process of punctuated but persistent evolution since the closure of the penal settlement in 1877, and germinated in a wider cultural appreciation of the place as paradoxical and mysterious. Following an initial pulse of destructive recycling and natural disasters, a fledgling cottage industry based on cultural tourism began to emerge in the late 19<sup>th</sup> century. Entrepreneurs were quick to capitalise on public interest; Beattie's convict museum opened in Hobart during the 1890s, and by the 1930s two private reliquaries were vying for business amongst the ruins of the Port Arthur penal complex. The growing public appetite for ruins and relics prompted government action, driving the establishment in 1916 of the Port Arthur Scenic Reserve; focussing initially on the more gothically evocative structures at the Mason Cove settlement, but nonetheless ushering in the first 'historic' reserve in Australia.

Cultural tourism at Port Arthur continued to flourish during the inter-war years, and in 1938 the Tasmanian government reaffirmed a general policy of conservation and expansion of the reserve, which incorporated a shift in emphasis away from a strictly aesthetic appreciation to encompass portable material culture and other sites.

*"Too many of the old buildings and relics in various parts of the State have been allowed to disappear. Relics have been bought privately, and have been taken away from the State. Buildings have passed into private hands and have been pulled down. The Government has determined that the most interesting of the sites at Port Arthur should be acquired before it is too late..."*<sup>40</sup>

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<sup>37</sup> ie: Lord, 1919; Crowther, 1921

<sup>38</sup> Lourandos 1968

<sup>39</sup> Caleb Pedder, Aboriginal Heritage Unit *pers com* 7/11/2001

<sup>40</sup> Premier Dwyer-Gray *Mercury* 21 July 1939

Between 1938 and 1949, government resumption of adjacent township allotments containing historic buildings was vigorously pursued. Similar moves to acquire and display collections of convict material culture were made by the managing agency, the Scenery Preservation Board, as early as 1947, without great success. The objective of collecting objects lacked sophistication. Even up until the establishment of the Site's own museum in the 1970s, and beyond to its refurbishment in c.1990, the policy appears to have been less the telling of a coherent story about the place than simply keeping and displaying old things of perceived intrinsic curiosity.<sup>41</sup>

Management of the reserve passed to the newly formed National Parks and Wildlife Service following the Proclamation of the *National Parks and Wildlife Act 1970*; the place being proclaimed a State Reserve (Historic Site) for the purposes of:

*the protection of any features thereof, or buildings contained therein, being features or buildings of historical, archaeological, scientific or architectural interest.*<sup>42</sup>

A raft of large-scale stabilisation and adaptive works on selected structures was commenced, but with little consideration of the research potential, or fragility of the fabric being modified. Seminal excursions to test the archaeological potential of Port Arthur's convict period fabric were made by the University of Sydney in 1977,<sup>43</sup> however it was not until 1979, under the aegis of the Port Arthur Conservation and Development Project, that Port Arthur became a nationally, and internationally acknowledged archaeological site. During the PACDP a significant amount of mitigation archaeology was carried out, and enormous quantities of artefacts and data were collected according to a largely a-theoretical empirical methodology, but which nonetheless set the benchmark for historical archaeological field techniques in Australia.<sup>44</sup> One particular area in which innovative research was undertaken was the structural evolution study of the Commandants House.<sup>45</sup> Unfortunately, the bulk of the objects and data collected during the Project have remained unprocessed, unanalysed and unpublished.

Importantly, during the term of the PACDP the value of resources outside the reserve began to be acknowledged, expressed in terms of pilot comparative investigations at other Peninsula convict sites, culminating in recommendations to extend the reserve to encompass more of the cultural landscape setting.<sup>46</sup>

Following the cessation of the PACDP, in October 1987 the Port Arthur Historic Site Management Authority was instituted to take over control of the reserve, which by that time was expanded to include the Carnarvon Bay coastal reserve and Garden Point. During its first three years of control, the management of archaeological values languished; with field resources being only occasionally quarried to furnish details for tourism-inspired interpretive reconstruction projects, including the first stage of the Government Gardens reconstruction and interpretation of the Watchmans Quarters and Penitentiary cells. In 1990 the Authority commenced funding a single full-time archaeologist position in an effort to more consistently incorporate archaeological issues into Site decision making.

Notwithstanding, and despite expressly stated requirements within the various government policies and statutory devices relating to the PAHS, effective measures for achieving this goal have been only slowly realised. For example, management for archaeological values and research was not listed as a priority in the 1994

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<sup>41</sup> Young, 1996: 141

<sup>42</sup> *NP&W Act 1970*, Part 3 (13)*d*

<sup>43</sup> Byrne, 1977 [ref?]

<sup>44</sup> Davies & Buckley 1987

<sup>45</sup> Davies, M. 1987: 54-64

<sup>46</sup> National Parks & Wildlife Service 1985: 58

Strategic Management Plan<sup>47</sup> for the PAHS, even though the conservation of the Site's cultural significance was given as the primary aim of site maintenance.

A draft archaeological heritage management policy was prepared in February 1994 as a supplement to the SMP but never fully implemented. This policy document was largely based on the International Committee on Archaeological Heritage Management (ICAHM)<sup>48</sup> Charter for the Protection and Management of the Archaeological Heritage, and sought to provide both a rationale and methodological framework for undertaking, or rather constraining, archaeological investigations at the site. It is also clear that the policies were reactions against the arguably overzealous stripping of fabric during the PACDP, stating that:

2.4.5 *No new excavations will be authorised until such time as previously commenced projects are completed.*

Although based on an appropriate respect for pure research protocols, the policy sets an unlikely practical threshold for total resource management, and one that omits to acknowledge the unsuitability of much of the collected data to support all but a narrow range of research possibilities, and the inappropriateness of archaeological management to only have a narrowly defined research agenda.

Development mitigation was the principal force driving archaeology during the 1990s. Up until 1997 most small projects were completed to the artefact cataloguing stage which perpetuated the use of generic PACDP material classifications, although textual documentation and site interpretations were typically lacking. Since 1997 more effort has been directed to localised interpretation of site structure evidence in accordance with project specific research aims. The bulk of excavated material has remained either uncatalogued and/or unanalysed, pending the development of an electronic collections database system. Interest in the research potential of off-reserve areas has been rekindled and a number of broad landscape survey projects and links with heritage sites in private ownership have been instigated.<sup>49</sup>

## 4.2 The need for a plan

This simplified and select chronology charts the evolution in appreciation of site fabric from early beginnings as nostalgic relics from a brutal past era, through a brief period of 1970s empiricist research, to the dominantly rescue paradigm of the 1980s-1990s. Non academic interest in the fabric and of the results of research for social, political and economic purposes has continued throughout. The evolution of wider heritage values of the Port Arthur archaeological resource is acknowledged, and briefly dealt with in this plan, however adequate coverage of this subject merits a study in its own right.

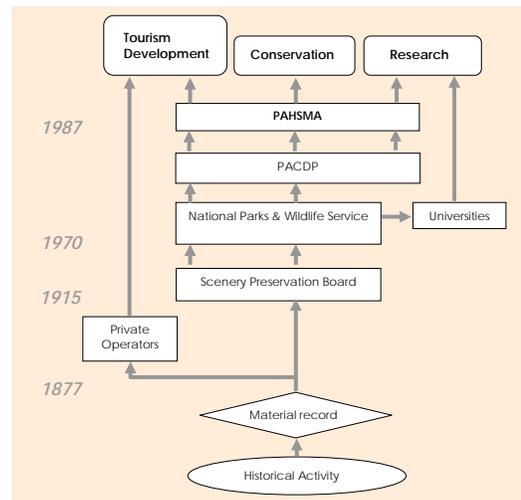


Fig. 4.1 PAHS management lineage

Given the eclectic and fragmentary way in which the material record has been archaeologically gathered and interrogated, and the range of stakeholders involved, there remains a need to define an effective process/framework for

<sup>47</sup> Tourism Leisure Concepts *et al*/1994

<sup>48</sup> a sub committee of ICOMOS, the International Council on Monuments and Sites

<sup>49</sup> ie., PAHSMA 2001c, 2002, Kostoglou 2002, Coroneos 2003

synthesising the existing knowledge of the resource, and planning for a sustainable balance between future preservation, use for relevant research and interpretation purposes, and non academic appreciation.

## 5 Potential resource classes

The foregoing discussion presents some of the history of archaeological involvement with the Port Arthur Historic Site. The resultant body of collected data and artefacts is summarised in Appendix 3. For the sake of further discussion and policy formulation, potential resources and gathered material have been grouped into classes, purely on the basis of current environmental context and in accordance with the culture sequence outlined in Chapter 2.

### 5.1 Terrestrial sites

#### *Aboriginal sites*

A total of ten Aboriginal sites have been recorded within the immediate vicinity of the Port Arthur Historic Site, out of a total of approximately 130 sites documented for the Tasman Peninsula.<sup>50</sup> The sites comprise small middens, lithic scatters and isolated lithic artefacts indicating aspects of dynamic economic and social systems postulated for the Late Holocene. No systematic surveys for Aboriginal sites have been done within the Port Arthur environs, however predictive models suggest that unidentified late Holocene lithic scatters sites may remain on flat to gently undulating, well drained ground more than 100m from the shore, with midden sites potentially located on well drained ground behind the sandy bays, on flat associated headlands near freshwater sources, and above low cliffs on rocky sedimentary coasts.<sup>51</sup> In addition there is potential for Aboriginal sites to exist, buried, beneath 19<sup>th</sup> century gardens and landfill, at the head of Mason Cove.

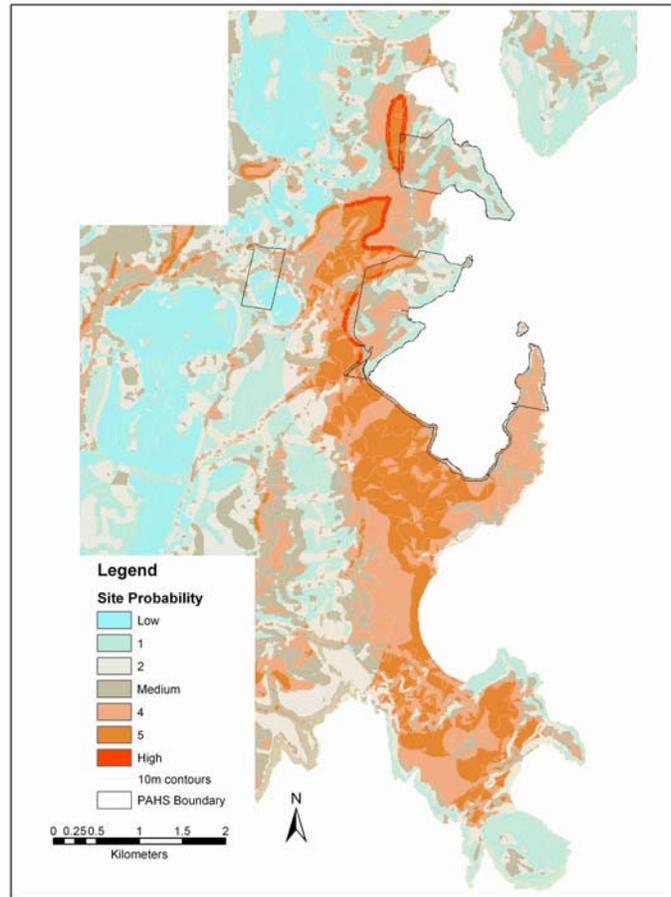


Fig. 5.1 Holocene Aboriginal site probability map, Port Arthur area. (Jackman 2002)

#### *British Imperial/Penal sites*

The legacy of the 19<sup>th</sup> 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; including agriculture, shipbuilding, timber getting, stoneworking, brickmaking and water supply; penal sites, comprising accommodation, punishment and victualling elements; institutional facilities relating to health and welfare provisions; administrative, domestic and social constructions and spaces - including cultural plantings; authoritative, observational and spiritual edifices, such as military sites, communication systems and places of worship. Archaeological resources are embodied in all forms of material culture, including standing structures, landscape elements and subsurface deposits.

<sup>50</sup> McConnell & Stanton 2000: 56

<sup>51</sup> *ibid*: 57

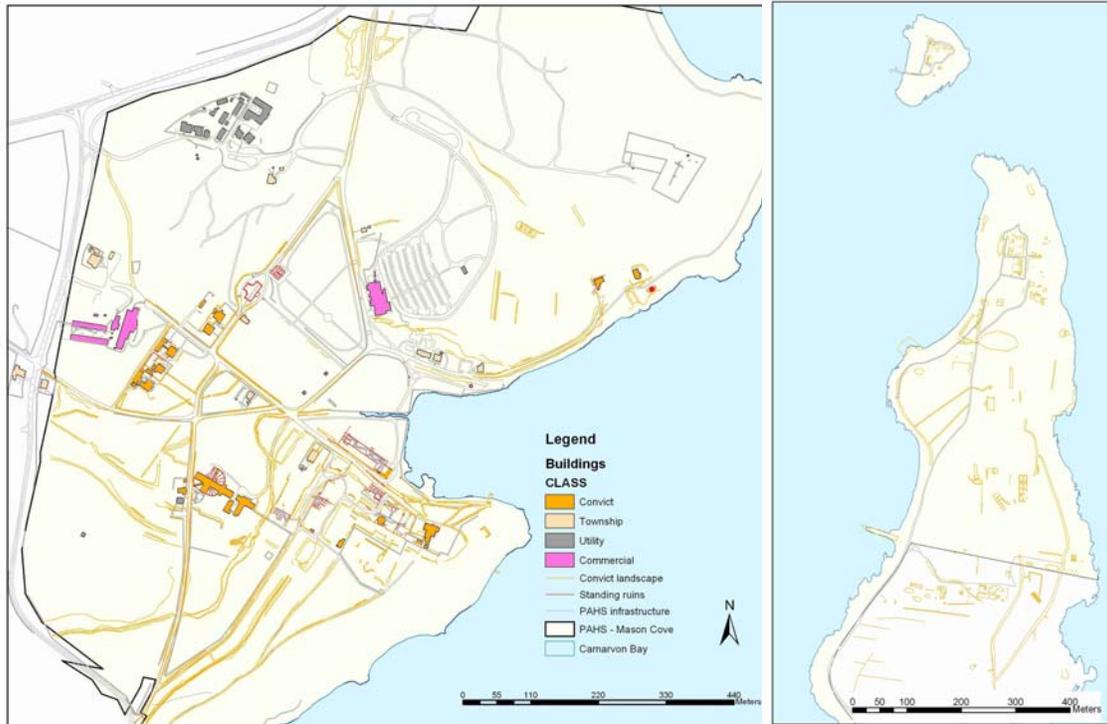


Fig. 5.2 Geographical extent of documented convict-period infrastructure and landscape elements at Mason Cove and Point Puer/Isle of the Dead (insert)

For a gazetteer of cultural features readers are directed to the Landscape Management Plan Chapter 3 (Figs. HM01-Hm06 inclusive). A comprehensive database of convict-period features and attributes is a component of Part 2 of the Archaeology Plan.

#### *Post Convict to Present*

The legacy of the township and reserve periods is continually developing. Evidence of earlier periods of development exists as discernible adaptations to, and reuse 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 documents the fortunes of free settlement and the history of reserve management.

## 5.2 Maritime/underwater sites

#### *Aboriginal sites*

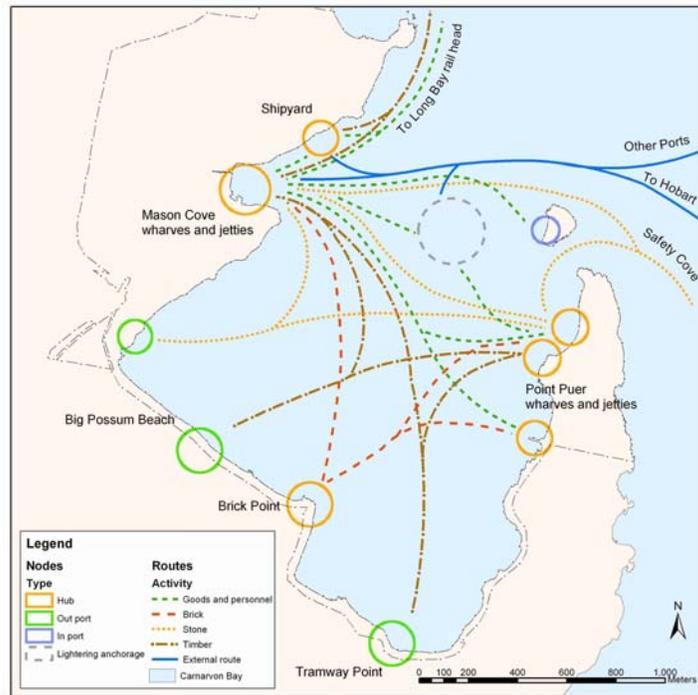
The waters of Mason Cove, Carnarvon Bay and Port Arthur theoretically have potential, albeit probably low, to conceal submerged sites relating to Pleistocene/early Holocene coastal economies.

#### *British Imperial/Penal sites*

The coastline from Long Point to Safety Cove contains traces of convict period materials handling and transportation infrastructure, including tramway termini, jetty sites and associated submerged material. Evidence of shipbuilding activities have been identified offshore from the Dockyards, while general harbour traffic is represented by sea floor artefact scatters within Mason Cove and Carnarvon Bay.

*Post Convict to Present*

Post-convict use of the sea is primarily documented by the numerous generations of jetties and associated moorings, both within Mason Cove and around Carnarvon Bay, built to service the local fishing fleet and the growing residential communities.



**Fig. 5.3** Documented convict-period maritime activities, Carnarvon Bay (After Coroneos 2003 Fig. 3.2-1)

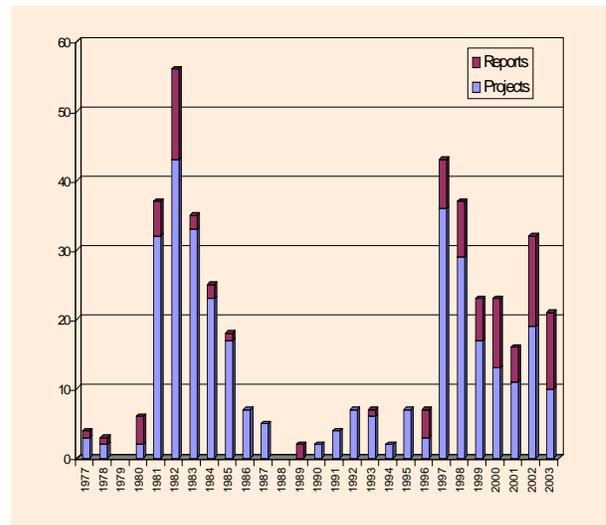
**5.3 Collections and records**

*Aboriginal material*

No archaeological collections of Tasmanian Aboriginal material are held by PAHSMA. The existence of other public or privately held collections of Aboriginal material is not known. Records of sites in the vicinity of Port Arthur are maintained by the Aboriginal Heritage Unit of the Tasmanian Heritage Office. Record details are confidential, although they typically contain a low level of descriptive information only.

*British Imperial/Penal material*

Substantial bodies of data, in both raw and interpreted states, and large quantities of artefacts, representing some 430 separate archaeological projects, have been amassed within the PAHS over the past 25 years. Preliminary assessments indicate that less than half of the artefactual material currently held in storage at Port Arthur has been catalogued to even a basic level, and less than one-third of projects have been written up beyond field notes. In addition to the archived resource, substantial quantities of material with archaeological research potential that have been removed from, or otherwise relate directly to the site, are held elsewhere.



**Fig. 5.4** Archaeological records 1977-2003

Though largely in an unmanaged state, the combined artefact collections and associated documentation represent a potential research resource of the highest order.

*Post Convict to Present material*

Relatively few specific projects have been conducted within the PAHS that focus on post-convict sites, although the majority of convict site investigations have produced substantial quantities of later material. The research facility and significance of this material requires ongoing assessment in conjunction with the formulation of relevant research frameworks.

A schedule of archaeological projects and records held by PAHSMA is given in Appendix 3.

## 6 Archaeological significance

The Statement of Significance contained within the PAHS Conservation Plan is a comprehensive and succinct summary of the Cultural Significance of the Historic Site, and provides a basis for considering the relative contribution of archaeological resources, research and process to the significance of the Site as a whole. This Statement of significance is reproduced, in full, below.

Statement of Significance (PAHS Conservation Plan [GM/Context 2000])
Port Arthur Historic Site is an outstanding convict place – an important foundation for Australia’s sense of identity.
Port Arthur is significant in a World context because it exemplifies a world-wide process of colonial settlement using labour provided by forced migration. The place symbolises an expansionist period of European history and British strategic objectives. The place symbolises key aspects of penal philosophy and the social structure that produced it. In conjunction with other Australian Convict places, Port Arthur demonstrates aspects of the British penal system, in particular, concepts of religious instruction, secondary punishment and segregation as adopted in Australia. It is a focal point for understanding the convict history and convict-period operation of the Tasman Peninsula. The place also represents changing community attitudes to the notion of convict heritage.
At Port Arthur, a sense of scenic beauty is heightened by the paradox of a grim past. Topography and layers of history reflected in indigenous and introduced plantings and an array of structures combine in an evocative and picturesque cultural landscape. The Arcadian qualities of this landscape contrast with its deliberate design and arrangement, reflecting the initial order and hierarchy of Port Arthur’s civil, military and penal settlement and subsequent post-convict history. The place retains a high degree of integrity and authenticity.
Port Arthur is an important element in Australian identity, invoking intense, and at times, conflicting feelings. The place has traditionally been an important centre of economic activity and work in the Tasman Peninsula and Tasmania – initially as a convict workplace, later as a town and premier tourist destination.
For the Tasman Peninsula community, Port Arthur has strong and enduring associations and meanings as a landmark and as the symbolic centre of the community.
<b>Port Arthur’s physical evidence, both above and below ground, has exceptional scientific research potential arising from the extensive resource itself, the integrity of archaeological deposits and the ability of material culture to provide valuable insight into the convict experience. In combination, the oral tradition, documentary evidence, collections, structures, archaeological features and landscape at Port Arthur have great potential for research and community education. Port Arthur is a landmark place in the history and development of Australian heritage conservation philosophy and practice.</b>
Port Arthur and the Tasman Peninsula have contemporary significance for Tasmanian Aboriginal people, arising from the perceived intactness of the natural landscape and the presence of pre-contact Aboriginal sites that connects the present-day Aboriginal community to the pre-contact past.
The events of 28 April 1996 make Port Arthur a symbol of continuing tragedy, suffering and gun law reform for all Australians.
Port Arthur is a nationally-significant symbol of Australia’s convict past, a highly revered icon that symbolically represents Tasmania’s place in Australian history.

Table 6.1 Statement of Significance - PAHS Conservation Plan GM/Context 2000

Of particular relevance to the Archaeology Plan is the sixth clause of the statement, which identifies that Port Arthur’s physical resources – in its range of forms, has exceptional potential significance for research into aspects of convict-period life, and for contemporary educational purposes. This potential is explored in more detail below.

### 6.1 Assessing resource significance

Identifying that the physical resource has potential significance, and articulating/evaluating what that significance might be, are different but complementary things.

As discussed elsewhere in this plan, it is neither simple nor desirable to define or rank the research value, or archaeological significance, of places and objects in the absence of meaningful questions or criteria. Nonetheless, resources require management, and management involves making decisions about such things as ‘What to keep?’ and ‘How best to use?’ In order to arrive at a general

management position, a series of broad questions or propositions is commonly formulated as a discriminating mechanism. This approach forms the basis of selection and reservation criteria within Australian heritage legislation, including the *Australian Heritage Commission Act 1975*, its successor the *EPBC Act* (as amended in 2003), and the *Historic Cultural Heritage Act 1995*. These frameworks are universally scaled to operate at the multi-value and whole or inter-site level, and are not designed for articulating either the absolute or relative significance of a single class of resource at an intra site or landscape level.

Other systems of assessment, including that advocated by the ICOMOS (Burra) Charter, simply provide headings under which a range of empirical values may be explored; including scientific, historic, aesthetic and social. This more flexible approach often permits more finely textured concepts of significance to be elucidated.

The PAHS Conservation Plan utilises both evaluative frameworks, and assesses the significance of the Port Arthur archaeological resource purely in terms of its scientific research potential; expressed in terms of the following statutory registration criteria

- Potential to Yield New or Further Substantial Scientific Information (THR (b),(c),(d): RNE B2,C2,D2);
- Important Benchmark or Reference Site or Type (THR (a),(b),(c): RNE A4,B2,C1,C2);
- Evidence of Past Technologies or Cultures or Human Behaviour Patterns (THR (c); RNEC2).

The Conservation Plan statements of potential with respect to each theme are reproduced in Appendix 1.

The following evaluation further develops the notion that the cultural significance of the Port Arthur archaeological resource primarily derives from its scientific - or research - value. The archaeological process, on the other hand, holds associated and alternative meanings and values for people.

### 6.1.1 Scientific (research) values

The scientific significance of archaeology at Port Arthur is a direct function of the relevance of specific research questions, both past and present, to solving topical problems<sup>52</sup>. Traditionally these problems have been cast in a national, state or other broad comparative framework<sup>53</sup>, such as those proposed by Bickford and Bowdler<sup>54</sup> for assessing the research significance of Australian historic sites.

1. Can the site contribute knowledge which no other resource can?
2. Can the site contribute knowledge which no other site can?
3. Is this knowledge relevant to general questions about human history or other substantive problems relating to Australian history, or does it contribute to other major research questions?

The Port Arthur archaeological resource meets all three tests.

1. The resource can contribute knowledge on all phases of the area's history that is unavailable from other sources. Archaeology is the principal means by which the Aboriginal past may be explored, and provides the means for testing and expanding upon the documentary accounts of life during the convict and post-convict periods.
2. The Port Arthur area, whilst sharing many common uses, connections and meanings with other places, contains both unique and complementary information of value. For instance, small deflated middens and lithic scatters

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<sup>52</sup> Schiffer and Gumerman 1977: 241-4

<sup>53</sup> ie. Pearson 1984: 27

<sup>54</sup> Bickford and Sullivan 1984: 23-24

around Port Arthur may contain evidence of a kind that is more clearly demonstrated at sites on the west coast of the Tasman Peninsula, but both sets of sites are necessary to explore how east and west coasts factored into an overall strategy of land-use. The penal station was the centre of the largest and most complex convict enterprise in the Australian Colonies, and its remains contain information specific to its own internal functioning as well as relating to its role within the wider colonial endeavour. Post convict-period features demonstrate the appropriation and transformation of convict remains and symbols, and the early development of cultural tourism in Australia; at a time when other convict traces were being erased from the landscape and its legacy shunned.

3. Depending upon the question, traces of past Aboriginal occupation of the Port Arthur area may add to an understanding of both cultural and environmental changes in Tasmania since the late Pleistocene.<sup>55</sup> Convict-period resources can provide information relating to, amongst other things, 19<sup>th</sup> century European colonisation processes, colonial landscape perception and modification, penal philosophies, convict responses, colonial economics, industrialisation, trade and consumer behaviour. Cultural materials may also facilitate other research questions; for instance Lempriere's benchmark on the Isle of the Dead - which has become an internationally significant focus for research into global climate change. The enduring legacy of the convict system can be explored through comparison of past and present institutional material culture, while post-convict fabric and uses of the Site signpost significant national trends in the development of cultural tourism and heritage consciousness.

While such broadly scaled criteria may be suitable for evaluating and comparing potential research themes and resources at a regional level, they are less useful for determining absolute and relative research significance, and/or management priority, with reference to a specific site or cultural landscape – such as at Port Arthur. Such issues can only be resolved by framing more specific, fabric-oriented, questions, and then asking, 'how critical is it to know these things at this time?' In a practical sense, the issue of contemporary cultural significance moves from one of undefined future potential to one of topicality and relevance.

The Statement of Significance given in the PAHS Conservation Plan is a crystallisation of the topicality and relevance of the Historic Site in terms of contemporary values. It follows therefore that archaeological research questions, which in turn define the significance of the archaeological resource, be distilled from the understandings contained within the Conservation Plan.

The PAHS Interpretation Plan, through an independent evaluative process, has undertaken this step, and distilled from the Statement of Significance a series of propositions relating to convict and post-convict occupational phases within the Port Arthur Historic Site, and which are also generally applicable to its setting. Far from representing the theoretical universe of possible questions, the thematic propositions nonetheless cover a range of topical areas of debate of relevance to PAHSMA's current educational and interpretive platforms, and for which material evidence is understood to exist. An archaeologically testable subset of the full list contained in the Interpretation Plan<sup>56</sup> is given in Table 6.2 (overleaf).

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<sup>55</sup> ie. Dunnett 1993

<sup>56</sup> Incorporates themes contained within the Point Puer Tourism Masterplan (PAHSMA 2003)

Rank	General propositions	IP Ref.
2	Port Arthur constantly evolved through the interplay of ideas about crime, punishment, reform, work, insanity, poverty, and sickness that prevailed internationally but were adapted to local conditions.	3.2.2
1	The architecture and its distribution across the landscape express a system of constant surveillance and management e.g. the Commandant and the rest of the administration, the Church and Civil Row look down literally as well as figuratively on the un-free population. Each class of person was to be kept separate from other classes e.g. military from convicts. The system shaped both the landscape and the lives of those who inhabited it.	3.2.3
3	Port Arthur is not simply 'past' – it is still with us; a 21 <sup>st</sup> century prisoner incarcerated here would find the architecture, systems of control, regimes of reform and punishment all too familiar.	3.2.5
2	Port Arthur was at the centre of a network of out stations of different kinds that dotted the Peninsula.	3.2.7
	<b>Specific propositions</b>	
4	<i>Port Arthur and Australian/Tasmanian identity</i> Convictism has shaped our society, but it has been subject to a 'culture of amnesia' and denial. It is only when we confront this past that we will understand our present and know who we are.	3.2.10
1/2	<i>Harbourside</i> Port Arthur was essentially a maritime settlement. The sea was Port Arthur's Arthur Highway; most communications and supplies came and went through Mason Cove. The harbour and surrounding waters here were once a hive of activity, with ships coming and going between different parts of the settlement and between the settlement and Hobart.	3.2.12
1	<i>The seamy side of life at Port Arthur; conflict, gossip, egos and scandals</i> Like all small isolated communities, Port Arthur was often a hotbed of conflict between the military, civil, medical and religious hierarchies and their families, between the administration and its masters both in Hobart and England and between convicts and the free population - a smouldering volcano of human passions and desires. For better and for worse, this conflict shaped both the landscape and the lives of those who inhabited it.	3.2.15
3	<i>Keeping Port Arthur; conservation &amp; archaeology</i> Port Arthur has been an important laboratory for conservation and archaeological techniques since the early 1970s.	3.2.17
1	<i>Crime and punishment</i> Governor Arthur designed Port Arthur as 'a machine for grinding rogues into free'. While his regime of physical punishment was horrific, the new regime of mental punishment was even worse!	3.2.19
1	No matter how severe and unrelenting the punishment regime, some men's spirits could not be broken.	3.2.20
2	While in the areas of punishment and reform Port Arthur lagged behind Britain, it was in the forefront of 'modern' practice in its welfare phase. Here the most 'modern' social and psychological regime of its day was instituted to manage the casualties of the system.	3.2.21
1	<i>Women and children</i> Despite the fact that they were living in a prison, surrounded by prisoners many of whom had been convicted of terrible crimes, the women of Port Arthur had to maintain their standards, keep house and raise families as best they could.	3.2.13
2	<i>Escape!</i> Convicts could run but they could rarely hide; very few successfully escaped this way. The semaphore and its rapid communication system meant that the odds were stacked against them.	3.2.25
1	<i>Beautiful Port Arthur? Landscape &amp; Gardens</i> The Government Gardens were born out of conflict between the reality of daily life – the need for women and children to have somewhere safe and private to relax – and the edicts and expectations of the authorities both in England and in Hobart, who were running a combined prison and labour camp.	3.2.26
3	The landscape around Port Arthur is still substantially unchanged since pre-European days, enabling us to imagine something of the experience of those who first settled in this remote and foreign place.	3.2.29
1/2/5	The 19 <sup>th</sup> century residents had ambivalent attitudes to this place. On the one hand, in order to make this remote and foreign place seem less strange and alienating, they tried to make gardens that would speak to them in a language they understood, of English and other familiar flowers, shrubs and trees. On the other hand, some at least found the strange flora and fauna scientifically fascinating and even beautiful; they studied it, collected it and traded it with other enthusiasts both in the colony and in Britain. They even incorporated it in the design of their pleasure grounds here.	3.2.30
1	<i>Health and medicine</i> While the regime at Port Arthur may have been bad for convicts' health – hard physical work, poor diet, accidents, disease, separate treatment and solitary confinement – unlike free poor people they did have access to medical care.	3.2.35
1	<i>Children and Point Puer</i> Despite the fact that they were living in a prison, surrounded by prisoners many of whom had been convicted of terrible crimes, children were born, educated, played and died here.	3.2.32
2	Boys as young as nine were sent here for 'crimes' that today would earn them a caution. Many boys received an education and trade training here that they would never have had at home, and went on to become useful and successful members of the free community.	3.2.33
1	Point Puer is the first juvenile prison constructed in the British Empire. It was a unique experiment, in which separation, punishment and reform were first combined to try to change young criminals into boys with a future as useful citizens	PP Int Plan 2003
1/4/5	<i>After the prison closed</i> Port Arthur evolved from a tent camp and prison to a township. The old buildings were adapted for new uses by a free population. It formed the heart of a new community.	3.2.37
3/4	Port Arthur is a landmark in the history of Australian tourism. Attitudes to Port Arthur after the site's closure as a prison represent changing notions about Tasmanian identity.	3.2.38

Table 6.2 Archaeologically testable Interpretation Plan propositions

The Archaeology Plan proposes that the materially testable subset of Interpretation Plan propositions form the basis for prescribing the relative research significance of archaeological resources relating to European history within the Port Arthur area, and in particular within the Port Arthur Historic Site. Based on the emphasis given to these issues within this interpretive framework, which derives from the Conservation Plan position, the following topic-based grouping and significance ranking is suggested.

Rank	Research/Resources
	1
2	Exploration of the broader convict system
3	Exploration of contemporary resonances and themes in society
4	Exploration of the transition from convict to free settlement and reserve
5	Exploration of post-convict community and conservation issues

Table 6.3 codifies the relative importance of archaeological research required for PAHSMA to meet its overall public interpretation objectives as outlined in the Interpretation Plan. The schedule will doubtless change in line with future Site interpretation, use and management requirements, and in reflection of changing trends in historical and archaeological research operating at a range of scales.

Extensive consultation with, and involvement of, the Tasmanian Aboriginal community will be required before any Aboriginal archaeological research topics can be constructed, and resource significance evaluated.

### 6.1.2 Summarising and representing scientific (research) significance

A representation of the geographic expression of archaeological research significance, as defined in table 5.3, is given in the following Archaeological Resource Significance Zoning maps. Only those areas for which comprehensive survey data exists are indicated.

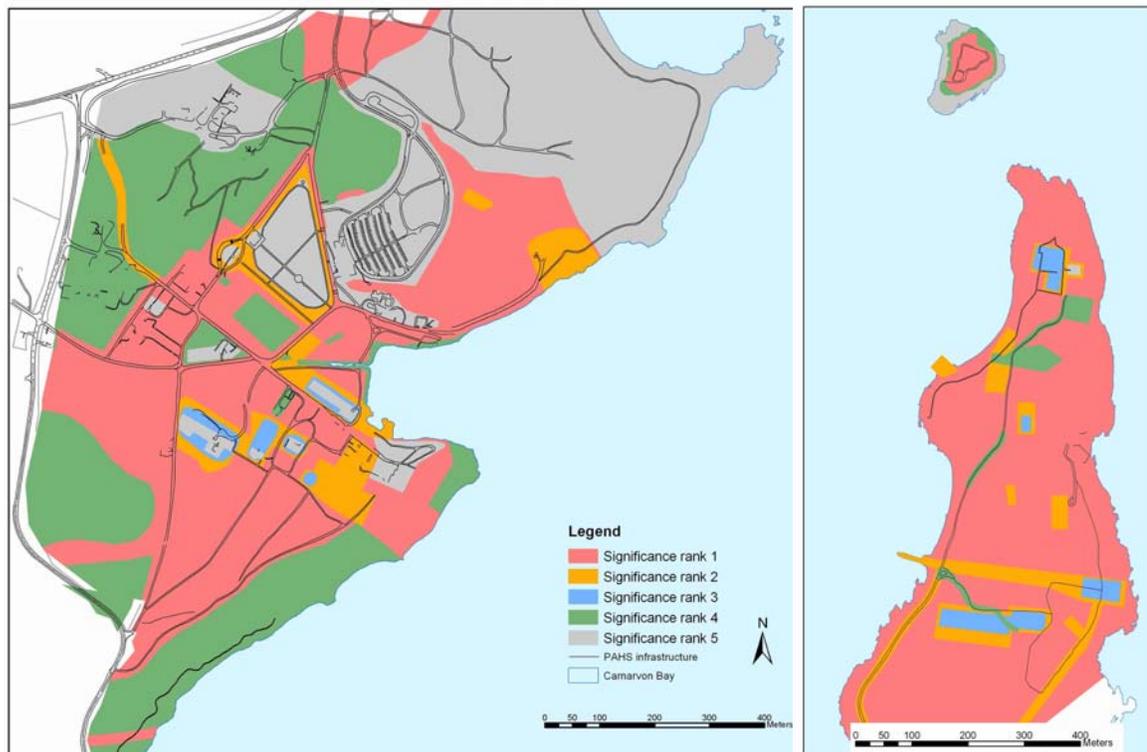


Fig. 6.4 Archaeological resource significance – Mason Cove and Point Puer/Isle of the Dead (insert)

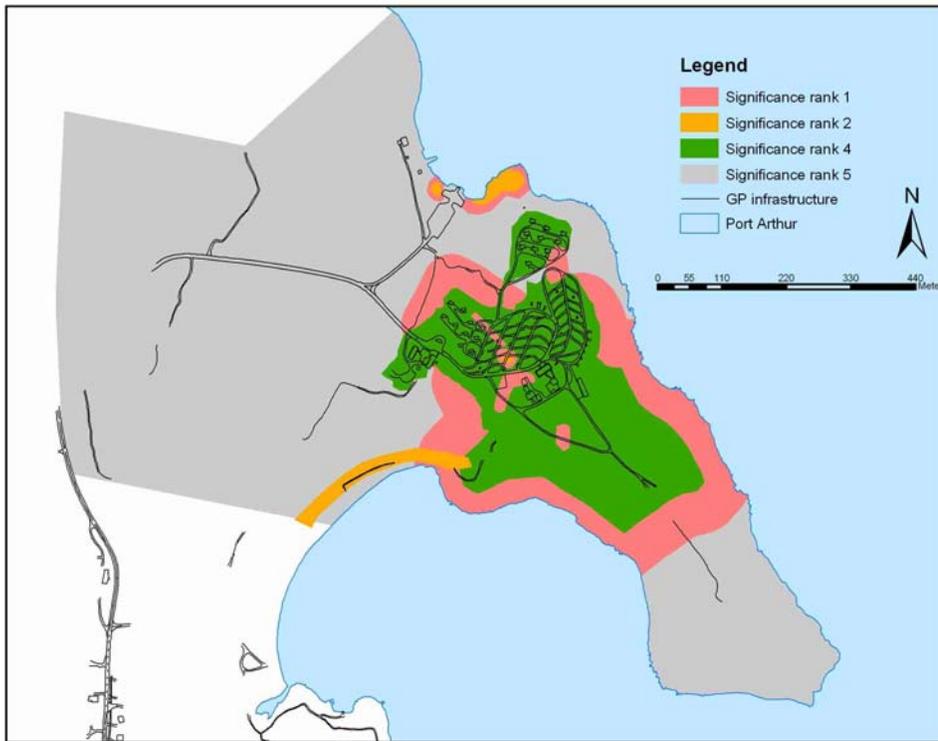


Fig. 6.5 Archaeological resource significance – Garden Point

As indicated in sections 1.1 and 11, graphic depictions of significance, potential, or sensitivity contained within this plan should not be viewed as absolute and intransigent determinations, but rather as the product of specific questions relating to intended uses at particular points in time. Graphic representations of Port Arthur’s archaeological values, or any other imbued characteristics, are a function of dynamic research perspective, and require a similarly dynamic media to be truly meaningful.

## 6.2 Acknowledging other values of Port Arthur’s archaeology

Aside from its research-specific values, the Port Arthur material record and elements of the archaeological process hold ambiances, associations and other meanings for individuals, sections of the community, and society at large. This is illustrated by such tourism phenomena as the souveniring of artefacts, the patronisation of ruins as places of recreation, and popular interest in archaeological excavations and museums. Within the local community the existence of private artefact collections, concern over issues such as access to reserved land and heritage management planning and development controls, testify to strong alternative interests in both the archaeological resource and research activity.

### 6.2.1 Social Values

There is an intuitive relationship between research aims and processes that are directed towards satisfying public interpretation goals and the social value people come to place on archaeology. While exploration and exploitation of this connection at Port Arthur is in its infancy, high levels of interest and appreciation of various aspects of archaeology can be demonstrated through the evident popularity of regular public programmes.

Archaeology is an important avenue for the public to gain access to the stories woven into the richly layered and cryptic Port Arthur cultural landscape. Archaeology is crucial for making the site 'live' for people, and imbuing the fabric of the place with contemporary social value. Indications are that many visitors, who may be unaware of many of Port Arthur's historical and fabric issues, relate to the technical and methodological aspects of the archaeological process in global terms.<sup>57</sup> In many instances it is the archaeological activity itself, even more than the particular stories, which strikes a chord with visitors.<sup>58</sup>



**Fig 6.6** Public Archaeology Programmes since 2001 have tapped a rich vein of visitor interest.

Growing rates of public participation in volunteer programmes provide a further gauge of the level of general support for archaeological activity at Port Arthur. Interest by school and conference groups in specialist archaeology and conservation tours, and enquiries from the general public on private property heritage-related matters, complement the evidence of archaeology striking a rich seam of public interest. There is a palpable social expectation that PAHSMA's archaeology should provide a broad community service.

The social value of Port Arthur's archaeology to other sectors of the community requires further study. Social awareness of the potential impacts of archaeology is perhaps most acutely developed within the Tasmanian Aboriginal community, owing to perceptions of the role archaeology has been played in characterising pre-invasion Aboriginal culture. At this stage Aboriginal Community attitudes to research into Aboriginal history are ambivalent and unresolved. A sense of social empowerment and increased cultural knowledge facilitated through archaeological research coexists with outrage that sites have been disturbed and others have controlled the research agenda and associated cultural materials. There is a belief within sections of the Aboriginal community that archaeological research and process should have a radical social conscience.<sup>59</sup>

Port Arthur is an important place in the development of aspects of Australian archaeological method and theory, featuring in the careers of many archaeologists and heritage practitioners in Australia and overseas. A considerable, and influential, community of heritage professionals with a connection to archaeology at Port Arthur exists as a result. Much of the identified Port Arthur archaeological resource, particularly data and collections, has been shaped in some way by this community, and its attitudes and values will continue to carry forward into the current and future planning environments.

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<sup>57</sup> Pritchard and Woods 2001

<sup>58</sup> Potter, P.B 1997: 43

<sup>59</sup> Brian Mansell, TALC, *pers com.* 16/11/2001

### 6.2.3 Aesthetic values

There is little evidence to suggest that the archaeological process at Port Arthur has any major aesthetic value; i.e. as a distinct aspect of psycho-sensory perception, however visitor feedback suggests that it does have the capacity to alter their experience and appreciation of Port Arthur in a number of ways. Visitors witnessing investigations commonly remark on feeling pleased and reassured that archaeological research is adding rigour to the historical account, and that conservation works are being done to an informed standard. For some, the spectacle of archaeology in action provides a reassurance that their faith in heritage is based in objectivity. In providing glimpses of aspects of the landscape that are usually hidden from view archaeology may also provide visitors with a different sense of space and time; a four dimensional aesthetic of the Site.

### 6.2.4 Historical values

As indicated in section 3.3, archaeological studies in the area have spanned, and in some cases precipitated, substantial developments within the discipline as practiced in Australia; from the culture historical reporting of Aboriginal material in the 1920s, through objectivist site patterning studies of the 1970s-early 1980s, to the rescue and protectionism of the archaeological record of the mid 1980s-1990s.

These historical trends are part of the global heritage of archaeology, and are observable on most sites that have been investigated over an extended period. The evolution of archaeological method and theory is ongoing, and archaeology at Port Arthur is party to this process.

The historical values and associations of the cultural fabric of Port Arthur and its setting are documented at length in the PAHS Conservation Plan and Landscape Management Plan. The archaeological resource is evidence of the recorded historical processes operating at Port Arthur, and is critical to articulating and demonstrating the historic values of the reserve and its cultural landscape setting.

## 6.3 Statement of Archaeological Significance

The archaeology of Port Arthur encompasses the structures, deposits, objects and cultural landscapes that hold meaning for modern communities because of their capacity to connect people with Port Arthur's past. Aboriginal, penal and post-convict fabric and associations are melded together at Port Arthur, positioning archaeology as the principal means by which the many stories written into the fabric of the place may be explored, and perspectives shared.

At the present time, the principal value of archaeology at Port Arthur relates to its research potential to yield insight into the varying experiences, life-ways and operations of the convict system, and the ways in which our own lives are shaped by the legacies of that system.

The physical resources amenable to archaeological research are unique, finite and unrenowable, and can contribute information not available from other sources. The universe of potential research questions is infinite, and those asked will evolve and change. The Port Arthur archaeological resource is significant because of things we have wanted to know in the past, desire to know now, and may wish to know in the future about Port Arthur and its place in the World.

Archaeology at Port Arthur is an essential tool for enabling people to experience and participate in the processes of learning about the past.

Port Arthur is an important place for teaching and learning about archaeology.

## 7 Managing archaeology: The statutory and ethical framework

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While ranking the significance of archaeological resources at a particular site provides a measure of their relative capacity to sustain topical research, it does not automatically provide direction on how the resources and processes of archaeology at that site should be managed. As a basic principle, management should always reflect the imperative to conserve cultural significance. Aspects of the significance of the archaeology of Port Arthur and its setting have been explored in the previous section, however in defining a management position for the PAHSMA it is also important to examine what 'archaeological management' actually involves in a general sense, and what other decisions have already been made in relation to Port Arthur's archaeology. With respect to both of these things, a complex array of statutes, conventions and agreed understandings have been developed, both over time and at various levels, to define and cover archaeological issues; to ensure that potentially significant resources are appropriately stewarded, concepts of ownership and participation are inclusive, and the benefits of archaeology are shared accordingly. Much of this historical, and in many cases global, platform is applicable to the PAHSMA, either through having influenced previous archaeological management at the Site, or through retaining currency - either in its own right or as the basis for more refined site planning tools. PAHSMA archaeology is, and has always been, part of World archaeology, and concepts of archaeological management at Port Arthur should be framed with reference to the standards and expectations of the global community.

### 7.1 International standards

Over recent decades the growing international recognition of the importance of cultural heritage has led to the establishment of a number of high-level protocols and standards for managing archaeological resources. Both non government organisations, such as ICOMOS, and governments, through UNESCO, have adopted a range of charters and conventions that have implications for the management of PAHSMA's archaeological resources and processes. By ratifying these Charters and Conventions, Australia has committed to certain international understandings and policies as a minimum standard, which are expressed through sympathetic legislation and programmes.

The principal international obligations for managing the Port Arthur archaeological resource are expressed in the following documents:

ICOMOS
<ul style="list-style-type: none"><li>• <i>Charter for the Protection and Management of the Archaeological Heritage (ICAHM) 1990</i></li><li>• <i>Charter for the Protection of the Underwater Cultural Heritage 1994</i></li><li>• <i>Australia ICOMOS Cultural Heritage Places Policy 1998</i></li><li>• <i>Australia ICOMOS (Burra) Charter for Places of Cultural Significance 1999</i></li><li>• <i>ICOMOS International Cultural Tourism Charter 1999</i></li></ul>
UNESCO
<ul style="list-style-type: none"><li>• <i>Recommendation on International Principles Applicable to Archaeological Excavations 1956</i></li><li>• <i>Recommendation Concerning the Safeguarding of the Beauty and Character of Landscapes and Sites 1962</i></li><li>• <i>Recommendation Concerning the Preservation of Cultural Property Endangered by Public or Private Works 1968</i></li><li>• <i>Recommendation Concerning the Protection, at National Level, of the Cultural and Natural Heritage 1972</i></li><li>• <i>Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas 1976</i></li><li>• <i>Convention on the Protection of the Underwater Cultural Heritage 2001 (yet to be ratified by Australia)</i></li></ul>

Table 7.1 International charters and protocols for archaeological heritage management.

In addition, the UNESCO *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention), is also enacted subsequent to the entry of the Australian Convict Sites serial nomination on the World Heritage List, and which in turn activates the relevant mechanisms of the existing Australian Commonwealth *Environment Protection and Biodiversity Conservation Act 1999*.

In general, the aforementioned Charters and Conventions cover a wide range of issues of relevance to archaeology at Port Arthur, including:

- |   |  |
|---|--|
| • Adequate project resourcing                       | • Integration of measures into planning schemes    |
| • Assistance to local government and landholders    | • International cooperation and transparency       |
| • Collection accessibility                          | • Minimising development impacts                   |
| • Collective community stewardship                  | • Multidisciplinary approach to projects           |
| • Community consultation and public participation   | • Approvals mechanisms, permits and conditions     |
| • Conservation imperative in cultural tourism       | • Practice standards and ethics                    |
| • Conservation, restoration, reconstruction and use | • Professional qualifications and training         |
| • Control of service disturbances                   | • Protection and management of site setting        |
| • Coordination of planning                          | • Research design and coordination                 |
| • Coverage of resource not confined to reservations | • Resources allocated on the basis of significance |
| • Cultural landscapes                               | • Retention of artefacts in context                |
| • Data collection and management                    | • Salvage or rescue archaeology                    |
| • Disclosure of sites and finds                     | • Scientific and technical studies                 |
| • Education and training objectives                 | • Statutory mechanisms and enforcement             |
| • Excavation and sampling                           | • Survey and non-invasive investigations           |
| • Impact assessments                                | • Underwater cultural heritage                     |
| • Information dissemination and publication         | • Zoning schedules                                 |

**Table 7.2** Management policy issues stemming from International obligations

In addition to these internationally ratified and binding objectives, a considerable international literature and concomitant raft of professional standards also exists to frame best-practice standards for the management of archaeological resources and processes.

## 7.2 National obligations

### *Australian Heritage Commission Act 1975*

The Port Arthur Historic Site is listed on the Register of the National Estate (database #011979); the statement of significance describing the archaeological resource in terms of the standing convict-period structures and ruins, open spaces, harbour and forest landscape setting.

The wider Port Arthur historical archaeological resource is also implicated within the statement of significance for the RNE listing for the Tasman Peninsula (database #011483); which refers to the widespread remains of the convict system and interwoven penal and post convict cultural landscapes.

Section 30 of the Australian Heritage Commission Act 1975, constrains the Commonwealth Government in respect of taking any action which would adversely affect a registered place. This constraint could potentially also affect the actions of other government or business organisations where Commonwealth approval is required for foreign investment or export approval; example forestry activity. Some level of Commonwealth assistance for private owners, local government authorities or non-profit making bodies to conserve National Estate values has historically also been made available through a range of heritage grants programmes.

The powers of the AHC Act in relation to conserving the cultural values of Port Arthur were reduced as a result of the Commonwealth - Tasmania Regional Forests

Agreement (RFA 1997), which allows for expanded forestry activities within the historic cultural landscape adjacent to the PAHS reserve.

The *AHC Act 1975* has been superseded by the *Environment and Heritage Legislation Amendment Act 2003*, which amends to the *Environment Protection and Biodiversity Conservation Act 1999*. Under the EHLA the RNE will be maintained as a values information database, enabling the commonwealth to continue to acknowledge the special values of the Tasman Peninsula.

#### *Environment Protection and Biodiversity Conservation Act 1999*

The legislation currently provides penalties for actions that have a significant negative impact on the world heritage values of a declared World Heritage Area; an issue of relevance to the PAHS in view of the proposed Australian Convict Sites serial World Heritage Listing.

#### *Environment and Heritage Legislation Amendment Act 2003*

This Act, which amends the *EPBC Act 1999*, establishes a National List and Commonwealth List of heritage places to be afforded Commonwealth protection along similar lines to the relegated AHC Act 1975; covering Commonwealth actions and any activities involving foreign and interstate trade. Provisions relating to the National List will apply to the PAHS, subject to registration formalities. This listing will not incorporate cultural landscape elements beyond the PAHS boundary, which may be eligible subject to a separate nomination. Provisions for protecting the indigenous heritage values of a national heritage place will be universally binding.

#### *The Australian Heritage Council Act 2003*

The Act establishes the Australian Heritage Council (as successor to the Australian Heritage Commission) as the expert advisory body responsible for implementing the *EHLA Act*, and for maintaining the Register of the National Estate. The existing RNE will be retained as a non-statutory information database.

### **7.3 State legislation**

#### *National Parks and Reserves Management Act 2002 and associated National Parks and Reserved Land Regulations 1999*

Notwithstanding the specific management provisions contained within *the Port Arthur Historic Site Management Authority Act 1987*, the Site - as a State Reserve, falls within the jurisdiction of the *National Parks and Reserves Management Act 2002* and the *associated National Parks and Reserved Land Regulations 1999*.<sup>60</sup> Section 4(3) of the *Regulations* proscribes activities that damage objects of archaeological interest, while section 7f of the *Act* establishes the Statutory Management Plan (SMP) as the basis for management of the reserve. The SMP for the Port Arthur Historic Site, produced in 1985 and amended in 1996, is still legally applicable<sup>61</sup> although for all practical purposes many provisions have been superseded by those within the Conservation Plan.<sup>62</sup>

Responsibility for administering the cultural heritage aspects of the *NP&RM Act 2002* is vested in the Director of National Parks & Wildlife. The Tasmanian Heritage Office<sup>63</sup>

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<sup>60</sup> Succeeds the *National Parks & Wildlife Act 1970* and *National Parks and Reserves Regulations 1971*

<sup>61</sup> *NP&RM Act 2002* Schedule 4 3(1)

<sup>62</sup> Godden MacKay/Context *op cit*

<sup>63</sup> Department of Parks, Heritage, Arts & Tourism

acts in an advisory role to the Director on cultural heritage matters, and maintains a database of Tasman Peninsula archaeological sites.

#### *Aboriginal Relics Act 1975*

The Act is interpreted as extending to all Aboriginal sites and cultural materials pre-dating 1876, regardless of whether they have been previously identified, and irrespective of context and land tenure. Under the Act all Aboriginal material is protected and may not be disturbed without Ministerial approval.

The Act places an obligation on PAHSMA to avoid any actions which may lead to disturbance of sites or relics, and to stop works in the event that Aboriginal material is uncovered and refer the matter immediately to the relevant Government Agency and Aboriginal Community organisation.<sup>64</sup>

#### *Historic Cultural Heritage Act 1995*

The Act establishes the Tasmanian Heritage Council which comprises an element of the State's resource management and planning system. A principal function of the Heritage Council is to control impacts on places listed on the Tasmanian Heritage Register by regulation through the Local Government development approvals process. Specific works and investigations on registered places are further prescribed in accordance with practice notes. Historical archaeological protocols are covered in Practice Note 2 (Appendix 4), and encompass requirements for:

- Desktop assessments of resource extent and significance
- Testing of assessment findings
- Design of impact mitigation measures
- Information rescue and recovery measures
- Public communication of results

The implications for PAHSMA of operating under the terms of the Tasmanian Heritage Council are wide-ranging, and the resolution of a sustainable position that adequately fulfils the objectives of both the *HCH* and *PAHSMA* Acts is required. In practice the regulatory process for projects involving an archaeological component has been negotiated on a case by case basis, with major infrastructure developments triggering formal approvals scrutiny through the LGA development application process, and minor works being directed informally to the THC for comment and, in general, exemption from the statutory approvals process.

The cultural landscape beyond the PAHS is not listed on the THR and therefore does not come under the jurisdiction of the Act. In recognition of the importance of Tasmanian cultural landscapes, the THC has commenced a programme for improving local government awareness of the importance of such devices as

<p><i>NPW Regulations 1999 4 (3) (a)</i></p> <p>(a) A person shall not remove, damage, deface or disturb any brick, glass coin, masonry, ceramics, Aboriginal relic or any object of architectural, archaeological or scientific interest.</p> <p><i>Aboriginal Relics Act 1975 9 (1): No person shall</i></p> <p>(a) destroy, damage, deface, conceal or otherwise interfere with a relic;</p> <p>(b) make a copy or replica of a carving or engraving that is a relic by rubbing, tracing, casting, or other means that involve direct contact with the carving or engraving;</p> <p>(c) remove a relic from the place where it is found or abandoned;</p> <p>(d) sell or offer or expose for sale, exchange or otherwise dispose of a relic or any other object that so nearly resembles a relic as to be likely to deceive or be capable of being mistaken for a relic;</p> <p><i>PAHSMA Act 1987 16 a person who....is guilty of an offence</i></p> <p>(b) damages any relic, artefact, building or other structure, flora, or timber on the subject land; or</p> <p>(c) removes from the subject land –</p> <p>(i) any relic, document or artefact;</p> <p>(ii) any portion of a building or structure erected on the subject land; or</p> <p>(iii) any building material</p> <p><i>PAHSMA Act 1987 18 A person who....is guilty of an offence</i></p> <p>(b) brings onto the historic site any metal detecting device</p> <p><i>Historic Cultural Heritage Act 1995 (32)</i></p> <p>(1) A person must not carry out any works in relation to a registered place...which may affect the historic cultural heritage significance of the place unless the works are approved by the Heritage Council</p>
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**Table 7.3** State archaeological legislation summary

<sup>64</sup> Aboriginal Heritage Unit of the Tasmanian Heritage Office and Tasmanian Aboriginal Land Council (TALC)

municipal heritage schedules and zoning plans for managing cultural landscape values.

The protection and management of collections and individual artefacts is similarly not adequately encompassed by the *HCH Act*, however proposed changes to the *Act* may oblige PAHSMA to establish and standardise material culture inventories and make them publicly accessible.<sup>65</sup>

#### *Tasmanian Government Heritage Review 2000*

An acknowledgement of the complex management issues and regional character of Tasman Peninsula cultural heritage is contained within the *Heritage Review 2000*; an appraisal of statewide heritage management responsibilities and resources which recommends that government owned convict sites on the Tasman Peninsula should come under the control of the PAHSMA.<sup>66</sup> Primarily signifying the Coal Mines historic site, but potentially involving a large number of geographically diverse places, the implications for both the focus and resources of the Authority are far reaching.

#### *Port Arthur Historic Site Management Authority Act 1987 (and A1989)*

The *PAHSMA Act* places a high priority on the sustainable management of the PAHS historical archaeological resource, primarily through the provisions of section 7(2) which states, in part, that that Authority shall:

- (b) *Co-ordinate archaeological activities on the historic site;*
- (c) *Promote an understanding of the historical and archaeological importance of the historic site*

The Act contains various provisions for protecting archaeological resources within the reserve by prohibiting certain activities, and reinforces the overall role and policies of the NP&WS 1985 (1996) Statutory Management Plan. The Act does not provide powers to protect off-reserve archaeological resources, although Section 13 requires the Tasman Council to consult with PAHSMA on any development which may affect Site amenity, by way of physical or visual encroachment.

A series of amendments to the PAHSMA Act are planned in order to resolve the role of the SMP within the current PAHSMA strategic planning framework, and enable implementation of the recommendations of the *Heritage Review 2000*.

#### *Land Use Planning and Approvals Act 1993*

The LUPA Act is the basis of the resource management and planning system in Tasmania, with the stated objective of guiding the fair and sustainable development of the State's natural and physical resources. Enactment is primarily through requirements placed on Local Government Authorities (LGA) and other resource management authorities to develop appropriate planning systems which contain provisions for heritage conservation. A stated objective of the system is:

*to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special; cultural value.*<sup>67</sup>

The appropriate vehicle for achieving this objective in relation to the Port Arthur archaeological resource is the planning scheme for the Local Government Area (Tasman Municipality).

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<sup>65</sup> Tasmanian Heritage Office 2002 Recommendations 6.1, 6.2, 6.3

<sup>66</sup> Government of Tasmania 2001: 3.1.4.6

<sup>67</sup> *LUPA Act 1993* Schedule 1 (g)

## 7.4 local controls

### *Tasman Planning Scheme 1979*

The Planning Scheme is the principal tool for regulating land-use on the Tasman Peninsula. The current scheme contains a schedule of Historic Area Zones (HAZ) encompassing elements of several former convict settlements on the peninsula,<sup>68</sup> but excluding the Coal Mines and Port Arthur historic sites. Other historical archaeological sites on the peninsula and elements of the Port Arthur historic cultural landscape do not have any recognised special status within the scheme.

The stated intent of the Historic Area Zone is:

*To protect culturally important buildings and works from being modified or degraded by inappropriate development, and to protect known historic sites for future archaeological investigation.<sup>69</sup>*

The Tasman Planning Scheme is currently under review, with a new scheme anticipated in 2004.

## 7.5 Reserve planning instruments

In addition to the broader statutory environment encompassing archaeological resources and activities at Port Arthur, over the past two decades a number of discrete planning instruments have been produced that more directly structure archaeology within the PAHS.

### *Port Arthur Historic Site Statutory Management Plan 1985<sup>70</sup>*

The SMP for the PAHS, instituted under the NP&WS but still legally current, outlines a broad mixture of conservation, interpretation and tourism objectives for the reserve. The SMP contains few specific policies for managing archaeological resources; archaeology being blended with other site values within a precinctual landscape framework, although section 6.10 specifically invokes an archaeologically - focussed precautionary approach to landscape developments.

The SMP proposes that off-reserve National Estate resources be managed through a combination of community facilitation and extension of the PAHS.

### *Archaeological Procedures Manual 1987<sup>71</sup>*

The procedures manual is a practical 'housekeeping' document of field methods employed during the 1980s Port Arthur Conservation and Development Project. The document places a strong emphasis on standardising recording methods in an aim to establish an objective basis for pattern recognition at a general level, within an overall development and rescue paradigm. It does not overtly claim to establish a research design or theoretical position, although such is inextricably interwoven into the methods and techniques outlined. Importantly the document reinforces the idea that archaeological resource management involves a wide range of skill areas, including extant recording, excavation, collections management, survey, and information management.

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<sup>68</sup> Koonya, Premaydena and Saltwater River

<sup>69</sup> Municipality of Tasman 1979: Section 8.14.1

<sup>70</sup> NP&WS 1985

<sup>71</sup> Davies & Buckley 1987

The Archaeological Procedures Manual is the key document for accessing the enormous quantity of archaeological material and data produced within the PAHS during the period 1981-1986, and an invaluable starting point for future management of the archaeological resources of Port Arthur. The document will be superseded by Part 3 of the Archaeology Plan: Technical Procedures Manual.

#### *Strategic Management Plan 1994<sup>72</sup>*

A revised management framework was established in 1994 to enable the PAHSMA to meet its overall conservation and tourism objectives at a time of reduced government funding support. The principal focus of the plan was cost minimisation and enhanced tourism performance, with a cyclical maintenance holding-pattern proposed for most of the historic structures. Management for archaeological values was not a priority, however the plan did outline a number of measures for making the PAHS more relevant in a local geographical context, including:

- a strategy for identifying and incorporating external sites and objects of significance to the PAHS – including Point Puer and Carnarvon Bay;
- a community advisory committee to work with the municipality on education and heritage awareness; and
- conservation agreements with relevant property owners

The 1994 Strategic management Plan was ratified by the PAHSMA Board in 1994, however the plan was discontinued with the adoption of the PAHS Conservation Plan in 2000.

#### *Archaeological Heritage Management Policy 1994<sup>73</sup>*

As an addendum to the 1994 Strategic management Plan, generic principles relating to the protection of historical archaeological resources and the need for development impact assessments within the PAHS were formulated as part of a separate 1994 policy statement, also adopted by PAHSMA in 1994.

The framing of these broad objectives was undertaken in response to a lack of suitable impact control mechanisms at a time when commercial development pressures were perceived to be over-riding conservation objectives. Relevant general principles of the 1994 policy statement are encompassed and expanded upon within its successor - the Archaeology Plan.

## **7.6 PAHSMA strategic planning framework**

In recognition of the evolutionary way in which PAHSMA conservation management policies had been developed over preceding years, in 2000 PAHSMA established a new framework for coordinating and improving the management of cultural resources within the Port Arthur Historic Site.

#### *Port Arthur Historic Site Conservation Plan 2000<sup>74</sup>* (Adopted April 2000)

The PAHS Conservation Plan is the principal, non-statutory, document guiding the application of conservation principles within the reserve, and the foundation of the multi-level PAHSMA strategic conservation planning system. It provides an overall assessment of the cultural resources and conservation values of the historic site, identifies the potential scientific (archaeological) significance of Site fabric, and formulates a number of general policies and recommendations for managing

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<sup>72</sup> Tourism Leisure Concepts et al 1994

<sup>73</sup> Piper (PAHSMA) 1994

<sup>74</sup> Godden Mackay Context *op cit*

archaeological resources and activities. The PAHS Conservation Plan policies relevant to the management of archaeology are reproduced in Appendix 2.

The PAHS Conservation Plan establishes the Archaeology Plan as the principal vehicle for the more detailed consideration of archaeological issues, and the design and implementation of archaeology programmes.

*PAHSMA Collections Plan 2001*<sup>75</sup> (Adopted April 2001)

The aim of the Collections Plan is to establish guidelines for acquisitions, deaccessioning and disposal of artefacts, loans procedures, physical conservation, security and access to the PAHSMA-held collections; which include the Archaeology Collection. The Collections Plan was the first of the secondary plans to be produced, and as such broke new ground; not having any other peer documents within the PAHSMA system to help frame its terms of reference. Most of the policies relating to the archaeology collection are generic and therefore generally applicable, however some – particularly those relating to selection and disposal strategies, potentially conflict with positions outlined in this plan. In general, policies contained within the Collections Plan relating to documentation, loans, maintenance and security of archaeological collections are endorsed and further developed by the Archaeology Plan. Importantly, the Archaeology Plan proposes that responsibility for management of the archaeology collections and records lie with the PAHSMA Archaeology Manager, in consultation with the Manager Interpretation and Collections.

*PAHSMA Interpretation Plan 2001*<sup>76</sup> (Adopted November 2001)

The Interpretation Plan sits alongside the Collections plan as a secondary (detailed policy) instrument under the strategic umbrella established by the PAHS Conservation Plan. The Interpretation Plan distils specific policies and implementation strategies from the PAHS Conservation Plan for guiding Site interpretation for a five-year period. Media options appropriate to the PAHS are also identified and explored. The Interpretation Plan devolves interpretation programme specifics to annual Operational Plans, which take into account PAHSMA budgeting and staffing realities. Interpretation themes relevant to the assessment of archaeological significance are given in table 5.3

*Port Arthur Historic Site Landscape Management Plan 2002*<sup>77</sup> (Adopted August 2002)

The third of the secondary plans completed within the strategic planning system, the Landscape Management Plan is hierarchically equivalent to the other secondary plans, although a considerably more descriptive and lengthy document – stemming from its intended role as a physical asset management tool as distinct from an activity planning device. It contains generic statements on archaeological landscape values within the PAHS and landscape-related archaeological resource management policies, including policies for landscape interpretation and the articulation of obscured spatial meanings; both distilled from the PAHS Conservation Plan and informed through the parallel process of developing the Archaeology Plan. Archaeological resource management policies contained within the LMP are reproduced in Appendix 2.

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<sup>75</sup> PAHSMA 2001a

<sup>76</sup> PAHSMA 2001b

<sup>77</sup> Context, Urban Initiatives & Doyle *op cit*

## 8 Policy distillation

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The foregoing devices define a vast and complex array of policies and practices that either have been, or currently are, applied in the management of Port Arthur's archaeology. The aim of this plan is not to add to the already crowded policy environment, but rather to refine and simplify it to the fundamental principles required to care for, understand and share the benefits of the archaeology in the long-term. A matrix of past and proposed policies relating to archaeology management at Port Arthur is presented for reference in Appendix 2. In the main, past interests are carried through into the proposed policy platform, which is proactive and performance-based rather than prescriptive. The policies intend to reflect the notion that effective realisation of the values of the archaeological resources of Port Arthur lies in extending a more fully textured appreciation of the resource, and attendant duty of care, to all parties involved in its use and management.

### 8.1 Fundamental principles and actionable policies

The issues and considerations, framed at a range of levels, which define the management objectives for the Port Arthur archaeological resource can be resolved under a series of general policy headings. The headings are designed to be generic to the nature of archaeological resources, with the subsequent discussion of issues and formulation of fundamental principles/objectives and actionable policies being specifically tailored to reflect and explicate PAHSMA's management responsibility.

**Table 8.1** Synthetic issue/policy headings for the management of Port Arthur archaeological resources

#### *Policy headings – PAHSMA archaeology management*

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- Standards and protocols
- In-situ preservation and the precautionary principle
- Assessment and control of impacts
- Research imperative and design
- Site Maintenance , Monitoring and Interpretation
- Collections and Information Management
- Public participation and education
- Holistic resource approach - Cultural landscapes
- Community involvement
- Aboriginal heritage
- Alignment of State policy
- Alignment of Local policy – Catchment zoning
- Reserve zoning
- Management orientation and resourcing

#### ***Standards and Protocols***

An obligation to protect and wisely manage the Port Arthur archaeological resource is embodied in statements and statutes framed at a range of levels. The cumulative position establishes a baseline for appreciating and curating all significant resources within the area, both reserved and unreserved. These obligations and standards represent the bare minimum management requirements; 'best practice' requires encompassing and optimising the resource, selecting industry standard principles and practices, and working to improve them. An ongoing programme of resource identification, assessment, development and evaluation of results is required. The aims and methods of resource management should be developed in consultation with stakeholders and the outcomes communicated to a wide audience. PAHSMA has the statutory and ethical obligation to ensure that the archaeological resources

of Port Arthur are managed to the highest possible standards, for the benefit of past, present and future generations.

#### *Policies*

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- 1 The standards employed in the management of archaeological values shall be in accordance with best practice;
- 2 Standards, methods and techniques will be developed and continually improved, and the results evaluated;
- 3 Port Arthur should become a benchmark place for archaeological resource management, and the benchmarks and associated expertise should be widely shared.

#### *Objectives*

- Identifying and adopting best-practice management principles and practices
- Innovation, experimentation and evaluation
- Communication of standards/Sharing our expertise

### ***In-Situ Preservation and the Precautionary Principle***

Debates over the retention of archaeological resources *in-situ* have tended to become polarised, with one view holding that selective research priorities should determine what is conserved, and the other that each element in context is intrinsically valuable because it represents an irreplaceable part of the collective legacy of humankind.<sup>78</sup> The conflict is more apparent than real however. If one considers that the paradigm of general behavioural laws is not so relevant as an archaeology that contributes to all manner of particularistic regional, local and site specific histories, then the research potential becomes endless, requiring the retention of all potential material evidence for supporting the universe of possible inquiries.

While a scale of research priorities and associated resource significance have been proposed for the local resource in order to meet organisational interpretive goals, acceptance also of the principle that all sites and *in-situ* fabrics potentially contain unique information relating to other sets of questions broadens the obligation for managers to “assume that the resources are relevant until a proper trial has demonstrated that they are irrelevant to all reasonably anticipatable present and future research”.<sup>79</sup> Such a principle focuses the onus on interventions to ‘prove their worth and necessity’ against the potential value of the *in-situ* cultural resource. Importantly also, such a test instils consideration and rigour into the process of selecting which sites and fabric to destroy.

#### *Policies*

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- 4 Archaeological resources should be retained in context as a basic premise;
- 5 A precautionary principle should be adopted, where the onus is on the proposed intervention to demonstrate either lack of significance of the affected resource, or an overriding and necessary imperative;

#### *Objectives*

- Conserving and realising the resource
- Creating sensitive and sustainable works practices

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<sup>78</sup> Kristiansen 1989:27

<sup>79</sup> Schaafsma 1989: 48

## ***Assessment and Control of Impacts***

The *in-situ* preservation of archaeological resources shall be a primary management aim at Port Arthur, due to the fact that disturbance and/or de-contextualisation of fabric degrades its capacity to sustain future research. A separate but commonly allied argument is that the features and their relationships are significant as being part of a whole that has wider, or other sets of values. Disturbance of fabric reduces the integrity and 'authenticity' of the place. This may be the more compelling argument on sites which have broad-based heritage values, such as Port Arthur, where even if the research value of an object or area is small, the need to protect any finite expression of a venerated past can be an important social or political issue. Stated plainly, a heritage tourism icon which trades on the appeal of its relict fabric can not afford to lose the tangible basis of its existence – its corporeal integrity.

However, public appeal inevitably brings with it pressures for change, whether for improved services, variety of experience, as a result of increasingly stringent building codes and standards, or simply through enhanced maintenance activities. Reconstructions for interpretive purposes may also constitute developments that have the capacity to impact on archaeological resources. If the precautionary principle is adopted, and the site fabric is considered *a-priori* to be relevant, or research-significant, then the previous policy places the onus upon the development, intervention or activity to demonstrate its value relative to the archaeological values that may be impacted.

It is of critical importance to the long-term survival of Port Arthur's archaeological resources that future developments and maintenance programmes are assessed and designed for minimal impact prior to being approved and enacted. Implementation must involve the highest degrees of accountability, be to the best standards and in the most sensitive manner, in order not to compromise the cultural significance of the place. The Archaeological Zoning System (Archaeology Plan Part 2) will facilitate a consistent and sustainable approach to managing the finite material culture resources of the historic site.

Notwithstanding, proposals for activities that are likely to involve fabric intervention or disturbance, will require individual assessment in order for the potential effects on archaeological values to be determined, where necessary mitigated, and where possible avoided altogether. To this end, the use of non invasive exploratory techniques, including remote sensing, to identify resources and detect potential impacts will be maximised.

### *Policy*

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- 6 The principle of considering the potential impacts first, and appropriately designing changes, regardless of scale, to minimise or avoid impacts is a prime policy objective;
- 7 The re-use of 'pre-cleared' corridors, and areas of low archaeological significance will be maximised, and use of areas of high, or potential, integrity and significance avoided. If avoidance is not feasible then project redesign will be considered as the first option;
- 8 The impact of interventions, including costs, on archaeological programmes will be considered as part of the project budget;
- 9 Non invasive investigation techniques will be developed and their use maximised in preference to invasive methods;

### *Objectives*

- Conserving and realising the resource
- Creating sensitive and sustainable works practices

## *Research Imperative and Design*

Traditional empirical approaches to archaeology have stressed the need for rigorous hypothesis testing according to a detailed and rigid research design.<sup>80</sup> This strictly scientific approach may be at odds with the way in which field archaeology is carried out, which involves a dynamic and reflexive process of ongoing observation, questioning, seeking evidence, and modifying ones perspective.

There is also an increasing trend towards particularism; for data to be interpreted contextually within its own terms prior to comparison with other data sets, rather than through the imposition of general schemes.<sup>81</sup> Grand unifying theories have particular limitations in historical archaeology, where the resolution made possible by other sources of information highlight the importance of local factors and need for more finely textured interpretations.<sup>82</sup>

This plan recommends that all works should be carried out to the specific level of detail required to answer the immediately relevant questions, but that the information is also synthesised and interpreted in a format suitable for cross referencing with the results of other investigations for the testing of broader propositions. The site-specific contexts, relationships and meanings should be explored before attempting to answer more general questions. For internally initiated projects, a series of propositions framed by the PAHS Interpretation Plan provides topical themes for broader research (section 3.1).

In addition to testing historical propositions, archaeology at Port Arthur has played a significant role in the development of aspects of local method and theory. From the structure-analytical systems and procedural advances advocated under the PACDP through to recent applications of remote sensing and measurement technologies, the products of archaeological research at Port Arthur have the potential to satisfy broader Site resource management objectives. Advances in the discipline assist in the conservation of significant fabric, and provide opportunities for education and Site interpretation.

### *Policies*

- 10 Research should aim to gather and interpret evidence at the smallest scale, and then synthesise in response to clearly articulated questions;
- 11 Research should test Interpretation Plan propositions and facilitate the overall presentation of Port Arthur's history as having many facets and perspectives, using streams of evidence to suggest and test alternative possibilities;
- 12 Research and development of archaeological methodologies should continue;
- 13 Externally initiated research may seek to answer broader questions, and must satisfy suitable design and resourcing criteria, as well as satisfying other PAHSMA archaeology management objectives.

### Objectives

- Developing a comprehensive picture of past activities
- Testing present understandings
- Conserving and realising the resource
- Advancing the discipline

PAHSMA also has an obligation to facilitate suitable externally initiated archaeological research projects. A list of qualifying criteria for externally initiated research projects is given in the Conservation Plan (Section 5.4) and is generally

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<sup>80</sup> ie. Schiffer & Gumerman 1977

<sup>81</sup> Hodder 1997: 18

<sup>82</sup> Hodder, 1999:12

endorsed. In addition, external research should also address Interpretation Plan propositions, and projects that involve disturbance of significant *in-situ* fabric will be required to demonstrate adherence to all other PAHSMA objectives for the management of archaeological values.

### ***Site Maintenance and Monitoring***

Natural decay will ensure that attrition of extant fabric and the information it contains can never be prevented altogether, however the greatest threat to the survival of significant fabric at the present time, and for the foreseeable future, is posed by the rate and form of capital landscape developments. Within the reserve these are principally designed to enhance the range and quality of services to visitors, facilitate commercial activities, and to enable more efficient reserve administration and maintenance. Within the wider catchment, other land-use pressures, including forestry, agriculture and residential development may contribute significantly to the destruction of archaeological values.

Small scale and generally unplanned maintenance projects may also make significant contributions to fabric loss. A lack of planning for simple projects, such as repairs to drains and services, may result in the death of the archaeological resource by a thousand, often unnecessary, cuts. Retaining the variability and quality of potential archaeological evidence requires close attention be paid to the sensitive maintenance of *in-situ* fabric, and the documentation of progressive changes and the associated rationales.

Wherever possible however, management and works practices should be improved to reflect the imperative to retain information *in-situ*. Policies of routine fabric replacement for operational reasons should be reviewed and replaced by a conservation approach that seeks to maximise the lifespan and information content of fabric in-context.

Archaeological information is embodied in all the physical characteristics of a place and all the processes that have contributed to its present form. Debris associated with the abandonment and decay of a structure is as integral a part of the archaeological record as is evidence of its construction. Tidying up of places to present landscape elements out of site-formation context should be avoided.

#### *Policies*

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|----|--|
| 14 | Works practices should be adopted that maximise in-situ preservation of cultural material.   |
| 15 | Conservation practices will aim to extend the life of existing significant fabric through curation, consolidation and repair, rather than replacement.   |
| 16 | Maintenance should involve regular monitoring to document changes to archaeological resources;   |
| 17 | Ruins and cultural landscape elements should be stabilised, but allowed to retain their context of site formation; tidying up of sites should only be based on sound conservation reasons, or in cases of extraordinary operational imperative, and not for aesthetic reasons. |
| 18 | Conservation actions will not unduly obscure archaeological evidence, and will where possible, be reversible;  |

#### *Objectives*

- Creating sensitive and sustainable works practices
- Tracking fabric change and associated reasoning
- Faithfully representing the record

## Site Representation and Interpretation

If the retention of existing fabric in all its patinated glory, and the unobscured presentation of archaeological evidence are accepted as fundamental principles for conserving the significance of archaeological resources, then these premises must also apply to any actions that aim to represent or interpret that fabric. Such interpretations may involve *in-situ* physical reconstructions or representations - particularly where the sight and meanings of fabric are not particularly accessible; or off-site simulations. The PAHS Conservation Plan, PAHS Landscape Management Plan and PAHSMA Interpretation Plan all contain policies relating to the interpretation of *in-situ* landscape elements<sup>83</sup>, including those no longer existing above ground. In general the policies state that representations or reconstructions may be permissible where they are essential to understanding and communicating the significance of the place, are necessary for physical conservation, avoid conjecture and are reversible. While some such works are undertaken for physical conservation reasons, the majority are done with a communication objective in mind.

From an archaeological perspective, reconstructions serve to explore the accuracy of archaeological interpretations<sup>84</sup>; that is they are experiments in progress - designed primarily to model the link between activities and residues. Any facility the exercise might have in representing or communicating any previous site function or condition is a secondary consideration. In fact, many archaeological sites avoid interpretive reconstructions and stylistic representations altogether on the grounds of wishing to avoid legitimising particular perspectives and oversimplifying complex relationships. Archaeological meanings are felt to be best explored within the context of the entire archaeological process and a more holistic discussion of evidence.

Notwithstanding, the history of landscaping at Port Arthur historic site has obscured much of the former texture and complexity of the place, and conceals much of the archaeological resource. Substantial educational potential may be realised through conveying a greater sense of this hidden complexity, both to enrich the understandings of the public as to historical activities on site, and to emphasise the extent of the associated material remains.

The possibilities for *ex-situ* landscape and archaeological reconstructions and representations of former states of Port Arthur, as outlined in the PAHSMA Interpretation Plan<sup>85</sup>, are exciting although yet to be fully explored. Computer models and simulations of the Site present non-invasive and potentially multi-vocal opportunities for communicating significant messages about both historical processes and archaeology.

### Policies

- 19 *In situ* landscape reconstructions and representations may be used to communicate ideas about former spatial and functional characteristics of a place, provided that this cannot be satisfactorily achieved by other means and does not obscure or pervert archaeological evidence;
- 20 Opportunities should be explored to maximise use of non-invasive interpretive media, including *ex-situ* computer models and simulations.

### Objectives

- Faithfully representing the record
- Recovering and communicating lost meanings

<sup>83</sup> Godden Mackay Context 2000: 5.5, Context *et al* 2002 11.14.1,3; 11.16.5,6, PAHSMA 2001b: 5.1.7

<sup>84</sup> Colomer, L. 2002: 88

<sup>85</sup> PAHSMA 2001b (5.3.2)

## ***Collections and Information Management***

The collections of records and artefacts held by PAHSMA are unique and highly significant information resources. In many cases they represent the only evidence of sites and other fabric no longer in existence. The legacy of a chequered management history has been an unsystematic and dispersed set of records and poor structure and stability of collection fabrics. There is no overall synthesis of data and interpretations, making the record of the past mute and unavailable to assist present management decision making. Existing collections are largely opaque to meaningful analysis, and currently serve no interpretation function.

Effective collections and information management requires a combination of specialised systems and skills, and organisational commitment to resourcing systems implementation and continued development. The records of archaeological investigations and site monitoring require collating, integrating and maintaining on a spatial database - ideally a Geographic Information System (GIS). Artefact collections require thorough reprocessing, physical conservation, and cataloguing on an appropriate computerised database to facilitate future analysis and management. The results of past archaeological resource management practices must be allowed to inform present and future decision making.

In general, provisions relating to the documentation and physical care of the Port Arthur archaeology collection and associated reference material contained within the PAHSMA Collection Plan are endorsed where applicable. However, the responsibility for day-to day management of the archaeological artefact and records collections should lie with the Archaeology Manager, with appropriate consultation with the Manager, Interpretations and Collections, on common issues.

### *Policies*

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|----|--|
| 21 | Implementation and development of a Site and cultural landscape GIS should continue;   |
| 22 | The Archaeology Collection should be reprocessed in accordance with the recommendations of the Archaeology Collections Audit 2000;           |
| 23 | Reordering of data and objects should not obscure evidence of past methodologies;  |
| 24 | Appropriate technical resources and management priority should be directed to ensure development and maintenance of collections and records. |

### *Objectives*

- Creating information and knowledge from data
- Making collections and information accessible

## ***Public Participation, Education and Interpretation***

Aside from its role in facilitating academic enquiry, there is an increasing public expectation that archaeology should be of relevance to the wider community. The benefits run both ways. Sharing archaeological meanings and experiences enables the public to challenge received notions and accepted histories, and more fully understand the society in which they live. An inclusive process also increases public awareness, and general appreciation, of archaeology which translates into support for resource management, conservation and further research. Acknowledgement of a broad audience places a responsibility on the profession to communicate research results in a timely manner, at a range of levels, and using a varied spectrum of approaches and media. This enhances the scope of the discipline and ensures its ongoing development.

Public archaeology at Port Arthur has a relatively long history. Annual programmes structured for the participation of non-archaeologist volunteers were run throughout the PACDP and have been reinitiated by the PAHSMA. These programmes have raised awareness of archaeological issues at Port Arthur and assisted in the development of the discipline at State and National levels. In more recent years the public programme has been expanded to encompass specialist archaeology tours, museum displays, family 'digs' and the creation of a web site. The PAHSMA is a national leader in developing opportunities for the public to benefit from archaeology.

As a further expression of its mandates for public involvement and methodological advancement, and in acknowledgment of the values held by the professional conservation community, the PAHSMA is well placed to develop its potential with respect to professional archaeological training. The PAHSMA has the cultural resource and organisational profile to establish an archaeological educational facility of an international standard.

#### *Policies*

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- 25 Public participation in archaeology at Port Arthur will be encouraged to facilitate access to heritage, and to promote awareness of individual and community responsibilities in resource stewardship.
- 26 Public participation will be encouraged, both to serve the public interest and promote ongoing development in archaeological methods and interpretations;
- 27 The results of archaeological research will be communicated at a range of levels and using the best available techniques and technologies;
- 28 Opportunities should be developed with a view to establishing the Port Arthur historic site as a centre for professional archaeological training.

#### *Objectives*

- Encouraging participation in resource management
- Sharing knowledge and meanings
- Advancing the discipline

### ***Holistic Resource Approach - Cultural Landscapes***

The archaeological resources of Port Arthur comprise the cumulative record of human activity up to the present, and are embodied in objects, places and wider landscape contexts. Three discrete phases of use and meaning are recognised within this plan; Aboriginal, Convict and post convict; each with its own cultural landscape expressions. Understanding and protecting the holistic landscapes is the only way to realise the meaning of their constituent elements. For historical reasons, only a small portion of the convict landscape has been reserved within the PAHS. The present boundaries reflect political and economic expediencies, not the geographical extent and research significance of the resource. Best-practice management requires a consistent approach to all significant archaeological resources, regardless of tenure.

#### *Policies*

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- 29 A cultural landscape approach will apply in determining the extent and significance of archaeological resources;
- 30 Detailed surveys of the Site setting should be carried out with a view to identifying significant places and landscape elements for improved management.

#### *Objectives*

- Developing a comprehensive picture of past activities
- Identifying places of value

## ***Community Involvement***

The principle of managing heritage on behalf of the communities of the world is well understood and enshrined in international law. The principle of managing the greater archaeological heritage of Port Arthur on behalf of the wider community has not been well espoused by previous Site administrations. There is a widespread perception of the boundaries of the PAHS being inflexible and impermeable to community values. Past fixation with boundaries has placed the PAHSMA in an unenviable strategic position in relation to improving heritage conservation outcomes within the local area. Improved and equitable archaeological resource management outcomes within the Port Arthur Cultural landscapes may occur through a process which is inclusive of community concerns and aspirations, and is generous in terms of sharing the benefits of heritage management, in relation to information and expertise, and economic returns.

Concepts of community ownership must be understood and incorporated into decision making. Community knowledge of relevant places and objects is important to retain. Maintaining inventories of significant cultural heritage in private ownership enables information to be shared whilst allowing for other significant attachments and meanings.

Cultural resource management in Australia is increasingly benefiting from partnership arrangements between statutory authorities, community groups and private owners. Sustainable resource management comes from an appreciation of the concept that stewardship is a shared responsibility.

### *Policies*

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- 31 A community partnership approach shall be taken in relation to managing significant cultural landscape elements within the local area.
- 32 A voluntary inventory/register of research-significant objects in private ownership should be fostered in cooperation with relevant bodies and stakeholders;

### *Objectives*

- Understanding interests and perspectives
- Sharing our expertise
- Winning local support for involvement in conservation
- Improving our joint knowledge

## ***Aboriginal heritage***

There is a consistent global trend to increase the involvement of Indigenous groups in managing their heritage. Tasmania is no exception, and the transfer of management of Aboriginal places and objects to the Aboriginal community is present State Government policy. Port Arthur has an Aboriginal history, although its physical expression may be subtle in comparison with later European landscapes. However as an expression of millennia of past occupation and symbol of continuing Aboriginal cultural identity it is no less culturally significant. PAHSMA does not have the mandate or statutory authority to manage Aboriginal sites and relics on behalf of the Aboriginal community, but it does have the obligation to avoid any disturbance to Aboriginal cultural material, and to work with the Aboriginal Community to protect and preserve its heritage. In addition there is an increasing expectation by the public for PAHSMA to balance the historical account of the processes of colonisation that brought Europeans to the shores of Port Arthur and emptied the land for white settlement.

### *Policy*

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- 33 Aboriginal heritage will be managed in accordance with government policy, and will encourage the involvement of the Aboriginal community.

#### *Objectives*

- Developing a comprehensive picture of past activities
- Providing equity in management
- Satisfying broader government Aboriginal policy

### ***Alignment of State Policy***

The responsibility for managing potential archaeological values of the Tasman Peninsula and PAHS Cultural Landscape is spread over a number of public agencies, including the PAHSMA, Forestry Tasmania, Parks & Wildlife Service, Tasmanian Heritage Office and the Tasman LGA. Each organisation has its particular areas of policy focus and jurisdiction, with typically little systematic communication or coordination of activities across organisational lines. This can result in unnecessary duplication, slow management responses and lack of overall management consistency. Considerable efficiencies might be gained, and overall quality of archaeological outcomes improved, through a simpler, and systematised, working arrangement between agencies and levels of government.

For example, the existing demarcation between the *PAHSMA* and *HCH* Acts in relation to Site activities requires resolution. Maintaining a complex and irregular relationship with the THC perpetuates uncertainty and diverts scarce organisational resources away from more pressing management concerns. A formal Heritage Agreement or Delegated Authority status for PAHSMA under the HCH Act is desirable in the long term.

Some recognition of the complexities of current arrangements for managing historic heritage on the Tasman Peninsula is made the *Heritage Review 2000*, which recommends a simpler structure for managing archaeological values on State owned land, and a greater role for the PAHSMA in facilitating heritage management outcomes at municipal and community/private levels.<sup>86</sup> Enacting this vision and achieving full coordination of State heritage policies across the spectrum of stakeholders will require high levels of organisational commitment and cooperation.

### *Policies*

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- 34 Formal partnership agreements should be established between PAHSMA and other branches and levels of government that have heritage management responsibilities on the Tasman Peninsula;

- 35 Legislative and policy duplication in relation to archaeological resources should be eliminated, and a simplified and cooperative management approach adopted.

#### *Objectives*

- Making more efficient use of management resources
- Building a culture of cooperation

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<sup>86</sup> Government of Tasmania 2001: 3.1.4.6

### ***Alignment of Local Policy – Zoning for the Historic Site and Setting***

Cultural landscapes are dynamic entities. Around Port Arthur, 170 years of European land-use has produced a complex mosaic of landscape forms, built elements and cultural deposits that collectively constitute a rich, if poorly understood, record of past activities. Sustainable land-use requires careful planning and suitable controls in order that the widest possible range of values is maintained over the long-term, commensurate with reasonable opportunities for development. It is imperative that local planning instruments encourage a sustainable balance between continued land use and development, and protection of significant cultural landscape and archaeological resource values within the setting for the historic site.

Within the PAHS, the combination of the need to execute large-scale conservation works, and operational imperatives to provide a high quality of experience to visitors, places additional development pressures on archaeological resources. It cannot be overstated, however, that the conservation and tourism development potential of the Site exists only because of the richness of its remaining historic fabric; a resource that is finite and unrenowable. At the present time the capacity to effectively conserve and manage the archaeological resource within the PAHS is hindered through lack of detailed knowledge about the resource; its distribution, integrity, research value, and sensitivity to disturbance.

One of the ongoing challenges for PAHSMA is to synthesise archaeological data collected over 25 years of archaeological investigation and fabric conservation, and establish an effective Archaeological Management Zoning System and associated policies, practices and compliance mechanisms.

#### *Policies*

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|----|---|
| 36 | PAHSMA should assist the Tasman Council in the preparation of a new planning scheme which includes provisions for archaeological resource management within the Site setting;     |
| 37 | As far as is possible there should be coordination and alignment of zoning objectives between reserved and non-reserved land, with boundaries being revaluated where appropriate; |
| 38 | Archaeological resource management within the PAHS will be supported by an appropriate Zoning System, detailed policies, resourcing, staff training and compliance mechanisms.    |

#### *Objectives*

- Conserving places and landscapes
- Providing fairness and certainty in planning and land use
- Planning for the future
- Creating sensitive and sustainable works practices

### ***Management orientation and resourcing***

The management of archaeological values is one of many competing issues for the PAHSMA. The PAHS Conservation Plan and PAHSMA Corporate Plan place a high priority on the conservation of cultural significance and care of Site heritage assets: including archaeological resources, however tourism success brings with it great pressures. Vigilance and the maintenance of appropriate organisational focus and supporting strategies and skills are vital to the realisation of the goal of excellence in heritage management.

At a pragmatic level, development and operational pressures have the potential to impact on archaeological resources and archaeology programmes, directing management resources towards more apparent and immediate concerns.

Irrespective of the pressures, archaeological values are integral to the cultural significance of the PAHS and should feature prominently within the decision processes of the Authority. Tourism, site maintenance and other activities must continue to be framed within appropriate environmental limits.

*Policies*

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- 39 Organisational priorities should be focussed on sustainable conservation and management of cultural assets;
- 40 There should be an ongoing organisational commitment to resourcing the necessary studies, systems, programmes and skills for long term archaeological values management;
- 41 The Archaeology Plan should be implemented and reviewed after 5 years.

*Objectives*

- Ensuring organisational priorities reflect the conservation imperative
- Improving awareness of archaeology
- Implementing the Archaeology Plan

## 9 Setting Priorities

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### 9.1 Goals

This plan proposes that the PAHSMA establish a series of specific programmes, each with a broadly defined goal, in order to meet its policy objectives. Achieving these goals will enable PAHSMA to fulfil its role as a steward of reserved resources, according to the foregoing areas of responsibility, and to encourage awareness and sustainable management of archaeological resources within the local area. The programmes require an organisation-wide commitment, and in some cases collaboration with other agencies and levels of government, community groups, and local land owners.

The programme goals are grouped according to whether they are primarily substantive (outcome) or organisational (structural) in focus:

<i>Substantive</i>
<ul style="list-style-type: none"><li>• Ensuring the cultural significance of the Port Arthur Site and setting are conserved;</li><li>• Increasing our understanding of the extent and meanings of the material resource;</li><li>• Maintaining a permanent and accessible record of the resources, and management decisions affecting them;</li><li>• Increasing general awareness of Port Arthur archaeological resources through, publication, education and interpretation;</li><li>• Increasing our engagement with the community, and sharing the benefits and responsibilities of stewardship;</li><li>• Encouraging sustainable land-use through regulatory planning, incentives and reservation;</li><li>• Encouraging the involvement of the Aboriginal community in managing its heritage;</li><li>• Encouraging cooperation and sharing across the whole of government;</li></ul>
<i>Organisational</i>
<ul style="list-style-type: none"><li>• Meeting the highest standards of resource management;</li><li>• Fostering an organisational culture of stewardship</li><li>• Ensuring management support for implementing Archaeology Plan programmes.</li></ul>

Table 9.1 Archaeological resource management goals, PAHSMA

### 9.2 Strategic framework

Strategies are the means by which broad goals become translated into positive resource management outcomes, or indicators of progress. They provide the structure for an achievable programme of archaeological works, community involvement, and sharing of knowledge.

Within the strategic framework, the policy objectives are grouped into programmes, each with an identified goal (stated above) which represents a desired improvement on performance. Each programme comprises discrete elements, or projects, for which there are measurable indicators of achievement.

It is only by setting goals and working towards them within a structured and measurable project framework that sustainable improvements in archaeological resource management, both within the PAHS and its cultural landscape setting, can be achieved.

Goals	Programmes	Policy Objectives	Strategies	Indicators
<i>Substantive</i>				
Ensuring the cultural significance of the Port Arthur Site and setting are conserved	Conservation & Infrastructure works <b>10.1.1</b>	Conserving and realising the resource <b>8.1.4,9,16</b> Creating sensitive and sustainable works practices <b>8.1.14,15</b>  Faithfully representing the record <b>8.1.17,18</b>  Recovering and communicating lost meanings <b>8.1.19,20</b>	Formal fabric health evaluation mechanisms  Extending the life of fabric  Interpret site extent, complexity & formation	Monitoring programme  Fabric conservation research & procedures  Landscape interpretation guidelines Virtual site model
Increasing our understanding of the extent and meanings of the material resource	Research <b>10.1.2</b>	Identifying places of value <b>8.1.29,30</b>  Developing a comprehensive picture of past activities <b>8.1.10,11</b>  Testing present understandings <b>8.1.13</b>	Site catchment / cultural landscapes survey  Specific internal research projects  Oral history database  External research facilitation	Resource mapping and assessment  i.e. Point Puer study  Stories recorded  Enhanced research profile
Maintaining a permanent and accessible record of the resources, and management decisions affecting them	Collections and records management <b>10.1.3</b>	Creating information and knowledge from data <b>8.1.21,22</b>  Making collections and information accessible <b>8.1.22,23</b>  Tracking fabric change and associated reasoning <b>8.1.16,21</b>	Synthesise records and decisions  Reprocess, conserve and integrate archaeological collections  Consolidating past surveys  Develop the Site GIS as the basis for asset management	Complete and accessible records  Fully managed collections  Electronic historic plans  Operational and expanding GIS
Increasing general awareness of Port Arthur archaeological resources through, publication, education and interpretation;	Public archaeology & Education <b>10.1.4</b>	Encouraging participation in resource management <b>8.1.25,26</b>  Sharing knowledge and meanings <b>8.1.26,27,28</b>  Advancing the discipline <b>8.1.26,28</b>	Regular public participation programmes, (i.e. Summer programme / National Archaeology Week)  Establish archaeology training centre  Regular journal and media articles  Point Puer and Port Arthur history and archaeology publications	Annual archaeology calendar  Schools/media modules  Course operational and curriculum accredited  Publication programme on track
Increasing our engagement with the community, and sharing the benefits and responsibilities of stewardship	Community partnerships <b>10.1.5</b>	Understanding interests and perspectives <b>8.1.31</b> Sharing our expertise <b>8.1.31</b>  Winning local support for and involvement in conservation <b>8.1.31</b>  Improving our joint knowledge <b>8.1.32</b>	Expanding PAHSMA's external advisory capacity and encouraging resource-sharing  Facilitating 'Cares' and local heritage groups  Community Sites & Artefacts register to share knowledge about places and objects in private hands	LGA and community consultative mechanism established  Community heritage projects  Database operational

Goals	Programmes	Policy Objectives	Strategies	Indicators
<i>Substantive</i>				
Encouraging sustainable land-use through regulatory planning, incentives and reservation	Regulatory planning and protection <b>10.1.6</b>	Conserving places and landscapes <b>8.1.36,37</b> Providing fairness and certainty in planning <b>8.1.36,37</b> Planning for the future <b>8.1.37,37</b>	Facilitate revision of the Tasman Planning Scheme, PAHSMA and HCH Acts  Effective planning & management controls  Review Site boundaries and consider acquisition of significant areas	Cultural landscape provisions in planning scheme  Archaeological Zoning and response mechanisms  Reserve review/acquisition plan
Encouraging the involvement of the Aboriginal community in managing its heritage	Aboriginal heritage <b>10.1.7</b>	Obtaining a comprehensive view of past activities <b>8.1.33</b>  Providing equity in management <b>8.1.33</b>  Satisfying broader government Aboriginal policy <b>8.1.33</b>	Aboriginal heritage survey   Establish sites/heritage management and interpretation programme in conjunction with the Aboriginal Community	Sites identified and conserved   Aboriginal interpretation on Site
Encouraging cooperation and sharing across the whole of government	Inter-agency collaboration <b>10.1.8</b>	Making more efficient use of management resources <b>8.1.34</b>  Building a culture of cooperation <b>8.1.35</b>	Joint convict-sites conservation and research projects  Personnel and information sharing	Unified convict-sites management strategy  Resource sharing in place

Goals	Programmes	Policy Objectives	Strategies	Indicators
<i>Organisational</i>				
Meeting the highest standards of resource management	Benchmark / Standards <b>10.2.1</b>	Identifying and adopting best-practice management principles and practices <b>8.1.1</b>  Innovation, experimentation and evaluation <b>8.1.2</b> Communication of standards <b>8.1.3</b>	Improve existing work practices and approaches  Trial and refine new techniques and methods  Review and update tertiary procedures manual	Improved conservation outcomes  i.e. Geophysics research project complete  <b>Manual completed and implemented</b>
Fostering an organisational culture of stewardship	Staff training <b>10.2.2</b>	Improving awareness of archaeology <b>8.1.40</b>	Staff education in minimal impact planning and development  Appropriate notification mechanisms  Expanding opportunities for sharing knowledge and wisdom	Less unnecessary fabric disturbance  Internal approvals mechanism  Seminar/discussion series
Ensuring management support for implementing Archaeology Plan programmes	Policy, planning and implementation <b>10.2.3</b>	Ensuring organisational priorities reflect the conservation imperative <b>8.1.39,40</b>  Implementing the Archaeology Plan <b>8.1.41</b>	Support and professional development for staff  Establish facility responsible for plan implementation	Courses, conferences and technical support  Facility operational

Table 9.1 PAHSMA Archaeological resource management strategic framework

## 10 Programmes

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### 10.1 Substantive projects

#### 10.1.1 Conservation & Infrastructure works

**Goal:** Ensuring the cultural significance of the Port Arthur Site and setting is conserved

**OBJECTIVE 1: PROTECTING AND REALISING THE RESOURCE**

*Strategy 1: Formal fabric health evaluation mechanisms*

*Priority High*

PAHS management at various times has attempted to institute cyclical asset inspection and monitoring programmes, including engineering and photogrammetry surveys. These have not been continued beyond brief time-periods however, resulting in a punctuated and incomplete archive of fabric health indicators spanning the past three decades. While the records that exist provide an important historical resource relating to past fabric states, the lack of an ongoing comprehensive fabric monitoring and assessment process is limiting the effectiveness of current conservation programmes, and resulting in the loss of irreplaceable archaeological information.

It is proposed that a comprehensive baseline study of standing/exposed convict-period fabric be undertaken, utilising the best available spatial data and condition recording technologies, and repeated at intervals determined by the structural and fabric conservation requirements of individual site elements.

Such surveys may include:

- Image-based and non image-based methods (photogrammetry and laser scanning)
- Thermography, electromagnetic, ultrasonic and other remote geophysical/electrical methods
- Chemical properties mapping
- Traditional structural assessments

**OBJECTIVE 2: CREATING SENSITIVE AND SUSTAINABLE WORKS PRACTICES**

*Strategy 1: Extending the life of fabric*

*Priority High*

In archaeological terms, fabric equals evidence, and any loss of original fabric represents a loss of unique information pertaining to the object itself, and to its relationship with its surroundings. Natural decay removes fabric from the PAHS continually, however functionality issues commonly determine the rate at which original fabric is replaced by new material. The Site is an artefact, not a disposable material asset, and yet a substantial amount of fabric intervention takes place in order to mediate aesthetic, performance or visitor management issues. From a study perspective, any loss of convict-period fabric, unless absolutely necessary in order to prevent loss of evidence or a more significant nature, is regrettable and should be avoided.

In order to reduce both the environmentally induced and intentional loss of archaeologically significant fabric, and more effectively curate the remaining *in-situ* resource, a range of measures need to be put in place. These include:

- Research into decay mechanisms operating on site, both environmental and use-related
- Development of improved conservation responses
- Staff education on impact reduction strategies and procedures

**OBJECTIVE 3: FAITHFULLY REPRESENTING THE RECORD**  
*Strategy 1: Interpret site extent, complexity & formation*  
*Priority High*

The Port Arthur Site and setting has a complex cultural history and deeply layered physical structure, representing many facets of construction, use, decay and adaptation. Currently however, standing ruins sprout perpendicularly from manicured lawns, with plantings arranged to afford emblematic glimpses of pleasing aspect. Neither the original cultural patterns of settlement life nor the natural signature of decay are overly apparent; all lie subdued beneath a veneer of 20<sup>th</sup> century stylistic intervention.

The PAHS Conservation Plan and PAHS Landscape Management emphasise the desirability of contrasting this view of history with one that attempts to present site fabric in more meaningful contexts; as the products of a densely regulated and industrialised 19<sup>th</sup> century community, within 'natural' environmental settings, or somewhere in between. Where opportunities arise, archaeological meanings can be communicated within the landscaped areas at Mason Cove through appropriate landscape interpretation and the re-introduction of horizontal and vertical spatial demarcations. Further afield, at Point Puer, and within the Port Arthur setting generally, conservation, interpretation and presentation should primarily focus on sites as they now exist, demonstrating all the significant processes of history and formation.

### 10.1.2 Research

**Goal: Increasing our understanding of the extent and meanings of the material resource**

**OBJECTIVE 1: IDENTIFYING PLACES OF VALUE**  
*Strategy 1: Site setting / cultural landscape surveys*  
*Priority Medium*

A major aim of archaeological research will be to document the cultural landscapes of the region, particularly that relating to the operation of the Port Arthur Penal Station, in order to improve understandings of the role and representativeness of the reserved portion in relation to the whole resource. This process is underway, and has identified culturally significant landscape elements on adjacent properties in an effort to mitigate damage due to changes in land-use, and better inform local planning decisions.

**OBJECTIVE 2: DEVELOPING A COMPREHENSIVE PICTURE OF PAST ACTIVITIES**  
*Strategy 1: Specific internal research projects*  
*Priority High*

Propositions framed within the Interpretation Plan form the basis of the messages communicated to visitors to the PAHS. Consequently, archaeological research will aim to engage with the issues relevant to Site Interpretation. This will be done through specific pre-emptive investigations in likely areas as well as by applying relevant archaeological methodologies and filters to incidental archaeological projects. All archaeological work done within the reserve should have an interpretation objective.

*Strategy 2: Oral history database*  
*Priority Medium*

The structure and integrity of the Port Arthur archaeological resource is highly cryptic, and in many cases important information about site formation processes are held in the memory of individuals. The programme proposes to systematically document the more recent history of physical changes to the Site through a process of interviews and associated mapping of remembered activities, as a means of both enhancing the record of past activity as well as providing a guide to general site formation process and integrity.

**OBJECTIVE 3: TESTING PRESENT UNDERSTANDINGS***Strategy 1: External research facilitation**Priority: Medium*

Port Arthur has iconic status in terms of Australian history, and a similar – if largely latent potential as an historical archaeological research resource of international significance. While research undertaken by PAHSMA may have broader values in relation to externally derived themes, PAHSMA does not hold archaeological data pertaining to other sites and is not in a position itself to initiate inter-site archaeological studies. Notwithstanding, PAHSMA will, where possible, support appropriate externally initiated archaeological research, particularly on collections and existing data. Such projects will be honours or higher level projects that have the support of external research organisations and can demonstrate adherence to research obligations as outlined in the Conservation Plan (Section 5.4) and Research Plan (when available).

**10.1.3 Collections and records management**

**Goal: Maintaining a permanent and accessible record of the resources, and management decisions affecting them**

**OBJECTIVE 1: CREATING INFORMATION AND KNOWLEDGE FROM DATA***Strategy 1: Synthesise records and decisions**Priority: High*

PAHSMA holds records relating to over 400 discrete archaeological investigations and monitoring projects spanning a quarter of a century. The majority of records exist in an uncompiled state, making information retrieval difficult and access to synthetic understandings impossible. It is important that the backlog of existing draft records and reports is completed, their findings summarised, and conclusions integrated into the current PAHSMA management-decision framework. The data domain is too great for a single individual to comprehend without the necessary data-management and visualisation tools – ideally a relational database and GIS combination. Summarising, synthesising and codifying all existing archaeological data are the first, and necessary steps, in gaining access to the activity-evidence and management platforms of the past.

**OBJECTIVE 2: MAKING COLLECTIONS ACCESSIBLE***Strategy 1: Reprocess, conserve and integrate archaeological collections**Priority: Medium*

Implementing the recommendations of recent collections inspectorate reports<sup>87</sup> is a priority archaeological resource management objective for PAHSMA. The task involves thoroughly re-processing the entire archaeology collection, undertaking fabric conservation where necessary, and collating the data in a relational computer database that enables cross-referencing with other – place based information. The capital re-processing phase will require additional specialist staff and funding resources. Once fully developed, ongoing management of collections systems may be within current professional staff capabilities. External funding, including grants, sponsorship, and fees will likely be required to undertake this programme. A potential funding source is suggested under Section 9.6.

**OBJECTIVE 3: TRACKING FABRIC CHANGE AND ASSOCIATED REASONING***Strategy 1: Consolidating past surveys**Priority: High*

Since its inception as a penal settlement in 1830, the built landscape at Port Arthur has evolved continuously, with landforms modified, and structures and services being built,

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<sup>87</sup> Tucker and Griffin 2001, Brooks 2003

altered, relegated and removed according to need. The physical record of this unabating process is woven into the present landscape. Many of the changes are historically documented, in the form of periodic maps, plans, and textual accounts of settlement development, decline and transformation. These accounts provide snapshots of the spatial layout and functioning at various times in the life of the settlement, and encode the rationale for subsequent changes.

Details encapsulated within graphic accounts of settlement, spanning the period 1830 to the present, are a potentially invaluable management resource; encapsulating information on the patterning of archaeologically significant fabric, and of more recent disturbances and landscape modifications. Consolidating all known historical maps, service plans, and relevant textual descriptions of physical development within a digital environment will provide a basis for evaluating the sensitivity of archaeological resources, and create a valuable planning tool for future operations and developments at Port Arthur.

*Strategy 2: Develop the Site GIS as the basis for documenting asset management*  
*Priority High*

A geographic Information System (GIS) is the preferred platform for integrating and representing PAHSMA's spatial data, and for cross-referencing with textual and graphic information relating to places; including artefact catalogues, image databases and maintenance registers. GIS offers an industry standard approach to the coordination and management of spatially differentiated physical asset information.

The existing PAHSMA investment in developing a GIS platform should be continued and strengthened, with a programme of incorporating the major historical, archaeological and services datasets established. All data relating to future developments and management of physical assets within the PAHS should be produced in a format compatible with the GIS. Once established, system currency and data standards must be maintained.

#### 10.1.4 Public Archaeology & Education

**Goal: Increasing general awareness of Port Arthur archaeological resources through, publication, education and interpretation;**

**OBJECTIVE 1: ENCOURAGING PARTICIPATION IN RESOURCE MANAGEMENT**

*Strategy 1: Regular public participation programmes, (i.e. Summer programme/NAW)*  
*Priority High*

PAHSMA has a national profile in Australian historical archaeology, and there is a broad community expectation of public benefit from its archaeological projects. To date PASHMA has met these expectations through occasional specialist tours, calendar events – such as the annual summer volunteer programme, and information presented in static displays and 'on-line'. It is important to continue and refine these opportunities for public participation and information, and to augment them with new offerings. Participation in National Archaeology Week, hosting conferences (i.e. ASHA<sup>88</sup>, AIMA<sup>89</sup>, AAA<sup>90</sup>), instituting a schools programme, developing educational and promotional media, and improving access to electronic databases and other information are important vehicles for enfranchising and growing PAHSMA's public support-base.

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<sup>88</sup> Australasian Society for Historical Archaeology

<sup>89</sup> Australasian Institute for Maritime Archaeology

<sup>90</sup> Australian Archaeological Association

**OBJECTIVE 2: SHARING KNOWLEDGE AND MEANINGS**

Strategy 1: Regular journal and media articles  
Priority High

In addition to facilitating general access to site information, PAHSMA should continue, and enhance, its incidental publication programme, contributing regular articles to relevant bulletins and journals, including THRA<sup>91</sup>, ASHA, AIMA, AAA, SHA<sup>92</sup>, Public Archaeology and Journal of Archaeological Conservation, as well as at relevant conferences. On average, over the past few years PAHSMA has contributed two papers per year; a relatively modest effort, but one that requires a broader organisational commitment to improve upon. A target of two articles in refereed archaeology or related journals, and two conference presentations per year is proposed.

Strategy 2: *Point Puer and Port Arthur history and archaeology publications*  
Priority *Medium*

An increase in special publications, both in hard-copy and 'on-line', is also warranted in order to bring PAHS archaeology to a broader audience. To date, Port Arthur has produced only two stand-alone archaeological publications,<sup>93</sup> despite having completed innumerable projects of publish-worthy status. A number of general publications are proposed over forthcoming years, including a revised Technical Procedures Manual (Archaeology Plan Part 3), and entry-level works on the history and archaeology of Port Arthur, Point Puer and the convict maritime heritage of the Tasman Peninsula. It is anticipated that these will fill a major void in the information presently available on these subjects.

A special publication programme has important resourcing implications however, and will likely require external funding to proceed.

**OBJECTIVE 3: ADVANCING THE DISCIPLINE**

Strategy 1: *Establishing archaeology training centre*  
Priority *Medium*

The PAHS is an important site in the development of historical archaeological method in Australia, and PAHSMA is developing a peerless reputation in Tasmania in the development and application of new archaeological techniques. A growing number of archaeological volunteers participating in public programmes are being sourced from professional or undergraduate ranks, and universities across Australia are expressing interest in PAHSMA playing a greater role in formal undergraduate training in archaeological field methods.

It is proposed that the PAHSMA participate in developing and supporting national teaching and learning strategies for archaeology, and collaborate with relevant partners to offer training and work-experience opportunities for undergraduate and graduate students in archaeology and related conservation disciplines. This may involve such things as partnering archaeological teaching institutions to establish a national archaeology studies centre at Port Arthur, specialising in practical techniques. Such a centre might offer an accredited undergraduate short-course on a fee-paying basis, most likely coincident with the summer programme. Any surplus funds raised might be directed towards supporting ongoing research and maintenance of archaeological data and collections.

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<sup>91</sup> Tasmanian Historical Research Association

<sup>92</sup> Society for Historical Archaeology (US)

<sup>93</sup> McGowan 1985, Davies and Buckley 1987

### 10.1.5 Community partnerships

**Goal:** Increasing our engagement with the community, and sharing the benefits and responsibilities of stewardship

**OBJECTIVE 1: UNDERSTANDING INTERESTS AND PERSPECTIVES**

**OBJECTIVE 2: SHARING OUR EXPERTISE**

**OBJECTIVE 3: WINNING LOCAL SUPPORT FOR AND INVOLVEMENT IN CONSERVATION**

*Strategy 1: Expanding PAHSMA's external advisory capacity and encouraging resource-sharing*

*Priority: Medium*

This programme proposes to enact State government policy, as outlined in the Heritage review 2001, in relation to PAHSMA playing a greater role in heritage awareness within the municipality/region. The principal vehicle is through links with local government, the community and local businesses that aim to inform and educate planners and property owners about heritage matters, with a view to improving conservation outcomes within planning and land-development contexts. This may involve physical survey and consultation on municipal zoning issues, public forums on cultural landscape issues, and private property heritage assessments. Some of the mechanisms for this are already in existence, including the Port Arthur Talk Series, and Planning Scheme consultative committee, or proposed. Others require building from the ground up.

**OBJECTIVE 4: IMPROVING OUR JOINT KNOWLEDGE**

*Strategy 1: Establish Community Sites & Artefacts register, (cf. UK Portable Antiquities Scheme) to share knowledge about places and objects in private ownership*

*Priority: Low*

Another medium for outreach and information sharing is through a voluntary registration/notification scheme for sites and objects of archaeological significance. The proposal utilises the UK *Portable Antiquities Scheme* as the model for coordinating and centralising knowledge of convict period cultural resources, both *in-situ* and collected material, within the region. This is also in line with current trends to recognise the importance of movable material culture, as indicated by the recent Tasmanian Heritage Office discussion paper on the subject. Given local sensitivities, and the present lack of clarity in the law pertaining to ownership, this will not necessarily be an easy task. However, given the growing threat of loss of objects and information posed by increasing tourist visitation and an inflating antiques market, there may be no better opportunity to record significant details for posterity.

### 10.1.6 Regulatory planning and protection

**Goal:** Encouraging sustainable land-use through regulatory planning, incentives and reservation

**OBJECTIVE 1: CONSERVING PLACES AND LANDSCAPES**

*Strategy 1: Facilitate revision of the Tasman Planning Scheme, PAHSMA and THC Acts*

*Priority: High*

The importance of identifying and sustainably managing significant cultural landscapes on the Tasman Peninsula is an important issue for the PAHSMA, the LGA and local community. Mounting economic, population and land development pressures are resulting in an increasing amount of the Port Arthur penal landscape being put to forestry, medium-scale agriculture or subdivided for residential development, resulting in increased land-disturbing activities within the former catchment area of the penal station. Little is known of the extent and integrity of archaeological resources within the area immediately contiguous to the PAHS, and existing planning controls do not adequately take cultural landscape conservation into account when considering development proposals.

The programme proposes that the PAHSMA participate vigorously in the revision to the Tasman Planning scheme, currently underway, highlighting the development sensitivity and concomitant need for enhanced procedural rigour in areas that have potential to contain convict-period archaeological resources.

While the Tasman Peninsula is listed on the RNE as a significant cultural landscape, changes are required to both the *PAHSMA Act 1987* and *HCH Act 1995* to update and more clearly define roles and responsibilities for achieving improved planning outcomes within significant cultural landscape areas relating to the former Port Arthur penal station.

**OBJECTIVE 2: PROVIDING FAIRNESS AND CERTAINTY IN PLANNING**

*Strategy 1: Effective management zoning*

*Priority: Medium*

In addition to reorienting the focus of the planning scheme to more fully reflect sustainability arguments, the programme proposes a physical landscape mapping and heritage inventory project, to form an overlay to the revised planning scheme, as recommended within the Landscape Management Plan (Chapter 12:13). A clearly articulated zoning scheme and/or set of sustainability performance objectives is a pre-requisite for fairness and certainty in private property development, and for protecting the economic base of the area, which is increasingly becoming predicated upon cultural and natural tourism.

**OBJECTIVE 3: PLANNING FOR THE FUTURE**

*Strategy 1: Review Site boundaries and consider acquisition of significant areas*

*Priority: Low*

As a further recognition of the changing nature of the region's economy, and growing awareness – and attendant cultural significance, of convict-period fabric, it is proposed that PAHSMA undertake a strategic review of its land-holdings within the context of the PAHS cultural landscape/setting, with a view to rationalising redundant property and acquiring land containing significant archaeological sites as opportunities arise. The last strategic conservation land acquisition (Point Puer) took place in the mid 1970s, which has now been developed for tourism, leaving PAHSMA no further 'sleeping' cultural assets. Since that time a number of important properties have come on the market, including former PA-linked convict farms and quarry sites, which have both significant archaeological research and interpretive/tourism potential. Throughout the 20<sup>th</sup> century, stewardship of the 'internationally significant' cultural resource of Port Arthur has involved reviewing, looking ahead and augmenting the portion to be held in trust for future generations. It is recommended that a capital review and reserve acquisition programme be recommenced, with preference given to acquiring places with state-or-higher levels of significance for convict-period cultural fabric and associations with Port Arthur, as the opportunity arises.

### 10.1.7 Aboriginal heritage

**Goal: Encouraging the involvement of the Aboriginal community in managing its heritage**

**OBJECTIVE 1: DEVELOPING A COMPREHENSIVE PICTURE OF PAST ACTIVITIES**

*Strategy 1: Aboriginal heritage survey*

*Priority: Low (or as defined by government policy)*

While a number of small Aboriginal heritage impact assessments have been carried out within the reserve over recent years, there is still a great paucity of knowledge about the Aboriginal values of PAHSMA-managed land, and within the region. Relatively little regional Aboriginal archaeological research has been conducted in Tasmania over the past decade, but with the increasing interest of the Aboriginal community in identifying and managing its heritage, several large-scale synthetic projects have commenced or are

imminent, including the proposed 'Demography of the Tasmanian Aborigines' project. While existing data allows some general notion of site potential to be developed (i.e. Fig. 5.1), there remains a need to thoroughly investigate and document the Aboriginal values, both archaeological and Cultural, of the region and PAHS reserve in order to empower the Aboriginal community to meaningfully participate in the management of heritage values.

The participation of the PAHSMA in a regional Aboriginal heritage survey undertaken in conjunction with the Aboriginal community is recommended as a first step.

**OBJECTIVE 2: PROVIDING EQUITY IN MANAGEMENT**

**OBJECTIVE 3: SATISFYING BROADER GOVERNMENT POLICY**

*Strategy 1: Establish sites/heritage management and interpretation programme in conjunction with the Aboriginal Community*

*Priority Low*

Once the nature and extent of Aboriginal values within the area, and concomitant ethical, statutory and social obligations on the government / PAHSMA are clarified, a mechanism for the protection and management (which may include interpretation) of those values is required. The nature of this mechanism will depend upon the terms of reference for the survey project, the outcome of proposed legislative changes to Aboriginal heritage management within Tasmania, and expectations of the Aboriginal community.

### 10.1.8 Inter-agency collaboration

**Goal: Encouraging cooperation and sharing across the whole of government**

**OBJECTIVE 1: MAKING MORE EFFICIENT USE OF MANAGEMENT RESOURCES**

*Strategy 1: Joint convict-sites conservation and research projects*

*Priority Medium*

The management of convict sites on the Tasman Peninsula being spread across a number of State government agencies, Local government and private ownership, raises significant issues relating to conservation status, management priority and resourcing. Under current arrangements it is difficult to argue that management emphasis reflects cultural significance. It is proposed that major stakeholders, in the first instance comprising levels of government, standardise their knowledge and understanding of the archaeological resource and better coordinate their management efforts with respect to the convict heritage of the municipality. This will require consolidating and updating information, and re-evaluating the significance of historic heritage on the Tasman Peninsula, with a view to establishing consistent and equitable management arrangements for convict heritage places. This is a pre-requisite for enacting state government policy on the matter, as outlined in the Tasmanian Government Heritage Review 2001.

**OBJECTIVE 2: BUILDING A CULTURE OF COOPERATION**

*Strategy 1: Personnel and information sharing*

*Priority Medium*

Closer policy and working arrangements developed during the aforementioned process of coordinating management strategies, combined with the current organisational structure of the Department of Tourism, Parks, Heritage and the Arts (DTPHA), provide unprecedented opportunities for sharing information and staff resources, including opportunities for secondments and improved professional development pathways for PAHSMA Conservation and Infrastructure staff. It is proposed that programmes be developed that enable fuller integration of PAHSMA C&I Department and the Tasmanian Heritage Office objectives and resources over the next 2-3 years.

## 10.2 Organisational projects

### 10.2.1 Benchmarks/Standards

**Goal:** Meeting the highest standards of resource management

**OBJECTIVE 1: IDENTIFYING AND ADOPTING BEST-PRACTICE ASSET MANAGEMENT PRINCIPLES AND PRACTICES**

*Strategy 1: Improve existing work practices and approaches*

*Priority: High*

The PAHS is a site with global exposure and World Heritage aspirations, which brings with it an expectation that the highest possible standards will be applied to the management of its archaeological resources. In order to achieve and maintain professionally correct procedures a programme of identifying and implementing relevant standards is needed.

Important elements of the proposed Standards Programme include:

- Upgrading the survey control system within the PAHS to state and national standards;
- Implementing the GDA94 Australian datum;
- Implementing AUSLIC metadata standards to digital information;
- Compliance with THC practice notes;
- Implementing relevant staff training and awareness of standards and procedures

**OBJECTIVE 2: INNOVATION, EXPERIMENTATION AND EVALUATION**

*Strategy 1: Trial and refine new techniques and methods*

*Priority: Medium*

PAHSMA has made strenuous efforts over recent years to keep abreast of current archaeology-relevant scientific technologies and methods, and is leading the field in Tasmania in the introduction and trialling of innovative approaches to archaeological remote sensing and recording. A continuation of current programmes and investment in geophysical research & development, image-based and non-image based metric recording - including photogrammetry and laser scanning, Geographic Information Systems and the construction of 'virtual' means for site resource mapping and analysis is recommended under the Standards Programme.

**OBJECTIVE 3: COMMUNICATION OF STANDARDS**

*Strategy 1: Review and update tertiary procedures manual*

*Priority: High*

Encapsulating archaeological standards and procedures, as practiced by PAHSMA, within an easily accessible document is a fundamental element of the Standards Programme. It is proposed to revise the existing PACDP Archaeology Procedures manual, and re-publish it as Part 3 of the Archaeology Plan. The Technical Procedures Manual will cover all aspects of PAHSMA's practical archaeological process, including initial assessments, fieldwork, collections and information management, and standards for site conservation and interpretation.

### 10.2.2 Organisational awareness

**Goal:** Fostering an organisational culture of stewardship

**OBJECTIVE:** IMPROVING AWARENESS OF ARCHAEOLOGY

*Strategy 1: Staff education in minimal impact planning and development*

*Priority: Medium*

Developing appropriate procedures for assessing potential impacts on archaeological resources, and designing solutions that minimise or avoid damage, play an essential role in conserving the cultural significance of the Site. Implementing the solutions in a sensitive and thoughtful manner is of no less importance to this end. Disseminating the principles of archaeological conservation to all levels of management and staff involved in the planning, design and execution of projects within the reserve is a pre-requisite of sustainable resource management.

*Strategy 2:       Appropriate notification mechanisms*  
*Priority            Medium*

Sensitive planning and development requires careful consideration of issues and design options, which in turn requires clear thinking, sufficient time and other resources, and appropriate consultative mechanisms to ensure that all relevant stakeholders are included in the process. It is important that all costs and time-frames associated with this process are factored into the development proposal, in order to avoid last-minute critical-path scenarios. A formal development/events policy, consultative and approvals mechanism that takes archaeological issues into account is a recommended outcome.

*Strategy 3:       Expanding opportunities for sharing knowledge and wisdom*  
*Priority            Medium*

A major aim of archaeological research and conservation is to challenge and enhance understandings of the history and cultural significance of the Site and setting. While a principal focus of archaeological interpretation will be directed towards visitors, PAHSMA staff are also important stakeholders in the archaeological process. The aims and results of Archaeology at Port Arthur will be communicated to staff through internal hard-copy and electronic media, and through regular seminar/discussion opportunities.

### **10.2.3 Policy, planning and implementation**

**Goal: Ensuring management support for implementing programmes for the achievement of these goals**

#### **OBJECTIVE 1: ENSURING ORGANISATIONAL PRIORITIES REFLECT THE CONSERVATION IMPERATIVE**

*Strategy 1:       Support and professional development for staff*  
*Priority            Medium*

Successful and sustainable conservation and management outcomes for PAHSMA are predicated on an appropriate organisational vision and commitment to achieving and maintaining standards of excellence. Conservation of the cultural significance of the Site is the prime objective of the PAHSMA. Maintaining a broad professional base with input into decision-making at the right levels, fostering closer links with peer organisations, and providing support, development and career opportunities to professional staff are fundamental to pro-active and goal-focussed management.

#### **OBJECTIVE 2: IMPLEMENTING THE ARCHAEOLOGY PLAN**

*Strategy 2:       Establish archaeology unit/facility*  
*Priority            Medium*

The Archaeology Plan outlines a scheduled of programmes that are designed to enhance the conservation and use of archaeological resources within the PAHS and its setting, and guide the ongoing development and public benefit of archaeology. The programmes have resourcing implications for the PAHSMA, in terms of funds, skills and operational resources. Managing and implementing the Archaeology plan will require a continuation

of existing levels of organisational commitment to conservation, and in some cases presents a case for change and improvement.

Effective realisation of the archaeological management goals contained within this document is predicated on an organisational structure that establishes clear lines of responsibility for implementing the Archaeology Plan. Responsibility in the first instance should lie with the PAHSMA Archaeology Manager, with appropriate consultation on, and joint ownership of, common issues as previously outlined. Implementation of the Archaeology Plan, particularly those established under headings 10.1.2, 10.1.3 and 10.1.8, may require additional technical, space and potentially staff resources. Consideration should therefore be given to the establishment of a dedicated archaeology facility within the Conservation and Infrastructure division of the PAHSMA, with capacity and responsibility for enacting Archaeology Plan programmes.

# 11 Implementation

The preceding sections establish a framework for achieving primary archaeological resource management goals over the life of this plan. In addition, archaeological investigations will continue to comprise incidental and contributory elements of many other resource conservation and infrastructure projects within the reserve that do not have a primary archaeological focus. Many of these may be designed as part of annual works programmes. Many others will not be planned, arising from unforeseen circumstances and in response to urgent need.

## 11.1 Archaeology management programmes

The provisional scheduling of programmes designed primarily to enhance the management of archaeological resources within the PAHS and setting is given in the following table.

Program	Outcome	Financial year					Priority
		2003	2004	2005	2006	2007	
10.1.1 Conservation & Infrastructure works	Monitoring program						High
	Fabric conservation research & procedures						High
	Landscape interpretation						Medium
10.1.2 Research	Site setting/landscape surveys						Medium
	Site specific research						High
	Oral history database						Medium
	External research facilitation						Medium
10.1.3 Collections & records management	Synthesise existing data & information						High
	Conserve and integrate collections						Medium
	Consolidating past surveys						High
	GIS based records management						High
10.1.4 Public archaeology & education	Annual archaeology calendar						High
	Educational programme						Medium
	Regular journal and media articles						High
	Point Puer publication						Medium
	Port Arthur publication						Medium
	Archaeology training centre						Medium
10.1.5 Community partnerships	LGA & community consultative mechanism						Medium
	Community Sites & Artefacts register						Low
10.1.6 Regulatory planning & protection	Cultural landscape planning recognition						High
	Management zoning system						Medium
	Reserve review/acquisition plan						Low
10.1.7 Aboriginal heritage	Aboriginal heritage survey						Low*
	Aboriginal heritage management						Low*
10.1.8 Inter-agency collaboration	Convict-sites management strategy						Medium
	Staff exchange mechanism						Medium
10.2.1 Benchmark/Standards	Standards research/implementation						High
	Geophysics research project						Medium
	Procedures Manual (Archaeology Plan Part						High
10.2.2 Staff training	Staff education in impact reduction						Medium
	Notification mechanisms						Medium
	Conservation seminar series						Medium
10.2.3 Policy, planning & implementation	Professional development						Medium
	Archaeology Plan implementation facility						Medium

\*Aboriginal Community dependent

Table 11.1 Strategic Framework implementation schedule

## **11.2 Programmed Capital & Infrastructure works**

The management of conservation and infrastructure assets within the PAHS is planned and achieved through an annual works programme. Many of these projects involve archaeology, in relation to pre-emptive investigations and planning, works monitoring and impact mitigation, and post-works documentation and collections processing. The extent and timing of archaeological involvement within these projects will be determined at the time each year's general works programme is being finalised.

## **11.3 Unprogrammed works**

Typically arising from regular buildings and services maintenance activities, these can encompass opportunistic research investigations and responsive impact mitigation and rescue exercises. The policies provided in Section 7 provide the basis for the correct approach to adopt in unforeseen circumstances, however the capacity for PAHSMA to act responsibly will be progressively enhanced as the archaeology programmes are completed, the Management Zoning System is implemented and the Tertiary Procedures become developed and adopted. However detailed the Management Zoning System, policies and procedures are, there is no simple formula for managing archaeological resources. Advance notice of developments, consideration of the likely impacts, examination of alternatives, and the other catchcries of care and diligence will continue to play a major role in maximising the retention of Port Arthur's unique and significant archaeological record into the future.

## 12 Overview of Archaeology Plan - Part 2: Archaeological Management Zoning System

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The importance of historical information encoded in the form of maps and plans to Australian archaeology is implicitly acknowledged in a raft of legislative frameworks and professional standards, both at National and State levels. The ICOMOS (Burra) Charter emphasises the importance of incorporating graphic 'texts' as historical information within heritage studies while most States have enacted specific heritage legislation and associated practice guidelines in an effort to ensure minimum levels of documentary integration, generally in the form of initial assessments.

Otherwise known as baseline or desktop studies, these routinely involve the collation and synthesis of historical information, including oral, textual and graphic forms, pertaining to a geographical area. Initial assessments, as the term implies, are not intended to be exhaustive analyses of all the evidence relating to a place, but rather a summary of archaeological potential, and whether, in the event or knowledge of a proposed development or land-use impact, further and more detailed work is warranted. This potential is commonly articulated qualitatively by a ranking system that denotes the relative likelihood of an area to contain features of archaeological value; relatively - in terms of having 'high', 'medium' or 'low' potential to exist; and spatially - in the form of a map overlay which divides the study area into zones depicting the relative theoretical potential.

Whether done on a local/site specific scale, or more commonly, at a precinct, landscape or municipal level, the intention of such an 'archaeological zoning plan' is to identify which and where archaeological resources are likely to exist, and to codify evaluative or procedural variability; such as significance in terms of specific research criteria, differential sensitivity of the resource to impacts, and/or associated management responses, policies and procedures. The resultant body of archaeological schema, any associated inventories, and management prescriptions for an area typically constitute the Archaeological Resource Management system.

Where they exist, historic maps and plans are an invaluable spatial record of past activities, and a fundamental component of any zoning scheme. To date however, very few historic map based cultural resource management systems have been established in Australia. Within the PAHS and its setting, a map-based archaeological resource management system is a key conservation management tool. The Geographic Information Systems (GIS) – based platform incorporates historic maps and plans, past and current management information and archaeological data to enable generation of computer models that interactively and graphically express historic activity extents, attendant research resource potential, relative sensitivities to operational impacts, and optimal conservation management procedures. The system enables spatially related data to be interrogated and analysed, yielding timely information about potential conflicts between operational and conservation objectives. All data is held and developed in electronic form to facilitate querying and maintain integrity and currency, although hard-copy plans may be produced for specific visualisation purposes. In general, however soft-copy products will be the principal media for representing archaeological resources, and predicting and modelling activity and intervention impacts.

As such, the Port Arthur Archaeological Resource Management System is a performance-based interactive evaluation tool and a management decision classification system; not a ubiquitous and proscriptive zoning plan. For obvious reasons, there are significant limitations resident in simplifying the complex 3-D spatial patterning, significance and differential impact sensitivities of 'real-world' resources within a 2D hard-copy image format. As indicated in Part 1 of the Archaeology Plan<sup>94</sup> the assessment of impacts on significant

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<sup>94</sup> Policies 8.1.6, 8.1.7, 8.1.9, 8.1.14, 8.1.38

archaeological resources is an intelligent, rather than an automatic, process, requiring detailed case-specific analysis.

In general however, when sensitivity of significant resources to potential impacts is determined the following management provisions will apply within the system<sup>95</sup>:

- In areas of exceptional sensitivity, physical disturbance will be avoided. Where physical disturbance is essential, comprehensive archaeological investigation will be undertaken.
- In areas of considerable sensitivity, physical disturbance will be considered where required for conservation or operations. Physical disturbance will be preceded by site specific archaeological assessment and appropriate archaeological investigation;
- In areas of some sensitivity, physical disturbance will be preceded by an assessment of potential impacts and archaeological monitoring;
- In areas of low sensitivity, procedures will be put in place so that work will cease pending appropriate investigations if significant archaeological features are encountered.

The following graphics are provided as an indication of the hard-copy output of the Archaeology Resource Management System in relation to a general notion of gross sensitivity of highly significant fabric. However, as stated above, the utility of this system as an aid to decision-making lies in its flexibility, interactivity and intelligence.

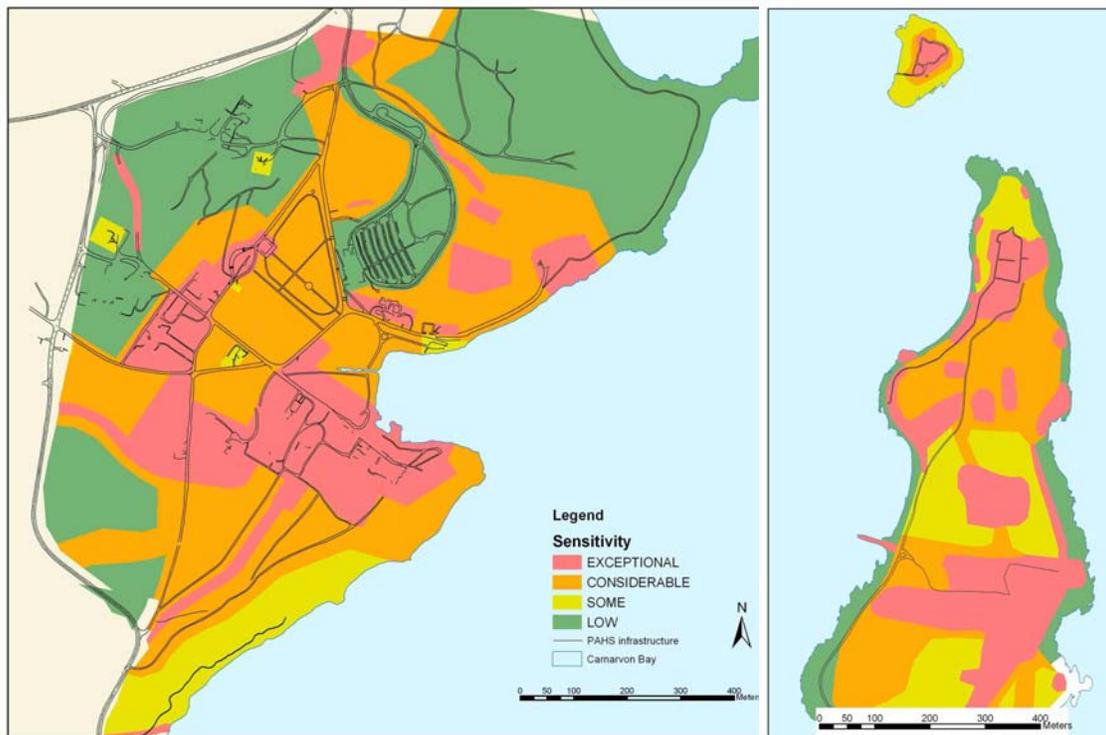


Fig. 12.2 Significant resource sensitivity – Mason Cove and Point Puer/Isle of the Dead (insert)

<sup>95</sup> PAHS Conservation Plan GML/Context 2000 Section 5.4

Fig. 12.2 Significant resource sensitivity  
 - Carnarvon Bay  
 (After Coroneos 2003 Fig. 6.1)

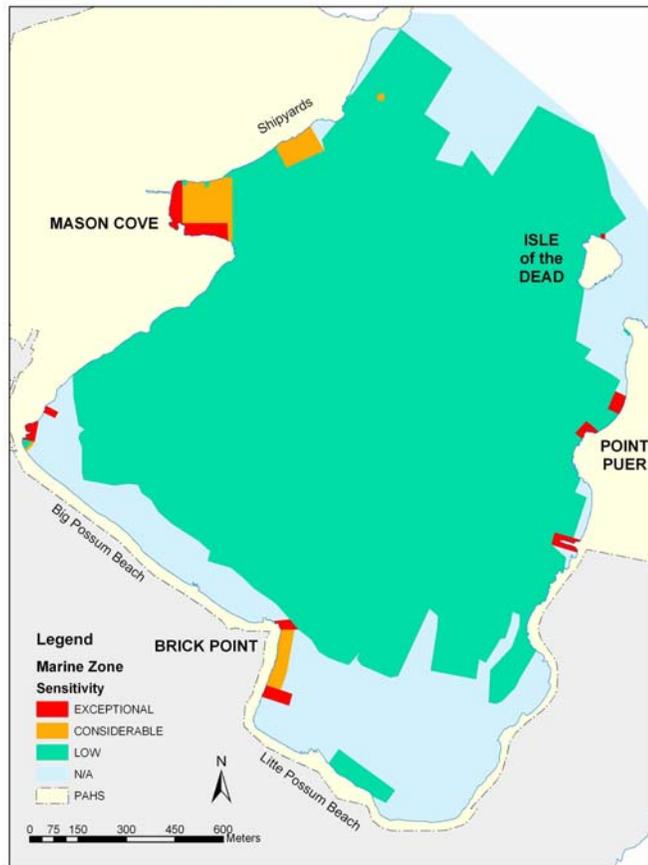
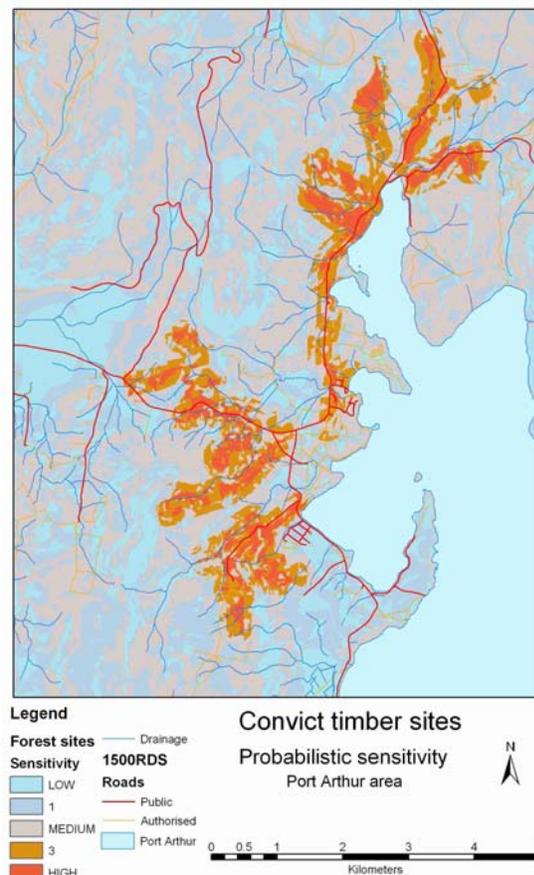


Fig. 12.3 Probabilistic resource sensitivity -  
 Convict timber sites: Port Arthur setting





## 13 Overview of Archaeology Plan - Part 3: Methods and Practices (Tertiary works procedures)

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In 1987, at the cessation of the Port Arthur and Conservation & Development Project, a seminal document was produced outlining the systems and techniques devised over what had been, up to that point, the most sustained programme of historical archaeological investigations carried out in Australia. The PACDP Archaeological Procedures Manual<sup>96</sup> provoked debate within a field that, up to that time, was characterised by considerable variation in field and laboratory techniques. Its combination of extant, structural evolution and excavation recording, collections processing, survey and information management systems positioned the document as a major contributor to Australian archaeological methodology, which has continued to shape archaeological practice within the PAHS up to the present. Since its publication, substantial developments have occurred across the spectrum of archaeological method and theory, and a revised and updated set of methodological principles and procedures are needed to progress archaeology and archaeological resource management at Port Arthur into the new millennium.

### 13.1 Technical Manual contents

#### Basic principles:

- Philosophical approach; best conservation practice
- Cultural landscape systems: the big picture
- Stratigraphy and single context planning: the fundamental record

#### Pre-emptive studies

- Initial assessments
- Research design and strategic planning: the search for alternatives
- Consultative and approvals mechanisms

#### Non invasive investigations

- Air photo interpretation
- Geophysical remote sensing
- Computer modelling

#### Excavation techniques

- Context - based excavation
- Open areas
- Trenches, test pits and other samples

#### Extant recording

- Structure elements
- Surface treatments
- Structural evolution

#### Recording methods

##### *The written record*

- Context documentation
- Feature definitions, characteristics, and relationships

##### *The graphic account*

- Measured drawing
- Photography and photogrammetry
- CAD and beyond

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<sup>96</sup> Davies & Buckley 1987

### *The spatial record*

- Elementary site surveying
- Total station surveying
- Laser technologies
- Global Positioning Systems
- Maps and plans

### **Maritime Archaeology**

- Survey methods
- Excavation
- Recording

### **Finds**

- Definitions and keys
- Type-Series and Reference Collections
- Processing and cataloguing
- Fabric conservation
- Research and analysis
- Storage and collections management

### **Data management**

- Registers and Databases
- Geographic Information Systems

### **Project management and reporting**

- Project design and tracking
- Acquittal Reporting

### **Resource conservation and interpretation**

- Site stabilisation and presentation
- Public archaeology
- Education and training

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# Appendix 1

## PA Conservation Plan - Scientific Values (GML/Context 2000 3.2.4)

### Potential to Yield New or Further Scientific Information (THR (b),(c), (d): RNE B2, C2, D2)

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Port Arthur's physical evidence, both above and below ground, has exceptional scientific research potential arising from the extensive resource itself, its integrity and authenticity and the ability of material culture to provide unique insight into the convict experience.

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Port Arthur's subsurface and maritime archaeological deposits are a finite resource of national, possibly international, research significance. Investigation and analysis of these deposits has the potential to provide a unique insight into convictism, from the material culture perspective.

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Port Arthur contains a number of known Aboriginal sites with in situ evidence which, in addition to having particular value to Aboriginal communities, have scientific research potential.

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The Port Arthur landscape is, itself, a cultural artefact which illustrates both former uses and changing use over time.

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Port Arthur's buildings, engineering relics and other structures contain, within their fabric, evidence of construction technology, available materials and adaptations to suit local conditions.

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The Port Arthur records and collections, both archaeological and provenanced curatorial, provide a substantial research resource which, in conjunction with documentary evidence, have the potential to reveal and present much of the Port Arthur story.

### Important Benchmark or Reference Site or Type (THR (a), (b),(c): RNE A4, B2, C1, C2)

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Within the Port Arthur Historic Site, Point Puer represents a unique experiment in penal segregation and an outstanding archaeological resource covering a discrete period and a known population. Both Point Puer and the Separate Prison demonstrate key aspects of approaches to punishment and reform.

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The Isle of the Dead may contain physical remains of people from a specific cultural and economic background and is, therefore, a potential (but unconfirmed) resource for forensic research.

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Lempriere's tidal benchmark, placed on the Isle of the Dead in 1841, is believed to be the earliest benchmark installed anywhere in the world. As such, it has exceptional potential for climate research.

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In combination, the oral tradition, documentary evidence, collections, structures, engineering relics, archaeological features and landscape at Port Arthur have unparalleled potential for community education.

### Evidence of Past Technologies or Human Behaviour Patterns (THR (c): RNE C2)

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The physical elements at Port Arthur retain a high degree of integrity and authenticity, thereby providing important evidence of the history and use of the place. Substantial parts of the site include known stratified archaeological deposits of material culture, which can be analysed to yield information about the site unavailable from documentary sources alone.

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The built elements of Port Arthur display a wide range of contemporary construction techniques in a range of media and built forms.

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The form and location of built elements at Port Arthur display deliberate design and arrangement, reflecting the order and hierarchy of Port Arthur's military and penal history.

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Port Arthur's records, including manuscripts, maps, published material, photographs and databases provide an extensive resource for a broad range of historical and social research.



## Appendix 2

### Archaeology Policy matrix

Policy area	Statutory Management Plan 1985	Archaeological Heritage Management Policies 1994	Conservation Plan 2000	Landscape Management Plan 2002	Archaeology Plan 2003
<b>Standards and protocols</b>	Adherence to the Australia ICOMOS (Burra) Charter. Priority for maintenance, then preservation, then restoration with adaptation for conservation works with a minimal disturbance to the fabric of the Site 5.1(f)	Archaeological excavations will be conducted in accordance with the principles embodied in the 1956 UNESCO <i>Recommendations On International Principles Applicable to Archaeological Excavations</i> and with agreed international and national professional standards. 2.4.1  The maintenance and conservation of archaeological heritage will be conducted in respect of [the above]. 2.5.7  The Authority accepts the ICAHM Charter as the guiding document for archaeological heritage management at the Port Arthur Historic Site 2.2.4	Management will be in accordance with the ICOMOS Archaeological Heritage Management Charter. 5.4.3  The archaeological resources of the PAHS will be managed in accordance with the Archaeology Plan. 5.4.1		The standards employed in the management of archaeological resources will be best practice. 8.1.1  Standards, methods and techniques will be developed and continually improved, and the results evaluated. 8.1.2  Port Arthur should become a benchmark place for archaeological resource management, and the benchmarks and associated expertise should be widely shared. 8.1.3
<b>In-situ preservation and the precautionary principle</b>	It is not to be assumed that sectors...with no listed archaeological resources are barren as there has not been a comprehensive archaeological assessment of the Historic Site. 6.10	The Authority's prime objective in archaeological heritage management is the <i>in situ</i> preservation of archaeological sites, monuments, and archives through effective maintenance, conservation and management. 2.2.2	The primary objective is the in-situ preservation of archaeological resources. 5.4.2	Significant archaeological resources should be retained and conserved in situ wherever possible. 11.11.4	Archaeological resources should be retained in context as a basic premise. 8.1.4  A precautionary principle should be adopted, where the onus is on the proposed intervention to demonstrate lack of significance of the affected resource, or an over-riding and necessary imperative. 8.1.5
<b>Assessment and control of impacts</b>	Accurate, detailed and continuing multi-dimensional research ... with complete documentation prior, during and after any conservation works. 5.1(iv)  Provision of a high standard of site protection to ensure an appropriate level of security ...Linked with this, will be the removal of any activities which by their nature are a threat to the fabric of the Site. 5.1(xi)	The Authority will endeavour to minimise the destruction of the archaeological heritage of the Site. 2.3.1 No destruction, degradation or alteration will be permitted to any archaeological site without Board approval and advice being sought from the Technical Reference Group, Site Heritage Officer and other Heritage organisations, such as the Australian Heritage Commission, Australia ICOMOS, and the heritage section of the Tasmanian Department of the Department of Environment and Land Management. 2.3.2  Individuals or groups found to have caused unauthorised destruction, degradation, or alteration to the archaeological heritage will be prosecuted under the 1987 PAHSMA Act. 2.3.3  Where the Authority authorises the	Development projects or other works which have potential to impact on archaeological resources will be investigated and assessed in accordance with the provisions of the Archaeological Zoning Plan. The heritage impact and cost of required archaeological works will be addressed as part of the decision to proceed with such works. 5.4.8  Archaeological management will involve the least possible physical intervention. 5.4.4  Archaeological investigations will use non-destructive techniques in preference to invasive techniques...to maximise long-term preservation of the archaeological resource. Invasive investigations, where essential, will be partial so as to leave a portion of the site undisturbed for future research. 5.4.12	Ensure that significant archaeological deposits and features are protected when planning and conducting re-vegetation and vegetation management works...11.3.5  Develop procedures for the protection of significant archaeological resource, including minimising disturbance during new works and routine management practices. Develop relevant tertiary plans for incorporation in the proposed PAHSMA Technical Manual. 11.11.3	The principle of considering the potential impacts first and appropriately designing all developments, regardless of scale, to minimise or avoid impacts is a prime policy objective. 8.1.6  The re-use of 'pre-cleared' corridors, and areas known to be of low archaeological significance should be maximised, and use of areas of high integrity and significance, or potential significance avoided. If avoidance is not feasible then project redesign will be considered as the first option. 8.1.7  The impact of interventions, including costs, will be considered as part of the project budget. 8.1.8  Non invasive investigation techniques will be developed and their use maximised in preference to invasive methods. 8.1.9

		<p>destruction, degradation, or alteration of any aspect of the archaeological heritage a full investigation and documentation will be completed prior to the commencement of the permitted modification. <b>2.3.4</b></p> <p>Development projects must all have fully documented archaeological impact studies conducted and completed prior to development schemes being submitted for consideration. The cost of this work will be included in project costs. <b>2.3.5</b></p> <p>All development schemes will be designed in such a way as to minimise their impact upon the archaeological heritage. <b>2.3.6</b></p> <p>Archaeological heritage management is based on a respect for the existing site and must involve the least possible intervention. Any intervention must not be allowed to distort the evidence provided by the Site. <b>2.5.2</b></p>	<p>Works at PAHS will be designed will be designed in a manner that minimises impact on archaeological resources. <b>5.4.7</b></p>		
<p><b>Research imperative and design</b></p>		<p>The gathering of information about the archaeological heritage will not destroy any more archaeological evidence than is necessary for the conservation or scientific objectives of the investigation. Non destructive techniques, aerial and ground survey, and sampling will therefore be encouraged, wherever possible, in preference to total excavation. <b>2.4.2</b></p> <p>Where excavation is permitted it will always be partial, leaving a portion of the site undisturbed for future research. <b>2.4.3</b></p> <p>A decision to excavate will only be taken after thorough consideration. This decision will be preceded by:</p> <ol style="list-style-type: none"> <li>i. Extensive archival research and field recording;</li> <li>ii. Rigorous scientific evaluation of the significance of the Site;</li> <li>iii. The formation of relevant and worthwhile questions which can only be answered through excavation;</li> <li>iv. A clear understanding of what may be achieved by archaeological excavation. <b>2.4.4</b></li> </ol> <p>No new excavations will be authorised until such time as previously commenced projects are completed. <b>2.4.5</b></p>	<p>All archaeological investigations at PA will be undertaken within an overall research framework. <b>5.4.10</b></p> <p>Archaeological investigations will be carried out with the following aims:</p> <ul style="list-style-type: none"> <li>• to record information not available from other sources;</li> <li>• to test the accuracy or validity of existing documents;</li> <li>• to provide site-specific information which can assist in understanding the impact of proposed works. <b>5.4.9</b></li> </ul> <p>Specific archaeological investigations will be preceded by:</p> <ul style="list-style-type: none"> <li>• archival research and field recording;</li> <li>• site-specific evaluation of research potential and other significance;</li> <li>• formulation of relevant and worthwhile research questions, consistent with the overall research framework. <b>5.4.11</b></li> </ul> <p>Applications from external institutions or individuals to undertake research—based archaeological investigations may be considered where they:</p> <ul style="list-style-type: none"> <li>• justify the excavation as part of a total research programme (for the PAHS);</li> <li>• demonstrate that sufficient resources are available;</li> <li>• provide an acceptable project</li> </ul>		<p>Research should aim to interpret evidence at the smallest scale, and then synthesise in response to clearly articulated questions. <b>8.1.10</b></p> <p>Research should test Interpretation Plan propositions and facilitate the overall presentation of Port Arthur’s history as having many facets and perspectives, using streams of evidence to suggest and test alternative possibilities. <b>8.1.11</b></p> <p>Research and development of archaeological methodologies should continue. <b>8.1.12</b></p> <p>Externally initiated research may seek to answer broader questions, and must satisfy suitable design and resourcing criteria, as well as satisfying other PAHSMA archaeology management objectives. <b>8.1.13</b></p>

		<p>Archaeological work aimed at completing previously commenced projects will be encouraged. <b>2.4.6</b></p> <p>Excavations will only be carried out by the Authority on sites threatened by development, land-use change, looting, natural deterioration and the like; or in order to answer essential conservation research issues; or as part of a planned conservation programme. These excavations will be analysed and written up immediately. <b>2.4.7</b></p> <p>Excavations for research purposes will only be conducted by the Authority in exceptional circumstances. In all such cases the following criteria must be met.</p> <ol style="list-style-type: none"> <li>i. All previous archaeological excavation projects are completed;</li> <li>ii. There are sufficient resources, in terms of both finance and personnel to see the archaeological project, and not just the archaeological excavation, through to completion;</li> <li>iii. The excavation can be placed within a well researched context, addressing timely and appropriate questions concerning the Site. <b>2.4.8</b></li> </ol> <p>Archaeological excavations for research purposes will not be considered or conducted by the Authority until such time as it has the finances and personnel to carry an archaeological project through to completion. <b>2.4.9</b></p> <p>Approaches by external bodies to carry out archaeological excavations will only be considered when they can:</p> <ol style="list-style-type: none"> <li>i. Justify the excavation as part of a planned research programme, or else, demonstrate that the excavation can be placed within a well researched context, addressing timely and appropriate questions concerning the Site.</li> <li>ii. Demonstrate that they have sufficient resources, in terms of both finance and personnel to see the archaeological project, and not just the archaeological excavation, through to completion;</li> <li>iii. Provide appropriate time lines for completion of all phases of the project.</li> <li>iv. Demonstrate that they can provide on-going resources for the professional curation and storage of all artefacts recovered from</li> </ol>	<ul style="list-style-type: none"> <li>• program; demonstrate a capacity to provide ongoing resources for professional documentation of results and curation of artefacts recovered. <b>5.4.15</b></li> </ul>		
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		excavation. <b>2.4.10</b>			
Site maintenance and monitoring		<p>The aim of cultural heritage management is to retain the cultural significance of the Site. This must include provision for its security, its maintenance and to its future. <b>2.5.1</b></p> <p>No archaeological heritage will be exposed by excavation or left exposed after excavation if provision for its proper maintenance and management after excavation cannot be guaranteed. <b>2.5.6</b></p>	<p>No archaeological excavation will leave in-situ subsurface deposits exposed, without provision for ongoing maintenance. <b>5.4.13</b></p> <p>A program of regular monitoring will be instigated. <b>5.19.2</b></p>		<p>Works practices should be adopted that maximise <i>in situ</i> preservation of cultural material. <b>8.1.14</b></p> <p>Conservation practices will aim to extend the life of existing significant fabric through curation, consolidation and repair, rather than replacement. <b>8.1.15</b></p> <p>Maintenance should involve regular monitoring to document changes to archaeological resources. <b>8.1.16</b></p> <p>Ruins and cultural landscape elements should be stabilised, but allowed to retain their context of site formation; tidying up of sites should only be based on sound conservation reasons, or in cases of extraordinary operational imperative, and not for aesthetic reasons. <b>8.1.17</b></p> <p>Conservation Actions will not unduly obscure archaeological evidence, and where possible, will be reversible. <b>8.1.18</b></p>
Site Interpretation	Consideration of the landscape elements and spaces within the site as an integral part of the cultural significance of Port Arthur... <b>5.1(iii)</b>		<p>Missing elements of original fabric may be reconstructed where:</p> <ul style="list-style-type: none"> <li>• sufficient information is available;</li> <li>• reconstruction is considered essential to the conservation of original fabric;</li> <li>• reconstruction is considered essential for operational purposes and is reversible;</li> <li>• reconstruction is required for interpretation and is reversible. <b>5.5.6</b></li> </ul> <p>Where built structures are adapted for new uses, these uses will be compatible with the significance of the elements, and will not obscure important historical associations or the ability of the built element to demonstrate its historic use. <b>5.5.10</b></p> <p>Built elements introduced as part of an interpretation program will convey accurate information about the history and cultural significance of the site. <b>5.5.13</b></p>	<p>Physical movement through the Historic Site should, as far as is possible, communicate the historically significant uses and definitions of space to visitors...<b>11.14.3</b></p> <p>Reconstruction of specific landscape elements may occur in some areas of the Historic Site.</p> <ul style="list-style-type: none"> <li>• Reconstruction of these elements must be based on documentary and/or physical evidence about the location, design, materials and construction method.</li> <li>• The proposed new elements must be consistent with the conservation and meaning of the surrounding fabric.</li> <li>• Reconstruction of these elements should be considered in areas where significant aspects of the spatial organisation have been lost, and where the reconstructed elements will enable the significance of each area to be understood and interpreted.</li> <li>• Reconstruction of landscape elements should also be considered in relation to reinstating appropriate settings and entry points for significant buildings and standing structures. <b>11.16.5</b></li> </ul>	<p><i>In situ</i> landscape reconstructions and representations may be used to communicate ideas about former spatial and functional characteristics of a place, provided that this cannot be satisfactorily achieved by other means and does not obscure or pervert archaeological evidence. <b>8.1.19</b></p> <p>Opportunities should be explored to maximise use of non-invasive interpretive media, including <i>ex-situ</i> computer models and simulations. <b>8.1.20</b></p>
Collections and information management		A report of a high professional standard must be produced and made available to both the scientific community and the	Wherever archaeological investigation is undertaken a report will be prepared. <b>5.4.14</b>	Ensure that new information resulting from archaeological investigations is linked with the database and base plan	Implementation and development of a Site and cultural landscape GIS should continue. <b>8.1.21</b>

		<p>public within a period of one year after the conclusion of any permitted excavation. <b>2.4.11</b></p> <p>The Authority is committed to the principle of conserving and curating all collections and records for the long term. <b>2.5.4</b></p> <p>All heritage elements, including archaeological elements are to be retained on-Site. There is to be no transfer of elements to new locations, except those loaned temporarily for special exhibition off-Site. <b>2.5.5</b></p>	<p>All historical archaeological artefacts recovered...will be retained on site, other than those loaned...or removed...in accordance with the collections policy. <b>5.4.16</b></p> <p>The archaeological collection will contain only items which are directly provenanced to Port Arthur. <b>5.6.2.2</b></p> <p>All artefacts or deposits recovered from archaeological contexts will be lodged in the archaeological collection, except where they meet the procedures set out below for disposal. <b>5.6.2.3</b></p> <p>The archaeological collection will, in the long-term, be reviewed, de-accessioned in part and catalogued. <b>5.6.2.4</b></p> <p>Preference in resource allocation will be given to cataloguing and consolidating the research value of the existing collection rather than projects which may add further to the existing backlog. <b>5.6.2.5</b></p> <p>External institutions will be encouraged to contribute to the curation and cataloguing of the archaeological collection. <b>5.6.2.6</b></p>	<p>for the Historic Site (and a GIS-based management system when available). Progressively incorporate information from earlier archaeological reports into the information system, including reference to materials in the PAHSMMA Archaeological Collection. <b>11.11.5</b></p>	<p>The Archaeology Collection should be reprocessed in accordance with the recommendations of the Archaeology Collections Audit 2000. <b>8.1.22</b></p> <p>Reordering of data and objects should not obscure evidence of past methodologies. <b>8.1.23</b></p> <p>Appropriate technical resources and management priority should be directed to ensure development and maintenance of collections and records. <b>8.1.24</b></p>
<p><b>Public involvement and education</b></p>	<p>Presentation of all aspects of the Historic Site in an imaginative and educational manner to enable interpretation of the cultural significance of Port Arthur at many levels. <b>5.1(v)</b></p> <p>Presentation to the community of conservation works in progress, when safety of the public and fabric is not in jeopardy. <b>5.1(ix)</b></p>	<p>The Authority will promote through an education and an interpretation programme an understanding of the importance of the archaeological heritage of the Site with the general public. These programmes will aim to present the current state of knowledge in the field and foster an awareness of the need for protection of the archaeological heritage. <b>2.6.1</b></p> <p>The Authority acknowledges the importance of public access to archaeological information and public participation in archaeological heritage management. <b>2.6.2</b></p>	<p>The preservation, conservation and management of the archaeological resources of the PAHS will be promoted through state, national and international co-operation, sharing of information and technical information, and education. <b>5.4.17</b></p>		<p>Public participation in archaeology at Port Arthur will be encouraged to facilitate access to heritage, and to promote awareness of individual and community responsibilities in resource stewardship. <b>8.1.25</b></p> <p>Public participation in archaeology at Port Arthur will be encouraged, both to serve the public interest and promote ongoing development in archaeological methods and interpretations. <b>8.1.26</b></p> <p>The results of archaeological research will be communicated at a range of levels and using the best available techniques and technologies. <b>8.1.27</b></p> <p>Opportunities should be developed with a view to establishing Port Arthur as a centre for professional archaeological training. <b>8.1.28</b></p>
<p><b>Holistic resource approach - cultural landscapes</b></p>	<p>Consideration of the landscape elements and spaces within the site as an integral part of the cultural significance of Port Arthur... <b>5.1(iii)</b></p>	<p>Archaeological heritage management of the Site must take into account all aspects of its cultural significance without unwarranted emphasis on any one aspect at the expense of others.</p>	<p>Archaeological management will address all aspects of significance, including associated records and collections. <b>5.4.5</b></p>	<p>Recognise the archaeological sensitivity of the cultural landscape, and the capacity of archaeological resources and methods of inquiry to contribute to the understanding of the Historic Site.</p>	<p>A cultural landscape approach will apply in determining the extent and significance of archaeological resources. <b>8.1.29</b></p>

		2.5.3		<p><b>11.11.1</b></p> <p>Identify and assess the maritime archaeological values of Mason Cove and Carnarvon Bay. Develop and implement policies for use and management of these waters which ensure the conservation of significant maritime archaeological features. <b>11.4.3</b></p> <p>Conduct archaeological surveys of areas within and outside the Historic Site to improve the understanding of the extent and significance of cultural landscape elements. <b>11.11.6</b></p> <p>Together with local land owners, the Tasman Municipality and relevant State authorities, identify and assess the cultural and natural values of the landscape setting. <b>13.1.1</b></p>	Detailed surveys of the Site setting should be carried out with a view to identifying significant places and landscape elements for improved management. <b>8.1.30</b>
<b>Community involvement</b>	The Service (read PAHSMA) will provide advice...or assistance...to private owners wishing to conserve any structure relating to penal settlement on the Tasman Peninsula. The Service (read PAHSMA) will continue to foster a protective attitude in the local government council and tourist organisations. <b>6.11</b>			Develop mechanisms for assisting private owners to manage significant landscape elements occurring within their properties. <b>13.1.2</b>	<p>A community partnership approach shall be taken in relation to managing significant cultural landscape elements within the local area. <b>8.1.31</b></p> <p>A voluntary inventory/register of research-significant objects in private ownership should be established in cooperation with relevant bodies and stakeholders. <b>8.1.32</b></p>
<b>Aboriginal heritage</b>			<p>The right of Aboriginal people to be involved in making decisions that affect their cultural heritage and their concerns in this respect will be acknowledged. Provision will be made for ongoing consultation with relevant Aboriginal groups in relation to the management of Aboriginal values of the Site. <b>5.3.2</b></p> <p>Management and interpretation of Aboriginal values at the site will be based on a detailed understanding of the Aboriginal resource and values of the site and site context. <b>5.3.3</b></p> <p>Identification, assessment and physical intervention in the Aboriginal values of the site will be carried out or supervised by suitably qualified personnel. <b>5.3.4</b></p> <p>The potential for encountering previously unknown Aboriginal cultural heritage in ground disturbing activities of the site is acknowledged. Appropriate protocols and procedures will be developed to ensure that such cultural heritage is not damaged, disturbed or concealed. <b>5.3.5</b></p>		Aboriginal heritage will be managed in accordance with government policy, and will encourage the involvement of the Aboriginal community. <b>8.1.33</b>
<b>Alignment of State policy</b>			Relevant legislation, particularly the PAHSMA Act 1987, the GBE Act 1995, require review and amendment, in accordance with the Conservation		Formal partnership agreements should be established between PAHSMA and other branches of government with heritage management responsibilities on

			<p>policy. Specifically:</p> <ul style="list-style-type: none"> <li>The aims of the PAHSMA Act 1987 should be amended to give primacy to the conservation objective;</li> <li>PAHSMA should be exempted from the GBE Act</li> <li>Actions taken in accordance with this Conservation Plan should be exempted from the approvals process set out in Part 6 of the HCH Act 1995. <b>6.3.2</b></li> </ul>		<p>the Tasman Peninsula. <b>8.1.34</b></p> <p>Legislative and policy duplications in relation to archaeological resources should be resolved, and a simplified and cooperative management approach adopted. <b>8.1.35</b></p>
Alignment of local policy – zoning for the historic site and setting			<p>A comprehensive Archaeological Zoning Plan, which identifies the relative sensitivity of different areas of the site, will be prepared as a basis of archaeological heritage management. <b>5.4.6</b></p>	<p>Develop a comprehensive archaeological zoning plan for all parts of the Historic Site, including the harbour. The zoning plan should identify, to the greatest extent possible, the potential condition, integrity and significance of <i>in situ</i> archaeological resources. <b>11.11.2</b></p> <p>Facilitate the preparation of an Outline Development Plan for the view-field and road approaches to the Historic Site...<b>13.2.1</b></p>	<p>PAHSMA should assist the Tasman Council in the preparation of a new planning scheme which includes provisions for archaeological resource management within the Site setting. <b>8.1.36</b></p> <p>As far as is possible there should be coordination and alignment of zoning objectives between reserved and non-reserved land. <b>8.1.37</b></p> <p>Archaeological resource management within the PAHS should be supported by appropriate Zoning System, detailed policies, resourcing, staff training and compliance mechanisms. <b>8.1.38</b></p>
Management orientation and resourcing		<p>The Authority shall strive at all times to ensure adequate funds are made available for to support an effective and viable archaeological heritage management programme. <b>2.2.5</b></p> <p>The allocation of limited resources to the archaeological heritage management will be made on the basis of sound scientific principles of significance and representativeness. <b>2.5.8</b></p> <p>Standards of professional training and professional conduct will be established and maintained. <b>2.7.1</b></p> <p>The protection of the archaeological heritage is a process of continuous dynamic development. Time will therefore be made available to professionals working in this field to enable them to update their knowledge. <b>2.7.2</b></p> <p>The Authority recognises the need for on-going training and cooperation of professional archaeological heritage managers, through attendances at conferences, seminars and workshops. <b>2.7.3</b></p> <p>The Authority will develop programmes of exchanges of professional staff, at the national and international level, as a</p>	<p>Recognising the prime conservation objective, both operating and capital programs for the Port Arthur Historic Site will identify and cost all activities and works which should be done, rather than being constrained by a pre-determined spending limit. <b>5.9.1</b></p> <p>Skills will be provided by:</p> <ul style="list-style-type: none"> <li>Active retention through professional development and training of existing skilled staff; selective recruitment of specialists to achieve a multi-disciplinary team;</li> <li>Local community training initiatives;</li> <li>Development of community/professional links;</li> <li>Relationships with external sites and institutions;</li> <li>Selective use of consultants... <b>5.10.2</b></li> </ul>		<p>Organisational priorities should be focused on sustainable conservation and management of cultural assets. <b>8.1.39</b></p> <p>There should be an ongoing organisational commitment to resourcing the necessary studies, systems, programs and skills for long term archaeological values management. <b>8.1.40</b></p> <p>The Archaeology Plan should be implemented and reviewed after five years. <b>8.1.41</b></p>

		means of raising standards of archaeological heritage management. 2.7.4			
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Appendix 2 Policy matrix

## Appendix 3

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### Archaeological projects 1977-2001

#### Project Index (N.P.W.S., pre-P.A.C.P.)

##### P.A.H.S. Projects

A=Artefact  
P=Photograph  
D=Documentation  
R=Report

##### 1977

Project #	Title	Date	A	P	D	R
77/1	Lime Kiln		✓			
77/6	Coal Mines		✓			✓
PAB 77	Barracks		✓			
PAGF 77	Government Farm		✓			

##### 1978

Project #	Title	Date	A	P	D	R
GF 1/22	Government Farm	1-Oct	✓			
	Penitentiary	5-13 Apr	✓			
	Garden Point	Sept-Oct	✓		✓	✓

##### 1980

Project #	Title	Date	A	P	D	R
PA/FH/1980	Farm Overseer's Cottage		✓			
PA/HEC/1980	HEC		✓	✓	✓	✓
PA/RCC/1980	RCC's		✓			
PA/SMO/1980	SMO		✓		✓	✓
	Lithend	Feb-Jul	✓	✓	✓	✓
	Lithend	Sept-Dec	✓	✓	✓	✓

# Project Index (P.A.C.D.P. 1981-1987)

## P.A.H.S. Projects

A=Artefacts  
P=Photographs  
D=Documentation  
R=Report

Proj#	Title	A	P	D	R		
81/	1	Lithend (823) conservation work	✓	✓	✓		
	2	Nubeena Bypass Road (D.M.R works)	✓	✓	✓		
	3	Isle of the Dead		✓			
	4	RCC's (555-557) conservation work	✓	✓	✓	✓	
	5	Penitentiary (211,212) 1981 drainage work		✓	✓		
	6	Smith O'Brien's Cottage (335) 1981 maintenance work	✓	✓	✓		
	7	Mt Arthur		✓	✓	✓	
	8	Sunnybanks (824) 1981 maintenance work		✓	✓		
	10	Dockyard area 1981 tree-felling		✓			
	11	1982 Archaeological Summer Programme			✓		
	12	Farm Overseer's Cottage (530) and Dairy (520) conservation work	✓	✓	✓		
	13	Lithend (823) west drain rebuilding		✓			
	14	SMO's Stables (561) 1981 debris clearing	✓		✓	✓	
	15	RCC's underpinning monitor (S45)		✓	✓		
	17	Cultural Material from Port Arthur		✓			
	20	Maritime archaeology		✓			
	22	Accountant's House (610) conservation work		✓			
	24	Price's Kiln (723) conservation work	✓	✓	✓		
	25	Slopen Island, Hog Island and Long Point Surveys 1981	✓	✓	✓		
	26	Maria Island archaeological work	✓	✓	✓	✓	
	27	Telecom works monitor		✓			
	29	Mines Dept. works monitor		✓	✓		
	30	Coal Mines conservation work		✓			
	31	Ross Female Factory Cottage	✓	✓	✓		
	32	Penitentiary (211,212) bridge propping	✓	✓	✓		
	33	Work on water channel beneath Safety Cove Road		✓	✓	✓	
	35	Dockyard Road culvert excavations		✓	✓		
	36	Commandant's (110-115) bracing and propping (1981-1982)		✓	✓		
	37	Damage to Penitentiary arch and pier due to car accident		✓	✓		
	38	Commandant's (110-115) conservation work		✓			
	39	Farm Overseer's Cottage (530) sewer blockage clearing excavation		✓	✓		
	40	1981 Misc. projects		✓	✓		
	41	Repairs to sump NW corner of Fountain		✓			
	42	Champ St retaining wall - repairs and maintenance		✓			
	43	Point Puer site survey		✓			
	44	Picnic area disturbance - preparation for 1981 boxing day woodchop		✓	✓		
	45	Disturbance to Service Road area opposite Price's Kiln		✓	✓		
	82/	1	Commandant's (110-115) conservation work	✓	✓	✓	✓
		2	Model Prison carpark enclosure	✓	✓	✓	
		3	Accountant's House (610) conservation work	✓	✓	✓	✓
		4	Lime Kiln (825) ground disturbance 1982		✓	✓	
		5	Lime Kiln (825) conservation work	✓	✓	✓	
		6	JMO's (550-551) conservation work	✓	✓	✓	✓
		7	Repair to drain - area SE of Church		✓	✓	
9		Signal Hill site survey		✓	✓	✓	
8		Repair to convict drain NE of Government Cottage		✓	✓		
10		Champ St retaining wall - repairs and maintenance	✓	✓	✓	✓	
11		Commandant's (110-115) bracing and propping (1981-1982)		✓	✓		
12		Commandant's 1982 storm damage		✓	✓		
13		Coal Mines conservation work	✓	✓	✓	✓	
14	Koonya well archaeological work	✓	✓	✓	✓		
15	SMO's Stables (561) conservation work	✓	✓	✓			
16	Government Cottage (635) conservation work	✓	✓	✓			
17	SMO's cowshed (562) recording and conservation work		✓	✓			
18	Work on 'Thompson House' Nubeena Rd.		✓	✓			
19	Champ St retaining wall - repairs and maintenance			✓			
20	1982 Misc. projects		✓				
22	Champ St retaining wall - repairs and maintenance			✓			
23	Parsonage Stables (615) conservation work	✓	✓	✓			

24	House Relocation survey (DMR Houses, Harrison Heights)		✓	✓	
25	Smith O'Brien's Cottage (335) conservation work	✓	✓	✓	✓
27	Cultural Material from Port Arthur		✓		
30	RCC's (555-557) conservation work	✓	✓	✓	
31	Telecom works monitor		✓	✓	
32	Price's Kiln (723) conservation work		✓	✓	
33	Eaglehawk Neck conservation work		✓		
34	Maritime archaeology		✓	✓	✓
35	Shipwright's Cottage (Sunnybanks) (824) conservation work	✓	✓	✓	✓
36	The Steppes		✓	✓	
37	Entally House		✓	✓	✓
38	Penitentiary (211,212) conservation work	✓	✓	✓	
39	Hospital conservation work		✓	✓	✓
41	Isle of the Dead	✓	✓	✓	
44	Garden Point works	✓	✓	✓	
51	Surveying Projects		✓		
52	SMO's (560) conservation work		✓	✓	
53	Scorpion Rock carpark		✓	✓	
54	Work on relocated DMR Houses, Harrison Heights				
55	Work on PACP conservation centre		✓		
56	Dockyard landscaping		✓		
57	Interpretative shelter for Dockyard area				
58	Landscaping Research (including recording of plant material)		✓		
60	Dangerous materials store				
61	Nubeena bypass road landscaping				
62	HEC floodlighting (church)	✓	✓		
63	Workshops Amenities building				
64	Martyn House' Nubeena Rd.				
65	Wash-House (342) conservation work				
66	Tower Cottage (313) conservation work	✓	✓	✓	
67	Church (623) conservation work		✓	✓	✓
69	Interpretative signs		✓		
70	Lithend (823) corrosion investigation		✓		
72	Saltwater River - Dobner Barn site		✓	✓	
83/ 1	Coal Mines vandalism 1983		✓		
2	Safety Cove Road and track works	✓	✓	✓	
4	1983 Misc. projects		✓	✓	
5	Paupers' Mess (405) conservation work	✓	✓	✓	
6	1983 Archaeological summer programme				
7	Lookout Cottage renovation work	✓	✓	✓	
8	Granary headrace investigations		✓		
9	Conversion of Ticket Office to Aid Station		✓		
10	Parsonage (613) conservation work	✓	✓	✓	✓
12	Disturbance to area west of Farm Overseer's Cottage		✓		
13	Model Prison conservation work		✓	✓	✓
14	Service line trenching NE of brick toilets		✓	✓	
15	Disturbance to front path of Mifsud (?) residence, Champ St.		✓	✓	
16	Jetty Cottage renovation work	✓	✓	✓	
17	Asylum/Model prison maintenance work 1983-84		✓		
18	Agistment clearing and fencing			✓	
19	Guard Tower conservation work		✓		
20	Investigation of well north of government cottage		✓	✓	
21	Conservation complex storage facility		✓		
22	Aqueduct investigations		✓	✓	
23	Work on convict reservoir		✓	✓	
25	Champ St drainage		✓	✓	
26	Trenham' maintenance work				
29	Culvert replacement - corner Champ and Tramway streets		✓	✓	
30	Safety Cove link road		✓	✓	
31	Stewarts Bay Creek bypass excavations		✓		
32	Volunteer programmes (excl. summer programmes)		✓		
33	Tarleton St. drainage excavations		✓	✓	
34	Safety Cove Road and track works		✓		
35	Radcliffe Creek maintenance work		✓		
36	Installation of tuna weighing station		✓	✓	
37	Shed next to Farm Overseer's Cottage - maintenance		✓		
38	Removal of Lithend chicken coop		✓		
39	Fencing - SMO/RCC boundary		✓	✓	
40	Saltwater River Medical Officer's House		✓		
84/ 1	1984 Archaeological summer programme				✓

3		1984 Misc. projects	✓		
4		Culvert repair - Pauper's Mess service road (Lempriere Street)	✓	✓	
5		Fencing - Accountant's House/Parsonage boundary	✓	✓	
6		Safety Cove Road and track works	✓		
7		Safety Cove road bridge works	✓		
8		Remarkable Cave viewing platform			✓
9		Cascades' conservation work	✓	✓	✓
10		Stewarts Bay Development			
11		Coal Mines - clearing of air shaft		✓	
12		Officers' Quarters (431) fence investigations (near Asylum)	✓	✓	✓
13		Military Barracks Compound - retaining wall stabilisation	✓	✓	✓
14		Tarleton St. drainage excavations 1984 (near BBQ) area		✓	✓
15		Asylum Avenue bridge replacement		✓	✓
16		PACP nursery compound		✓	
20		Lithend - 1984 maintenance work		✓	
21		Repair of Sewerage Treatment Works 1984		✓	
22		Auxillary tourist jetty			✓
23		Government Cottage Fountain sump repair		✓	✓
24		Construction and installation of semaphore masts		✓	
25		Resistivity Survey		✓	
26		Tasman Peninsula Archaeological Site survey		✓	
27		HEC undergrounding of power lines [Champ & Tarleton St.]	✓	✓	✓
28		Asylum path investigations		✓	✓
29		Interpretative shelter for wharf area		✓	
<b>85/</b>	1	1985 Archaeological summer programme			
	3	1985 Misc. projects		✓	
	4	Coal Mines archaeological survey	✓	✓	✓
	6	Cascades' archaeological survey		✓	
	7	Point Puer shack demolition		✓	✓
	9	Amenities block-electricity connection ground disturbance		✓	
	11	Government Offices conservation work		✓	✓
	12	Isle of the Dead landscaping		✓	
	13	Underground Fuel Storage		✓	
	15	Point Puer soil removal	✓	✓	✓
	16	Brick Point surface collection	✓	✓	✓
	17	Blowhole Toilet upgrading		✓	✓
	18	Sentry Boxes' investigation	✓	✓	✓
	19	Youth Hostel ('Roseview') alterations	✓	✓	✓
	20	Port Arthur collection objects		✓	
	23	Mt Pleasant Homestead Investigations	✓	✓	✓
	24	JMO's Garden landscaping investigations	✓	✓	✓
	25	Richmond Gaol toilets		✓	
<b>86/</b>	1	1986 Archaeological summer programme			
	2	1986 Misc. projects		✓	
	3	Foreshore disturbance Safety Cove		✓	✓
	5	Installation of interpretative signs - Rose Cottage		✓	
	6	SMO drain restoration		✓	
	7	Maintenance due to vandalism		✓	
	8	Champ St. wall southside repairs		✓	
<b>87/</b>	2	Sewerage treatment works		✓	
	3	Premaydena Cottage		✓	
	4	JMO pathways re-established		✓	
	5	Clougha restoration works		✓	
	6	New picket fence around Village Green		✓	

# Project Index (P.A.H.S.M.A. 1989-1995)

## P.A.H.S. Projects

A=Artefacts  
P=Photographs  
D=Documentation  
R=Report

### 1989

Project #	Title	Date	A	P	D	R
89/01	Ornamental Government Gardens		✓		✓	✓
89/02	SMO's		✓		✓	✓

### 1990

Project #	Title	Date	A	P	D	R
90/01	Watchman's Quarters		✓			
90/02	Penitentiary		✓			

### 1991

Project #	Title	Date	A	P	D	R
91/01	Champ St Drains		✓			
91/LC	Law Court House	Aug	✓			
PEN 1991	Penitentiary		✓			
	Church drains	9-Dec	✓		✓	

### 1992

Project #	Title	Date	A	P	D	R
92/01	Asylum Bakehouse		✓			
	Government Gardens path	Jan	✓			
92/LC&LC2	Law Courts		✓			
92/PAR	Parsonage		✓			
92/EHN	Eaglehawk Neck		✓			
	Tower Cottage courtyard drainage	Sep-01	✓	✓	✓	
	Government Gardens drain installation	Nov				

### 1993

Project #	Title	Date	A	P	D	R
	Law Courts sign installation (monitoring)	7-Jan			✓	
	Government Gardens flagpole erection	12-Jan	✓		✓	
	Tower Cottage ret. wall (monitoring)	13/01 - 18/01		✓	✓	
	Information Office	Feb	✓			
	RCC's step restoration (monitoring)	19/02 - 4/3		✓	✓	
93/SB	Sunnybanks/Dockyard drain & water tank installation	18-19 Mar	✓		✓	
	Point Puer (survey)	Feb				✓

### 1994

Project #	Title	Date	A	P	D	R
94/JMO	JMO's		✓			
94/SB2	Sunnybanks		✓			

### 1995

Project #	Title	Date	A	P	D	R
95/GT	Guard Tower		✓			
95/HOS	Hospital		✓			
95/HL	Hospital Laundry		✓			
95/MBS	Military Barracks retaining wall		✓			
	RCC's		✓			
	Rose Cottage		✓			
	SMO's		✓			

# Project Index (P.A.H.S.M.A. 1996-2001)

## P.A.H.S. Projects

A=Artefact  
P=Photograph  
D=Documentation  
R=Report

December  
1996-June  
1997

Project #	Title	Date	A	P	D	R
	Parsonage (Austral)	Feb 1996				✓
	Penitentiary (Austral)	Jan-Feb 1996				✓
	RCC's (Austral)	Feb 1996				✓
96/50	Trentham drain	4/12/96	✓	✓	✓	
96/51	Church steps lighting	6/12/96	✓	✓		✓
96/52	VC engineering test pits	9/12/96			✓	
96/53	Broad Arrow demolition	11/12/96	✓	✓	✓	
97/01	Trentham pathway	14/1/97-20/1/97, 10/2/97	✓	✓	✓	
97/02	Pat Jones' road/soil stockpile	24/01/97			✓	✓
97/03	Lower car park cabling	29/01/97			✓	
97/04	Jetty Road HEC trench	3/02/97			✓	
97/05	HEC turret re-positioning	4/02/97	✓		✓	
97/06	Farm Overseers' drainage	5/02/97		✓	✓	
97/07	Toll Booth security cable	10/02/97			✓	
97/08	Car Park well excavation	17-18/2/97		✓	✓	
97/09	Trentham gardens test pits	25/02/97			✓	
97/10	Trentham gravel paving	28/02/97		✓	✓	
97/11	Hospital laundry drain	28/02/97		✓	✓	
97/12	Trentham path installation	5/03/97			✓	
97/13	Jetty Cottage water pipe	12/03/97			✓	
97/14	Tarleton Street Drain	18/3/97, 6/5/97	✓	✓	✓	
97/15	Lower Champ Street stormwater/cabling	25-27/3/97, 3/4/97	✓	✓	✓	
97/16	Tower Cottage handrail pits	26/03/97		✓	✓	
97/17	Trentham bridge sign installation	27/03/97		✓	✓	
97/18	Jetty Road drain	2/04/97		✓	✓	
97/19	Guard Tower paving	10/04/97	✓	✓	✓	
97/20	Ornamental Gardens drainage	15/04/97		✓	✓	
97/21	Lithend Shed stabilisation	29/4/97, 10-13,23/6/97	✓	✓	✓	
97/22	JMO Conference Room floor	30/04/97	✓	✓	✓	
97/23	Commandants' wall plastering	23,26/5/97			✓	
97/24	Car park drain installation	26,5,97			✓	
97/25	Clougha floorboards	4/06/97		✓	✓	
97/26	Asylum floor repair	20,23/6/97		✓	✓	
97/27	Wilson pipeline connection	25/06/97		✓	✓	✓
97/29	Clougha drainage trenching	25/06/97	✓	✓	✓	
97/30	RCC drainage trenching	26/6/97-1/7/97		✓	✓	

July  
1997-  
June  
1998

Project #	Title	Date	A	P	D	R
97/31	Car Park stormwater drain	15/08/97		✓	✓	✓
97/32	Haunted Planet film trench	21/08/97		✓	✓	✓
97/33	Dairy roof re-shingling	27/08/97	✓	✓	✓	✓
97/34	Tower Cottage Road paving	15/9/97, 8/10/97	✓	✓	✓	✓
97/35	Commandants Garden Wall	15/9/97, 16/12/97		✓	✓	
97/36	Parsonage DPC installation	30/09/97		✓	✓	
97/37	Commandants roof space recording	10/10/97			✓	
97/38	Commandants underfloor pest activity	22/10/97			✓	
97/39	Hospital Garden Wall	26/11/97	✓	✓	✓	
97/40	Diseased tree removal programme	10-11/12/97	✓	✓	✓	
97/41	Government Cottage Paving			✓	✓	
97/42	Government Gardens Main (+removal of willow)	3/07/97		✓	✓	
97/43	Café access widening	4/07/97	✓	✓	✓	
97/44	Point Puer Archaeological Heritage Assessment	Feb 1997				✓
98/01	Point Puer bakehouse excavation	01/02/98-	✓	✓	✓	✓

98/02	Commandants steps	16/01/98	✓	✓	✓	
98/03	Seaplane mooring trench	4/03/98		✓	✓	
98/04	Tarleton St width reduction	10/03/98		✓	✓	
98/05	Commandants Offices historical survey	23-24/04/98			✓	✓
98/06	Penitentiary interiors	29/04/98			✓	
98/07	Asylum Gardens	6-7/5/98			✓	✓
98/08	Re-location of Oaks	21-22/5/98	✓	✓	✓	
98/09	Brickfields tree removal	22/05/98		✓	✓	
98/10	Penitentiary yard ramp	14/06/98		✓	✓	
98/11	Hospital steps repairs	16/06/98		✓	✓	
98/12	Coal Mines Chapel conservation	2,16/6/98		✓	✓	✓
98/13	Government Gardens drainage	22/06/98			✓	
98/14	Smith O'Briens' paving repairs	23/06/98	✓	✓	✓	

July  
1998-  
June  
1999

Project #	Title	Date	A	P	D	R
98/15	Front entrance sign installation	1/7/98, 27/7/98		✓	✓	
98/16	Commandants colour schemes	13-17/7/98			✓	✓
98/17	Commandants Offices paving	23/07/98		✓	✓	
98/18	Clougha drainage	21/7/98, 3,4/8/98	✓	✓	✓	
98/19	JMO heat pump installation	28/07/98		✓	✓	
98/20	Bakehouse walkway	29/07/98	✓	✓	✓	
98/21	Trentham drains	4/08/98	✓	✓	✓	
98/22	Government Gardens pipeline	11/8/98, 16/9/98		✓	✓	
98/23	Asylum ground disturbance	18/08/98		✓	✓	
98/24	Hospital road	28/08/98		✓	✓	
98/25	Champ Street kerb replacement	2/09/98		✓	✓	
98/26	Government Gardens Conservation Policy	10-15/9 98			✓	✓
98/27	Telstra optic fibre cable	1/10/98		✓	✓	
98/28	Theatrette café plumbing	5,8-9/10/98	✓	✓	✓	
98/29	Commandants paths research	11-14/10/98			✓	
98/30	Lithend sewer lowering	25,26/10/98	✓	✓	✓	
98/31	Champ street stormwater undergrounding	27-30/10/98		✓	✓	
98/32	Dockyards pathways	2-6/11/98	✓	✓	✓	✓
98/33	Commandant's stormwater and driveway levelling	9-11,18,19/11/98, 1/12/98		✓	✓	
98/34	Church floodlight cabling	23-24/11/98		✓	✓	
98/35	Penitentiary signs installation	2/12/98		✓	✓	
98/36	Lithend services upgrade	3,4,9,10/12/98	✓	✓	✓	✓
98/37	Port Arthur sandstone quarries	15,18/12/98		✓	✓	
99/01	Car park seal removal	9-12/1/99	✓	✓	✓	
99/02	Government Gardens drainage	23/02/99			✓	
99/03	Trentham drains installation	25/02/99			✓	
99/04	Lower carpark rehabilitation	8/03/00			✓	
98/05	Telstra cable installation	29/03/99		✓	✓	
99/06	Subalterns fence reconstruction				✓	✓
99/07	Commandants kitchen fireplace			✓	✓	✓
99/08	Accountants steps replacement	17/05/99		✓	✓	
99/09	Parsonage steps replacement	17/05/99		✓	✓	
99/10	Sea wall repairs	20/05/99		✓	✓	
99/11	RCC garden drain repairs	7/06/99		✓	✓	
99/12	Dog-line trail (EHN) test pits	17/06/99		✓	✓	✓

July  
1999-  
June  
2000

Project #	Title	Date	A	P	D	R
99/13	Maria Island miscellaneous	10/07/99		✓	✓	✓
99/14	Sunnybanks floor repairs	20/07/99	✓	✓	✓	
99/15	PA Motel gate cable trenching	18/07/99		✓	✓	
99/16	Commandants steps repair	5/08/99		✓	✓	
99/17	Pat Jones shed repairs				✓	
99/18	Admin road realignment	27/09/99		✓	✓	

99/19	Farm Overseers Cottage drain	19/10/99	✓	✓		
99/20	Parsonage stables drain levelling	4/11/99		✓		
99/21	Broad Arrow/memorial trenches	1-21/12/99	✓	✓	✓	
99/22	Memorial area archaeological assessment	24/09/99	✓	✓	✓	✓
99/23	Maritime Archaeological project	Jan 1999-	✓	✓	✓	✓
99/24	Hospital west wing footprint			✓	✓	
00/01	Point Puer Chapel/Schoolhouse	1/02/00	✓	✓	✓	
00/02	Point Puer upper bakehouse	2/02/00	✓	✓	✓	
00/03	Parsonage drainage and paving repairs	27/01/00		✓	✓	
00/04	Harbourside stormwater	23/02/00		✓	✓	
00/05	Separate Prison B wing stonework	3/04/00		✓	✓	✓
00/06	Canadian cottage drainage/ memorial path	5/04/00	✓	✓	✓	
00/07	Lower carpark drain extension	26/06/00		✓	✓	
00/08	Guard Tower turret paving	26/06/00		✓	✓	✓
00/09	Asylum Clocktower recording	Jun-00		✓	✓	✓
00/10	Mill race survey project	13/01/00		✓	✓	✓
00/11	Lilypond drain repairs	11/04/00		✓	✓	
00/12	Point Puer drains survey	3/05/00			✓	

**July  
2000-  
June  
2001**

Project #	Title	Date	A	P	D	R
00/13	Clougha drain	21/08/00		✓	✓	✓
00/14	Jetty Cottage Power undergrounding	28/08/00	✓	✓	✓	✓
00/15	Paupers Dept retaining wall	5/09/00	✓	✓	✓	✓
00/16	Subaltern's residence & Government Gardens palynological sampling	17/10/00	✓	✓	✓	✓
00/17	Champ Street roadside drains		✓	✓	✓	
00/18	Asylum west wing s/w drain	1/11/00	✓	✓	✓	
00/19	Carnarvon Bay remote sensing	11/00			✓	
00/20	Champ Street cistern	13/12/00	✓	✓	✓	
00/21	Officers' Quarters footpath wall	28/07/00	✓	✓	✓	
00/22	Government Gardens remote sensing	Nov 2000				✓
00/23	Carnarvon Bay remote sensing	Nov 2000				✓
00/24	Subaltern's Residence pathway	24/02/00			✓	
00/25	Old Nubeena Rd drain	21/06/02			✓	
00/26	Hospital retaining wall	27/06/00			✓	
00/27	Law Courts retaining wall	24/07/00			✓	
01/01	Radcliffe Creek diversion wall	8/01/01	✓	✓	✓	
01/02	Commandants west garden wall	15/01/01	✓	✓	✓	
01/03	Government Gardens paths	24/01/01	✓	✓	✓	
01/04	Asylum west wing floor	13/02/01	✓	✓	✓	
01/05	Archaeo-geophysics project	Jan-01			✓	
01/06	Dam landscape recontouring	29/01/00	✓	✓	✓	
01/07	Roseview path upgrade	12/01/02	✓	✓	✓	
01/08	Roseview/YHA outbuilding	27/02/01	✓	✓	✓	✓
01/09	Subalterns garden study	13/07/01	✓	✓	✓	✓
01/10	Gaol site study	10/05/01		✓	✓	✓

**July 2001-  
June 2002**

01/11	Separate Prison doors	3/08/01		✓	✓	✓
01/12	Lithend chimney rotation	11/07/01		✓	✓	
01/13	Visiting magistrates floor				✓	
01/14	Admin road bollards	15/08/01	✓	✓	✓	
01/15	Landscape and viewshed study	15/10/01		✓	✓	✓
01/16	Asylum drainage trenches	13/11/01	✓	✓	✓	
02/01	Commandant's Garden (SP)	Jan-Feb 2002	✓	✓		
02/02	Guard Tower	Jan-Feb 2002				
02/03	Separate Prison (SP)	Jan-Feb 2002	✓	✓	✓	
02/04	Sawpit Public Archaeology Excavation	Jan-Feb 2002	✓	✓	✓	✓
02/05	Jetty Road Monitoring	22/02/02	✓	✓		
02/06	Pat Jones' Cottage maintenance	14,15,18,19/03/02	✓	✓		✓
02/07	Canadian Cottage power undergrounding					
02/08	Convict water supply historical research					✓

**July 2002-  
YTD 2003**

02/09	Asylum Monitoring	1-2/07/02	✓	✓	✓	
02/10	Larner Survey	17/07/02	✓	✓	✓	✓
02/11	Champ St Drains	6/09/02	✓	✓	✓	✓
02/12	Fountain Repair Monitoring	10/09/02		✓	✓	
02/13	Asylum Bakehouse Excavation	16/09/02	✓	✓	✓	✓
02/14	Asylum Door Roller	June 2002	✓		✓	
02/15	Stewart's Bay Bush Care survey				✓	
02/16	EHN Constable station study	September 2002			✓	
02/17	Jetty car park construction	02/04/02			✓	
02/18	Canadian Cottage paint sampling	21/06/02			✓	
02/19	Constabulary historical research				✓	
02/20	Cascades historical research				✓	✓
02/21	Oakwood survey	20/03/02		✓	✓	
02/22	Point Puer bakehouse retaining wall stabilisation	5,27/09/02			✓	
02/23	Smith O'Briens Retaining Wall Collapse	15/11/02	✓	✓	✓	✓
02/24	Law Courts Retaining Wall	26/11/02	✓	✓	✓	
02/25	PA archaeology Collections database	Jan 2002				✓
02/26	Geophysical survey	Jan 2002		✓		✓
02/27	Commandants archaeological review	May 2002				✓
02/28	PA Museum refurbishment - openings	July 2002		✓		✓
02/29	Archaeological Geophysics project	July 2002				✓
02/30	Isle of the Dead survey	July 2002			✓	
02/31	Point Puer survey	August 2002			✓	
02/32	Point Puer bathymetric survey	Sept 2002			✓	
03/01	Separate Prison Keeper's Quarters (SP)	Jan-Feb 2003	✓	✓	✓	✓
03/02	Sawpit Public Archaeology Excavation (SP)	Jan-Feb 2003	✓	✓	✓	
03/03	Point Puer Workshop Retaining Wall (SP)	Jan-Feb 2003	✓	✓	✓	
03/04	Penitentiary Ablutions (SP)	Jan-Feb 2003	✓	✓	✓	
03/05	Penitentiary Workshops (SP)	Jan-Feb 2003	✓	✓	✓	
03/06	Saltwater River mill				✓	
03/07	Asylum Officer's Quarters Survey	24, 28,29/04/2003			✓	✓
03/08	Radcliffe Creek Refurbishment Monitoring	24/06/03	✓	✓	✓	✓
03/09	Jetty Rd. Officer's Quarters Retaining Wall	July 2003				
03/10	PA artefact management evaluation	Jan 2003				✓
03/11	Bottle-glass collection audit	Feb 2003				✓
03/12	Sea-bed assessment – Old Station Beach	March 2002				✓
03/13	Point Puer Tourism Masterplan	March 2003			✓	✓
03/14	Aqueduct laser scanning	April 2003			✓	
03/15	Radcliffe Creek walling repairs	April 2003		✓	✓	
03/16	Bottle-glass Type Series project	June 2003	✓			✓
03/17	Tasman Peninsula pines inspection	July 2003		✓	✓	✓
03/18	Point Puer paths survey	July 2003			✓	
03/19	Survey Control project	Jul-Aug 2003			✓	
03/20	Mill-race walking trail masterplan	August 2003			✓	✓
03/21	Salt Water River survey	July 2003			✓	✓