

Port Arthur Historic Sites

Heritage Management Plan

2024
DRAFT





Port Arthur Historic Sites Heritage Management Plan DRAFT

Shelley James, Toyah Morath and Sophia Hanger (ERM)

This HMP is a comprehensive update and revision of the 2008 Statutory Management Plan prepared by Godden Mackay Logan Pty Ltd in association with Context Pty Ltd, Greg Middleton and Port Arthur Historic Sites Management Authority staff



Shelley James, Consulting Director
Peter Lavelle, Partner

Environmental Resources Management Australia Pty Ltd
Level 14, 207 Kent Street
Sydney, NSW 2000
T +61 2 8584 8888
www.erm.com

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Terminology

Definitions of key terms used in this HMP are provided in the Glossary at Appendix A.

Throughout this HMP, PAHSMA will be referred to using the abbreviation or as “the Authority” as appropriate to the context.

The three properties will be referred to collectively as either “the Sites” or “the three Sites” as appropriate. The full names of the Sites will be used rather than abbreviations when an individual site is the subject. “Port Arthur” in the context of this HMP includes Point Puer, the historic Carnarvon Township and Garden Point.

“Heritage Values” is used when referencing listed values. For example, World Heritage Values. Where multiple values are intended ‘heritage values’ is use.

Outstanding Universal Value (OUV) refers to the Heritage Values that are formally recognised via inscription on the World Heritage List. The Australian Convict Sites World Heritage Property is inscribed on the World Heritage List for its OUV and comprises 11 individual sites around Australia. The three Sites managed by PAHSMA are essential to the OUV of the World Heritage Property.

Acknowledgement of Country

Port Arthur Historic Site Management Authority recognises the deep history and culture of Tasmania. We acknowledge the traditional owners of the land upon which we work. We acknowledge and pay our respects to all Tasmanian Aboriginal people – all of whom have survived invasion and dispossession and continue to maintain their identity and culture.



Acronyms and abbreviations

ITEM	DESCRIPTION
ACSSC	Australian Convict Sites Steering Committee
AHDB	Australian Heritage Database
AHR	Aboriginal Heritage Register
AWHSC	Australian World Heritage Steering Committee
C&I	Conservation and Infrastructure
CMP	Conservation Management Plan
DCCEEW	Department of Climate Change, Energy, the Environment and Water
EMC	Emergency Management Committee
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
ERM	Environmental Resources Management
FPIC	Free Prior and Informed Consent
GBE	Government Business Enterprise
GIS	Geographic Information System
HIA	Heritage Impact Assessment
HMP	Heritage Management Plan
I&E	Interpretation and Education
ICOMOS	International Council on Monuments and Sites
ISO	International Organisation for Standardisation
IUCN	International Union for Conservation of Nature
MNES	Matters of National Environmental Significance
MoU	Memorandum of Understanding
NH	National Heritage
NHL	National Heritage List
OUV	Outstanding Universal Value
PACDP	Port Arthur Conservation and Development Project
PAHSMA	Port Arthur Historic Sites Management Authority
SDG	Sustainability Development Goal
SIG	Significant Impact Guideline
SMP	Statutory Management Plan
THC	Tasmanian Heritage Council
TPS	Tasmanian Planning Scheme
UTAS	University of Tasmania
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VDL	Van Diemen's Land
WH	World Heritage
WHL	World Heritage List



Executive Summary

Executive Summary

The Port Arthur Historic Sites Management Authority (PAHSMA) is a Tasmanian Government Business Enterprise responsible for the conservation management of three of the 11 places that comprise the Australian Convict Sites World Heritage property. These are:

- Cascades Female Factory Historic Site in South Hobart;
- Coal Mines Historic Site at Saltwater River on the Tasman Peninsula; and
- Port Arthur Historic Site on the Tasman Peninsula.

PAHSMA was established under the *Port Arthur Historic Site Management Authority Act 1987 (Tas)* to preserve and maintain the Port Arthur Historic Site. PAHSMA became responsible for the Coal Mines Historic Site in 2004 and the Cascades Female Factory in 2010. PAHSMA is the custodian of the three Sites on behalf of the Tasmanian Government. The Tasmanian Government works closely with the Australian Government to support Australia to fulfil its commitments and obligations as a State Party to the World Heritage Convention 1972.

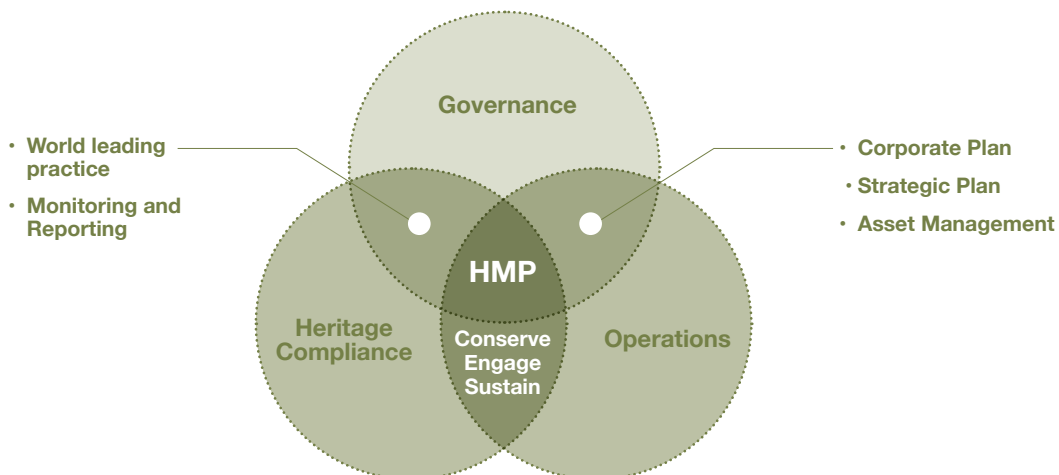
These Sites are well recognised as having local, State and National heritage significance through formal listings, and are some of the most significant heritage places in the World. PAHSMA is responsible for conserving and managing all heritage values across the three Sites. These important heritage Sites require sustained conservation to ensure their transmission to current and future generations.

PAHSMA commissioned this Heritage Management Plan (HMP) as an update of the 2008 Statutory Management Plan (SMP) for the three Historic Sites. This HMP contains relevant information and guidance from the 2008 SMP.

The lead objectives for the management of the Sites are to protect, conserve, present, transmit and sustain all heritage values for current and future generations, and to meet statutory requirements. This HMP is aligned with the Authority's strategic plan, supporting the implementation of its commitments to conserve and sustain the Sites; this includes each Site's role within the local community; and to engage with a diverse visitor base.

HMP ALIGNMENT WITH PAHSMA'S STRATEGIC PLAN PILLARS AND FOCUS AREAS

CONSERVE	ENGAGE	SUSTAIN
<p>Conservation and Heritage</p> <p>Policies and guidelines to conserve and protect all heritage values of the Sites, enabling transmission of these values to current and future generations.</p>	<p>Interpretation and Engagement & Visitor Experience</p> <p>Policies and guidelines to elevate and improve consistency of interpretation, engagement, and visitor experiences across the Sites, thereby supporting transmission of all heritage values of the Sites.</p>	<p>Sustainability and Workplace Culture</p> <p>Policies and guidelines to support environmentally sustainable practices at the Sites, continue to recognise and value the specialist expertise PAHSMA personnel provide in the conservation and transmission of all heritage values of the Sites, and conservation appropriate revenue opportunities.</p>



Purpose of this plan

This is a strategic HMP with the primary objective to protect, conserve, present, transmit and sustain all heritage values of the Sites for current and future generations, and meet statutory requirements. The scope of this HMP is focused on the listed Heritage Values of the Sites. This HMP builds on the extensive work undertaken to conserve, manage and provide access to these three Sites by PAHSMA over many years. This HMP:

- provides an overview of the Heritage Values of the Sites;
- summarises the statutory requirements and leading practice guidelines that apply to the Sites;
- includes an analysis of management opportunities and limits;
- provides heritage conservation and management policies and guidelines; and
- contains an action plan to support implementation.

This HMP is the primary document to guide decision making about the conservation and management of the three Sites.

Heritage management document structure

This HMP provides strategic guidance to inform and guide decision making across the three Sites managed by PAHSMA. More detailed conservation policies and guidance will be provided in Site specific updated Conservation Management Plans (CMPs). These will be supplemented by precinct specific CMPs and conservation guidelines.

PROPOSED HERITAGE MANAGEMENT DOCUMENT STRUCTURE



A prioritised Action Plan is provided at [Section 8](#) to support the implementation of the policies, guidelines, and recommendations in this HMP. The Action Plan includes recommended timeframes and lead responsibilities. Key actions include:

- consulting with the State and Australian Governments to secure sustained resourcing as part of supporting Australia’s ability to continue to fulfil the conservation and transmission obligations for the three Sites as part of the Australian Convict Sites World Heritage property;
- commencing consultation and collaboration with Tasmanian Aboriginal people about the history and heritage of the three Sites, including comprehensive assessment of heritage values;
- preparing updated Site-specific CMPs that include detailed heritage attributes analysis and mapping and local heritage values assessments prepared in consultation with the community; and
- evaluating climate change resilience requirements, and updating data for all three Sites to support conservation planning, monitoring and reporting requirements.

Key messages

These key messages are provided to support understanding and application of the HMP including statutory requirements.

<p>The objective of the management of the Sites is to protect, conserve, present, transmit and sustain all heritage values for current and future generations in accordance with statutory requirements.</p>	<p>The Port Arthur, Coal Mines and Cascades Female Factory are three of the 11 historic sites that comprise the Australian Convict Sites World Heritage Property. These sites are well recognised as some of the most significant heritage places in the World, and require sustained resourcing to ensure conservation and transmission to current and future generations. The Tasmanian Government has primary responsibility for the custodianship of the Sites. PAHSMA has the lead role in fulfilling this responsibility.</p>
<p>World Heritage properties are of international importance and should always be considered as sensitive and valued. Article 4 of the World Heritage Convention requires the use of best possible resources to conserve and transmit the Sites' OUV, and to enable the Sites to have a function in the life of the community. Decisions about any proposed actions will ensure the protection and conservation of the Sites' OUV. Protection of the OUV is the overriding obligation taken on by Australia as signatory to the World Heritage Convention.</p>	<p>History and heritage are top reasons for tourists choosing to visit Tasmania. The Sites offer unique experiences and insights into Australian history and culture that, if carefully planned and actioned, can be leveraged to both protect the OUV and increase revenue.</p>
<p>Our sustained conservation and transmission of the Sites' local, State, National and World Heritage Values and attributes ensures that they will continue to be available as essential places contributing to Tasmania's culture and economy.</p>	<p>The OUV for the World Heritage Property recognises the impact of colonisation and dispossession on First Nations Australians arising from the establishment of the Sites. Truth telling this history and exploring the First Nations heritage values of the Sites and as embedded within cultural landscapes will be explored and realised in collaboration with Tasmanian Aboriginal people.</p>
<p>Our conservation and operation of the Sites as premier World Heritage locations and tourism destinations will align with the World and National Heritage Management principles, the World Heritage Operational Guidelines and the Australian ICOMOS Burra Charter.</p>	<p>Conservation, transmission and education about the heritage values of the Sites will be undertaken by people skilled and experienced in protecting, conserving and communicating about heritage places..</p>
<p>We are a responsible custodian of key places in the Tasman Peninsula cultural landscape and South Hobart, and recognise the importance of our relationships with the diverse communities with an interest in and connection to the Sites. We will continue to engage with the local communities in Hobart and the Tasman peninsula about the heritage management of the Sites.</p>	<p>We will continue to be a leader in our responsible custodianship of the Sites for current and future generations, and will conserve, resource and manage the Sites responsibly.</p>
<p>We recognise that these Sites are three of the 11 that comprise the Australian Convict Sites World Heritage, which is a complete representation of convict sites that together express the OUV. Each Site is essential to understanding the OUV, collectively enabling a full understanding of forced migration of convicts and penology during the 18th and 19th centuries. Impacts to one or part of a Site threatens the OUV.</p>	<p>We will focus on proactive management to prevent damage or loss of OUV, including potential threats from climate change and competing pressures on conservation resources.</p>
<p>We commit to ensuring that impact assessment processes will be embedded into planning and decision making.</p>	

How to use this HMP

You can access information by using the links in the left column of the table below, and the bookmarks in the PDF version. A quick reference guide by topic is also provided on the following page. Text that is underlined is a “clickable” link to either information in this HMP or online.

Section 1: Introduction	Introduction to the Sites including governance and maps.
Section 2: Understanding the Place	Setting and key features of the Sites.
Section 3: Heritage Values	Summary statements of significance from the World, National and State listings.
Section 4: Statutory and Planning Framework	Legislation, planning and leading practice information and context for the Sites.
Section 5: Opportunities and Limits Analysis	Analysis of opportunities and limits to consider in the management of the Sites. This includes risk ratings, recommendations and links to policies and guidelines.
Section 6: Management of Heritage Values	Policies and guidelines to inform strategic planning and decision making in the conservation and operation of the Sites.
Section 7: Approvals	The approvals processes that apply to proposals affecting the Sites.
Section 8: Action Plan	List of actions, priorities, responsibilities, and recommended timeframes arising from the policies and guidelines.
Section 9: References	List of references used to prepare the HMP.
Appendix A: Glossary	Glossary of key terms used in the HMP.
Appendix B: World Heritage Citation	Official World Heritage inscription.
Appendix C: National Heritage Citations	Official National Heritage listings.
Appendix D: State Heritage Citations	Official State Heritage listings.
Appendix E: Historical Overview	Summary history of the Sites.
Appendix F: Physical Description and Social Context	Overview description of the Coal Mines and Port Arthur Historic Sites. Refer to Cascades Female Factory CMP ¹ for description. ¹
Appendix G: Compliance Tables	Checklists confirming compliance of this HMP with EPBC Act requirements for World and National heritage place management plans.
Appendix H: Ministerial Charter	Copy of the PAHSMA Ministerial Charter.

¹ The Cascades Female Factory CMP was prepared prior to PAHSMA taking on responsibility for the site. A review and update of this CMP is included in the Action Plan at Section 8.

Quick reference guide

I am looking for guidance on...

TOPIC	SUMMARY	DETAILED INFORMATION
Listing status	Heritage Status Table	Appendix B – WHL Inscription Appendix C – NHL Citations Appendix D – State listings
Heritage values	Section 3	Appendix B – WHL Inscription Appendix C – NHL Citations Appendix D – State listings
Governance arrangements	Section 1.5	PAHSMA Annual Report, Strategic Plan and Statement of Corporate Intent Appendix H – Ministerial Charter
Statutory requirements	Section 4	Convention Concerning the Protection of the World Cultural and National Heritage Environment Protection and Biodiversity Conservation Act 1999 EPBC Regulations 2000 Historic Cultural Heritage Act 1995 National Parks and Reserves Management Act 2002 Nature Conservation Act 2002 Port Arthur Historic Sites Management Authority Act 1987 Government Business Enterprises Act 1995 Land Use Planning and Approvals Act 1993
Management opportunities and limits	Section 5	Section 6.2.2.4 Development Controls Operational Guidelines for the implementation of the World Heritage Convention Enhancing our Heritage Toolkit 2.0 – Assessing Management Effectiveness of World Heritage Properties and Other Heritage Places Heritage and the sustainable development goals: policy guidance for heritage and development actors
Conservation Guidance	Section 6.2.2	Enhancing our Heritage Toolkit 2.0 – Assessing Management Effectiveness of World Heritage Properties and Other Heritage Places Burra Charter and Practice Notes
Impact Assessment	Section 6.2.2.5	Guidance and Toolkit for Impact Assessments in a World Heritage Context Matters of National Environmental Significance: Significant Impact Guidelines 1.1 Tasmanian Heritage Works Guidelines for Historic Heritage Places and Practice Note 1B: Preparation of Heritage Impact Statements
Approvals Process	Section 7	Heritage Tasmania Getting Approval Website EPBC Act Referrals Webpage Environment Protection and Biodiversity Conservation Act 1999 Operational Guidelines for the Implementation of the World Heritage Convention Historic Cultural Heritage Act 1995



1

Introduction

1. Introduction

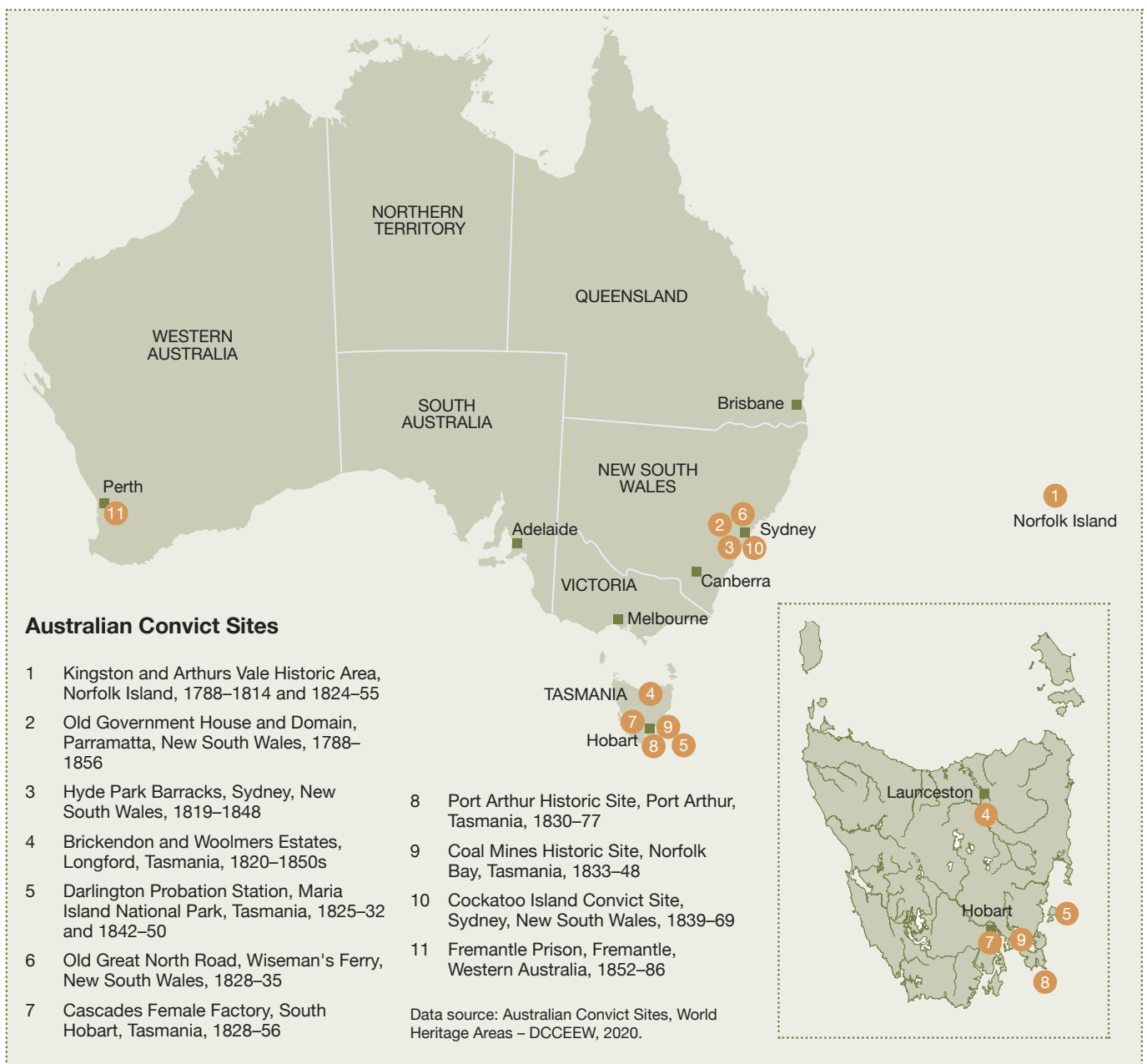
This Heritage Management Plan (HMP) has been prepared as a revision and update of the 2008 Statutory Management Plan (SMP) for the three properties managed by the Port Arthur Historic Sites Management Authority (PAHSMA):

- Cascades Female Factory Historic Site in South Hobart;²
- Coal Mines Historic Site at Saltwater River on the Tasman Peninsula; and
- Port Arthur Historic Site on the Tasman Peninsula.

The locations of the Australian Convict Sites World Heritage property are shown on Figure 1-1.

This HMP has been prepared to assist PAHSMA with meeting its responsibilities as a custodian (see Section 4) of the three Sites that are part of the Australian Convict Sites World Heritage Property, and as places with local, State and National heritage significance. This HMP builds on PAHSMA's considerable work undertaken to conserve, manage and enable access to these three Sites over many years.

FIGURE 1-1 AUSTRALIAN CONVICT SITES WORLD HERITAGE PROPERTY LOCATIONS



2 The Cascades Female Factory was not managed by PAHSMA at the time the 2008 SMP was prepared.

PAHSMA is a responsible custodian of key places in the Tasman Peninsula cultural landscape and South Hobart, and recognises the importance of its relationships with the diverse communities with an interest in and connection to the Sites.

TERMINOLOGY NOTE

Definitions of key terms used in this HMP are provided in the Glossary at Appendix A.

Throughout this HMP, PAHSMA will be referred to using the abbreviation or as “the Authority” as appropriate to the context.

The three properties will be referred to collectively as either “the Sites” or “the three Sites” as appropriate. The full names of the Sites will be used rather than abbreviations when an individual site is the subject. “Port Arthur” in the context of this HMP includes Point Puer, the historic Carnarvon Township and Garden Point.

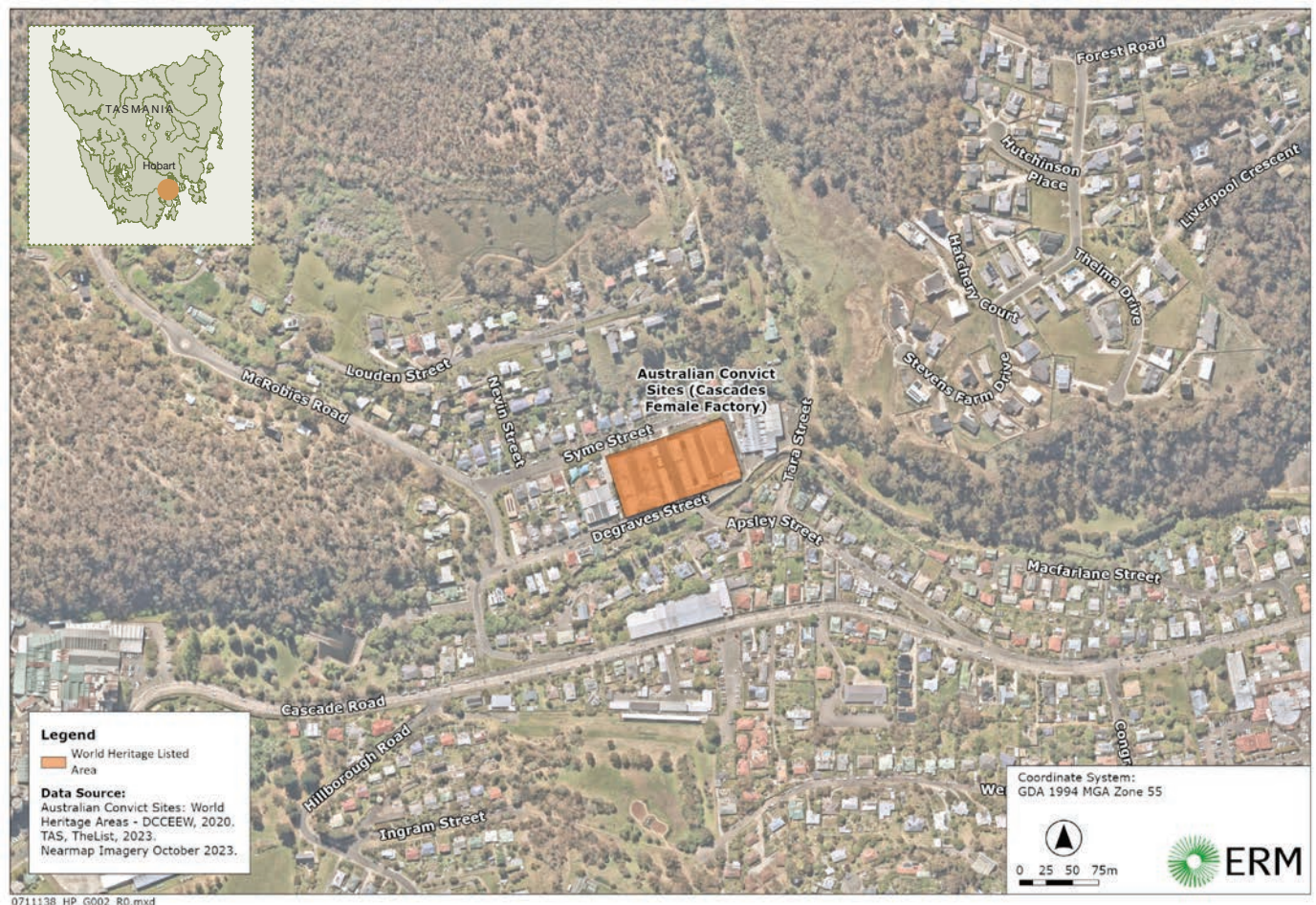
“Heritage Values” is used when referencing listed values. For example, World Heritage Values. Where multiple values are intended, ‘heritage values’ is used.

Outstanding Universal Value (OUV) refers to the Heritage Values that are formally recognised via inscription on the World Heritage List. The Australian Convict Sites World Heritage Property is inscribed on the World Heritage List for its OUV, and comprises 11 individual sites around Australia. The three Sites managed by PAHSMA are essential to the OUV of the World Heritage Property.

1.1 Objective of this HMP

The lead objective of this HMP is to protect, conserve, present, transmit and sustain all heritage values of the Sites for current and future generations in accordance with statutory requirements. This HMP aims to align with the Authority’s strategic plan, supporting the implementation of its commitments to conserve and sustain the Sites, including their role within the local community, and to engage with a diverse visitor base. Supporting objectives are provided at [Section 6.1](#).

FIGURE 1-2 CASCADES FEMALE FACTORY MANAGEMENT AREA



1.2 Areas of land subject to this HMP

The areas of land subject to this management plan include the following land under the 'care, control and management' of the Authority. The PAHSMA management areas for the Sites are shown on Figure 1-2, Figure 1-3 and Figure 1-4.

- Cascades Female Factory Historic Site — comprising three lots between Syme and Degraives Streets in South Hobart;
- Coal Mines Historic Site — comprising 214 ha on the northern side of the Tasman Peninsula;
- Port Arthur Historic Site — 135.5 ha on Carnarvon Bay, comprising 98.1 ha around Mason Cove and 37.4 ha at Point Puer, the foreshore land connecting Point Puer to the Mason Cove portion, and the Isle of the Dead;
- Adjacent Area at Garden Point — a 70.1 ha portion of the Stewarts Bay State Reserve; and
- Adjacent Area on the Nubeena Road — 5510 m² that contains the Port Arthur Historic Site water supply dams.

1.3 About this HMP

This HMP replaces the 2008 SMP and is the primary document providing strategic guidance to conserve and manage the Sites. It is the first point of reference for planning and decision making for the Sites, and provides a summary of the Sites' State, National and World Heritage Values, examines current management issues and provides an action plan (see Section 8) to support implementation of the policies, guidelines and recommendations contained in the HMP. It is not intended to provide a comprehensive history or physical analysis of the Sites.

This HMP is supplemented by a range of supporting technical reports including Conservation Management Plans (CMPs) that provide detailed guidance and information to assist with the management of individual site issues and activities. Many of these supporting documents either need to be prepared or are out of date and

FIGURE 1-3 COAL MINES HISTORIC SITE MANAGEMENT AREA

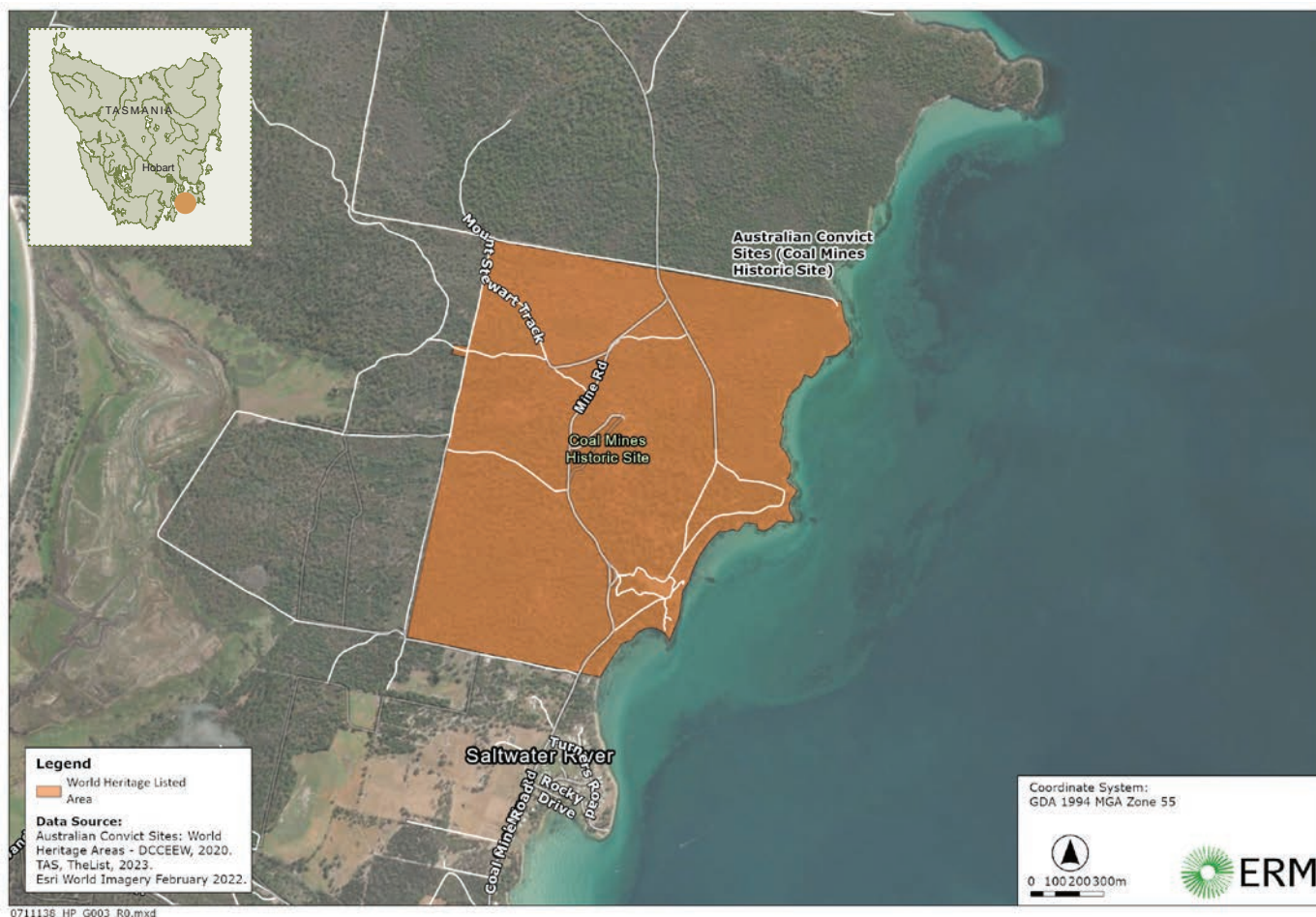
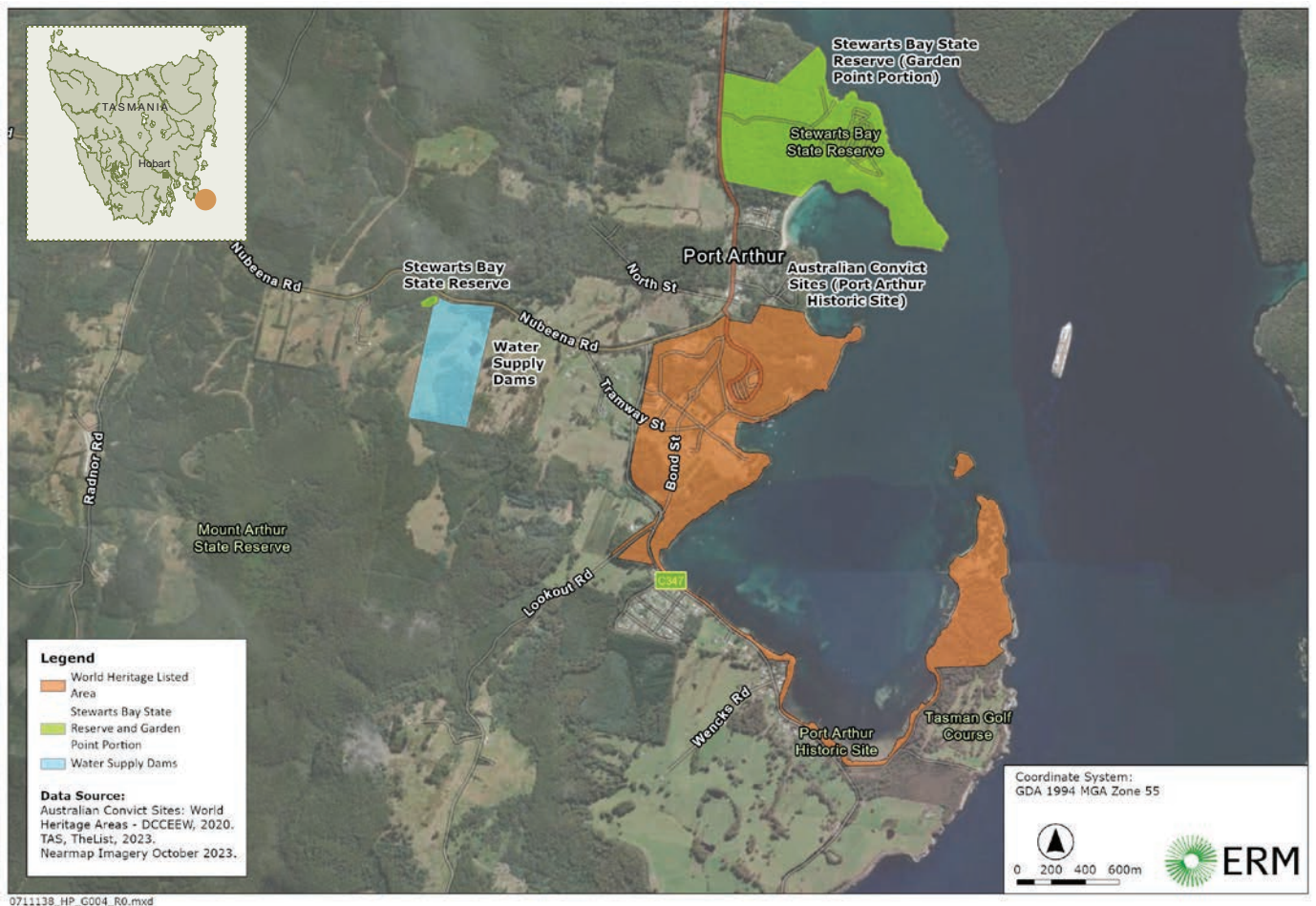


FIGURE 1-4 PORT ARTHUR HISTORIC SITE MANAGEMENT AREAS



require update and consolidation for ease of use. The proposed document structure following the proposed supporting document update process is summarised in Table 1-1, with further detail provided in [Figure 6-4](#).

For user friendliness, internal cross-references and external information and guidance have been linked. Underlined text can be clicked, taking the user to the relevant location or information. All headings are bookmarked to assist navigation.

TABLE 1-1 PROPOSED HERITAGE MANAGEMENT DOCUMENT STRUCTURE

Port Arthur Historic Sites Heritage Management Plan (this document)		
Interpretation Strategy		
Visitor Management Strategy		
Site Specific Conservation Management Plans		
Port Arthur Conservation Management Plan	Coal Mines Conservation Management Plan	Cascades Female Factory Conservation Management Plan
Precinct Conservation Management Plans		
Conservation Management Guidelines		

1.4 Heritage Status

The Sites have local, State and National Heritage Values, and are included in the Australian Convict Sites World Heritage Property inscription. The listed heritage status information for the Sites is provided in Table 1-2. Further information about listing status and statutory protection is provided in [Section 4](#) of this HMP.

TABLE 1-2 CURRENT HERITAGE STATUS OF THE SITES

Listing Name	Listing Ref. #	Status	List	Legislation	Copy of Citation
Australian Convict Sites	1306	Inscribed	World Heritage List	<u>UNESCO World Heritage Convention</u>	Appendix B
Australian Convict Sites	106209	Declared property	World Heritage List	<u>Environment Protection and Biodiversity Conservation Act 1999 (Cth) (EPBC Act)</u>	Appendix B
Cascades Female Factory	105932	Listed place	National Heritage List	<u>EPBC Act</u>	Appendix C
Cascades Female Factory Yard 4 North	106060	Listed place	National Heritage List	<u>EPBC Act</u>	Appendix C
Coal Mines Historic Site	105931	Listed place	National Heritage List	<u>EPBC Act</u>	Appendix C
Port Arthur Historic Site	105718	Listed place	National Heritage List	<u>EPBC Act</u>	Appendix C
Cascades Female Factory	10851	Permanently Registered	Tasmanian Heritage Register	<u>Historic Cultural Heritage Act 1995 (Tas)</u>	Appendix D
Coal Mines	5618	Permanently Registered	Tasmanian Heritage Register	<u>Historic Cultural Heritage Act 1995 (Tas)</u>	Appendix D
Port Arthur	6	Permanently Registered	Tasmanian Heritage Register	<u>Historic Cultural Heritage Act 1995 (Tas)</u>	Appendix D
Cascades Female Factory Historic Site	50213	Dedicated Formal Reserve	Declared Land	<u>Nature Conservation Act 2002 (Tas)</u>	ListMap data
Coal Mines Historic Site	50206	Dedicated Formal Reserve	Declared Land	<u>Nature Conservation Act 2002 (Tas)</u>	ListMap data
Port Arthur Historic Site	50222	Dedicated Formal Reserve	Declared Land	<u>Nature Conservation Act 2002 (Tas)</u>	ListMap data
Stewarts Bay State Reserve	50469	Dedicated Formal Reserve	Declared Reserved Land	<u>Nature Conservation Act 2002 (Tas)</u>	ListMap data
Female Factory Site	920 and 3075	N/A	N/A	Hobart Interim Planning Scheme 2015	No citation
Hobart Rivulet Local Heritage Precinct	HOB-C6.2.9	N/A	Local Heritage Precincts	Hobart Interim Planning Scheme 2015	<u>City of Hobart Local Heritage Precincts</u>
Port Arthur and Coal Mines Historic Sites	N/A	N/A	N/A	Tasman Local Provisions Schedule – Specific Area Plan	No citation

Data Sources: World Heritage List; Australian Heritage Database; ListMap and Hobart – Heritage Places

1.5 PAHSMA Governance

PAHSMA was established in 1987 under the *Port Arthur Historic Site Management Authority Act 1987* (Tas) to preserve and maintain the Port Arthur Historic Site as one of Australia's most important heritage places and a major tourism destination. PAHSMA became responsible for the Coal Mines Historic Site in 2004 and the Cascades Female Factory Historic Site in 2010. PAHSMA is a Government Business Enterprise and operates in accordance with legislative requirements as outlined in [Section 4](#) and the Guidelines for Tasmanian Government Businesses – Corporate Governance Principles. PAHSMA prepares and implements annual Corporate and Business Plans including an annual Statement of Corporate Intent and prepares Annual Reports for the public record.

PAHSMA is a statutory authority that reports to the Tasmanian Minister for Heritage and the Tasmanian Treasurer, and is led a skills-based Board of Directors appointed by the Tasmanian Government and a Chief Executive Officer. The Board is supported by the Executive, which comprises Directors of Conservation and Infrastructure, Interpretation and Experience, Tourism Operations, and Managers of People, Culture, and Transformations. The Directors lead teams of specialists for the operational management of the Sites.

The PAHSMA Board is also assisted by the Port Arthur and Cascades Community Advisory Committees, the Conservation Advisory Committee, and the Audit, Risk and Governance Committee.

PAHSMA works to a Ministerial Charter issued under the *Government Business Enterprises Act 1995* (see Appendix H). Further information about PAHSMA's governance arrangements is available on the [Port Arthur Historic Site website](#) which includes access to the PAHSMA Annual Reports.

1.5.1 STRATEGIC FRAMEWORK

PAHSMA's [2023-2028 Strategic Plan](#) provides a framework to guide the planning and delivery of key outcomes to improve and enhance the conservation, visitor engagement and business results for the Sites. An outline of the framework is shown in Figure 1-5.

1.5.2 VISION AND MISSION

PAHSMA's vision is:

To connect people with a complex history to inspire, engage and shape the future.

PAHSMA's mission statement is:

- **To be the leader in conserving, creating and sharing our extraordinary Australian convict places, experiences and stories.**
- **To enrich the lives of our communities by providing cultural, social, environmental and economic benefit.**

The Strategic Plan states that this means:

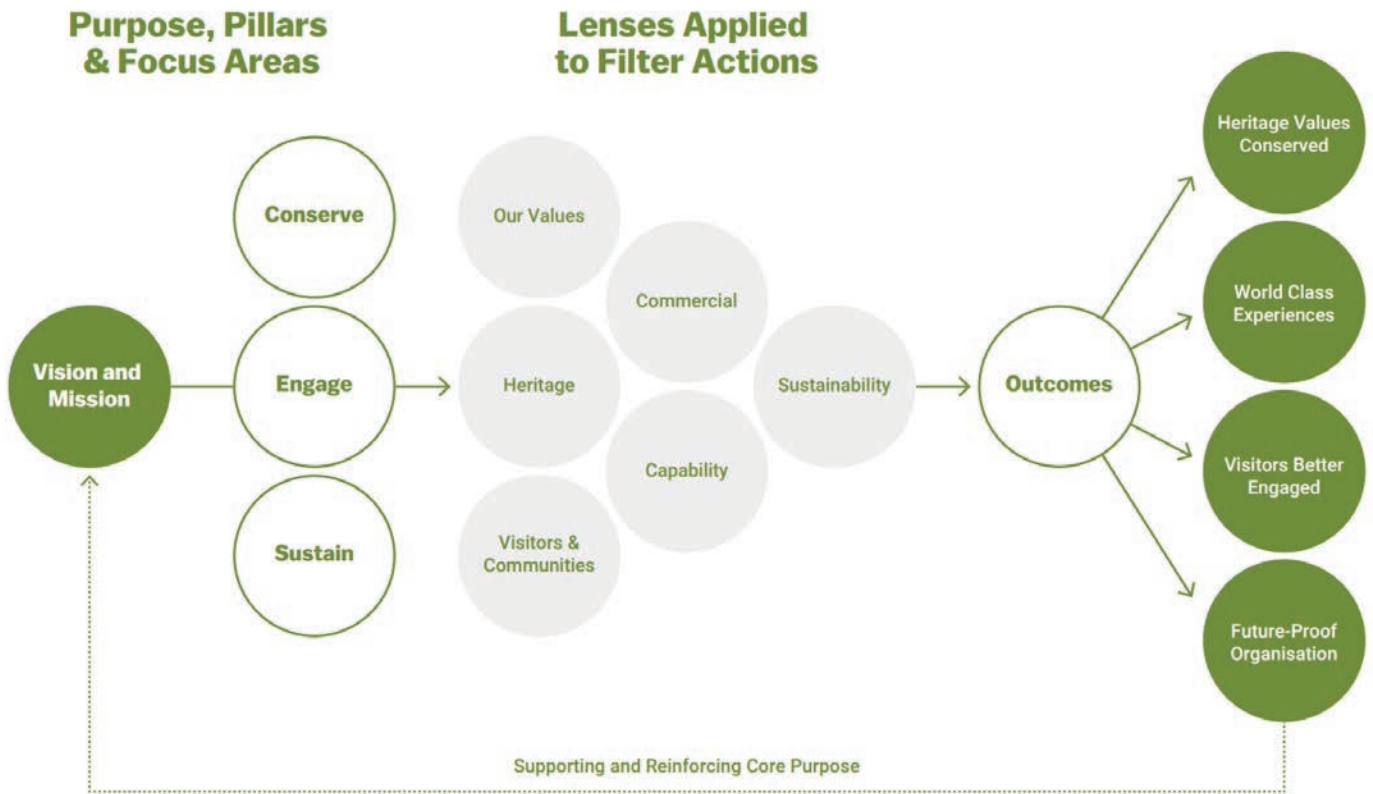
PAHSMA World Heritage Sites are places where people come to understand and connect. They are places of deep learning and insight.

Layers of Australian history come to life through changing storytelling and experiences.

We are known as experts in conserving our heritage and convict history and we share this deep knowledge with visitors and the world.

Our people are exceptional in sharing, caring for and running our sites. They are empowered through knowledge and training to create a sustainable future for PAHSMA not only for the next five years but the next twenty and beyond.

FIGURE 1-5 PAHSMA STRATEGIC FRAMEWORK (PAHSMA 2023-2028 STRATEGIC PLAN, P8)



1.5.3 HMP ALIGNMENT

The vision and mission have been comprehensively factored into the management analysis (Section 5) and policies and guidelines (Section 6) of this HMP. The preparation of this HMP has included analysis of the listed Heritage Values, opportunities and challenges for the Sites and identified alignment of the policies and guidelines against the Pillars and Focus areas. These connections in the HMP are aimed at demonstrating how the policies, guidelines and arising actions support both statutory requirements and implementation of the Strategic Plan. The connections are summarised in Table 1-3.

TABLE 1-3 HMP ALIGNMENT WITH PAHSMA’S STRATEGIC PLAN PILLARS AND FOCUS AREAS

CONSERVE	ENGAGE	SUSTAIN
Conservation and Heritage	Interpretation and Engagement & Visitor Experience	Sustainability and Workplace Culture
Policies and guidelines to conserve and protect all heritage values of the Sites, enabling transmission of these values to current and future generations.	Policies and guidelines to elevate and improve consistency of interpretation, engagement, and visitor experiences across the Sites, thereby supporting transmission of all heritage values of the Sites.	Policies and guidelines to support environmentally sustainable practices at the Sites, continue to recognise and value the specialist expertise PAHSMA personnel provide in the conservation and transmission of all heritage values of the Sites, and conservation appropriate revenue opportunities.

1.6 Methodology

Preparation of this HMP involved:

- Desk top review of background information including previous reports and current leading practice guidelines, gaps analysis of the 2008 SMP, and bench-marking recent World and National Heritage management plans.
- Site familiarisation and stakeholder consultation.
- Workshops and presentations with the Conservation Advisory Committee and the Board.
- Integration of updated legislative and planning information.
- Updated mapping where data was readily available.
- Analysis of opportunities and limits in the management of the Sites to inform recommendations and prioritisation.
- Revision and update of policies and guidelines for the conservation, protection and transmission of the Sites.
- Compilation of an action plan to support implementation of the HMP.

1.7 Acknowledgements

This HMP incorporates contributions from a wide range of people including current and former Authority staff, Board members and the PAHSMA Conservation Advisory Committee. All of these contributions are gratefully acknowledged.

The considerable contribution of Sarah-Jane Brazil, the Authority's Director of Conservation and Infrastructure and her team, Pamela Hubert Conservation Manager, Emily Clarke Director of Interpretation and Experience and her team, and Anne McVilly Director of Tourism and Operations are particularly acknowledged. The guidance, advice and inputs of the Port Arthur Conservation Advisory Committee, led by the Chair Helen Lardner, are also gratefully acknowledged.

Management plans for other Australian World and National Heritage Listed properties provided a benchmark for the structure and content of this HMP.

1.8 Limitations

The scope of this HMP is a strategic level review and update of the 2008 SMP. It did not involve detailed surveys of the Sites including condition assessments. Consultation for the HMP as an update of the 2008 SMP focused on internal PAHSMA stakeholders. Consultation with Tasmanian Aboriginal people was not included in the update scope. However, PAHSMA is committed to consultation with Tasmanian Aboriginal people about the cultural heritage assessment and interpretation of the Sites.

Limited historical research using secondary sources to provide updated information was undertaken where needed to supplement the information from the 2008 SMP and the 2016 Cascades Female Factory CMP.

No GIS data was supplied by PAHSMA. All mapping shown in this HMP is based on information available on the public record and previous PAHSMA reports.



2

Understanding the Place

2. Understanding the Place

The locations of the Sites are provided in [Section 1](#). Detailed Site descriptions are provided in the citations in Appendices B, C and D, the Cascades Female Factory CMP, Port Arthur Precinct and Asset CMPs2F, Coal Mines Master Plan and associated reports. An historical overview of the sites is provided in Appendix E. The physical description and social context information included in the 2008 SMP for the Coal Mines and Port Arthur Historic Sites is provided in Appendix F for ease of reference, noting that this detail can be transferred to Site specific CMPs in the future. This section of the HMP provides a brief overview of the setting and layout of each Site, including plans and photographs.

2.1 Setting

2.1.1 CASCADES FEMALE FACTORY HISTORIC SITE

The Cascades Female Factory Historic Site is located in Degraives Street, South Hobart. The former extent of the Site is contained within a rectangular block bounded by Syme Street to the north, Degraives Street to the south, Degraives Lane to the east, and Mc Robies Road to the west. The broader context for the Site includes surrounding residential development in South Hobart, the Hobart Rivulet to the south of the Site, and the Cascades Brewery to the west of the Site. Mount Wellington forms a steep backdrop to the Site.

The Cascades Female Factory Historic Site comprises three of the five yards approximately 10 acres in size, which formerly made up the Female Factory complex: Yards 1, 3 and Yard 4 South. These are located on three lots between Syme and Degraives Streets in South Hobart. Yard 1 is public land and is a proclaimed Historic Site; its western boundary abuts a private property with a childcare centre, occupying the site of former Yard 2 and the east end of former Yard 5. The remainder of Yard 5 at the west end of the site was subdivided in the early twentieth century, and has been developed for private residential purposes. Yard 4 North is also privately owned.

PHOTOGRAPH 2-1 ENTRY TO THE CASCADES FEMALE FACTORY ON DEGRAIVES STREET



2.1.2 TURRAKAN/TASMAN PENINSULA

The Coal Mines and Port Arthur Historic Sites are located on the Tasman Peninsula. The peninsula is joined to south-eastern Tasmania by a narrow isthmus, known as Teralina/Eaglehawk Neck.

Soon after colonisation commenced in Tasmania, the entire Tasman Peninsula was utilised by the colonial authorities as an instrument of the convict system. The Peninsula continues to be an evocative cultural landscape that provides unique insight into penal philosophy in the early nineteenth century, including the use of isolation and industry for punishment and control of convicts.

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

2.1.3 COAL MINES HISTORIC SITE

The Coal Mines Historic Site is located near Saltwater River on the northwest point of the Peninsula, approximately 112 km southeast from Hobart along the Arthur Highway and Saltwater River Road. The Coal Mines Historic Site lies ~30 km by road northwest of the Port Arthur Historic Site.

The Coal Mines Historic Site comprises 214 ha of land that slopes gently towards the western shore of Norfolk Bay. The site, partly reclaimed by bush land, is scattered with ruins related to its use as a mine prior to 1877. It is a cultural landscape that has been formed by the activities of coal mining, especially shafts, adits, tramways and roads. The landscape also provides an insight into the pre-colonisation cultural landscape of the Peninsula, which could be researched further to understand its use by Aboriginal people. The site incorporates Plunkett Point, which overlooks Norfolk Bay to the east towards the Forestier Peninsula.

PHOTOGRAPH 2-2 ENTRY TO THE COAL MINES HISTORIC SITE ON COAL MINE ROAD, SALTWATER RIVER



PHOTOGRAPH 2-3 VIEW LOOKING SOUTH-EAST ACROSS THE MAIN SETTLEMENT AREA OF THE COAL MINES HISTORIC SITE



2.1.4 PORT ARTHUR HISTORIC SITE

Port Arthur is located approximately 100 km southeast from Hobart along the Arthur Highway, on the southeast part of the peninsula. The Port Arthur Historic Site comprises 98.1 ha of land at Mason Cove, on the western side of Carnarvon Bay that contains the main portion of the former 19th-century penal/industrial complex of Port Arthur. It also includes 37.4 ha of land encompassing the former boys' establishment at the north end of Point Puer, the Isle of the Dead cemetery located within the bay, and the coastal reserve running around the south side of Carnarvon Bay, connecting Mason Cove and Point Puer.

Port Arthur is a natural basin surrounded by Mount Arthur, Mount Tonga, and the hills that form the catchments for Radcliffe Creek and other watercourses that enter into Mason Cove.

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

PHOTOGRAPH 2-4 VIEW LOOKING SOUTH ACROSS MASON COVE TO THE PENITENTIARY AND MILITARY BUILDINGS AT PORT ARTHUR HISTORIC SITE



PHOTOGRAPH 2-5
VIEW LOOKING
SOUTH-EAST TO
THE SEPARATE
PRISON AT PORT
ARTHUR HISTORIC
SITE



2.2 Key Features

2.2.1 CASCADES FEMALE FACTORY

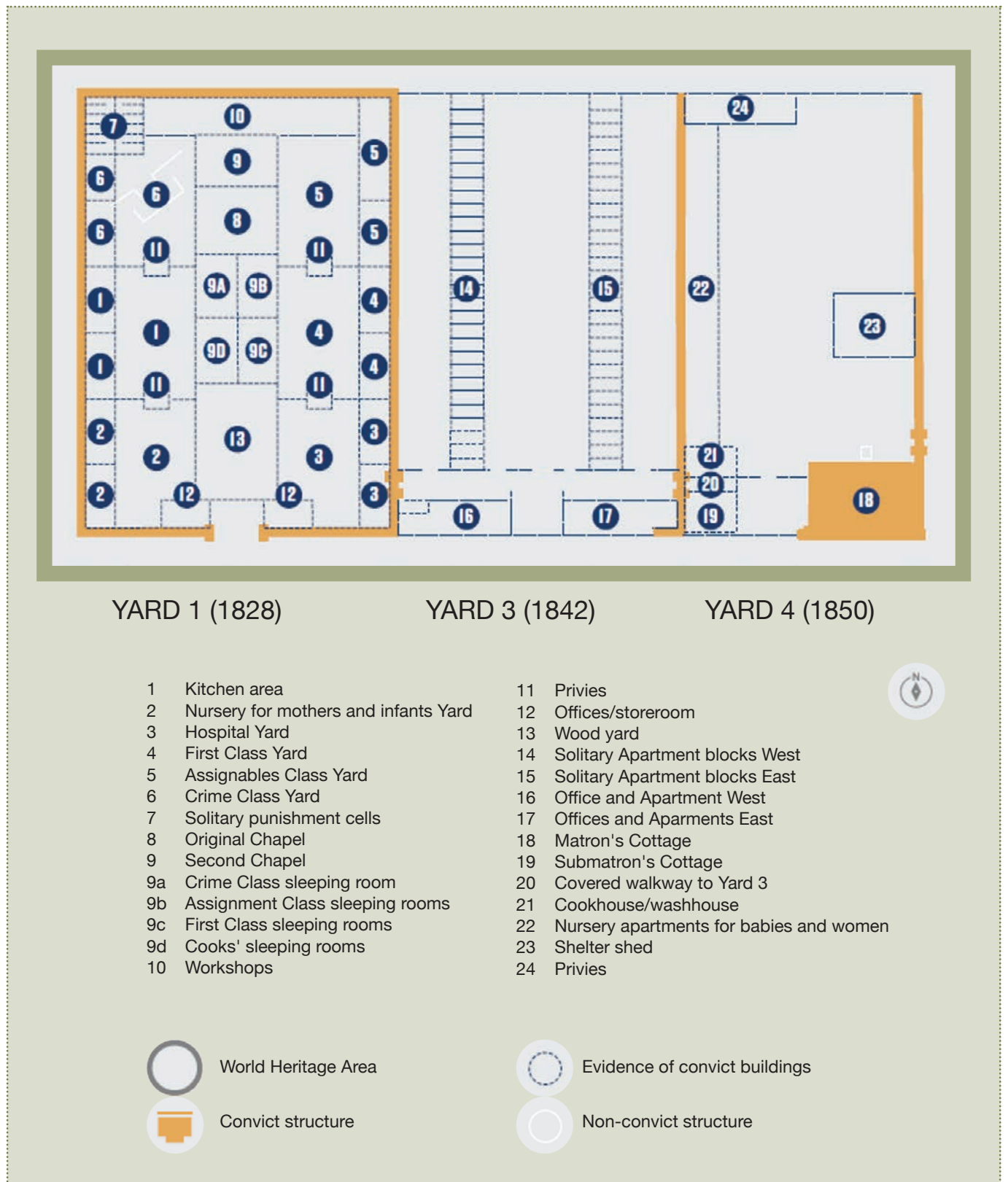


FIGURE 2-1 CASCADES FEMALE FACTORY HISTORICAL LAYOUT AND FEATURES
 (Source: Australian Convict Sites World Heritage Property Booklet 2021 with 2023 edits)



PHOTOGRAPH 2-6
VIEW TO THE NORTH ACROSS YARD 1
FROM THE VIEWING PLATFORM



PHOTOGRAPH 2-7
SOLITARY APARTMENTS
INTERPRETATION YARD 3



PHOTOGRAPH 2-8
MEMORIAL TO INFANT MORTALITIES
YARD 4



PHOTOGRAPH 2-9
NURSERY INTERPRETATION YARD 4



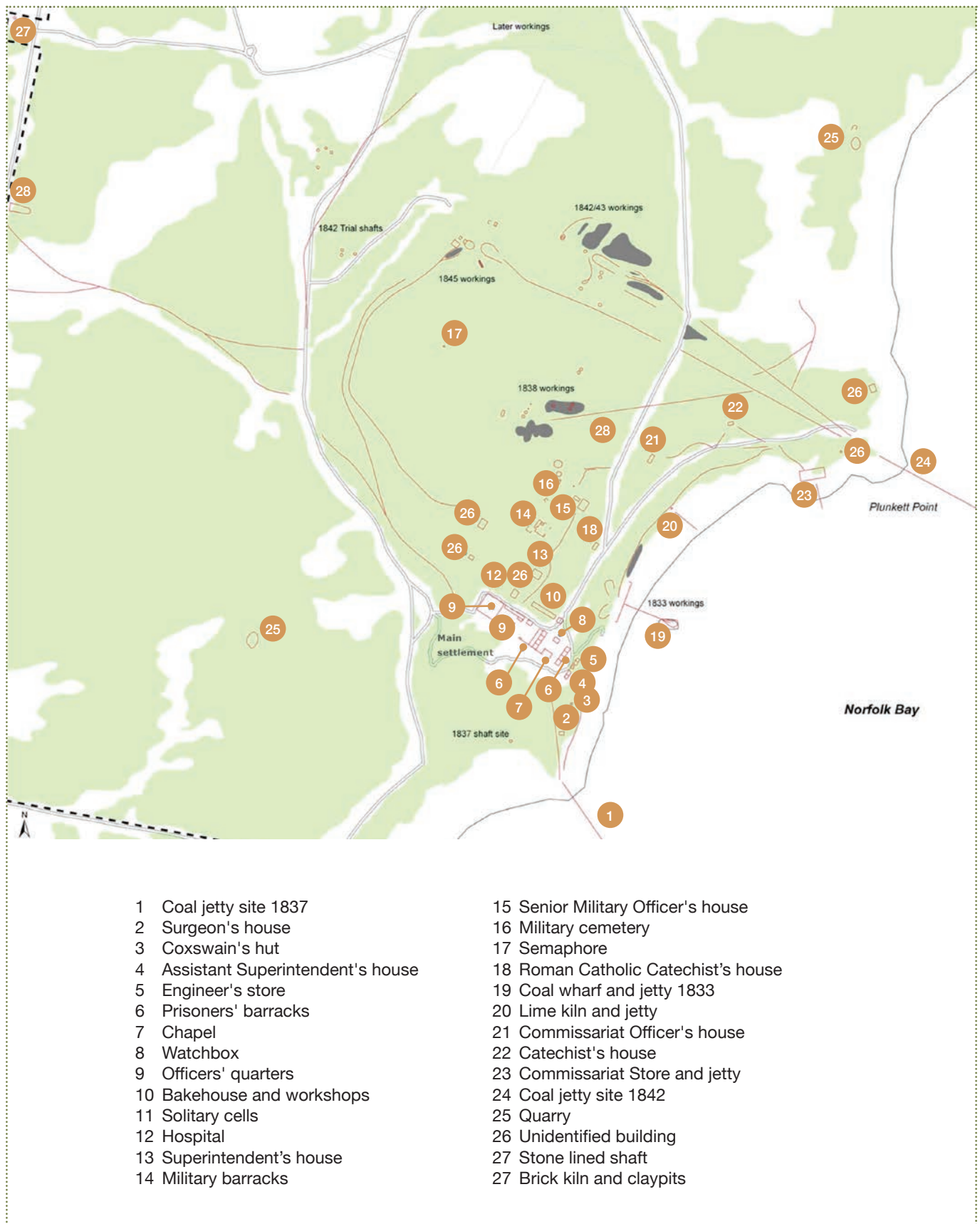
PHOTOGRAPH 2-10
MATRON'S COTTAGE YARD 4



PHOTOGRAPH 2-11
ENTRY TO DISPLAY AREA IN THE
VISITOR CENTRE

2.2.2 COAL MINES HISTORIC SITE

FIGURE 2-2 COAL MINES HISTORIC SITE HISTORICAL LAYOUT AND FEATURES
(Source: 2008 SMP with 2023 Edits)



2.2.2 COAL MINES HISTORIC SITE



PHOTOGRAPH 2-12 INTERPRETIVE SIGNS AT START OF WALK TO THE MAIN SETTLEMENT



PHOTOGRAPH 2-13 ENTRY TO INTERPRETIVE TIMELINE AT START OF WALK TO THE MAIN SETTLEMENT



PHOTOGRAPH 2-14 BRICK LINED AIR SHAFT



PHOTOGRAPH 2-15 ENTRY TO SOLITARY CELLS



PHOTOGRAPH 2-16 RUINS AT MAIN SETTLEMENT



PHOTOGRAPH 2-17 VIEW FROM MAIN SETTLEMENT ABOVE STEPS TO THE BEACHFRONT LOOKING EAST ACROSS NORFOLK BAY



PHOTOGRAPH 2-18 RUINS AT MAIN SETTLEMENT



PHOTOGRAPH 2-19 WATERFRONT LOOKING NORTH-EAST TO PLUNKETT'S POINT



PHOTOGRAPH 2-20 BALLAST AND COAL DUMP



PHOTOGRAPH 2-21 EROSION MANAGEMENT ALONG THE WATERFRONT



PHOTOGRAPH 2-22 DRAINAGE WORKS FROM MAIN SETTLEMENT DOWN TO THE WATERFRONT



PHOTOGRAPH 2-23 DRAINAGE WORKS IN PROGRESS AT MAIN SETTLEMENT

2.2.3 PORT ARTHUR HISTORIC SITE



PHOTOGRAPH 2-24
HOSPITAL



PHOTOGRAPH 2-25
PENITENTIARY



PHOTOGRAPH 2-26
MASON COVE SEAWALL ADJACENT
TO PENITENTIARY – HIGH TIDE WATER
ACTIVITY



PHOTOGRAPH 2-27
COMMANDANT'S HOUSE AND GARDEN



PHOTOGRAPH 2-28
VIEW FROM COMMANDANT'S
PRECINCT LOOKING NORTH-EAST
ACROSS MASON COVE



PHOTOGRAPH 2-29
ASYLUM



PHOTOGRAPH 2-30
BROAD ARROW CAFÉ MEMORIAL
AREA



PHOTOGRAPH 2-31
MASON COVE SEAWALL ADJACENT
TO PENITENTIARY – HIGH TIDE WATER
ACTIVITY



PHOTOGRAPH 2-32
VIEW OF ISLE OF THE DEAD FROM
POINT PUER



PHOTOGRAPH 2-33
POINT PUER WATERFRONT RUINS

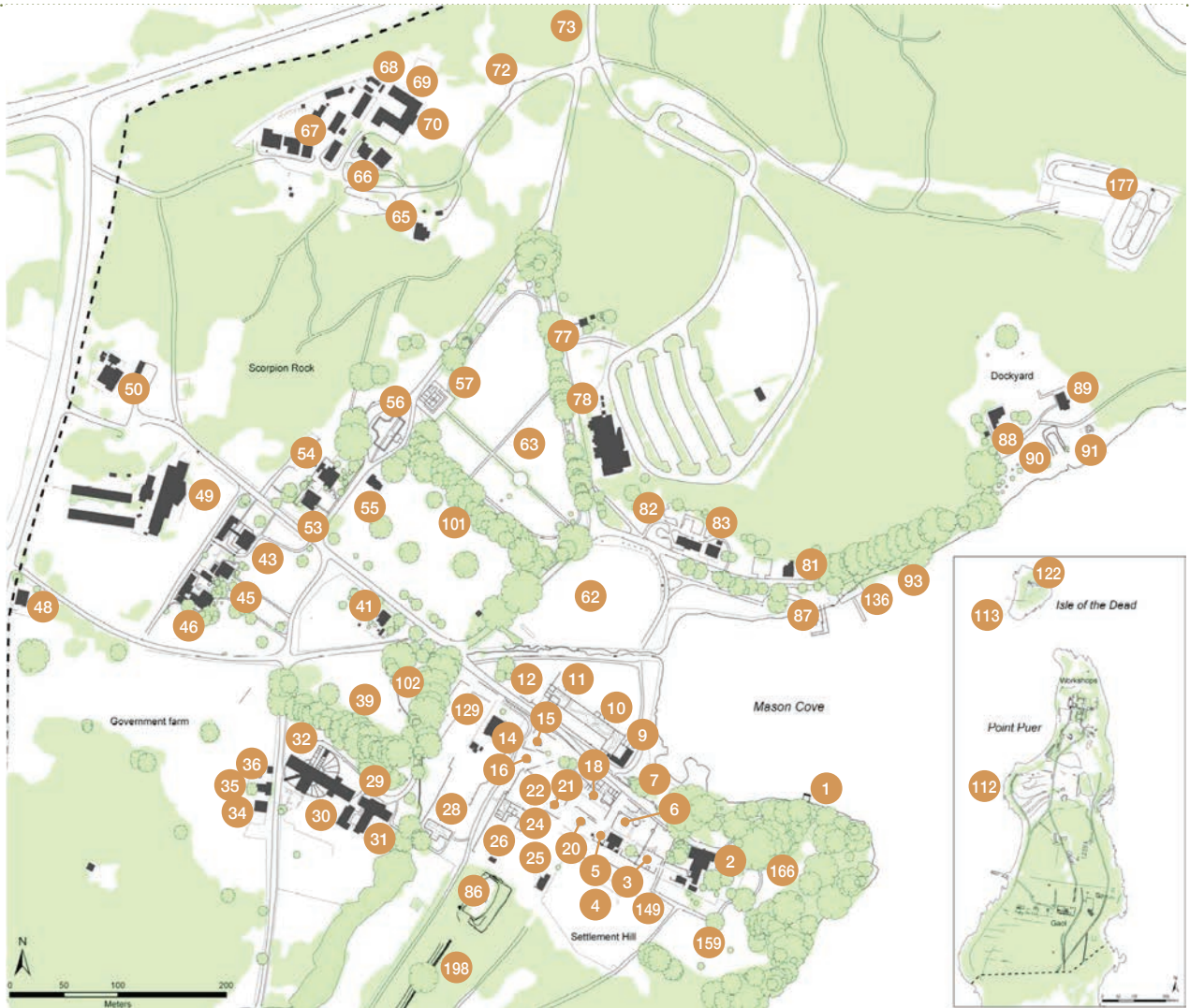


PHOTOGRAPH 2-34
POINT PUER RUINS AND
INTERPRETIVE STRUCTURE



PHOTOGRAPH 2-35
POINT PUER JETTY

FIGURE 2-3 PORT ARTHUR HISTORIC SITE HISTORICAL LAYOUT AND FEATURES
 (Source: 2008 SMP – note that the drinking fountain [102] was moved in 2015)



- | | | | | | |
|----|------------------------------------|----|---------------------------------|-----|------------------------------|
| 1 | Commandant's jetty | 34 | Shed | 77 | Pat Jones' cottage |
| 2 | Commandant's house | 35 | Farm Overseer's cottage | 78 | Visitor Centre and Carpark |
| 3 | Senior Military Officer's quarters | 36 | Dairy | 82 | Memorial Garden |
| 4 | Military Barracks sites | 39 | Memorial Avenue | 83 | Canadian Cottage |
| 5 | Officers' quarters | 41 | Trentham | 84 | Jetty Cottage |
| 6 | Guard Tower | 43 | Junior Medical Officer's house | 86 | Mill dam |
| 7 | Commissariat Store site | 45 | Roman Catholic Chaplain's house | 87 | MAST Jetty |
| 9 | Watchmen's quarters | 46 | Visiting Magistrate's house | 88 | Clerk of Works' house |
| 10 | Penitentiary | 48 | Thompson's cottage | 89 | Master of Shipwright's house |
| 11 | Penitentiary Bakehouse | 49 | Port Arthur Motel | 90 | Slipway |
| 12 | Workshops site | 50 | Roseview | 91 | Lime kiln |
| 14 | Police Station | 53 | Accountant's house | 93 | Dockyard Avenue |
| 15 | Superintendent's office site | 54 | Parsonage | 101 | Church Avenue |
| 16 | Gaol | 55 | St David's Church | 102 | Drinking fountain |
| 18 | Law Courts | 56 | Church | 112 | Point Puer |
| 20 | Commissariat Officer's quarters | 57 | Government cottage | 113 | Isle of the Dead |
| 21 | Chaplain's house site | 62 | Oval | 122 | Tidal benchmark |
| 22 | Second Hospital site | 62 | Government Garden | 129 | Prisoners' Barracks site |
| 24 | Hospital | 65 | Tattnell's house | 136 | Mason Cove Jetty |
| 25 | Smith O'Brien's cottage | 66 | Staff hostels | 149 | Semaphore site |
| 26 | Hospital Laundry | 67 | Workyard | 159 | Commandant's orchard |
| 28 | Paupers' Mess | 68 | Nursery | 166 | Bluegum avenue |
| 29 | Asylum | 69 | Collection store | 177 | Sewerage Treatment Plant |
| 30 | Asylum Bakehouse | 70 | Administration building | 198 | Mill Race |
| 31 | Asylum Keeper's quarters | 72 | Price's kiln | | |
| 32 | Separate Prison | 73 | Claypits | | |

2.3 Moveable Heritage Collections

PAHSMA manages several collections associated with the Sites through its Resource Centre at Port Arthur:

- The Archaeology Collection – material from the Archaeological record of sites managed by the Authority, or sites that Authority staff have been co-opted or contracted to. It includes some building elements.
- The Props Collection – objects whose role is in the interpretation of themes and topics at the managed sites.
- The Building Components Collection – a discrete reference collection based on construction methods and materials within a relevant historical timeframe.
- The Convict Collection – focuses on objects that are most importantly associated with Port Arthur, the Coal Mines, and the Cascades Female Factory, or with convictism in Tasmania as a whole. It also includes artefacts with a link to the people and events associated with those places in their post-convict history.

In addition to those Collections, PAHSMA is a recognised stakeholder in the '96 Collection which documents the events 28th of April 1996 on the Tasman Peninsula and its aftermath. The Authority does not directly manage the material related to this Collection which is housed with both the Tasmanian Museum and Art Gallery and the Archives Office of Tasmania.

The moveable heritage and archaeological collection and associated historic records are important components of the heritage values of each Site. These include artefacts located during archaeological excavations, artwork and furniture associated with buildings and historical people connected to the Sites, and items that have been donated by the community.



3

Heritage Values

3. Heritage Values

The Operational Guidelines for the implementation of the World Heritage Convention (2023) and the Guidance and Toolkit for Impact Assessments in a World Heritage Context (2022) provides the following definition for heritage values:

- *Values are the qualities for which a heritage place is considered important to be protected for present and future generations. Values are determined by a range of social and cultural factors. What is valued by one section of society may not be valued by another, or may be valued for different reasons, or one generation may value it but it may not be valued by the next generation. Heritage places normally have a range of values: aesthetic, architectural, biological, ecological, historic, geological, social, spiritual, etc. These values are embodied in and conveyed by the attributes of the heritage place.*

The full citations for the World, National and State Heritage listings including maps are provided in Appendix B, C and D. The statutory summary statements are provided in this section, and summary heritage listing boundary maps for each Site are provided at Section 3.6.

Detailed heritage attributes analysis and mapping will be included in future updates to the Conservation Management Plans (CMPs) for each Site.

Note: The OUV for the Australian Convict Sites World Heritage Property prepared in 2008 has been set by the formal statement inscribed on the World Heritage List. It is acknowledged that heritage values analysis and assessment approaches have changed since this time. The process to update the OUV statement is managed by the World Heritage Committee in coordination with the Australian Government.

3.1 World Heritage Values

3.1.1 AUSTRALIAN CONVICT SITES OUTSTANDING UNIVERSAL VALUE – BRIEF SYNTHESIS

The full citation for the WHL is provided at Appendix B.

This summary statement is taken directly from the official listing.

The property consists of eleven complementary sites. It constitutes an outstanding and large-scale example of the forced migration of convicts, who were condemned to transportation to distant colonies of the British Empire; the same method was also used by other colonial states.

The sites illustrate the different types of convict settlement organized to serve the colonial development project by means of buildings, ports, infrastructure, the extraction of resources, etc. They illustrate the living conditions of the convicts, who were condemned to transportation far from their homes, deprived of freedom, and subjected to forced labour.

This transportation and associated forced labour was implemented on a large scale, both for criminals and for people convicted for relatively minor offences, as well as for expressing certain opinions or being political opponents. The penalty of transportation to Australia also applied to women and children from the age of nine. The convict stations are testimony to a legal form of punishment that dominated in the 18th and 19th centuries in the large European colonial states, at the same time as and after the abolition of slavery.

The property shows the various forms that the convict settlements took, closely reflecting the discussions and beliefs about the punishment of crime in 18th and 19th century Europe, both in terms of its exemplarity and the harshness of the punishment used as a deterrent, and of the aim of social rehabilitation through labour and discipline. They influenced the emergence of a penal model in Europe and America.

Within the colonial system established in Australia, the convict settlements simultaneously led to the Aboriginal population being forced back into the less fertile hinterland, and to the creation of a significant source of population of European origin.

3.1.2 WORLD HERITAGE BUFFER ZONES

PAHSMA has an ongoing role in decision making about activities within the buffer zones for the Sites under the Hobart and Tasman local planning provisions. The World Heritage buffer zones for each Site are briefly described in the World Heritage nomination (2008:140-141) as follows:

Cascades Female Factory	Coal Mines Historic Site	Port Arthur Historic Site
<p>The buffer zone acknowledges and protects the sites' world heritage landscape and setting values. These values include recognition of the site's historic curtilages and visual and physical enclosures, especially its location in a semi-enclosed valley segment in the foothill slopes of Mount Wellington, bounded by forested ridges to the north and south and the massive Mount Wellington to the west..</p>	<p>The Coal Mines site is a 214 ha reserve. The reserve and its 340m maritime extension are protected under the EPBC Act. The buffer zone for the site encompassing 191 ha extends 200m on the west, north and seaward sides. The buffer zone protects significant views and sites features beyond the reserve, and provides a visual setting and cultural landscape context for the World Heritage area.</p>	<p>The World Heritage Values are contained within a 114 ha area within Port Arthur that is protected under the EPBC Act. This area is screened by forest from site management and operational facilities that are located within a buffer zone. The buffer zone of 1,205 ha extends to the west and south, encompassing the ridge lines of Mt Arthur, and providing a visual setting and cultural landscape context for the World Heritage area.</p>

These descriptions will be updated and expanded as part of the preparation of the Site specific CMPs. The World Heritage listing boundaries and buffer zones for each Site are shown on Figure 3-1, Figure 3-2 and Figure 3-3.

FIGURE 3-1 CASCADES FEMALE FACTORY HISTORIC SITE WORLD HERITAGE LISTED AREA AND BUFFER ZONE

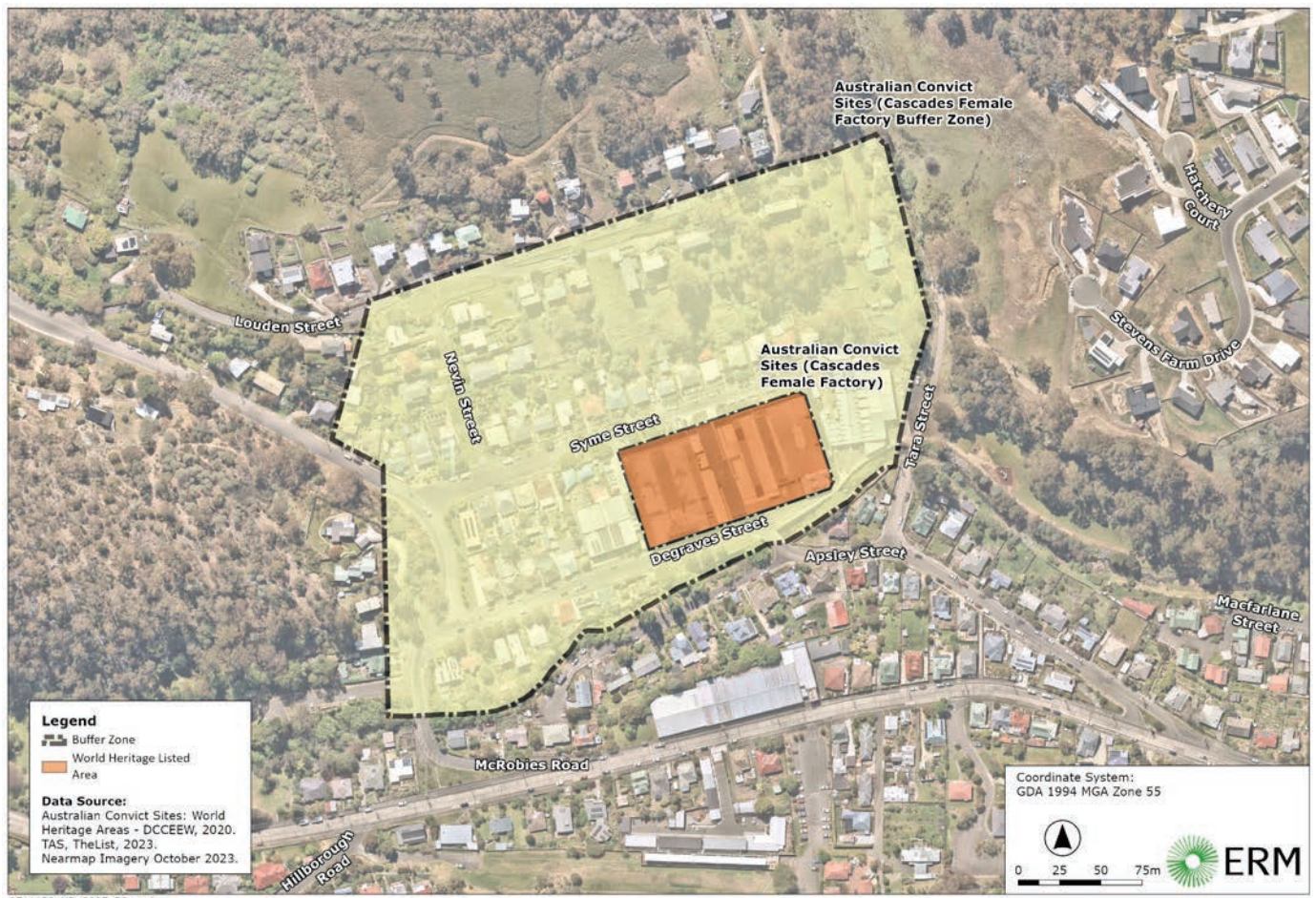


FIGURE 3-2 COAL MINES HISTORIC SITE WORLD HERITAGE LISTED AREA AND BUFFER ZONE

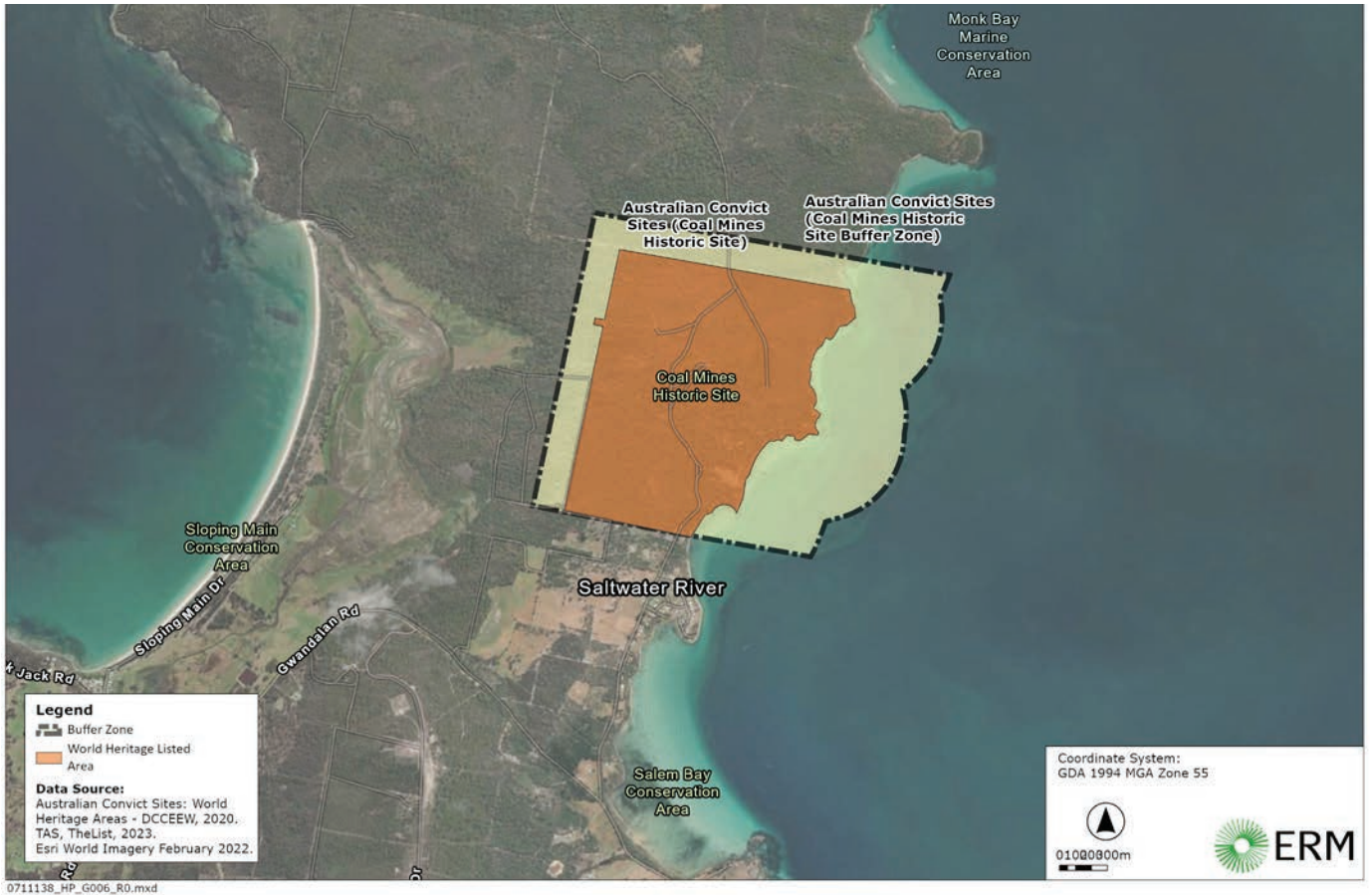
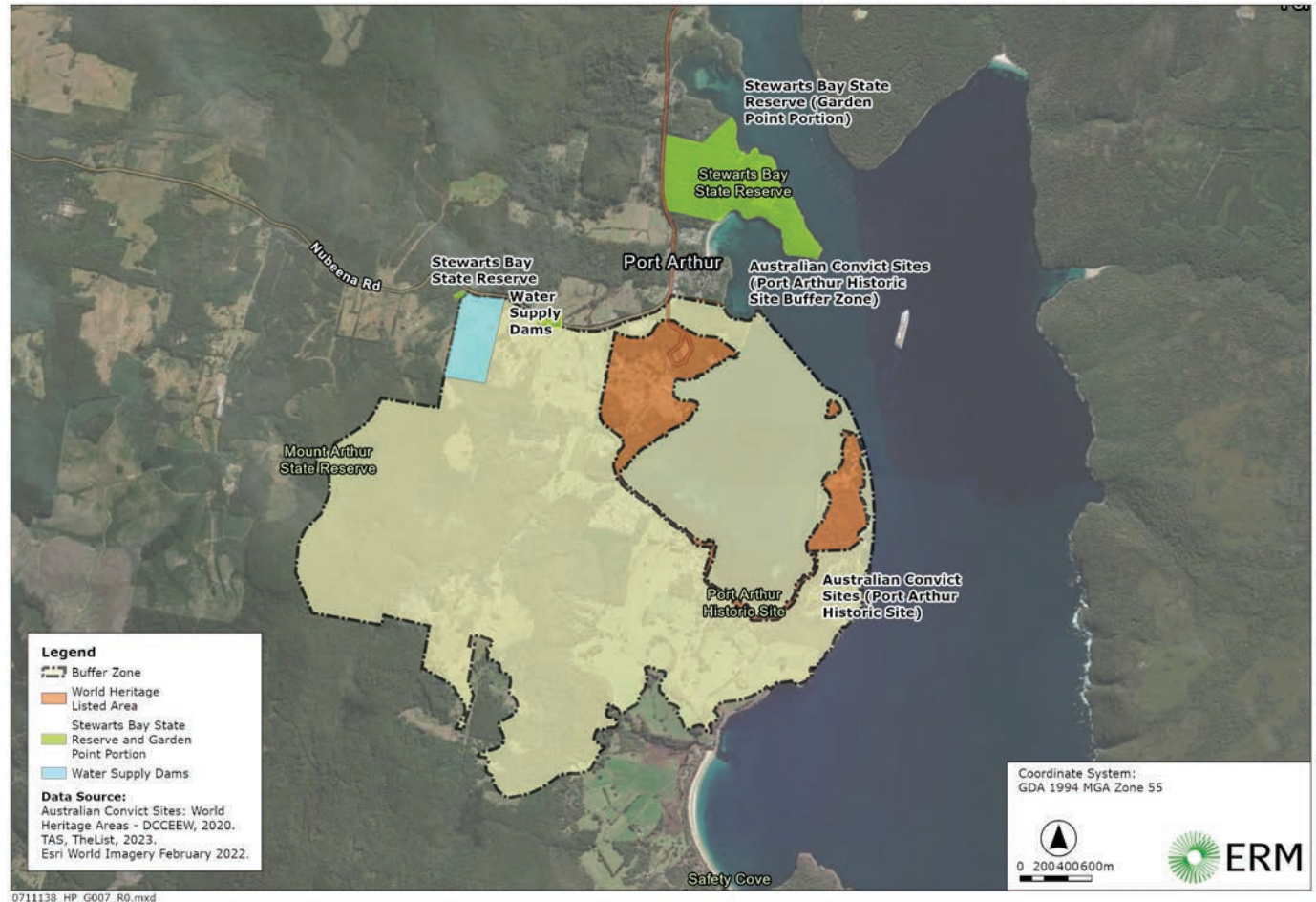


FIGURE 3-3 PORT ARTHUR HISTORIC SITE WORLD HERITAGE LISTED AREA AND BUFFER ZONE



3.2 National Heritage Values

This section provides the summary NHL statements of significance for each Site. The full NHL citations for each Site are provided at Appendix C.

As noted at [Table 1-2](#), two NH listings apply to the Cascades Female Factory Historic Site.

3.2.1 CASCADES FEMALE FACTORY HISTORIC SITE SUMMARY STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

Cascades Female Factory is highly significant for its association with convict women. The number of women transported to Australia is estimated at approximately 25 000 or between 15-17 per cent of the total convict population.

Despite being a small proportion, convict women made an important contribution to the development of the colonies in terms of their labour and their role in fostering social cohesion. They became street sellers, dressmakers, washerwomen. They brewed, baked, ran public houses, engaged in trade and provided domestic services to private masters and government officials.

Convict women were also considered necessary to the stability of emerging societies. The gender imbalance was seen by colonial authorities as an issue requiring remedying. In Van Diemen's Land in the 1820s, the imbalance was acute and for this reason, large numbers of convict women were sent there.

Convict women were also the progenitors of the nation, accounting for some 80 percent of the children born in the colonies up to 1830.

Colonial authorities both depended on convict women for the establishment of family units and social cohesion and yet regarded them as a moral threat. These conflicting views lead to a unique management response, one that reflects both moral and penal philosophies. In order to isolate the influence of convict women and in turn train them to be more 'responsible' workers, wives and mothers, the authorities established female factories. The factories were multi-functional, operating as places of work, places of punishment, hiring depots and places of shelter for convict women between assignments and those who were sick, infirm or pregnant. As colonial authorities became more systematic in their development of new free and penal settlements, female factories became regarded as necessary infrastructure. The effective control and management of convict women became important for the overall success of the settlement.

The Cascades Female Factory is the only remaining female factory with extant remains which give a sense of what female factories were like. It was the primary site for the reception and incarceration of most of the women convicts sent to Van Diemen's Land and operated between 1828-1856 (when transportation effectively ceased).

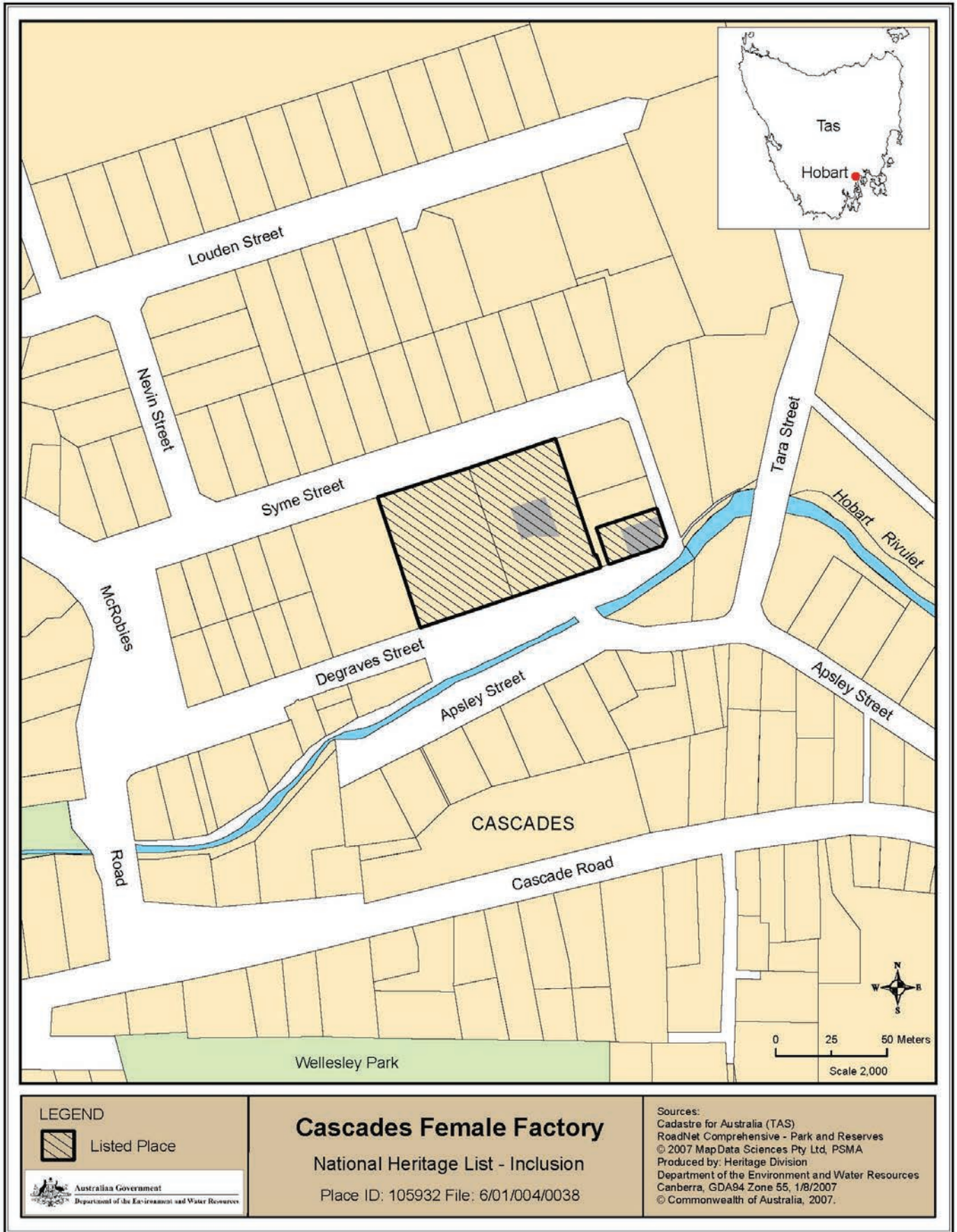
As a long running penal institution, Cascades Female Factory was subject to changing approaches to punishment and reform, and this is demonstrated in the addition of yards to the original precinct and in the functions of those yards. The earliest yard housed convict women in barracks while in later yards, separate apartments were built. Isolation from fellow inmates was at this time regarded as critical to penitence and reform.

Extensive archaeological remains and some stone footings are present on site, and these have considerable potential to enhance our understanding of the living and working conditions of convict women incarcerated in female factories.

Cascades Female Factory was situated on damp ground and with overcrowding, poor sanitation and inadequate food and clothes, there was a high rate of disease and mortality among its inmates. The death rate for the children in the factory was considerably higher than the general population. The appalling living conditions and very high infant mortality marks Cascades Female Factory as a place of great suffering.

Cascades Female Factory has high social value. It is the catalyst for research and enquiry into convict women and valued as part of the wider story of women in Australia.

FIGURE 3-4 CASCADES FEMALE FACTORY NHL BOUNDARY



3.2.2 CASCADES FEMALE FACTORY HISTORIC SITE YARD 4 SUMMARY STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

Cascades Female Factory Yard 4 North is significant for its association with the lives of convict women. Built c 1850 to house pregnant women and their infants, Yard 4 North is associated with changing philosophies of punishment and reform for convict women. Pregnancy was regarded as evidence of unauthorised behaviour and convict women were confined and punished for the crime.

Yard 4 North formed part of the Cascades Female Factory (1828-1856), the primary site for the reception and incarceration of most of the women convicts sent to Van Diemen's Land. Despite being a small proportion, convict women made an important contribution to the development of the colonies in terms of their labour and their role in fostering social cohesion. They became street sellers, dressmakers, washerwomen. They brewed, baked, ran public houses, engaged in trade and provided domestic services to private masters and government officials.

Colonial authorities both depended on convict women for the establishment of family units and social cohesion and yet regarded them as a moral threat. These conflicting views lead to a unique management response, one that reflects both moral and penal philosophies. In order to isolate the influence of convict women and in turn train them to be more 'responsible' workers, wives and mothers, the authorities established female factories. The factories operated as places of work, places of punishment, hiring depots and places of shelter for convict women between assignments and those who were sick, infirm or pregnant. As colonial authorities became more systematic in their development of new free and penal settlements, female factories became regarded as necessary infrastructure. The effective control and management of convict women became important for the overall success of the settlement.

Cascades Female Factory was situated on damp ground and with overcrowding, poor sanitation and inadequate food and clothes, there was a high rate of disease and mortality among its inmates. The death rate for the children in the nursery was considerably higher than the general population. The appalling living conditions and very high infant mortality marks Cascades Female Factory Yard 4 North as a place of great suffering.

Isolation from fellow inmates was at this time regarded as critical to penitence and reform. The high wall which separates Yard 4 from Yard 3 and footings of the outside wall of the Yard 4 demonstrate how convict women were isolated from negative influences and in turn the walls protected society from their corrupting influence. The extensive below ground archaeological remains of the nursery building have outstanding potential to provide further information about and understanding of the living and working conditions of convict women imprisoned in Yard 4 North.

FIGURE 3-5 CASCADES FEMALE FACTORY YARD 4 NHL BOUNDARY



3.2.3 COAL MINES HISTORIC SITE SUMMARY STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

The Coal Mines Historic Site contains the workings of a penal colliery and convict establishment that operated from 1833-1848. It is associated with British convict transportation to Australia and is one of a suite of probation stations established on Tasman Peninsula to exploit the natural resources and provide a secure and isolated location. At its peak the Coal Mines accommodated up to five hundred convicts as well as over 100 people that included guards and their families. It is a relict industrial landscape that demonstrates the structure, spatial layout and operation of a penal probation station, and its support industries (a lime kiln, stone quarry and tanning pits), as well as a colliery that provided the hard labour for the most refractory convicts as well as third class probation convicts.

The Coal Mines probation station was considered to be a most severe place of punishment. The many records of floggings and solitary confinements, convey the severity of convict life at the coal mines and are grim evidence of the realities of convict punishment. There are significant ruins such as the remnants of convict barracks with punishment cells and the later solitary alternating cell complex. The importance of the church for reform and moral development of convicts is evidenced in the ruins of the chapel located between the two convict barracks and the presence of a catechists house. The two hills Coal Mine Hill and Mount Stewart, provided locations for semaphore communication and surveillance and contain the sites of the semaphore structures and a guard house.

The Coal Mines was considered by the colonial administration and the Tasmanian community as the place where homosexuality was most rife and with its dual reputation for harshness and immoral activity, the Coal Mines contributed to the failure of the probation system and its demise.

Although not the first or largest colonial mining venture, it was an important resource for the Van Dieman's Land economy in the early 1800s and unlike other colonial mines the site is intact and represents the role of convicts in the economic development of the colony. Major remaining features of the mining operation include coal seams at the beach, the remains of the original adits, the main pit head with original machinery footings, the boiler and the airshaft, and circular ground depressions which indicate the sites of the mine shafts. The place also contains features relating to the transportation of coal including the inclined plane for coal tram cars, which extends from the 1845 shaft on Coal Mine Hill to Plunkett Point, subsidiary inclined planes which appear as modifications to the natural landscape, the remains of wharves and jetties and mounds of ballast and coal in the waters of Little Norfolk Bay.

The place shows the hierarchy of officers' accommodation with the elevated location of the commanding officer's house, the relationship of officers' quarters with overseers' quarters, and prisoner accommodation. It also shows the link between the bakehouse, prisoner barracks and the chapel located in the barracks complex.

Different types of prisoner accommodation can be determined from the ruins: the barracks with dormitory accommodation and solitary cells, the group of 18 solitary alternating cells remaining from 36 built in 1845-6 to isolate convicts from contact with fellow prisoners, and the site of 108 separate convict apartments constructed in 1847.

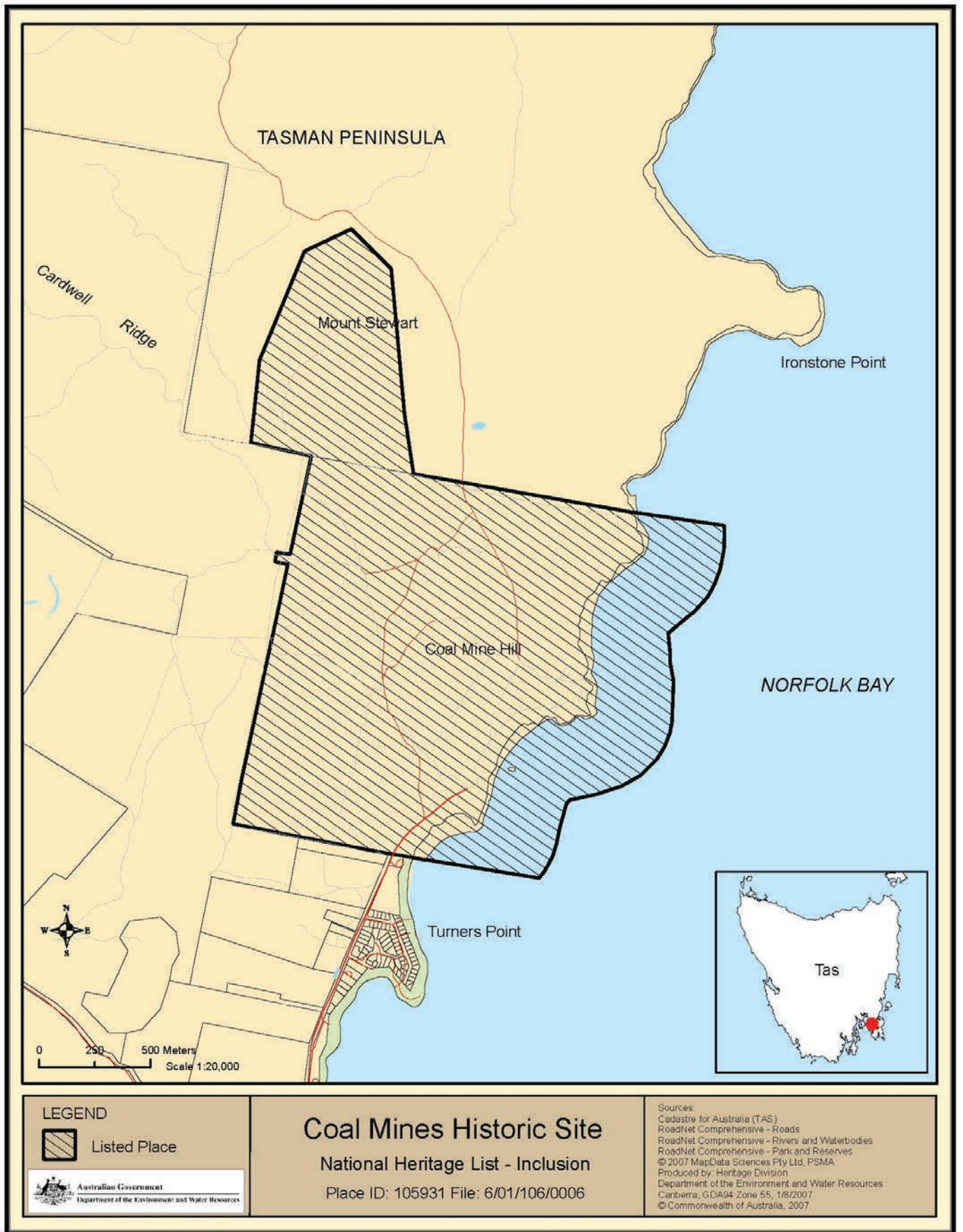
The Coal Mines Historic Site has yielded, and has high potential to further yield valuable information on the working conditions, technical skills, penal administration and the mining technologies used by convicts. Archaeological exploration of convict accommodation and associated structures, and in particular, the dormitories and solitary cells have the potential to provide a greater understanding of penal architecture and the lives and conditions of convicts.

3.2.4 PORT ARTHUR HISTORIC SITE SUMMARY STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

The Port Arthur Historic Site is a significant national example of a convict site demonstrating, with a high degree of integrity and authenticity, an aspect of the British strategy of convict transportation to Australia. This type of coerced migration had a major impact on the formation of Australia and the Australian psyche. As one of a few major sites now surviving to evidence the secondary punishment aspect of this penal system, Port Arthur Historic Site ably demonstrates the evolution of a penal system

FIGURE 3-6 COAL MINES HISTORIC SITE NHL BOUNDARY



to suit Australian conditions. Also, because of its long years of operation, 1830-1877, which included the cessation of transportation to Tasmania, it provides valuable and tangible evidence of the physical form and evolution of the penal system in Australia and, in particular, in Tasmania, over these years.

Port Arthur was also a key part in the Probation System phase of the Australian convict story. The Probation System of the 1840s was unique to Van Diemen's Land and Norfolk Island, although short-lived in the latter, involving less direct physical punishment and more persuasion to reform through education, isolation, work and religion. The solitary punishment process apparent in British penal thinking of this era is particularly well-illustrated by the Port Arthur Separate Prison – a relatively rare surviving example of this type of facility in Australia, especially in this kind of setting. Similarly, the Point Puer boy's establishment provides a demonstration of the spread of British ideas on the treatment of boy prisoners. The evidence of work and religion at Port Arthur still dominates the landscape with the large number of buildings (and their respective functions), major site modifications, known past industrial site functions and related areas, and religion-related elements and buildings evident.

The cessation of transportation to Tasmania in 1853 and the decline in the need for Port Arthur for convict use saw this use gradually replaced by a social welfare role, with facilities being given over to, or built for ex-convicts, convict invalids, paupers and lunatics, demonstrating the legacy of the convict system. The Port Arthur Asylum (1868) is a rare example of this type of facility.

Port Arthur Historic Site is a significant, very rich and complex cultural landscape, the primary layers of which relate to the convict era (1830-77) and subsequent eras as a country town and tourist site, including a State National Park and a major historic site under conservation management. It combines the contradictory landscape qualities of great beauty and association with a place of human confinement and punishment.

A gunman took the lives of people and wounded others on 28 April 1996 – an additional layer of tragic significance was added to the place. This tragic loss of life on this scale, and its effect on Australians, led to changes in Australia's national gun laws.

Port Arthur Historic Site has extensive research potential primarily related to the convict experience because of its relative integrity and authenticity. This is enhanced because of the extensive other sources of evidence of the past history of the place including documentary, collections, structures, archaeological and landscape evidence.

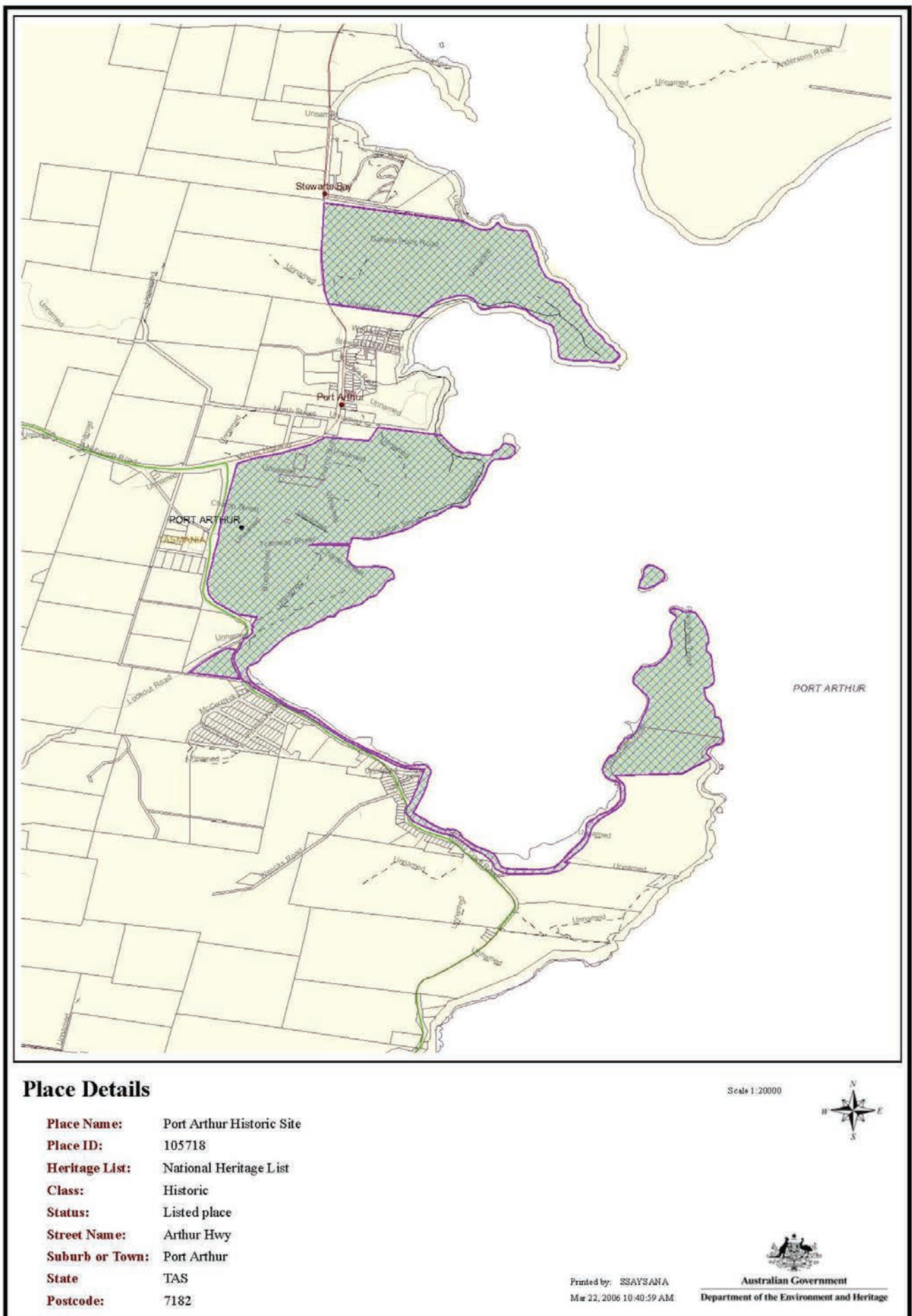
Port Arthur Historic Site is outstanding in demonstrating the principal characteristics of an Australian convict site related to classification and segregation; dominance by authority and religion; the provision of accommodation for the convict, military and civil population; amenities for governance, punishment and healing, and the elements of place building, agriculture and industry.

Port Arthur Historic Site is a landscape of picturesque beauty. Its ruins and formal layout, in a serene setting, and the care with which this is maintained, symbolise a transformation in Australia from 'hated stain' to the celebration of a convict past. The picturesque setting of the place, recognised (and in certain areas consciously enhanced) since the early days of the settlement, features buildings in a landscape of hills with valley, edged by harbour and forest, is a very important aspect of the place's significance. The parkland of today's Port Arthur Historic Site is, in part, an accidental and deliberate artefact of park management practices, in the context of ruined buildings and mature English trees, which now seems to project an idealised notion of rustic contentment contrasting dramatically with Port Arthur's known penal history. This apparent conflict and contrast is a critical element of the place's significance. This complex, ambiguous character has been further strengthened as a result of the April 1996 shooting tragedy, creating, for many Australians, a more immediate poignancy and symbolism attaching to the values of the place.

Port Arthur Historic Site has outstanding heritage value to the nation because of the place's special association with British convicts in Australia and their administrators in the period 1830 to 1877, exemplifying a world-wide process of colonial settlement.

There are many significant people associated with the place, from those who developed the penal philosophy used at Port Arthur to people who managed the convict system, those who lived at Port Arthur and ran the establishment, and those incarcerated there. These include John Howard, Jeremy Bentham, Joshua Jebb and the Prison Reform Movement; Governor Arthur, the Governor of Van Diemen's Land at the time that Port Arthur was established as a penal settlement and the person after whom it was named; Sir John and Lady Franklin; the Corps of Royal Engineers; Commandant Charles O'Hara Booth, Commandant William Champ, Superintendent James Boyd, Thomas Lempriere, Commissariat Officer at Port Arthur; political prisoners William Smith O'Brien: the leader of the Young Ireland Movement ticket-of-leave, John Frost and Linus Miller.

FIGURE 3-7 PORT ARTHUR HISTORIC SITE NHL BOUNDARY



3.3 State Heritage Values

This section provides the summary statements of significance for each Site from the Tasmanian Heritage Register. The full citations for the Sites included in the Register are provided in Appendix D.

3.3.1 CASCADES FEMALE FACTORY HISTORIC SITE STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

The Cascades Female Factory provides an evocative insight into the lives and experiences of the convict women who served time in penal institutions in Australia.

The factory, which operated from 1828 to 1856, was the largest and one of the longest serving penal institutions in Van Diemen's Land. In the early 1850s it contained five major yards and at one stage, in grossly overcrowded conditions, held more than 1,000 women and 176 children.

In a gully in the shadow of Mount Wellington, it was notorious for its damp and unhealthy conditions and for its high rate of infant deaths. Death rates for infants have been estimated as high as 40% of the young inmates.

The Cascades Female Factory has strong association and special meaning for the community as a place of women's history.

The structural configuration and evolution of the Cascades Female Factory demonstrates many important facets of the Colonial penal system over time, including changing social attitudes.

After the end of transportation, the Cascades Female Factory became a welfare institution for lunatics, invalids, paupers, homeless boys and 'fallen women' who were substantially human legacies of the Colonial convict system. This history tells the story of penal oppression in convict times through to late philanthropy and social control.

The ruins, archaeological remains and associated cultural deposits, as well as its collections, reveal subsequent layers of history from the time of the Female Factory to the complex' subsequent use as a gaol, a paupers' and invalids' home, an asylum for the insane, a boys' reformatory and later training school, contagious diseases hospital, and a home for 'fallen women'.

The surviving physical evidence of the site (including below ground features and artefacts) has exceptional implications for scientific and historical research.

It also holds strong associations with a number of individuals prominent Tasmania 's history. These include the institutions architect John Lee Archer; Quaker penal reformer Elizabeth Fry (whose influence was felt from England); Matron Mary Hutchison and the Aboriginal woman Truganini who was for some time buried in Yard 1.

3.3.2 COAL MINES HISTORIC SITE STATEMENT OF SIGNIFICANCE

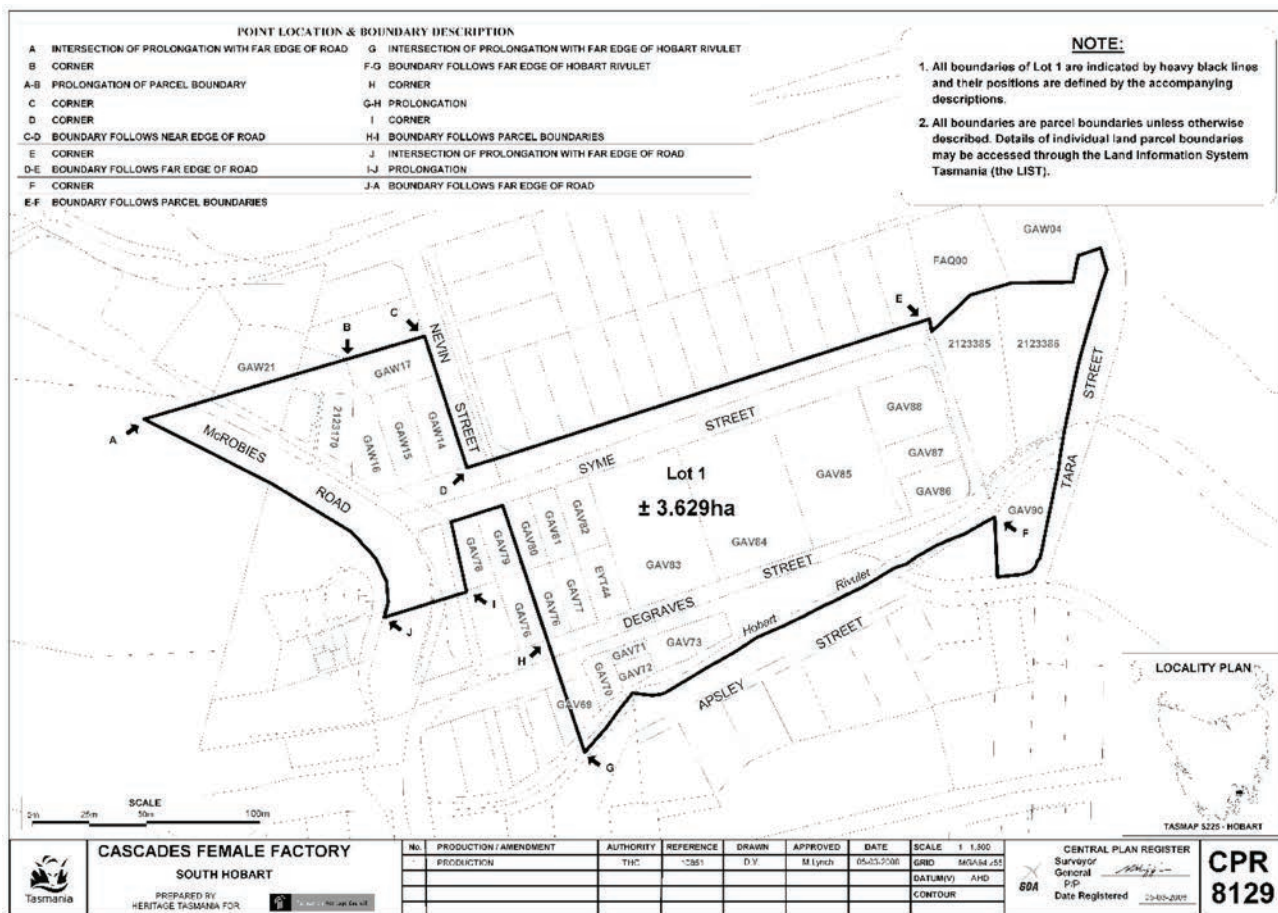
This summary statement is taken directly from the official listing.

The Coal Mines Historic Site is an outstanding example of the 19th century European global strategy of using the forced labour of convicts in the establishment of colonial economies.

The dual role of secondary punishment station and an ambitious industrial venture is rare in Australian convict history. The mines were the first mechanised mines in Tasmania and among the first mechanised in Australia.

The beds and footings of the winding and pumping machinery are the earliest pit- top workings in Australia. They demonstrate different technical aspects in the extraction and transportation of coal in the early 19th century, from relatively simple manual techniques through to the more mechanised systems of the steam age. The site has extensive research potential because of the high degree of integrity of the site and its cultural landscape setting. It is an unparalleled resource for archaeological research into early Australian mining practice. The Coal Mines Historic Site has outstanding heritage value because of the place's special association with convicts and their administrators in the period 1833 to 1848.

FIGURE 3-8 CASCADES FEMALE FACTORY TASMANIAN HERITAGE REGISTERED AREA



3.3.3 PORT ARTHUR HISTORIC SITE STATEMENT OF SIGNIFICANCE

This summary statement is taken directly from the official listing.

Developed specifically for secondary offenders between 1830 and 1877, Port Arthur is perhaps the best-known symbol of Australia's convict past, representing one of the foundational stories in Tasmania's and the nation's history.

Port Arthur demonstrates the adaptation of the 19th British penal system to Australian conditions. Forced labour created essential infrastructure and the foundation for an industrial establishment manufacturing a wide range of material and goods for both government and private markets.

A number of Port Arthur institutions pioneered new aspects of British and American 19th century penal and social ideas and practice, for example, the Point Puer reformist institution for convict boys, the Dockyard where convict labour was used to build both essential infrastructure and vessels, the Separate Prison and the Asylum which were used for managing criminals and the mentally ill, and the Paupers Depot which was used to maintain men incapable of living independently.

Port Arthur Historic Site has a high degree of integrity and has become the exemplar of Tasmanian tourism. Its landscape, ruins and formal layout symbolise a transformation in Australian attitudes from revulsion at the hated stain to a celebration of the convict past.

Over the last 30 years Port Arthur has set a benchmark in the development of Australian historical archaeological method and theory, and also of heritage tourism and management at a national level.

The tragedy of 28 April 1996, when a lone gunman shot and killed 35 people and wounded 19 others, added another layer to the sites history and as a result of this horrendous event, new guns laws controlling gun ownership were introduced across the nation.

Many notable historic figures, including administrators and convicts, artists and writers have been associated with Port Arthur.

FIGURE 3-9 COAL MINES TASMANIAN HERITAGE REGISTERED AREA

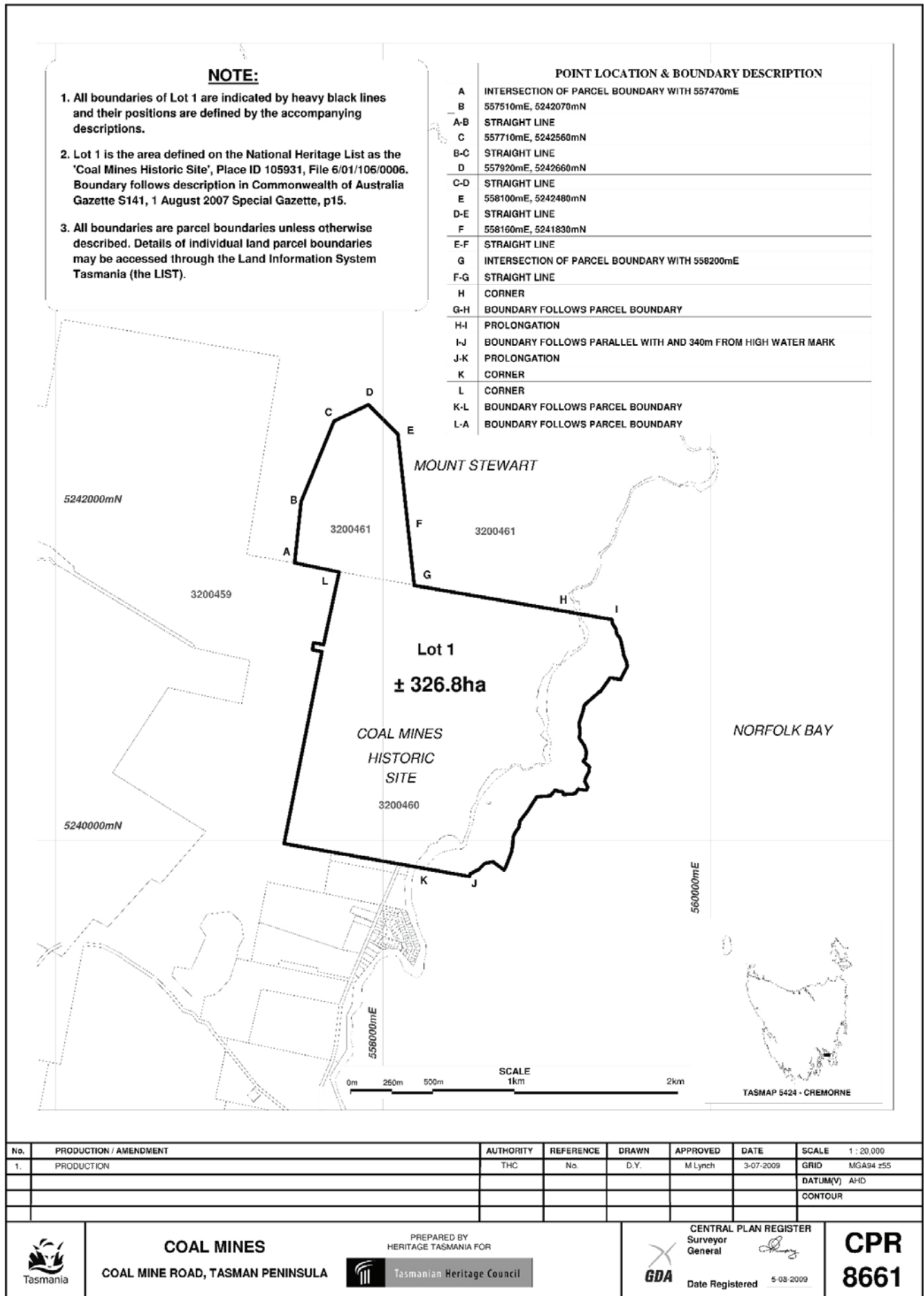
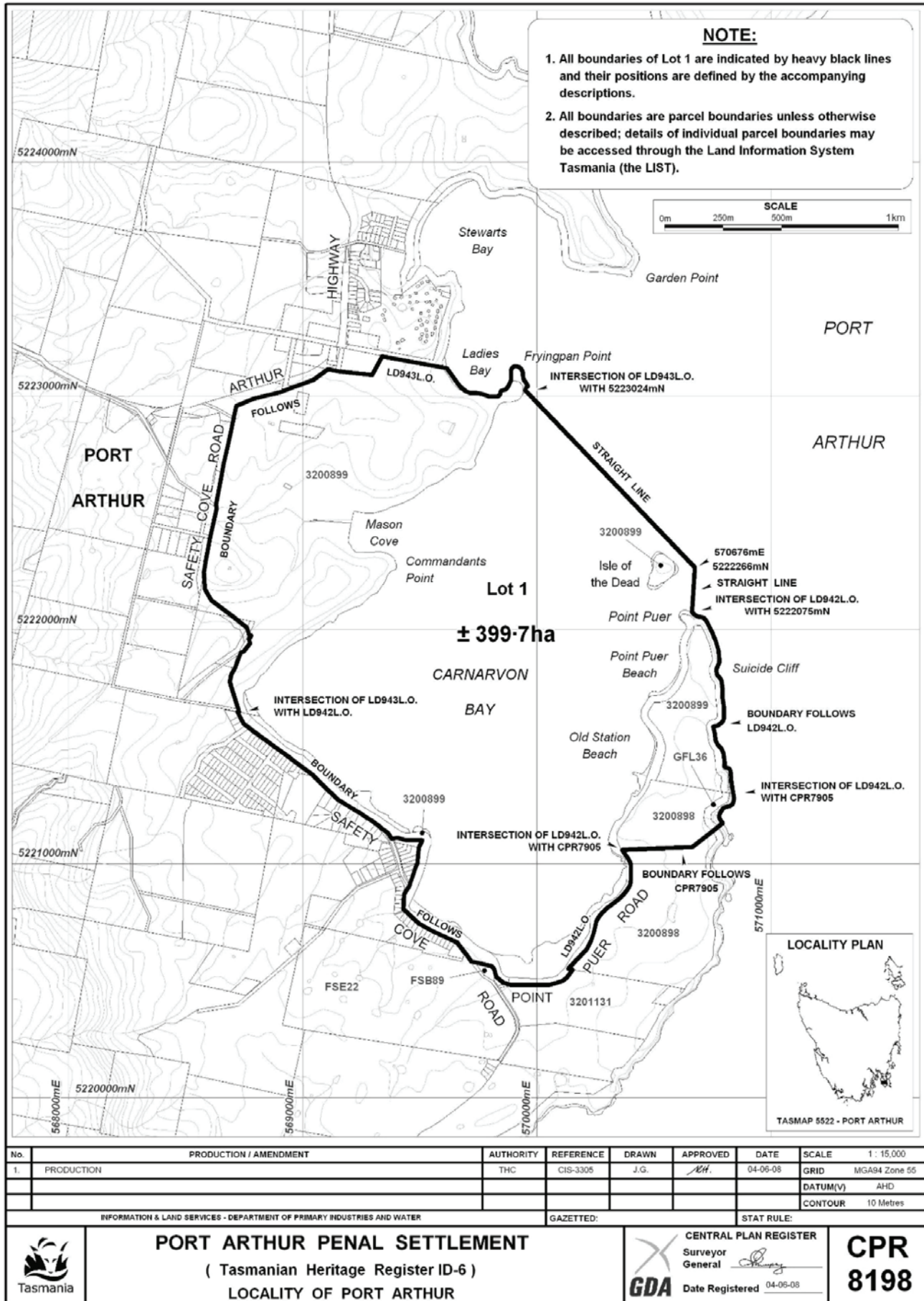


FIGURE 3-10 PORT ARTHUR PENAL SETTLEMENT TASMANIAN HERITAGE REGISTERED AREA

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3.4 Assessed Aboriginal Cultural Heritage Values

The Operational Guidelines for the implementation of the World Heritage Convention (2023) recognise the rights of Indigenous Peoples to be involved in the assessment and management of their cultural heritage. It is also important that Aboriginal heritage values at the Sites are assessed and managed in accordance with State and Commonwealth legislation.

The 2008 SMP included an initial desk-top assessment of Aboriginal heritage values of the Port Arthur and Coal Mines Historic Sites. This assessment is extracted and provided below. These are preliminary assessments only, and comprehensive assessments to be prepared in consultation with Aboriginal Heritage Tasmania and Tasmanian Aboriginal people is included as an action in Section 8 of this HMP.

3.4.1 COAL MINES HISTORIC SITE

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

3.4.2 PORT ARTHUR HISTORIC SITE

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

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

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

3.4.3 CASCADES FEMALE FACTORY HISTORIC SITE

The potential Aboriginal heritage values of the Cascades Female Factory Historic Site have not yet been comprehensively assessed. The Site's location in relation to kunanyi/Mount Wellington has potential spiritual values, which requires consultation with Tasmanian Aboriginal people.

The Site's strong association with Truganini is an important aspect of Australian post-contact history, including the process of colonisation and dispossession of Tasmania's Aboriginal people.

3.5 Local Heritage Values

The Cascades Female Factory is included as local heritage item and as part of the Hobart Rivulet Local Heritage Precinct in the Hobart Interim Planning Schedule 2015. There is no heritage citation associated with the individual site planning control entry, and the Heritage Precinct information is available online via City of Hobart Local Heritage Precincts.

While the Tasman Schedule does not list the Port Arthur and Coal Mines Historic Sites as local heritage places, precincts, cultural landscapes or areas of archaeological potential, it includes a Specific Area Plan for the two Sites (see Section 4.5).

This Specific Area Plan recognises the heritage significance of the two Sites. There is no heritage citation associated with this Specific Area Plan.

Updated assessments of local heritage values prepared in consultation with the local communities are required as part of ensuring all levels of heritage values are understood, recognised and appropriately managed. This work will be included in the updates of the Site Specific and Precinct CMPs.

3.6 All Listing Boundaries

The World, National and State listing boundaries have been integrated into a single figure for each Site. These are provided at Figure 3-11, Figure 3-12 and Figure 3-13.

FIGURE 3-11 CASCADES FEMALE FACTORY LISTING BOUNDARIES

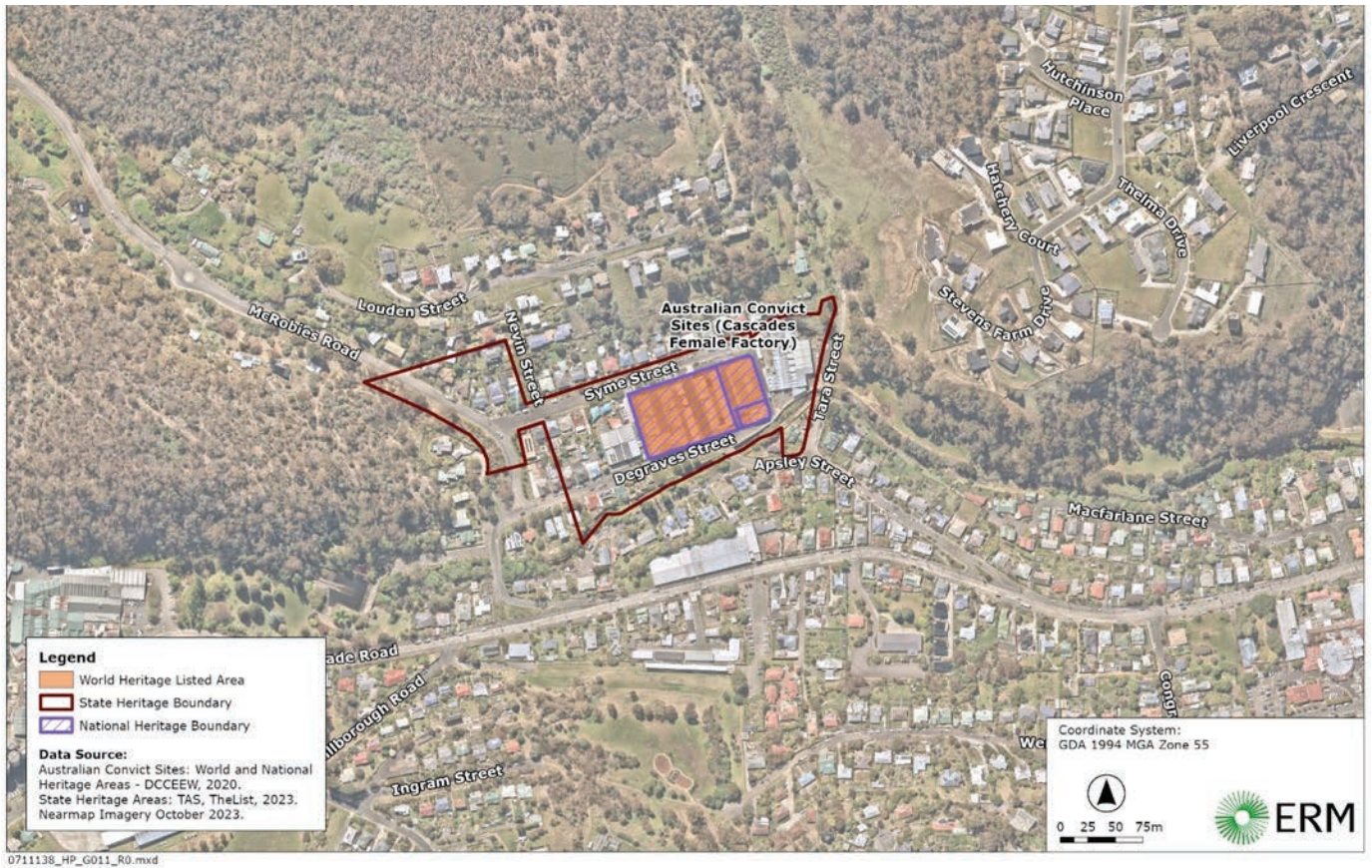


FIGURE 3-12 COAL MINES HISTORIC SITE LISTING BOUNDARIES

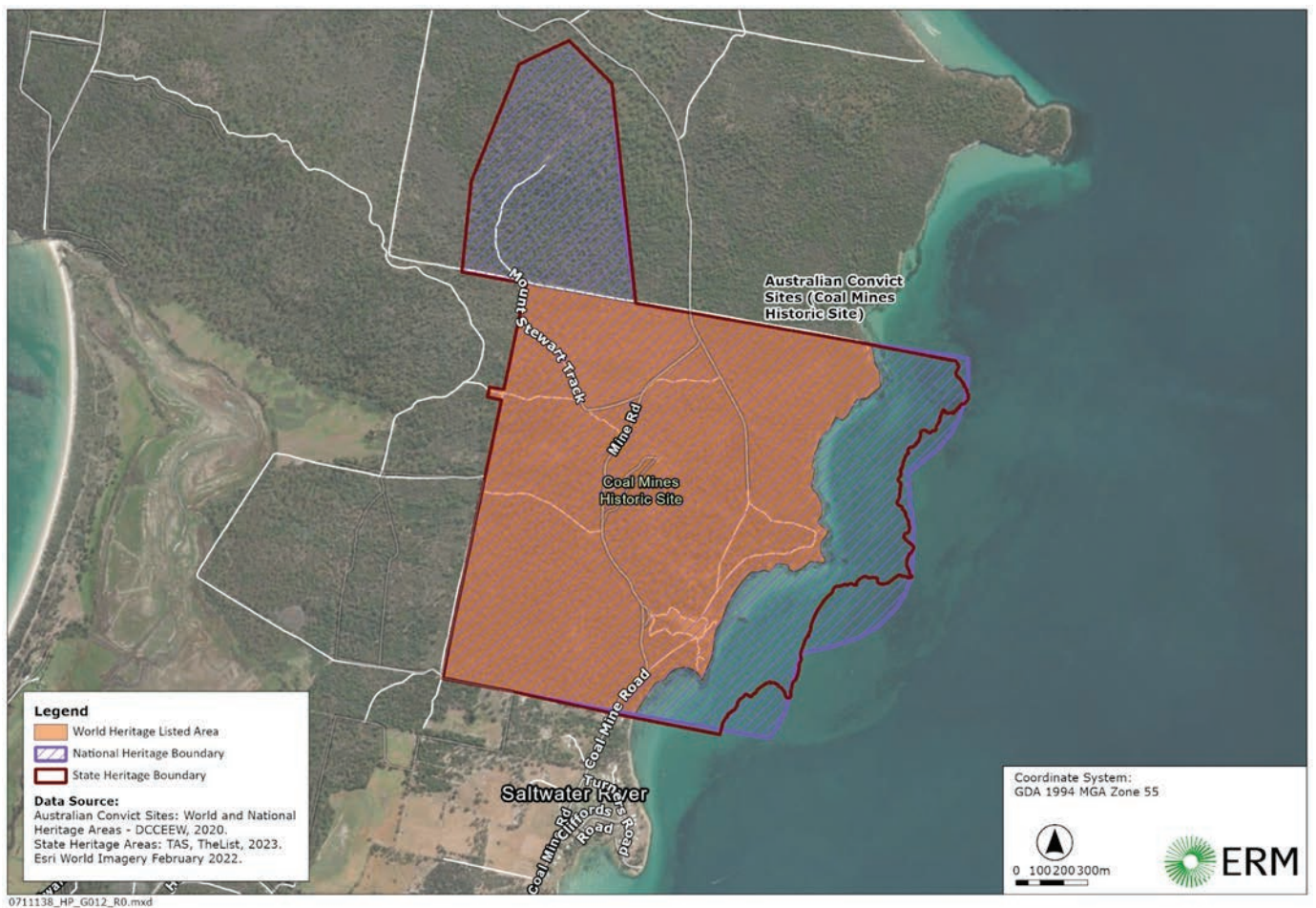
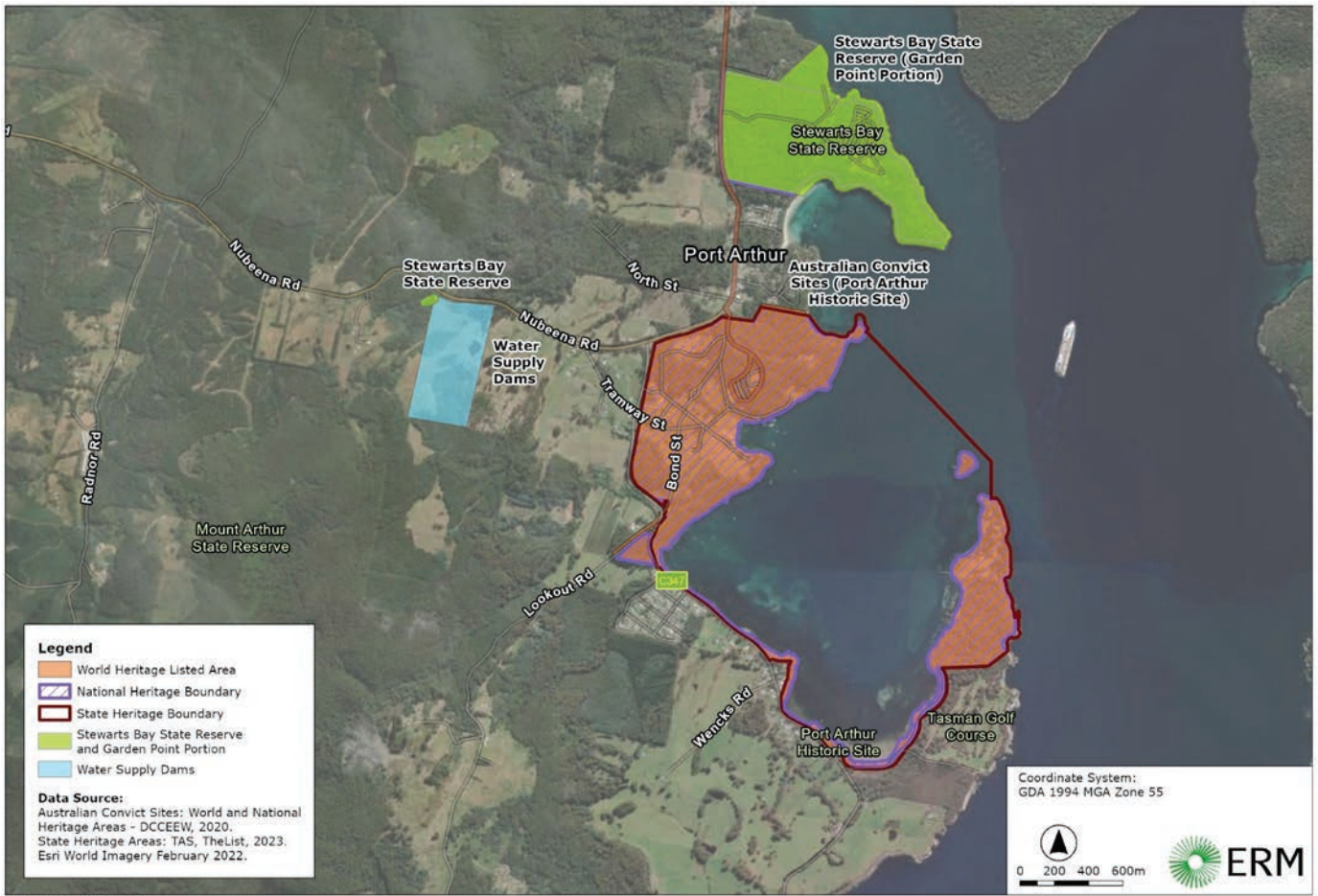


FIGURE 3-13 PORT ARTHUR HISTORIC SITE LISTING BOUNDARIES



3.7 Condition of Heritage Values

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

The following condition statements are drawn from the National Heritage citations, the 2008 SMP, and the 2016 Cascades Female Factory CMP, with updates based on visual inspection and consultation in November 2023. The condition of each of the Sites is regularly reviewed by PAHSMA and information continues to be updated to provide an accurate baseline for monitoring and prioritising conservation, remediation and repair.

Climate change poses a risk to all three Sites. More frequent and intense storm activities and larger volumes of water movement threaten all three Sites. Bushfire and accelerated coastal erosion are key threats to the condition of the Coal Mines and Port Arthur Historic Sites. Analysis to establish baseline conditions for monitoring and proactive management, along with adequate resources for responding to damage caused by severe weather events are key management considerations and challenges. This is addressed further in [Section 5](#) and [Section 6.2](#).

3.7.1 CASCADES FEMALE FACTORY HISTORIC SITE

Since the government divestment and sale of the entire property in 1904, the original ground plan of Cascades Female Factory Historical Site has been substantially altered above the ground. A variety of private owners acquired the five yards separately. The ensuing period of private ownership substantially altered the structural integrity of the Site. Two of the five yards were levelled (Yards 2 and 5) with the removal of all internal buildings and external walls leaving only the vacant land, which has since been developed. In the remaining three yards

the bulk of the perimeter walls survived but the remaining internal buildings were lost to demolition. Only Yard 4 has a single cottage, built to house the resident Matron overseer.

However, although the attrition of Female Factory related fabric was almost total above the ground, the same cannot be said for the sub surface archaeological resource. Excavation has now been undertaken in all three yards (Yards 1, 3 and 4 south). A former (buried) fuel tank remains on site.

The perimeter walls and Matrons Cottage are stabilised and in good condition, with regular maintenance, monitoring and repair undertaken. The visitors centre completed in 2022 has been sensitively designed and integrated at the Site, facilitating an effective insight into the history and importance of the place for a diverse audience. The Site is secure with a regular management presence. Current site interpretation and visitor experiences enable a clear insight into the former layout and lived experiences via interpretation of the archaeological remains and records. The values embodied in the associated materials and intangible evidence – the records, collections and spiritual and social connections of the place – remain intact. Storage, access and accessioning of the collection requires review and investment.

3.7.2 COAL MINES HISTORIC SITE

The Coal Mines Historic Site retains a high degree of authenticity, but its integrity, the intact physical fabric embodying the heritage values, is fragile. Given the coastal location of the Coal Mines Historic Site deterioration is a naturally occurring process.

Generally, the impacts of visitors, natural weathering and erosion, and of plant and animal species contribute to the incremental deterioration of the fabric. The natural bushland vegetation forms part of the cultural landscape of the Site including its isolated setting and is an environmental value that continues to need to be carefully managed. Uncontrolled growth of this vegetation threatens the cultural heritage features of the Site, and poses a bushfire risk.

Works undertaken in 2023 to manage erosion caused by water movement across the Main Settlement area are being regularly monitored to evaluate their effectiveness. Coastal erosion is currently managed via placement of sand and rock material in bunds.

Continued consistent implementation of conservation management and stabilisation of the fabric of the Site will assist in protecting the condition of the physical fabric.

Interpretation at the main entry area provides some insight into the history and importance of the place, and tours can be arranged by appointment. Some signage is quite faded and in need of replacement, and understanding of key ruins across the Site as it is experienced in situ is limited. The Site is open for public access at all times except at times of high winds when warnings are issued, with no regular personnel present.

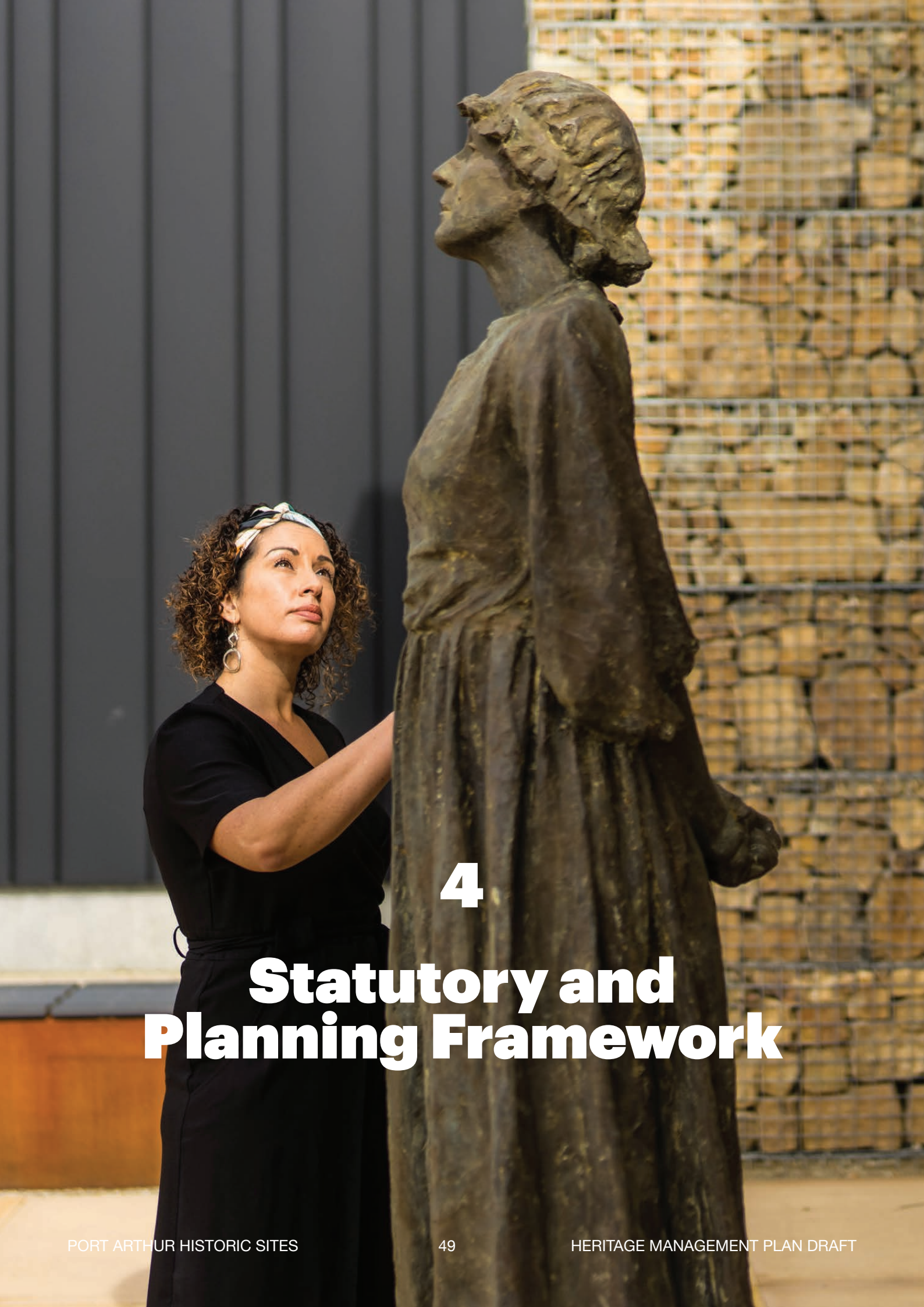
The values embodied in the associated materials, such as the records, collections, along with the spiritual and social connections of the place, remain intact. Storage, access and accessioning of the collection requires review and investment.

3.7.3 PORT ARTHUR HISTORIC SITE

The Port Arthur Historic Site ranges from fragile to good condition, retains a high degree of integrity and is well-managed. The condition of the Penitentiary was comprehensively investigated in November 2023 and a range of repairs are scheduled as a priority by PAHSMA.

The heritage values of the Port Arthur Historic Site are embodied in the attributes of the place, which include the physical fabric of the place in its setting – that is the buildings and ruins. It also includes the associated materials such as the records, collections, along with spiritual and social connections to the place which remain intact. Storage, access and accessioning of the collection requires review and investment.

The visitor centre includes an interpretative gallery on the lower level that can be visited before or after a tour of the site. Multiple guided tours and education experiences are offered, along with self-guided and audio tours. Signage and interpretation across the sites vary notably in style, layout and condition.



4

Statutory and Planning Framework

4. Statutory and Planning Framework

A wide range of statutory requirements and leading practice guidelines apply to the Sites. This section provides an overview of the key requirements and considerations for the management of the Sites and links to further information.

4.1 World Heritage Convention 1972

The Convention Concerning the Protection of the World Cultural and National Heritage (also referred to as the World Heritage Convention) was adopted by UNESCO in 1972. Australia ratified the Convention in 1974 and it came into force in 1975. The Convention is a global instrument for the protection of cultural and natural heritage. It aims to promote cooperation among nations to protect heritage around the world that is of such outstanding universal value that its conservation is important for current and future generations.

The Convention is administered by the World Heritage Committee, which is made up of 21 nations elected from the signatories to the Convention. Under the Convention a list of properties having Outstanding Universal Value (OUV) has been established – the World Heritage List. The Australian Government works with State and Territory governments to ensure it meets its international obligations under the Convention.

The three Sites managed by PAHSMA are included on the World Heritage List as part of the Australian Convicts Sites property and are recognised under the World Heritage Convention.

As a State party to the Convention, Australia agrees to:

- support the function of cultural and natural heritage in the life of the community;
- identify, protect, conserve, and present World Heritage properties, including resourcing experienced and qualified staff to fulfil these responsibilities;
- be responsible for the identification and safeguarding of heritage located in its territory, including addressing dangers and threats to World Heritage Values;
- support scientific research into the protection and conservation of World Heritage Values; and
- do all it can with its own resources to protect its World Heritage properties.

The Operational Guidelines for the Implementation of the World Heritage Convention are regularly updated by the World Heritage Committee to reflect new concepts, knowledge or experiences to support leading practice in the management of World Heritage properties. The Operational Guidelines are a key reference for all of those involved in protecting and managing World Heritage properties. Importantly, paragraph 172 of the Operational Guidelines provides the ability for States parties to notify and seek guidance on appropriate solutions from the World Heritage Committee about proposed changes that may affect the OUV of the World Heritage Property.

Further information on World Heritage management in Australia is available on The World Heritage Convention page of the Australian Government Department of Climate Change, Energy, the Environment and Water's (DCCEEW) website.

4.2 Environment Protection and Biodiversity Conservation Act 1999

The Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) protects the environment across all Australian jurisdictions. It is also Australia's main instrument for implementing its obligations under the World Heritage Convention. The EPBC Act protects World Heritage properties in Australia, and established the National Heritage List. The Sites are on the World and National Heritage Lists. Both World and National Heritage are protected as Matters of National Environmental Significance (MNES) under the EPBC Act.

4.2.1 MATTERS OF NATIONAL ENVIRONMENTAL SIGNIFICANCE

Part 3, Division 1 of the EPBC Act requires that actions that have, will have, or are likely to have a significant impact on MNES require approval from the Australian Government Minister for the Environment. The nine MNES include World Heritage Areas and National Heritage Places.

The EPBC Act requires that adverse and significant impacts to World and National Heritage places are to be avoided and minimised as far as possible as MNES. This includes the requirement to consider prudent and feasible alternatives to a proposed activity that could have an adverse or significant impact.

Approvals are sought via an EPBC referral, require application fees and can take several months for a determination. It is possible that approval may not be granted. The EPBC Act [Significant Impact Guidelines 1.1 \(SIG\)](#) – MNES provide self-assessment guidance to inform the planning process for a proposed activity affecting World and National Heritage places.

4.2.2 WORLD HERITAGE AND NATIONAL HERITAGE MANAGEMENT PRINCIPLES

Management of World and National Heritage places is to be consistent with the World and National Heritage Management Principles established under the EPBC Regulations 2000. The World and National Heritage Management Principles in Schedule 5 of the EPBC Regulations are provided in Appendix G.

4.2.3 MONITORING, REVIEW AND REPORTING

Monitoring and reporting on the condition of World and National Heritage Values are critical to effective conservation and transmission of World Heritage to future generations. Requirements for monitoring and reporting on the condition of Heritage Values are included in the World Heritage Convention, EPBC Act and Regulations, and the [Operational Guidelines for the Implementation of the World Heritage Convention](#). The system of World Heritage monitoring and reporting combines global perspective with individual property and regional oversight and provides information for ongoing adaptive management.

4.2.3.1 Monitoring methodologies

The Australian Government through the Australian Heritage Council is in the process of developing standardised monitoring methodology for heritage places. To minimise duplication, the methodology aims to be consistent with existing monitoring and reporting requirements for World Heritage properties. Managers of National Heritage places and World Heritage properties are involved in this process. The standardised methodology is forthcoming and expected during 2024.

The physical condition of the three Sites is regularly inspected, and reactive repairs and maintenance are undertaken by a dedicated maintenance team in the Authority. Specialists in-house include stonemasons, painters, horticulturalists, and groundskeepers. Other specialist trades are engaged where required including engineers, plumbers, electricians, and roofers experienced with working on heritage places.

The condition of all of the heritage values of each Site needs to be consistently monitored, evaluated and reported on, including the need for agreed baseline data. Monitoring is addressed in further detail in [Section 6.2.2.11](#).

4.2.3.2 World and National Heritage reporting considerations

An overview of reporting requirements for World Heritage properties is provided on the DCCEEW [Managing World Heritage in Australia](#) webpage. Reporting requirements for World and National Heritage include:

- Reactive monitoring — reporting on the state of conservation of specific World Heritage properties that may be under threat. These reports can be requested by the World Heritage Committee from the States Parties.
- Reporting on proposed major restorations or new constructions to the World Heritage Committee to seek assistance on appropriate solutions to ensure World Heritage properties' OUV is fully conserved, in accordance with paragraph 172 of the Operational Guidelines.
- States Parties submit a report on the application of the World Heritage Convention to the World Heritage Committee every six years, including information about maintenance of World Heritage properties.
- The Australian World Heritage Focal Point in DCCEEW submits a quarterly report to the World Heritage Committee on development proposals relevant to Australian World Heritage properties.
- National State of the Environment reporting is undertaken by the Australian Government every five years, including information about heritage conditions, trends and pressures.

4.2.3.3 National Heritage review and reporting requirements

Under Section 324ZC of the EPBC Act, the Minister for the Environment is required to review the National Heritage List and report on a range of management matters including any significant damage or threat to the National Heritage Values of those places on the List. The Minister seeks input and assistance from the owners of National Heritage places when conducting the review and preparing the report. The Act requires the report to be prepared every five years and that it is tabled in each house of Parliament.

4.3 Australian World Heritage Advisory Committee

The Australian World Heritage Advisory Committee (AWHAC) was established in 2008. It is a forum which advises Australia's Commonwealth, State and Territory governments on issues that affect Australia's World Heritage properties. AWHAC comprises the Chairs of the advisory committees from each World Heritage property in Australia. Membership of AWHAC also includes two traditional owner representatives, who are also co-chairs of the Australian World Heritage Indigenous Network.

The AWHAC is a forum for World Heritage site managers to:

- share information on leading-practice management of World Heritage sites;
- share knowledge and experience;
- encourage continual improvement in the protection of World Heritage properties;
- advise on the development of effective national policies;
- identify and consider matters that require an agreed common approach between multiple jurisdictions; and
- advise on research, monitoring and other information needs for World Heritage properties.

4.3.1 AUSTRALIAN CONVICT SITES STEERING COMMITTEE

The Australian Convict Sites Steering Committee (ACSSC) was formed in 2010, following the successful nomination of the Australian Convict Sites to the UNESCO World Heritage List. The Committee includes representatives from each site and jurisdiction as well two representatives from the Australian Government. Under the terms of the Australian Convict Sites Strategic Management Framework, signed by Ministers from each jurisdiction, the main functions of Committee include:

- encouraging the member sites to collaborate on the protection, conservation and presentation of the OUV of the Property;
- collaborating on methods to support Australia, through the management of the member sites, to meet obligations as a State Party to the World Heritage Convention;
- advising the State and Australian Governments on issues that could impact the Property's OUV, including recommendations to avoid, minimise and mitigate impacts; and
- advocating with governments and stakeholders to grow awareness of the Property and World Heritage in general in Australia.

4.3.1.1 Objectives and strategies

The ACSSC's 2024-2026 Strategic Plan includes the following objectives and strategies that inform and guide the management of the Sites:

OBJECTIVE 1: Conserve and protect the Property's Outstanding Universal Value for current and future generations

- Ensure individual sites have current statutory Management Plans or equivalent;
- Improve the management of the sites' attributes; and
- Share expertise, advice, and resources.

Objective 2: Collaboratively manage the Property's Outstanding Universal Value

- Engage all sites and jurisdictions in the ACSSC work;
- Develop governance documentation to guide the ACSSC work;
- Assist the sites to manage emerging matters and pursue funding and resources; and
- Contribute to UNESCO's Periodic Reporting.

Objective 3: Present and interpret the Property's Outstanding Universal Value, emphasising each site's contribution to the whole

- Play a leading role in communicating and interpreting Australian convict stories;
- Develop communication and interpretive programs that link the sites; and
- Support research into and interpretation of the impact of the convict system on First Peoples.

Objective 4: To give the Property a function in the life of the community

- Foster community engagement with the 11 sites and their attributes;
- Develop a strategic approach to community and stakeholder engagement;
- Create collaborative opportunities and partnerships for mutual benefit; and
- Understand and promote the social and economic value of the Property.

4.4 State Legislation

4.4.1 HISTORIC CULTURAL HERITAGE ACT 1995

The *Tasmanian Historic Cultural Heritage Act 1995* aims to promote the identification, assessment, protection and conservation of places having historic cultural heritage significance and to establish the Tasmanian Heritage Council (THC). The Act establishes the Tasmanian Heritage Register to protect places of heritage significance to the State, and allows for the declaration of heritage areas. The Sites are on the Tasmanian Heritage Register.

Section 35 of the Act requires approval from the Heritage Council for works to heritage listed places. Section 90A(b) allows for the establishment of Works Guidelines to support appropriate care, maintenance, conservation and sensitive adaptation of heritage places. The Works Guidelines outline:

- considerations for Heritage Impact Statements and Conservation Management Plans;
- what types of works are exempt (exemption certificate required); and
- what requires a permit from the Heritage Council.

4.4.2 ABORIGINAL HERITAGE ACT 1975

The *Aboriginal Heritage Act 1975* is the primary legislation for the protection of Aboriginal heritage in Tasmania. Aboriginal Heritage Tasmania is responsible for the administration of the Act. The Act uses the word 'relic' to describe Aboriginal heritage, and all relics are protected under the Act. A person may only lawfully impact an Aboriginal relic if they have been granted a permit to do so by the Minister for Aboriginal Affairs and may only do so in accordance with the terms of any permit granted by the Minister.

Under Section 10 of the Act every person has a duty to report a relic if they believe they have found one. This can be done by contacting Aboriginal Heritage Tasmania.

4.4.3 NATIONAL PARKS AND RESERVES MANAGEMENT ACT 2002

The *Tasmanian National Parks and Reserves Management Act 2002* provides for the management of national parks and other reserved land. This Act applies to Stewarts Bay State Reserve as part of the area managed by PAHSMA, and to the Sites as declared Historic Sites. Part 3 of the Act includes requirements for management plans for reserved land. Schedule 1 of the Act provides several objectives for State reserve land including:

- to conserve sites or areas of cultural significance;
- to encourage cooperative management programs with Aboriginal people in areas of significance to them in a manner consistent with the purposes of reservation and the other management objectives;
- to encourage education based on the purposes of reservation and the natural or cultural values of the State reserve, or both; and
- to encourage research, particularly that which furthers the purposes of reservation;
 - a) to encourage tourism, recreational use and enjoyment consistent with the conservation of the State reserve's natural and cultural values.

Schedule 1 also provides the following management objectives for Historic sites:

- a) to conserve sites or areas of historic cultural significance;
- b) to conserve natural biological diversity;
- c) to conserve geological diversity;
- d) to preserve the quality of water and protect catchments;
- e) to encourage education based on the purposes of reservation and the natural or cultural values of the historic site, or both;
- f) to encourage research, particularly that which furthers the purposes of reservation;
- g) to protect the historic site against, and rehabilitate the historic site following adverse impacts such as those of fire, introduced species, diseases and soil erosion on the historic site's natural and cultural values and on assets within and adjacent to the historic site;
- h) to encourage tourism, recreational use and enjoyment consistent with the conservation of the historic site's natural and cultural values; and
- i) to encourage cooperative management programs with Aboriginal people in areas of significance to them in a manner consistent with the purposes of reservation and the other management objectives.

4.4.4 NATURE CONSERVATION ACT 2002

The *Tasmanian Nature Conservation Act 2002* provides for the conservation and protection of the fauna, flora and geological diversity of the State, the declaration of national parks and other reserved land. Classes of reserved land under this Act include State reserves and Historic sites. The values and purposes of the protected classes of land protected are provided Schedule 1 of the Act.

Stewarts Bay State Reserve is protected under this Act, and the Sites are declared Historic Sites under this Act.

4.4.5 PORT ARTHUR HISTORIC SITES MANAGEMENT AUTHORITY ACT 1987

The *Port Arthur Historic Sites Management Authority Act 1987* establishes an Authority as a statutory body for the management of the Port Arthur Historic Site and land and prescribes the functions and powers of the Authority. The Authority became responsible for the Coal Mines Historic Site in 2004 and Cascades Female Factory Historic Sites in 2010. A Board of Directors constitute the Authority and carries out functions in accordance with the Act and the *Government Business Enterprises Act 1995* (see [Section 4.4.6](#)).

The main functions of the Authority include to:

- give effect, as far as practicable, to the Management Plan;
- ensure the preservation and maintenance of the historic sites under its management as examples of major convict settlements and penal institution of the 19th Century;
- co-ordinate archaeological activities on the site;
- promote an understanding of the historical and archaeological importance of the site;

- consistently with the management plan [SMP], promote the site as a tourist destination;
- provide adequate facilities for the use of visitors; and
- use its best endeavours to secure financial assistance by way of grants, sponsorship and other means.

PAHSMA's Strategic Plan 2023-2028 sets a clear direction for the long term future of the Sites, focused on the pillars of conservation, engagement and sustainability.

4.4.6 GOVERNMENT BUSINESS ENTERPRISES ACT 1995

The *Tasmanian Government Business Enterprises Act 1995* provides for the establishment, commercial operation and accountability of Government Business Enterprises (GBEs), the relationship between GBEs and the Government and the payment of financial returns to the State by GBEs. The Ministerial Charter for PAHSMA is established under this Act.

4.4.6.1 Ministerial Charter 2024 PAHSMA

The PAHSMA Ministerial Charter states that the PAHSMA's principal purpose is:

2.1 The principal purpose of PAHSMA is ensure the conservation, maintenance, and interpretation⁴ of the Port Arthur, Coal Mines and Cascades Female Factory historic sites in Tasmania, and as part of the Australian Convict Sites World Heritage Property and to promote those sites as tourist destinations.

The Charter also states that the Core Business of PAHSMA is:

- the conservation and heritage management of the historic sites;
- interpreting and presenting PAHSMA's conservation, heritage, and historic narratives to deliver engaging experiences; and
- operating and marketing the historic sites as premier tourist destinations in Tasmania.

4.4.7 LAND USE PLANNING AND APPROVALS ACT 1993

The *Tasmanian Land Use Planning and Approvals Act 1993* establishes the Tasmanian Planning Scheme (TPS) and the Tasmanian Planning Commission. The Act sets out the legal framework for the Tasmanian land use planning system and aims to regulate land use for consistency across the State.

4.4.7.1 Tasmanian Planning Scheme

The TPS is progressively replacing local council interim planning schemes / planning schemes, which are different within each of the 29 municipalities. The TPS consists of statewide provisions to ensure consistency across Tasmania, and local provisions along with specific provisions for unique places in each municipality to address local issues. Implementation is being staggered as the local provisions are approved for each municipality, and state-wide adoption is expected within the next few years.

The TPS comprises two parts:

- the State Planning Provisions which include the identification and purpose, the administrative requirements and processes, including exemptions from the planning scheme and general provisions that apply to all use and development irrespective of the zone, the zones with standard use and development provisions, and the codes with standard provisions; and
- the Local Provisions Schedules that apply to each municipal area and include zone and overlay maps, local area objectives, code lists, particular purpose zones, specific area plans, and any site-specific qualifications.

The TPS includes the Local Historic Heritage Code which recognises and protects the local historic heritage significance of local places, precincts, landscapes, areas of archaeological potential, and significant trees.

⁴ Terminology as defined in Article 1, of the Australia ICOMOS The Burra Charter, 2013.

4.5 Local Planning Controls

The Tasman and Hobart Local Provisions Schedules supplement the TPS. While the Tasman Schedule does not list the Port Arthur and Coal Mines Historic Sites as local heritage places, precincts, cultural landscapes or areas of archaeological potential, it includes a Specific Area Plan for the two Sites that aims to:

- *recognise and protect the heritage significance of the Port Arthur and Coal Mines Historic Sites; and*
- *protect the heritage values of the Port Arthur and Coal Mines historic sites from visual impacts within the areas assessed to be visually significant or potentially visually significant to the site.*

The interim Hobart Schedule records the Cascades Female Factory as a local heritage item in Table E13.1, and includes the Factory Site in the Hobart Rivulet Local Heritage Precinct. The Hobart Schedule includes a Local Historic Heritage Code that aligns with the equivalent Code in the TPS, providing protection for local historic heritage places.

4.6 United Nations Sustainable Development Goals

The United Nations has established 17 Sustainable Development Goals (SDGs) which are central to the 2030 Agenda for Sustainable Development. This Agenda provides a shared blueprint for peace and prosperity for people and the planet now and into the future. Management of World Heritage properties can be informed by the SDGs goals, realising many opportunities to achieve genuine sustainability outcomes for current and future generations. Goals of particular relevance to World Heritage property management include:

GOAL 4 Quality education: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;
GOAL 8 Decent work and economic growth: Promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all;
GOAL 9 Industry, innovation and infrastructure: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation;
GOAL 10 Reduced inequalities: Reduce inequality within and among countries;
GOAL 11 Sustainable cities and communities: Make cities and human settlements inclusive, safe, resilient and sustainable. Goal 11 includes Target 11.4: Protect the world's cultural and natural heritage;
GOAL 12 Responsible consumption and production: Ensure sustainable consumption and production patterns; and
GOAL 13 Climate action: Take urgent action to combat climate change and its impacts.

The ICOMOS 2021 publication, *Heritage and the sustainable development goals: policy guidance for heritage and development actors*, provides policies and case studies that can be explored and applied to the Sites.

4.7 Australia ICOMOS Burra Charter

The Australia ICOMOS Charter for the conservation of places of cultural significance (the Burra Charter 2013) sets a standard of practice through the establishment of principles for cultural heritage conservation. These principles are fundamental to the conservation of the three World Heritage sites managed by PAHSMA, and have informed the policies and guidelines provided in this HMP.

The Burra Charter provides guidance for those who give advice, make decisions about, or undertake works to places of cultural significance including owners, managers and custodians. The Charter provides specific guidance for physical and procedural actions that should occur in relation to significant places. The Charter is supported by several practice notes aimed at supporting leading practice in heritage conservation and management across Australia. The Charter is periodically reviewed and revised.

4.8 Dhawura Ngilan: A Vision for Aboriginal and Torres Strait Islander Heritage In Australia

The Australian Government has identified Dhawura Ngilan (Remembering Country): A vision for Aboriginal and Torres Strait Islander Heritage in Australia as the current leading practice guide in the management of Indigenous (First Nations) cultural heritage matters. In October 2019, Heritage Chairs and Officials of Australia and New Zealand, board members, and officials met in Canberra to discuss Indigenous heritage, hosted by the Australian Heritage Council. A commitment was made to create a Vision document that would present a united voice for Indigenous Australians' heritage aspirations for the next decade through prioritisation of Aboriginal and Torres Strait Islander cultures as shared Australian history and heritage.

Dhawura Ngilan is underpinned by the principle of Free, Prior and Informed Consent (FPIC), which recognises that the affected Indigenous community can decide who represents them, consistent with FPIC; and they are provided with adequate information and time to consider any information in a decision making that may affect their cultural heritage.



5

Opportunities and Limits Analysis

5. Opportunities and Limits Analysis

5.1 Preamble

PAHSMA has undertaken a wide range of conservation management activities at the sites over many years. This has included:

- physical conservation works;
- regular condition assessments, maintenance and repairs;
- archaeological research, excavations and artefact analysis;
- visitor impacts analysis;
- revised interpretation content;
- award-winning visitor centres;
- erosion prevention and controls;
- climate change risk review; and
- local community outreach and events.

Leading practice requires analysis of opportunities and limits that can or do affect the conservation management of heritage places. This section provides an overview of the key considerations for the management of the Sites. This analysis is based on stakeholder consultation, review of background information and site walkovers conducted in November 2023. This analysis is an important step, helping to shape the HMP's policies and guidelines, and prioritise actions to needed for the implementation of the HMP.

5.2 Analysis

The key management themes currently or potentially affecting the Sites are discussed and analysed in Table 5 1. Considerations across all three Sites, along with site specific factors are outlined, and policy links are provided.

The following management themes have been identified during background review, site walkovers and stakeholder consultation:

- Transmission of Values
- Visitors
- Aboriginal History and Heritage
- Community
- Climate Change and Sustainability
- Site Access and Security
- Management Framework
- Resources
- Collection and Records
- Future Development and Encroachment
- Archaeology
- Collaboration and Consultation
- Legislative Compliance
- Changes to Fabric
- Maintenance of Heritage Values
- Monitoring, Evaluation and Reporting

TABLE 5-1 SUMMARY

Theme: Transmission of Values	Policy Response: Section 6.2.3 Transmit	
Commentary	Potential Limits	Opportunities and Actions
<p>The World Heritage Convention requires the OUV to be transmitted to current and future generations.</p> <p>PAHSMA also has the responsibility to identify, assess, conserve and interpret all heritage values at the Sites.</p> <p>Transmission of heritage values involves conservation, stabilisation and, where required, rehabilitation to enable the continued existence of and access to the heritage place.</p> <p>Interpretation of heritage varies between the Sites, and across each Site, including the methods and condition of interpretive media.</p> <p>Augmented reality onsite and online are opportunities for innovation and leadership in the transmission of the heritage values, and have the potential to assist with visitor impact management at each Site.</p> <p>Updated assessments of local heritage values prepared in consultation with the local communities is required as part of ensuring all levels of heritage values are understood, recognised and appropriately managed and transmitted.</p> <p>Current leading practice includes values and attributes mapping using GIS data. The Authority currently uses GIS data for archaeological assessment and analysis; this can be expanded for wider use to more effectively understand, conserve, manage and transmit all heritage values for the Sites.</p> <p>The maritime archaeological resource, Sea Country and submerged landscapes of the Port Arthur Historic and Coal Mines Sites and adjacent waters are acknowledged as part of the fabric of each place, while subject to a separate management regime.</p>	<p>Intergenerational access to the Sites and their heritage values could be impacted or lost by insufficient conservation action and outdated interpretation methods.</p>	<p>Prioritise proactive maintenance, repair, stabilisation, conservation and rehabilitation (where required) at each Site.</p> <p>Develop an Interpretation Strategy to facilitate customised and innovative approaches to interpretation for each Site.</p> <p>Updated assessments of local heritage values can be prepared in consultation with the local community as part of the updates of the Site Specific and Precinct CMPs.</p> <p>The Authority requires appropriate and up to date systems and tools to support successful management of the sites and be a leader in heritage conservation, including data management. GIS data generation, analysis and mapping has widespread application potential to support the conservation and transmission of the Sites' heritage values.</p>
Theme: Community	Policy Response: Section 6.2.5 Collaborate	
<p>Community and interest groups for the Sites include but are not limited to the survivors and victims' families of the massing shooting at Port Arthur in 1996, the descendants of Isle of the Dead burials, the local Tasmanian Aboriginal people, descendants of the convicts, descendants of Point Puer boys, the living and descendants of people that lived in the Port Arthur Historic Site in the 20th century, the community of South Hobart and the Tasman Peninsula, and the Women's Convict Research group.</p> <p>The Sites are important to the local communities of the Tasman Peninsula and Hobart both as valued heritage places and as key contributors to the local and State economies.</p> <p>People from the local communities are continuously involved with the Sites in a range of ways including through direct employment, attending and performing events, associated supply businesses, membership of the Community Advisory Committees and local and State government consultation and liaison.</p> <p>Acknowledged as a tragedy that deeply affected Australia as a nation, the local community of the Tasman Peninsula was profoundly impacted by the mass shooting at Port Arthur in 1996, and the planning of memorial events continues to be managed in respectful consultation with the community.</p> <p>PAHSMA undertakes regular communication and consultation with the local communities about the heritage management of the Sites.</p>	<p>Lack of opportunities for the local community to be involved with the Sites and informed about the heritage management of Sites could limit PAHSMA's ability to conserve and transmit their heritage values.</p>	<p>Continue to recognise, acknowledge and connect with the diverse communities with an interest in, and connection to, the Sites through a range of communication methods.</p> <p>Continue to engage regularly with local communities about the Sites, including communication about heritage management.</p> <p>Opportunities for the local communities to benefit from PAHSMA's activities at the Sites should continue to be prioritised.</p>
PORT ARTHUR HISTORIC SITES	61	HERITAGE MANAGEMENT PLAN DRAFT

Theme: Visitor Capacities	Policy Response: Section 6.2.2 Conserve Section 6.2.3 Transmit	
Commentary	Potential Limits	Opportunities and Actions
<p>Visitor access to the Sites is a key method of transmitting heritage values to current generations.</p> <p>Visitors are a key source of revenue for the Sites.</p> <p>Visitation is seasonal, and there are opportunities to expand experiences on offer and extend length of stay to the benefit of the Sites and local business.</p> <p>Visitor numbers are recorded for all the Sites.⁵</p> <p>The visitor capacity for sustainable access and use of the Sites over the long term needs to be determined, recognising that it is dynamic including dependence on variables such as weather conditions and types of visitor use and access.</p>	<p>Excessive visitor numbers could adversely impact heritage values, experience and infrastructure via a single large event or cumulatively.</p> <p>5 PAHSMA, 2023, 2022-2023 Annual Report</p>	<p>Evaluate and benchmark visitor capacities and management options for each Site.</p> <p>Consider options to spread visitation to less busy times of the year.</p> <p>Develop and implement Visitor Impact Management Strategy for all Sites.</p> <p>Monitor, evaluate and report on visitor management actions, and adjust approach if required.</p>
Theme: Aboriginal History and Heritage	Policy Response: Section 6.2.2 Conserve Section 6.2.5 Collaborate	
<p>The OUV Brief Synopsis includes recognition of the impact of colonisation and dispossession on First Nations Australians and their Country caused by the establishment of the penal settlements.</p> <p>The ACSSC has recognised that while the Australian Convict Sites represent the building of a nation, this was to the detriment of the First Peoples of Australia.</p> <p>Telling the truth about First Nations history can provide the foundation for a full understanding that encourages all Australians to come together in acknowledgement of a shared past and a shared future.⁶</p> <p>A high-level summary assessment of Aboriginal heritage values for the Coal Mines and Sites has been prepared. These did not include consultation with Tasmanian Aboriginal people. No Aboriginal heritage assessment has been prepared for the Cascades Female Factory Historic Site. (Steps to consult and prepare detailed assessments are included in the Action Plan at Section 8 of this HMP).</p> <p>Research and some onsite interpretation of Aboriginal history is provided at Cascades Female Factory and Port Arthur Historic Sites, and no Aboriginal history interpretation is currently at the Coal Mines Historic Sites.</p>	<p>Limited understanding and interpretation of potential Aboriginal heritage values could limit transmission of heritage values.</p> <p>6 Australian Convict Sites Steering Committee, Australian Convict Sites World Heritage Property Booklet, p 5, 2021</p>	<p>Truth telling about the history of colonisation and its impacts today should be shared as part of the comprehensive Australian heritage story.</p> <p>Complete comprehensive Tasmanian Aboriginal history and heritage assessments for all three Sites in collaboration with Aboriginal Heritage Tasmania and Tasmanian Aboriginal people.</p> <p>Integrate agreed themes, messages and storytelling techniques into an Interpretation Strategy for the Sites.</p> <p>Implement on Site and online Aboriginal heritage interpretation.</p>
Theme: Climate Change and Sustainability	Policy Response: Section 6.2.2 Conserve	
Commentary	Potential Limits	Opportunities and Actions
<p>The Coal Mines and Port Arthur Historic Sites are particularly vulnerable to the impacts of climate change due to their coastal locations and bushland settings. Storm surges, king tides, high volume water movement or flooding, and waterfront erosion threaten physical and aesthetic heritage values, while bushfire threatens all Sites.</p> <p>Severe storms and extreme heat events pose a threat to the safety and comfort of visitors to all Sites, and to the physical fabric of all Sites.</p> <p><i>continued overleaf</i></p>	<p>Climate change and unsustainable management practices could damage or cause loss of heritage values.</p>	<p>Keep the PAHSMA Bushfire Management and Emergency Management Plans up to date, accessible, and ensure all personnel are familiar with procedures.</p> <p>Keep the PAHSMA Bushfire Management and Emergency Management Plans up to date, accessible, and ensure all personnel are familiar with procedures.</p>

Theme: Climate Change and Sustainability	Policy Response: Section 6.2.2 Conserve	
Commentary	Potential Limits	Opportunities and Actions
<p>Each Site has opportunities to manage waste streams (i.e. café, restaurant and accommodation food and rubbish outputs), reduce waste, introduce water harvesting and recycling, and install back-up power generation including roof top solar and battery storage in suitable locations.</p> <p>Current leading heritage conservation practice includes up to date GIS data for heritage assets and areas, and protected species and habitats. This data can be more effectively leveraged to support planning, management, monitoring and reporting for the Sites.</p>		<p>Evaluate resilience requirements including potential heritage impacts for each Site including erosion controls, waterfront infrastructure changes, ability to provide temporary shade/shelter in Cascades Female Factory Yards, and implement critical requirements.</p> <p>Evaluate renewable energy requirements and options to provide back-up power supply and water recycling on each Site.</p> <p>Conduct a cost benefit analysis of the development and implementation of an integrated and adaptive leading approach, such as Environmental Management System, covering all three Sites that is focused on protecting environment and heritage values, improving sustainability performance, meeting Net Zero targets and streamlines monitoring and reporting processes.</p> <p>Review, validate, consolidate and add to GIS data to aid the management, planning, monitoring and reporting for each Site. This includes data management protocols, and consistent use and access to mapping layers for relevant personnel.</p>
Theme: Site Access, Safety and Security	Policy Response: Section 6.2.2 Conserve	
<p>Safe and equitable access to the Sites is a key aspect of conserving and transmitting all heritage values.</p> <p>Site access, safety and security are managed effectively for Cascades Female Factory and Port Arthur Historic Sites. Arrangements include access control gates, visitor centres, full-time staff onsite and security patrols. Equitable access including ramps, lifts, audio guides, braille on some signs, trained tour guides, multi or bilingual brochures, and quiet spaces are also provided at these two Sites.</p> <p>Site access, safety and security are not controlled at the Coal Mines Historic Site. This Site can be accessed at any time by the public. The Site contains dangerous areas including deep open mine and air vent shafts.</p>	<p>The significant heritage values of the Coal Mines Historic Site could be threatened by potential vandalism and accidental damage.</p> <p>Safety incidents could occur.</p>	<p>Keep the PAHSMA Bushfire Management and Emergency Management Plans up to date, accessible, and ensure all personnel are familiar with procedures.</p> <p>Develop and implement site access and security arrangements for the Coal Mines Historic Site that could both improve visitor experiences and safety.</p>

Theme: Management Framework	Policy Response: Section 6.2.2 Conserve Section 6.2.6 Comply	
Commentary	Potential Limits	Opportunities and Actions
<p>PAHSMA's structure includes clear lines of responsibility for the operational performance of the Authority and Site management.</p> <p>Awareness and familiarity with World Heritage management requirements and priorities varies between Authority personnel.</p> <p>The Coal Mines Historic Site requires greater focus and resourcing to prevent further deterioration.</p>	<p>Lack of clarity of World Heritage management requirements of the Sites could cause damage to or loss of heritage values including the OUV.</p>	<p>Develop and implement refreshed staff induction and annual mandatory training modules on World Heritage place management requirements.</p> <p>Work in accordance with the World and National Heritage Management Principles.</p> <p>Consider options and alternatives early if a major change is proposed.</p> <p>Conduct rigorous impact assessment for proposed changes in accordance with statutory requirements and leading practice guidelines.</p> <p>Review prioritisation and options for customised conservation management for each of the three Sites.</p>
Theme: Resources	Policy Response: Section 6.2.4 Resource	
<p>Long-term resourcing from the Federal and State Governments for the sustained conservation of the three Sites and the redevelopment of interpretation needs to be confirmed to ensure the OUV is adequately protected and transmitted.</p> <p>Details of revenue, funding and expenditure are provided in the PAHSMA Annual Reports.</p> <p>The primary revenue streams are from commercial activities, entry fees, tours, merchandise, food and beverage income and a recurrent conservation grant from the State government.</p> <p>Resources for conservation management, interpretation and education, content development and collection cataloging and conservation do not currently align with the workload requirements for all three Sites.</p> <p>Opportunities to supplement resources through university projects, State agency and institution (i.e. Parks, Archives, Museum) partnerships and specialist support from consultants are leveraged, and could be expanded via working agreements.</p> <p>Training and awareness for World Heritage place management requirements was also noted during consultation.</p>	<p>Insufficient resourcing can impede the ability to conserve and transmit the OUV and other heritage values of the three Sites.</p>	<p>Review conservation grant funding in consultation with the State and Federal governments and the ACSSC to agree revised and sustained resourcing.</p> <p>Review current in-kind partnership arrangements with universities and State institutions and expand where mutually suitable and beneficial.</p> <p>Develop and implement refreshed staff induction and annual mandatory training modules on World Heritage place management requirements.</p> <p>Review resourcing and workload requirements, and consider a multi-year program of supplementary support via secondments, graduate placements and short-term special projects with Parks, universities, other institutions and the private sector.</p>

Theme: Collection and Records	Policy Response: Section 6.2.2 Conserve	
Commentary	Potential Limits	Opportunities and Actions
<p>The moveable heritage and archaeological collection and associated historic records for each Site are an important component of the heritage values and are managed at the Port Arthur Resource Centre. This means that the collection and records need to be managed and curated in accordance with professional museum standards.</p> <p>PAHSMA has committed to review and enhance the collections management regime and program for the Sites in the Strategic Plan. A priority is to review and rationalise the collection in accordance with current leading practice, focused on objects, items and records that relate to each Site.</p> <p>Selected items from the collection, including props, are on display at the Cascades Female Factory and Port Arthur Historic Sites.</p> <p>The majority of the collection and many original records are currently stored in multiple locations in the administration building complex at Port Arthur Historic Site.</p> <p>The majority of original records associated with the Sites are held by State and National institutions including archives and libraries.</p> <p>Cataloguing of the collection is in progress, and is subject to funding and resourcing constraints.</p>	<p>Damage or loss of the collection and records managed by PAHSMA could result in damage or loss of the OUV, and impede transmission of the OUV to future generations.</p>	<p>Revise and finalise the draft 2012 Collection Management Plan including clear procedures for accessioning, acquiring and disposing of collection items, in accordance with current leading practice.</p> <p>Collection storage requirements will align with the final and approved Collection Management Plan.</p> <p>As part of the recommended Interpretation Strategy, coordinate with State and Federal public institutions regarding options to store, thematically exhibit (on a rotating or temporary basis), catalogue, conserve, loan or acquire part of the collection. This would also support transmission of the OUV and other heritage values.</p>
Theme: Future Major Works, Development and Encroachment	Policy Response: Section 6.2.2 Conserve Section 6.2.6 Comply	
<p>Development pressures on the Sites are limited, with management and use focused on conservation, access and transmission of all heritage values.</p> <p>New development could be proposed in the future.</p> <p>Buffer zones are designated as part of the World Heritage Listing, which assists with preventing further unsympathetic encroachment adjacent to and in the viewshed of each Site.</p> <p>The upgrade/replacement of sewer and water systems for the Sites is planned in the future.</p> <p>The sewerage treatment plant at Port Arthur Historic Site is a legacy issue from the conversion of Carnarvon Township to a tourism destination. It would be more effective and appropriate for the plant to be managed by Tas Water.</p> <p>Impact assessment along with internal and external approvals under local, State, Federal controls and legislation, including meeting World Heritage requirements, apply to proposed changes to the Sites.</p>	<p>Inappropriate development or encroachment could damage heritage values including OUV.</p>	<p>Ensure proposals to make changes to the Sites, and changes in the Buffer Zones that could impact the heritage values of the Sites, obtain the necessary internal and external approvals.</p> <p>Continue to in accordance with the World and National Heritage Management Principles.</p> <p>Consider options and alternatives early if a major change is proposed.</p> <p>Conduct rigorous impact assessment for proposed changes in accordance with statutory requirements and leading practice guidelines.</p> <p>Transfer management responsibility for the Port Arthur sewerage treatment plant to Tas Water.</p>

Theme: Archaeological Resources	Policy Response: Section 6.2.2 Conserve	
Commentary	Potential Limits	Opportunities and Actions
<p>Port Arthur has had a leading role in the development of historic archaeological procedures in Australia, including the preparation of an archaeology procedures manual.</p> <p>The archaeological resources are well documented and understood across the three Sites.</p> <p>Archaeological Zone Plans are being refined for the Cascades Female Factory and Port Arthur Historic Sites, and developed for the Coal Mines Historic Site.</p> <p>Chance finds have a high potential to occur during conservation and maintenance works, and there is a procedure for personnel to follow.</p> <p>The archaeological collections are extensive and cataloguing from various excavations undertaken over the years is progressing subject to available resources.</p> <p>While there is exceptional research potential for the archaeological deposits at each Site, the opportunities for test excavations require careful consideration both in terms of potential heritage impacts and staff resources.</p> <p>Non-invasive technologies including remote sensing and scanning to inform archaeological analysis of landscapes and artefacts are being used for the Sites and collections.</p>	<p>Archaeological resources could be impacted by Site works and activities, thereby leading to possible damage or loss of heritage values including OUV.</p>	<p>Complete the Archaeological Zone Plans, communicate their requirements to all personnel undertaking works that could impact archaeological resources and make the Plans and associated procedures readily available.</p> <p>Integrate the Archaeological Zone Plans into the CMPs for each Site.</p>
Theme: Collaboration and Consultation	Policy Response: Section 6.2.2 Conserve Section 6.2.5 Collaborate	
<p>The World and National Heritage Management Principles require timely and appropriate community involvement in the management of listed heritage places.</p> <p>PAHSMA is in the process of developing a Reconciliation Action Plan, which will include consultation arrangements regarding Tasmanian Aboriginal history and heritage assessment and interpretation at the Sites.</p> <p>PAHSMA regularly collaborates and consults across a range of fora including its working partnership with Tasmanian Parks and Wildlife Service, Hobart and Tasman local government, and the Port Arthur and Cascades Community Consultation Advisory Committees.</p> <p>Decision making and planning is also informed by guidance from the Conservation Advisory Committee, and consultation with local, State and Federal authorities.</p> <p>PAHSMA personnel are members of the ACSSC and the Australian World Heritage Advisory Committee, providing collaboration and knowledge sharing across the Australian World Heritage place management teams.</p> <p>Tourism and business partnerships are detailed in the PAHSMA Annual Report.</p> <p>PAHSMA also collaborates with universities and State institutions (i.e. Archives and UTAS) on a range of research, reporting, conservation, and collection management activities from time to time.</p>	<p>Community and other partners may not be consulted and/or informed where required, which could harm community relationships and heritage values.</p>	<p>Continue current collaboration and consultation processes.</p> <p>Explore, agree and implement arrangements for community consultation with Tasmanian Aboriginal people and involvement in the interpretation and presentation of the Sites.</p> <p>Ensure local heritage values assessments prepared in consultation with local communities are included in the Site specific CMPs.</p> <p>Ensure that the Memorandum of Understanding (MoU) with the University of Tasmania (UTAS) for research continues to be supported and implemented.</p>

Theme: Legislative Compliance	Policy Response: Section 6.2.6 Comply	
Commentary	Potential Limits	Opportunities and Actions
<p>PAHSMA is committed to compliance with statutory requirements and leading practice.</p> <p>The statutory requirements for managing the Sites are multi-layered.</p> <p>The current documents (see Figure 6-4) for managing all heritage values across the three Sites are complex, lacks cohesion and do not ‘talk’ to each other.</p> <p>An integrated and adaptive management system that includes GIS data and streamlined monitoring and reporting protocols would support compliance and sustainability outcomes and demonstrate leading practice.</p>	<p>Activities may be undertaken, or condition may deteriorate, that may result in damage to or loss of heritage values including OUV.</p>	<p>Adopt and implement this HMP.</p> <p>Revise and update the Cascades Female Factory CMP.</p> <p>Prepare Site Level CMPs for Port Arthur and Coal Mines Historic Sites.</p> <p>Review, validate, consolidate and add to GIS data to aid the management, planning, monitoring and reporting for each Site. This includes data management protocols, and consistent use and access to mapping layers for relevant personnel.</p> <p>Conduct a cost benefit analysis of the development and implementation of an integrated and adaptive approach such as an Environmental Management System covering all three Sites that is focused on protecting environment and heritage values, improving sustainability performance, meeting Tasmania’s Net Zero targets and streamlines monitoring and reporting processes.</p>
Theme: Changes to Fabric	Policy Response: Section 6.2.2 Conserve	
<p>PAHSMA currently has clear internal and external approvals requirements when planning changes to each Site.</p>	<p>Unsympathetic changes to heritage fabric would damage heritage values including OUV.</p>	<p>Work in accordance with the World and National Heritage Management Principles.</p> <p>Consider options and alternatives early if a major change is proposed.</p> <p>Conduct rigorous impact assessment for proposed changes in accordance with statutory requirements and leading practice guidelines.</p> <p>Continue to require internal approval for minor works that could impact heritage values from the Conservation and Infrastructure Team of the Authority.</p> <p>Ensure that all necessary approvals under State and Federal legislation are obtained for major works proposals with the potential to adversely or significantly impact heritage values.</p>

Theme: Maintenance of Heritage Values	Policy Response: Section 6.2.2 Conserve	
Commentary	Potential Limits	Opportunities and Actions
<p>PAHSMA currently has clear maintenance requirements and protocols for heritage assets and cultural landscapes in place. Personnel are familiar with requirements.</p> <p>Effective interpretation supports maintenance and transmission of heritage values.</p>	<p>Unsympathetic maintenance of heritage fabric would cause damage to or loss of heritage values.</p>	<p>Continue to ensure all maintenance is low impact and seeks to conserve and retain fabric and setting in-situ.</p> <p>Seek funding to redevelop interpretation methods and delivery across the three Sites.</p>
Theme: Monitoring, Evaluation and Reporting	Policy Response: Section 6.2.2 Conserve Section 6.2.6 Comply	
<p>World and National Heritage listed places require regular monitoring, evaluation and reporting on the condition of heritage values under the EPBC Act and Regulations and the World Heritage Operational Guidelines for the Implementation of the World Heritage Convention.</p> <p>Regular fabric and landscape condition inspections and maintenance and repairs are undertaken at the Sites, noting that less activity occurs at Point Puer and the Coal Mines Site compared with Port Arthur and Cascades Female Factory.</p> <p>A baseline condition assessment across all three Sites was in progress at the time of preparing this HMP.</p>	<p>Lack of regular heritage values condition monitoring and reporting, and adaptive management, is non-compliant and could cause inadvertent damage or loss of heritage values.</p>	<p>Review baseline data requirements and cost-effective monitoring methods for monitoring the condition of heritage values at each Site.</p> <p>Integrate results of the baseline condition assessment of assets at all three Sites into the Site specific CMPs.</p> <p>Resource and implement monitoring program at intervals to be agreed in consultation with relevant stakeholders.</p> <p>Consider an integrated adaptive approach such as an Environmental Management System to streamline monitoring and reporting processes.</p> <p>Conduct an annual review of progress with the implementation of this HMP and include update reports in the PAHSMA Annual Report and ACSSC reporting.</p>

Port Arthur Historic Site Management Authority
CAT. No:
PROJECT: PA 2020/01 Workshops Excavation
SPACE: SQUARE: FQ. CONTEXT: 0021
DATE Exc: 1.3.21 INITIALS Exc: SS

Port Arthur Historic Site Management Authority
CAT. No:
PROJECT: PA 2020/01 Workshops Excavation
SPACE: SQUARE: E0. CONTEXT: 0021
DATE Exc: 24.01.21 INITIALS Exc: SS

Port Arthur Historic Site Management Authority
CAT. No:
PROJECT: PA 2020/01 Workshops Excavation
SPACE: SQUARE: EW. CONTEXT: 0021
DATE Exc: 1.3.21 INITIALS Exc: SS

SPACE: SQUARE: F
DATE Exc: 1.3.21 INITIALS Exc: SS

6

Management of Heritage Values

6. Management of Heritage Values

In addition to legislative requirements and the ACSSC and PAHSMA Strategic Plans, the Opportunities and Limits Analysis presented in [Section 5](#) and leading practice guidelines have informed the policies and guidelines presented in this section of the HMP.

6.1 Objectives

The Sites have World, National, State and Local Heritage Values that must be conserved and protected to enable transmission to future generations. The objectives for the ongoing management of the Sites are based on legislative requirements, leading practice guidelines and the PAHSMA Strategic Plan.

The primary objective of the management of the Sites is to **protect, conserve, present, transmit and sustain all heritage values for current and future generations in accordance with statutory requirements**. The primary objective is supported by the following objectives:

- facilitate compatible uses and activities that enhance transmission of all heritage values and contribute resources to support conservation over the long term;
- conserve the Sites in a manner that recognises their importance as a component of the World Heritage Convention's Australian Convict Sites World Heritage property serial listing, which is to recognise that actions that adversely impact the Heritage Values of the Sites may adversely impact the OUV of the Australian Convict Sites World Heritage property as a whole;
- align management with the Australian Convict Sites Strategic Plan 2024-2026 and its successors:
 - collaboratively manage the Sites' OUV;
 - conserve and protect the attributes which support the Sites' OUV for current and future generations;
 - present and interpret the Sites' OUV, emphasising each site's contribution to the whole;
 - give the Sites a function in the life of the community;
- conserve the co-existing heritage values embodied by the Sites; and
- manage all heritage values of the Sites having regard to each listed area and the buffer zones established by the World Heritage inscription.

6.2 Policies and Guidelines

Policy statements have been developed to provide clear instruction on requirements and aspirations in the heritage conservation and sustainable management of the Sites. The policies are numbered for ease of reference and assistance with HMP implementation tracking. Summary explanation and assistance aimed at supporting the implementation of the HMP policies is provided as context and guidelines for each policy set.

The relevant SDGs for the policies are included to indicate how the management approach aligns with broader government commitments towards the United Nations' sustainable development agenda.

Review of the World Heritage Convention and Operational Guidelines, National and State legislation including Heritage Management Principles and Strategic Plans identified five core themes to frame the policies and guidelines for the Sites. These themes are:

1. Conserve
2. Transmit
3. Resource
4. Collaborate
5. Comply

A summary list of all HMP policies is provided in Section 6.2.1 as a quick reference guide. The detailed policies, context and guidelines for each theme are provided in Section 6.2.2 to Section 6.2.6.

6.2.1 POLICY REFERENCE LIST

6.2.1.1 Policy Theme: Conserve

Policy Number	Policy Statement
Policy 1	The Sites must be conserved and managed in accordance with statutory requirements including the World and National Heritage Management Principles.
Policy 2	Management planning and decision making for the Sites should be informed by current leading practice.
Policy 3	PAHSMA personnel should be familiar with the application of key leading practice guidelines.
Policy 4	The conservation of the heritage values of the Sites should continue to take primacy over all other management objectives.
Policy 5	Conservation should adopt a holistic approach and extend to all areas and elements of the Sites, including native flora and fauna, cultural landscapes, buildings and structures, cultural deposits, Aboriginal heritage, collections, records, traditions, memories and associations
Policy 6	The heritage values of the Sites to be conserved include intangible heritage values, such as use, practices, associations and meanings.
Policy 7	The potential natural heritage values of the Coal Mines and Port Arthur Historic Sites are acknowledged, and an assessment of these values should be included in the updated CMPs.
Policy 8	Conservation at the Sites should make use of all available expertise and knowledge and will adopt a scientific approach to materials conservation.
Policy 9	Activities that represent a threat to the heritage values of the Sites should be identified and, where possible, appropriately managed.
Policy 10	The nature and extent of threats and adverse impacts on the heritage values of the Sites should be regularly monitored.
Policy 11	All heritage values and contributory elements, buffer zones and sensitive view lines should be considered when planning new development.
Policy 12	Any new development must consider heritage significance, values, authenticity, integrity, setting, and archaeological resources.
Policy 13	Any proposed new development should be planned and managed in accordance with the impact assessment process at Section 6.2.2.5, obtain the necessary approvals (see Section 7), and must be informed by leading practice guidelines for new design and development of World, National, State and local heritage places.
Policy 14	PAHSMA should continue to maintain collaborative working relationships with the Tasman and Hobart Councils as part of managing activities in the buffer zones that could impact the heritage values of the Sites.
Policy 15	Proposed changes to Sites and new development should consider potential heritage impacts and explore all viable options before committing to changes that impact heritage values.
Policy 16	Feasibility studies and impact assessments that provide a detailed analysis of the heritage place and assessment of potential impacts should be prepared as part the design process. These studies and assessments should identify the heritage attributes at the appropriate level of detail.
Policy 17	Heritage impact assessments should involve engagement and consultation with relevant rights-holders, stakeholders and community groups.
Policy 18	Heritage impact assessments should be prepared in accordance with statutory requirements and leading practice guidelines and will be informed by the checklist and associated guideline at Table 6-1. Planning new or changed uses or events should include use of the checklist provided at Section 7.1.

Policy Number	Policy Statement
Policy 19	Enhancement and impact mitigation measures should be implemented and reported in accordance with any conditions of approval and informed by the guidance at Table 6-2.
Policy 20	Management of the Sites should prevent adverse impacts to protected species and habitats, including guidance from Tasmanian Parks and Wildlife Service and DCCEEW as needed.
Policy 21	Methods to manage vegetation at the Sites, focused on protection of the ruins from vegetation growth, should be agreed and implemented in consultation with Tasmanian Parks and Wildlife Service.
Policy 22	The Bushfire Management and Emergency Management Plans for all of PAHSMA's management areas should be kept up to date, accessible for all personnel.
Policy 23	Relevant PAHSMA personnel should be trained on disaster preparedness, bushfire, emergency, evacuation procedures and post event remediation, conservation and repair processes.
Policy 24	Climate change resilience requirements for each Site should be evaluated. Changes to address resilience requirements should avoid impacts to all heritage values.
Policy 25	Methods to reduce emissions and waste to landfill should be explored and implemented, provided heritage impacts are adequately avoided.
Policy 26	Options to introduce an integrated and adaptive approach such as an Environmental Management System for the three Site could be considered.
Policy 27	The draft Collection Management Plan should be revised and finalised in accordance with the current leading practice.
Policy 28	The collections and records for the Sites should be managed in accordance with professional museum standards.
Policy 29	Appropriate access to the collections should be provided to members of the public, researchers and institutions.
Policy 30	The archaeological potential and artefact collections should be conserved and managed in accordance with the Archaeological Zone Plans for each Site.
Policy 31	Consultation with Tasmanian Aboriginal people on the cultural heritage sensitivity and archaeological potential of the Sites should be undertaken as part of the assessment noted in Section 6.2.3.2.
Policy 32	The standards employed in the management of archaeological values should accord with current leading practice.
Policy 33	The Sites should continue to be benchmark places for archaeological heritage management in Australia and for World Heritage properties.
Policy 34	Test excavations for historic heritage research purposes at the Sites requires a detailed Archaeological Research Design to be approved by the PAHSMA Director of Conservation and Infrastructure, and should be prioritised for conservation and interpretation outcomes. Advice from the PASHMA Conservation Advisory Committee should be sought as needed on research excavation proposals.
Policy 35	Approval from the Tasmanian Heritage Council must be sought for new archaeological excavations, which require an Archaeological Research Design. This process must include seeking approval under the Aboriginal Heritage Act 1995 as applicable.
Policy 36	The maritime archaeological resource, Sea Country and submerged landscapes of the Port Arthur Historic and Coal Mines Sites and adjacent waters should be acknowledged as part of the fabric of each place.
Policy 37	Safe and equitable access should be provided for the Sites to the extent practicable.

Policy Number	Policy Statement
Policy 38	Building on the work already undertaken for the Port Arthur Historic Site, the sustainable carrying capacity of each Site's heritage values and visitor infrastructure should be analysed, including flow and distribution of large visitor numbers during peak periods, and a Visitor Management Strategy should be prepared and implemented. Carrying capacity is dynamic and is subject to factors such as weather, site conditions and staff movements.
Policy 39	Opportunities to revise and augment visitor facilities at the Sites to provide greater depth to the interpretation and transmission of all heritage values should be explored with input from the community and other key stakeholders.
Policy 40	PASHMA should continue to regularly monitor, evaluate and report on the condition and conservation of the heritage values of the Sites to meet statutory and leading practice requirements.
Policy 41	A cost effective, resourcing appropriate monitoring and reporting method for the Sites should be explored and implemented in consultation with stakeholders.
Policy 42	This HMP is the strategic level compliance and guidance document for the Sites and should be supplemented with Site and Precinct specific CMPs and Conservation Management Guidelines.
Policy 43	CMPs should be revised and consolidated to provide user friendly, up to date, cross-referenced and detailed guidance for each Site to supplement this HMP. This should include updated assessments of local heritage values prepared in consultation with the local communities, and detailed analysis and mapping of attributes.
Policy 44	The new heritage conservation document structure should align with that shown in Figure 6-4.

6.2.1.2 Policy Theme: Transmit

Policy Number	Policy Statement
Policy 45	Interpretation, education programs and presentation should be customised to each of the three Sites.
Policy 46	A Heritage Interpretation Strategy should be developed to deliver consistently high standards of interpretation across the three Sites.
Policy 47	The Heritage Interpretation Strategy can be supplemented where needed via Site specific interpretation plans to be included in the updated CMPs (see Policy 43).
Policy 48	The interpretation of the Sites should utilise contemporary and innovative world leading practices and techniques, amplifying the relevance and importance of the Sites and stimulating visitors' imagination.
Policy 49	Opportunities to provide stronger connections and collaboration with the other sites that comprise the Australian Convict Sites World Heritage Property to further enhance visitor experiences and deepen understanding of the Sites should be explored.
Policy 50	The right of Tasmanian Aboriginal people to be involved in making decisions that affect their cultural heritage and their knowledge in this respect should continue to be acknowledged by PAHSMA.
Policy 51	Guided by the outcomes of consultation with Tasmanian Aboriginal people, Aboriginal history and heritage themes should be integrated into the Heritage Interpretation Strategy.
Policy 52	The potential for encountering previously unknown Aboriginal cultural heritage during works at the Sites is acknowledged. Following the Unanticipated Discovery Plan in accordance with the <i>Aboriginal Heritage Act 1975</i> will ensure that such cultural heritage is not damaged, disturbed or concealed.

Policy Number	Policy Statement
Policy 53	Aboriginal cultural heritage discovered at the Sites must be brought to the attention of the relevant authorities, and managed in accordance with legislative requirements.
Policy 54	An ongoing research program should be supported to allow the Authority to continue as a centre of research for the Sites.
Policy 55	The Authority should continue to take a leading role in research that leads to achieving excellence in archaeology, physical conservation and interpretation, including the development, assessment and dissemination of new approaches and techniques at a national and international level.
Policy 56	Current in-kind partnership research arrangements should be reviewed and expanded where mutually suitable and beneficial, and the research MoU with UTAS should continue to be resourced and implemented.
Policy 57	Ongoing research and the creation of new knowledge from the Archaeology Collection should be encouraged.
Policy 58	Any action undertaken at the Sites that is related to or directly affects their heritage values should be recorded. Collected data should be retained and stored in accordance with the Authority's records management procedures.
Policy 59	The Project Filing System should be maintained and updated to record relevant information, including review and cataloguing of older records to improve accessibility.

6.2.1.3 Policy Theme: Resource

Policy Number	Policy Statement
Policy 60	The Authority will continue to fulfil its obligations and objectives under the <i>Port Arthur Historic Site Management Authority Act 1987</i> , the <i>Government Business Enterprises Act 1995</i> , the <i>Environment Protection and Biodiversity Conservation Act 1999</i> , and will continue to support the Australian Government to meet requirements of the World Heritage Convention.
Policy 61	Provision of resources for the Sites should continue to be recognised as a shared responsibility between: <ul style="list-style-type: none"> • the Authority; • the Tasmanian Government; and • the Commonwealth Government (through the relevant Minister).
Policy 62	Recognising the economic, community, social, educational and cultural values of the Sites to Tasmania and Australia, the Tasmanian Government should continue to commit ongoing recurrent financial contributions for the conservation and interpretation programs.
Policy 63	Community contributions should be encouraged through appropriate mechanisms and programs, such as the Port Arthur Conservation Fund.
Policy 64	Capital works programs and budgets should be prepared and prioritised on a long-term basis, recognising the need for total management of the assets of the Sites.
Policy 65	Budgets for conservation capital and maintenance works should be identified separately from budgets for infrastructure and other operational budgets.
Policy 66	Current in-kind partnership resourcing arrangements with universities and State institutions should be reviewed and expanded where mutually suitable and beneficial.
Policy 67	The Authority should continue to ensure qualified heritage specialists are available to support the aim of being a leader in World Heritage property management.

Policy Number	Policy Statement
Policy 68	Staffing numbers and, workload requirements should be reviewed, and a program should be developed that includes methods for supplementary support such as secondments, graduate placements and short-term special projects with Parks, universities, State institutions and the private sector.
Policy 69	Refreshed staff induction and annual mandatory training modules on World Heritage place management requirements should be developed and implemented.

6.2.1.4 Policy Theme: Collaborate

Policy Number	Policy Statement
Policy 70	The Authority should consult with relevant people, communities and groups when their interests may be affected by activities and changes to the Sites proposed by the Authority.
Policy 71	The Authority should continue to provide regular information and opportunities for the local communities to be involved with the Sites to promote understanding, appreciation and support for the continued conservation of the Sites.
Policy 72	The Authority should continue to consult and collaborate with the wider community and other key stakeholders about the conservation, management and presentation of the Sites in accordance with legislative requirements and FPIC.
Policy 73	The Authority should commit to work with Tasmanian Aboriginal people and Aboriginal Heritage Tasmania about the assessment, interpretation and management of the Sites.
Policy 74	The Authority should continue to consult and collaborate with local, State and Federal government agencies on the conservation and management of the Sites.
Policy 75	Partnerships with government agencies to provide resourcing or in-kind support and assistance with the conservation of the Sites should be explored and agreed subject to governance requirements.
Policy 76	The Authority should continue to work collaboratively with the ACSSC, Australian World Heritage Committee, heritage industry bodies and the tertiary sector to knowledge share and deliver leading practice in the conservation and management of the Sites.
Policy 77	The outcomes from research, conservation actions and programs at the Sites should be regularly communicated with key stakeholders and the wider community.
Policy 78	The Authority should continue to deliver high quality education programs at the Port Arthur Historic Site and Cascades Female Factory, and explore opportunities to integrate the Coal Mines Historic Site into the program.

6.2.1.5 Policy Theme: Comply

Policy Number	Policy Statement
Policy 79	The Authority should complete the necessary steps to have this HMP approved under State and Federal legislation.
Policy 80	The Authority should adopt and commence implementation of a final draft of this HMP as an “Operational HMP” while the approval process is progress.

Policy 81	The Authority should adopt and implement the approved HMP.
Policy 82	This HMP must be reviewed every five years in accordance with statutory requirements.
Policy 83	The Authority should continue to assist with information required for the reports prepared by the Federal Government to meet statutory obligations, including support to DCCEEW to fulfil the notification process under paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention for actions that may impact the OUV.
Policy 84	The Authority should provide input on request for State of the Environment reporting, and other reporting as relevant.

6.2.2 CONSERVE

The Sites need to be proactively conserved to transmit all heritage values to current and future generations.




6.2.2.1 Principles

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 1	The Sites must be conserved and managed in accordance with statutory requirements including the World and National Heritage Management Principles.	All		Conserve Engage Sustain

Context and Guidelines

The World and National Heritage Management Principles are established in the EPBC Regulations. The Principles are provided for ease of reference at [Section 4.2.2](#). These Principles outline the key considerations and requirements needed to ensure heritage places can be managed so that significant Heritage Values are conserved and transmitted to current and future generations.

6.2.2.2 Leading Practice



Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 2	Management planning and decision making for the Sites should be informed by current leading practice.	All		Conserve Sustain
Policy 3	PAHSMA personnel should be familiar with the application of key leading practice guidelines.	WH 2.02 (c) NH 2	 	Conserve Sustain

Context and Guidelines

PAHSMA is committed to being a leader in heritage place management. Key leading practice guidance to support PAHSMA to go beyond compliance include:

- UNESCO (2023) Operational Guidelines for the Implementation of the World Heritage Convention;
- UNESCO (2023) Enhancing our Heritage Toolkit 2-0 - Assessing Management Effectiveness of World Heritage Properties and Other Heritage Places;
- UNESCO (2022) Guidance and Toolkit for Impact Assessments in a World Heritage Context;
- UNESCO (2013) Resource Manual: Managing Cultural World Heritage;
- DCCEEW (2022) Climate Change Toolkit for World Heritage Properties in Australia;
- DCCEEW (2022) The implications of climate change for World Heritage properties in Australia;
- ICOMOS (2019) The Future of Our Pasts: Engaging cultural heritage in climate action;
- ICOMOS (2021) Heritage and the sustainable development goals: policy guidance for heritage and development actors;
- IUCN (2015) Protected Area Governance and Management;
- CSIRO (2020) Our Knowledge Our Way: Indigenous-led approaches to strengthening and sharing our knowledge for land and sea management; and
- Australia ICOMOS (2013) Burra Charter and Practice Notes.

6.2.2.3 Protection and Conservation

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 4	The conservation of the heritage values of the Sites should continue to take primacy over all other management objectives.	All		Conserve Sustain
Policy 5	Conservation should adopt a holistic approach and extend to all areas and elements of the Sites, including native flora and fauna, cultural landscapes, buildings and structures, cultural deposits, Aboriginal heritage, collections, records, traditions, memories and associations	WH 2.02 (e) NH 3		
Policy 6	The heritage values of the Sites to be conserved include intangible heritage values, such as use, practices, associations and meanings.	All		
Policy 7	The potential natural heritage values of the Coal Mines and Port Arthur Historic Sites are acknowledged, and an assessment of these values should be included in the updated CMPs.	All		
Policy 8	Conservation at the Sites should make use of all available expertise and knowledge and will adopt a scientific approach to materials conservation.	All		
Policy 9	Activities that represent a threat to the heritage values of the Sites should be identified and, where possible, appropriately managed.	WH 2.02 (d) NH 4		
Policy 10	The nature and extent of threats and adverse impacts on the heritage values of the Sites should	WH 2.02 (d) NH 4		

Context and Guidelines

The heritage values of the Sites warrant their conservation and management in accordance with accepted conservation principles. The heritage values of the Sites are susceptible to impact from a large variety of threats. The threats are both active and latent, ranging from natural processes (such as climate change, bushfire, erosion and weathering) to purposefully destructive behaviour (such as arson and vandalism).




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

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

The Port Arthur and Coal Mines Historic Sites have potential natural heritage values, and environmental values relating to protected species and habitat. The updates for the Site specific CMPs can include assessment and management guidance for these values. Regular liaison with the Tasmanian Parks and Wildlife Service regarding environmental management at the Sites should continue.

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

6.2.2.4 Development Control Guidelines

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 11	All heritage values and contributory elements, buffer zones and sensitive view lines should be considered when planning new development.	WH 2.02 (c), (d) and (e) NH 3	 	Conserve Sustain
Policy 12	Any new development must consider heritage significance, values, authenticity, integrity, setting, and archaeological resources.			
Policy 13	Any proposed new development should be planned and managed in accordance with the impact assessment process at Section 6.2.2.5, obtain the necessary approvals (see Section 7), and must be informed by leading practice guidelines for new design and development of World, National, State and local heritage places.	WH 2.02 (c) NH 1 and 2		Conserve Sustain Engage
Policy 14	PAHSMA should continue to maintain collaborative working relationships with the Tasman and Hobart Councils as part of managing activities in the buffer zones that could impact the heritage values of the Sites.			

Context

It is important that new development that may impact the Sites carefully considers all heritage values, cultural landscape, setting, views and the local community. New development needs to be planned and designed in reference to current leading practice guidelines, and follow the impact assessment process (see Section 6.2.2.5) As detailed in Section 7, the process for planning and approving can involve a wide range of stakeholders including the community, local, State and Federal governments. The extent of consultation and type of approval required depends on the degree of change proposed.

Guidelines: understanding the heritage place

The following guidelines provide direction around the key elements to consider when planning new design and development. These guidelines ensure that changes to the Sites work to enhance and further transmit heritage significance, rather than detract or diminish it. All proposed new development needs to be managed in accordance with the impact assessment process at Section 6.2.2.5.

Decisions about changes to the Sites must consider the likely impacts these changes will have on the identified overall significance, contributory values, and overall setting. These guidelines should be consulted from the beginning of the planning and design process.

Guideline 1 – Understand and Consider Significance and Values

Cultural significance is the sum of the values and qualities of a heritage place which clearly describe why a place is important. All heritage values of the item, place or area should be fully understood prior to planning changes. Any changes should be informed by consideration of heritage values and aim to conserve these values.

Guideline 2 – Understand and Consider Authenticity and Integrity

The authenticity of a place and its integrity (its wholeness and the intactness of its significant features and fabric) are vital in understanding and protecting its overall significance and the transmission of this significance to future generations. Changes to heritage places should not diminish their authenticity or integrity. Definitions for authenticity and integrity are provided in the Glossary at Appendix A.

Guideline 3 – Understand Intangible Cultural Heritage

Any new work to a heritage place should respect and safeguard its intangible cultural heritage. Cultural practices such as skills, knowledge, language and communications, use, events and rituals associated with a place form part of its heritage significance and must be considered as equal and integral to tangible values of a place. The conservation and maintenance of cultural practices may be integral to retaining the cultural significance of a place.

Connection to Country

Connection to Country is a vital part of ensuring continued connection to culture and transmission of cultural knowledge to the next generation of knowledge holders. New development should be informed by connection to Country in close collaboration with Tasmanian Aboriginal people through a co-design approach that guides the planning, design and delivery.

Guideline 4 – Analyse Setting/Context and Consider Buffer Zones

The significance of a place is closely tied to its overall setting and broader site context. Setting and context can include the visual and sensory setting, as well as spiritual and other cultural relationships. Any new intrusions to a place should be sympathetic to the setting, context or character of a place and consider its complex layered history. Sympathy can be achieved through high quality contextual design and interpretive approaches.

The World Heritage buffer zones for each Site are provided in Figure 6-1, Figure 6-2, and Figure 6-3. These zones were identified during the process to nominate the Australian Convict Sites property to the World Heritage List in 2007-2008, and aim to support Australia to meet its commitments to protect, conserve and manage the World Heritage property. PAHSMA is consulted by the Tasman and Hobart Councils about proposals for changes in these zones to ensure visual impacts on the Sites are avoided.

Guideline 5 – Understand and Consider Significant Views and Vistas

All significant views and vistas to, from and within a heritage place and its landmark qualities, legibility of contributory features and visual connections and spaces between these elements all contribute to a place's heritage significance.

Significant views and vistas should be maintained during any new development or changes to a place. New development should also seek to identify opportunities and implement initiatives to reveal or reinstate significant views and vistas.

Some of the important view lines for each Site are provided as simplified initial plans in Figure 6-1, Figure 6-2, and Figure 6-3. These view lines are based on the aesthetics noted in the OUV, World Heritage nomination, National Heritage listings and observations made during site familiarisation, with the viewshed from the 2002 Port Arthur Historic Site Landscape Management Plan provided as Figure 6-3. These are general indicators of view lines only and will be refined in the Site specific CMPs that are proposed for revision and update (see Section 6.2.2.12).

Guideline 6 – Protect Archaeological Resources

The three Sites have archaeological potential for both Aboriginal and non-Aboriginal heritage, along with collections of artefacts that have been conserved from excavations. The archaeological resources of a place can embody social and spiritual values of a place and reveal layers of cultural heritage, history and significance through detailed investigations and research. Management decisions, future uses and interpretation of places should be guided by archaeological approaches including:

- early identification of potential/known archaeology through preliminary assessment;
- coordinated archaeological research and investigation; and
- where necessary, identify opportunities for archaeological conservation in situ early in planning stages to inform new design.

Guidelines: making changes to a heritage place

Guideline 7 – Scale, form, detailing

The scale, form and design of a place are important contributory features to a place's significance. New intrusions or developments should consider the scale, massing and setbacks of the Sites. New design should also be sympathetic to existing forms and character of a place and be appropriate with regards to detailing, materials and colour.

Guideline 8 – Sustainability

Respectful and innovative design can enhance environmentally sensitive design and heritage outcomes. Such outcomes can also provide community sustainability and wellbeing as well as social, economic and public benefits.

Sustainability and climate change resilience should be considered for new development. These measures need to respect the significant values of that place. This includes the reuse of existing fabric and the introduction of sustainable measures such as new resource-efficient technology, materials production, construction methods and waste management.

Guideline 9 – Cumulative Impacts

Cumulative impact is the sum of changes to a heritage item and the capacity for these changes, when assessed together, to positively or detrimentally affect heritage values and significance.

Cumulative impacts of change and development density on the heritage item, including its setting, should be actively addressed as part of any new works proposals.

Guideline 10 – Reversibility

Changes to heritage places should avoid damage to contributory elements, values and significant fabric and be reversible. Where changes cannot be made reversible, there should be clear and justified reasons.

Guideline 11 – Interpretation

Interpretation communicates what is important about an item, place or history and contributes to recognising and retaining cultural significance through building understanding, awareness and engagement, and maintaining community connections to a place. It is not a mitigation for unacceptable change or development.

Interpretation is an important key to reveal and help retain the items or a place's significance through public awareness and engagement, leading to a greater understanding and appreciation.

Interpretation outcomes should be embedded in thinking from the project's beginning, its design process, as well as through the addition of interpretive devices such as signage or artwork. Such outcomes can also provide social and economic benefits e.g. cultural tourism. Interpretation is key for sharing OUV and other heritage values and building understanding and advocacy. When developing interpretation, it is essential to identify the target audience/s, as an interpretive experience for children will be different to one developed for adults or niche audiences.

FIGURE 6-1 CASCADES FEMALE FACTORY BUFFER ZONE AND SENSITIVE VIEWLINES

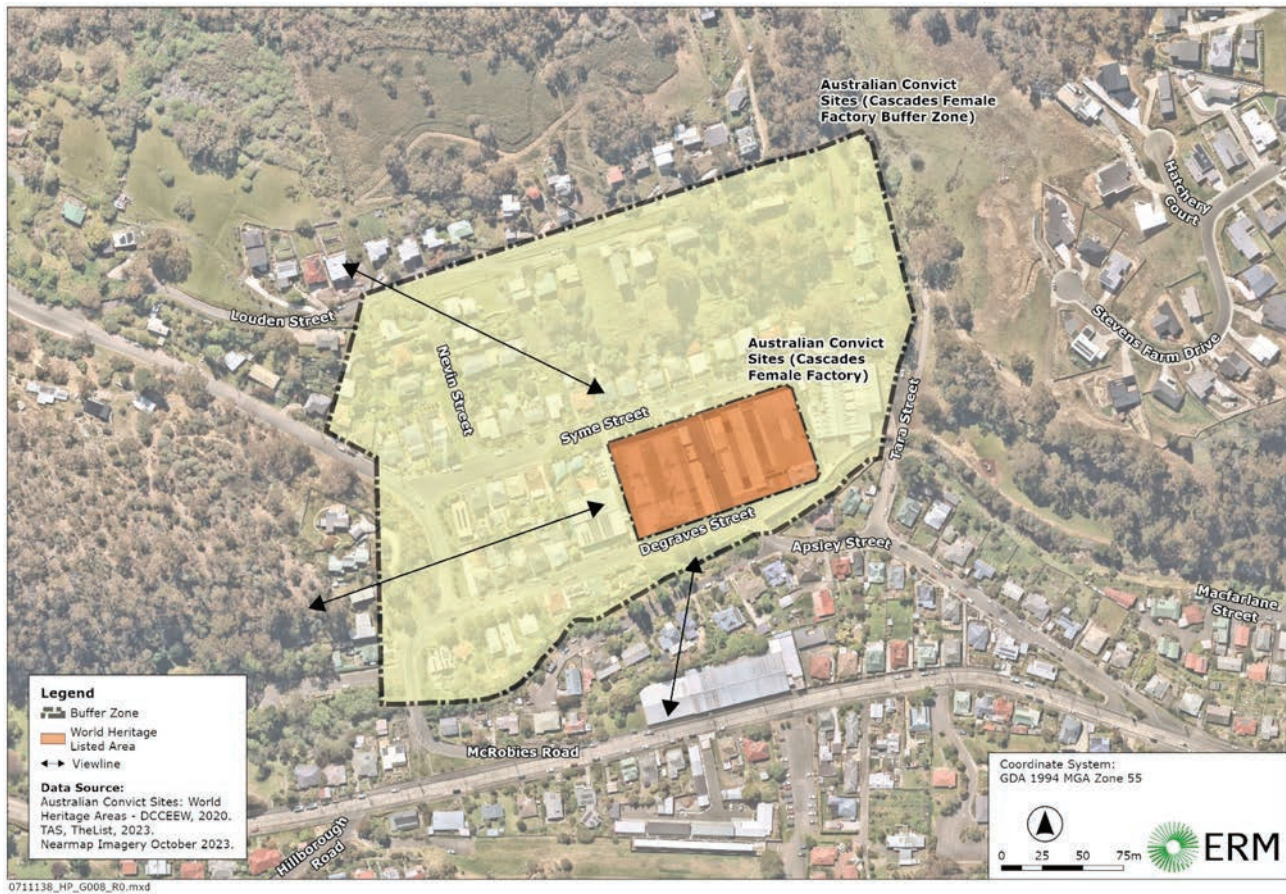


FIGURE 6-2 COAL MINES HISTORIC SITE BUFFER ZONE AND SENSITIVE VIEWLINES

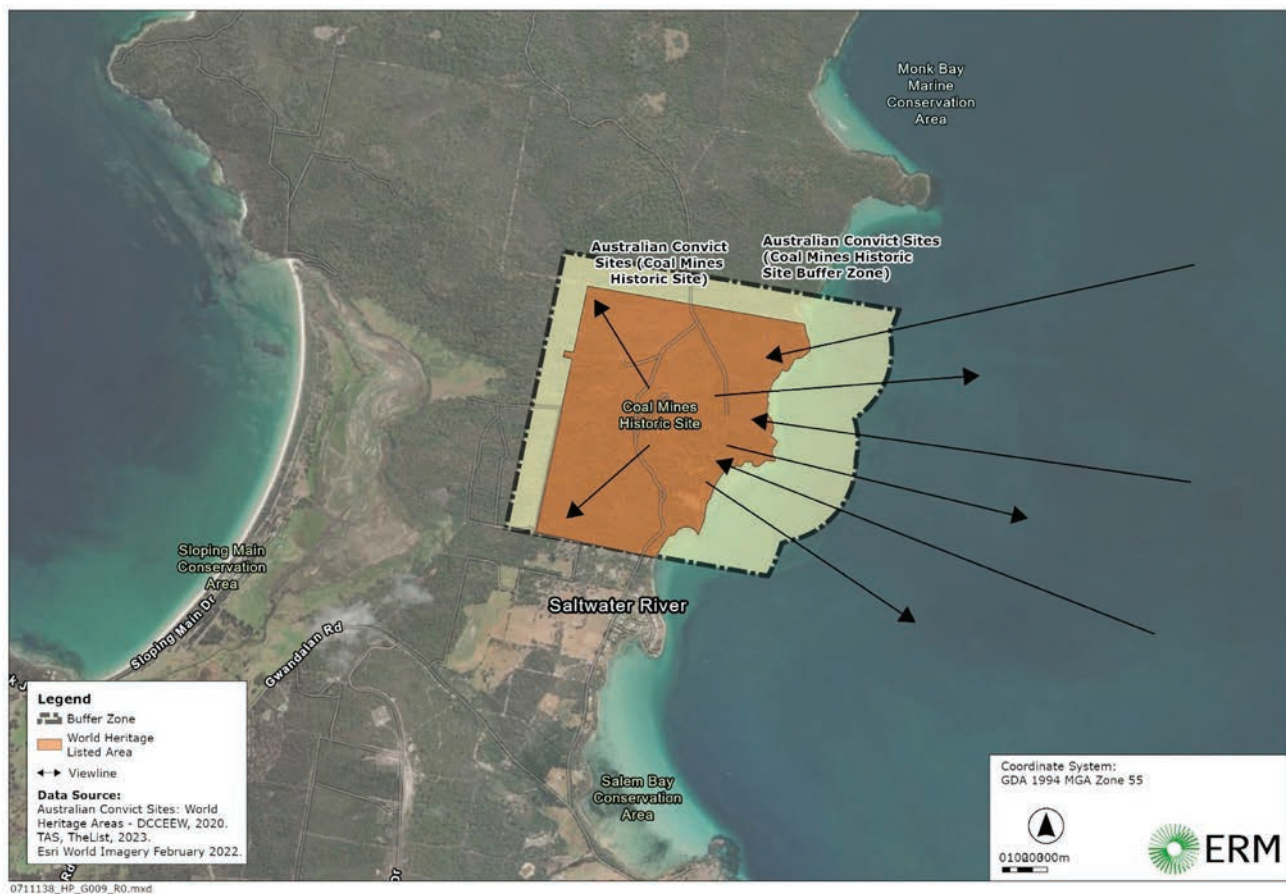
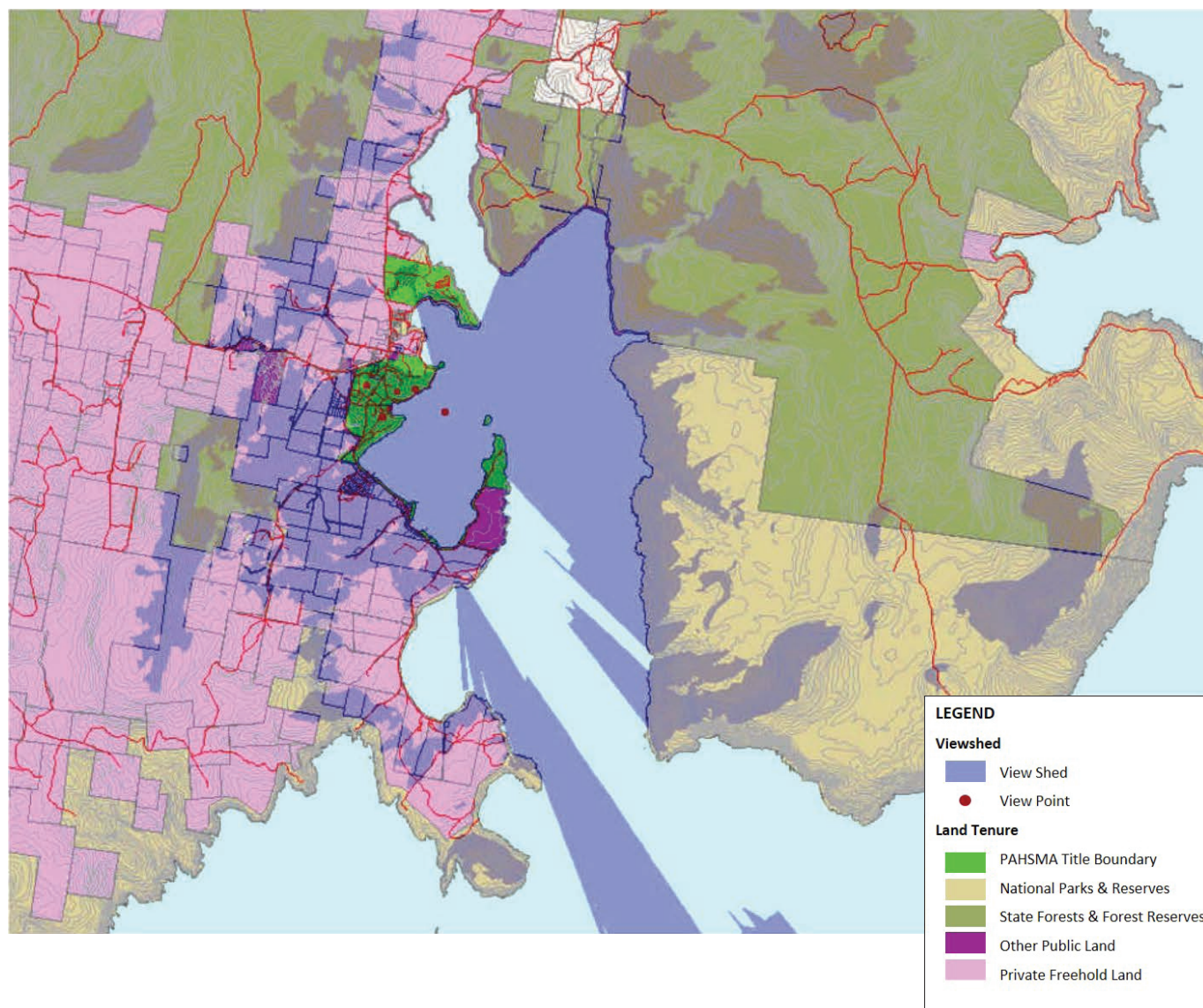







FIGURE 6-3 PORT ARTHUR COMBINED VIEWSHED
(Source: Port Arthur Landscape Management Plan 2002, Context Pty Ltd)



6.2.2.5 Impact Assessment

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 15	Proposed changes to Sites and new development should consider potential heritage impacts and explore all viable options before committing to changes that impact heritage values.	WH 2.02(d) NH 2		Conserve Sustain
Policy 16	Feasibility studies and impact assessments that provide a detailed analysis of the heritage place and assessment of potential impacts should be prepared as part of the design process. These studies and assessments should identify the heritage attributes at the appropriate level of detail.	WH 2.02(d) NH 2	 	Conserve Sustain
Policy 17	Heritage impact assessments should involve engagement and consultation with relevant rights-holders, stakeholders and community groups.	WH 2.02(d) NH 2		Engage Sustain
Policy 18	Heritage impact assessments should be prepared in accordance with statutory requirements and leading practice guidelines and will be informed by the checklist and associated guideline at Table 6-1. Planning new or changed uses or events should include use of the checklist provided at Section 7.1.	WH 2.02(d) NH 2		Engage Sustain
Policy 19	Enhancement and impact mitigation measures should be implemented and reported in accordance with any conditions of approval and informed by the guidance at Table 6-2.	WH 2.02(d) NH 2		Conserve Sustain

Context and Guidelines

Impact Assessments should be informed by the following leading practice guidelines:

- EPBC Act – Environment Assessment Process;
- Department of Environment – Matters of National Environmental Significance: Significant Impact Guidelines 1.1;
- Australia ICOMOS Burra Charter and Practice Notes;
- UNESCO, ICROM, ICOMOS and IUCN, 2022. Guidance and Toolkit for Impact Assessments in a World Heritage Context; and
- Tasmanian Heritage Council Works Guidelines for Historic Heritage Places and Practice Note 1B: Preparation of Heritage Impact Statements.

The Impact Assessment Process

The following checklists and processes have been adapted from the UNESCO Guidance and Toolkit for Impact Assessments in a World Heritage Context and SIG 1.1.

Impact assessment should start early in the development of proposed changes or development of a place and inform the entire planning process. Impact assessment should be carried out by an independent team of appropriately qualified specialists who will inform:

- the planning of the proposed action;
- the Minister’s decision on whether to permit the proposed action under the EPBC Act (where a referral is required); and/or
- a decision on whether to approve the proposed action by the PAHSMA Board, Tasmanian Heritage Council or other authority as relevant to the action.

Impact assessment should involve the participation of all relevant stakeholders and rights-holders, including environmental and heritage authorities, committees and communities. The approvals process including delegations under State legislation, and decision making guidance for planning new or changed uses and events is provided in Section 7.

TABLE 6-1 IMPACT ASSESSMENT CHECKLIST

Step	Questions to consider
<p>1 Initial screening and baseline</p>	<p>What are the property’s OUV and other heritage/conservation values?</p> <p>What are the property’s attributes?</p> <p>Is the proposed action compatible with the OUV of a World Heritage property?</p> <p>Could the proposed action have an impact on OUV or other values/attributes regardless of its location?</p> <p>Is an impact assessment needed?</p>
<p>2 Scoping and feasibility studies</p>	<p>What data, impacts, geographical area and time period should the impact assessment cover?</p> <p>What should be the terms of reference for the impact assessment?</p> <p>What essential information is needed? Is it available? Is a valid assessment feasible based on existing and accessible information?</p> <p>Who are the relevant stakeholders and how should they be engaged?</p> <p>Are there consent issues to be considered?</p>
<p>3 The proposed action and alternatives</p>	<p>What is the need for the proposed action? what are its objectives?</p> <p>Have all alternatives to the proposed action been considered? Including ‘no project’</p> <p>How would the proposed action be implemented?</p> <p>What are reasonable alternatives to the proposed action that would avoid or reduce any adverse impacts to heritage values, that still achieve the relevant project objectives?</p> <p>How can adverse impacts to OUV and other heritage values/attributes be minimised?</p> <p>Are there opportunities to enhance the heritage values of the property through positive impacts?</p>
<p>4 Heritage Impact Assessment (HIA)</p>	<p>Questions for the independent assessor</p> <p>Are the values of the property, its attributes and any other heritage/conservation values clearly documented and understood?</p> <p>Is there enough information regarding the proposed action from the proponent to appropriately assess the action and all its alternatives?</p> <p>What environmental, social and other related impacts would result from the proposed action and any alternatives?</p> <p>What changes to OUV and other heritage values/conservation values would occur as a result of the proposed action, both positive and negative?</p> <p>What is the severity of the impacts of the proposed action and are there any alternatives/can they be avoided?</p> <p>If significant impact to OUV and other heritage and conservation values is likely, are there mitigation or enhancement measures that can reduce the impact below the significant impact threshold?</p> <p>Is an EPBC referral required? <i>continued overleaf</i></p>

Step	Questions to consider
<p>4</p> <p>Heritage Impact Assessment (HIA)</p>	<p><i>continued</i></p> <p>Questions for the proponent</p> <p>Does the impact assessment report meet its terms of reference?</p> <p>Is the report 'fit for purpose' for decision making?</p> <p>Do the results of the impact assessment suggest alterations to the proposed action? Or that the action simply should not proceed?</p>
<p>5</p> <p>Decision to approve or refuse</p>	<p>Is the proposed action likely to have a significant impact on MNES? If yes, the proponent must make a referral to the Minister for the Environment via the DCCEEW. Work with DCCEEW to notify the World Heritage Committee about the proposed action, seek guidance on appropriate solutions in accordance with paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, and respond to any recommendations arising from the paragraph 172 referral.</p> <p>If no, is the proposed action likely to require any other local, state or national approvals?</p> <p>Is the proposed action the best possible, given the identified alternatives?</p> <p>Should the proposed action be given approval?</p> <p>If so, are there any terms or conditions for approval (mitigation or enhancement measures)?</p> <p>Where an EPBC Referral is required, the Minister for the Environment has 20 business days to decide whether to approve the proposed action under the EPBC Act and advise on the process of assessment. The proposed action can be assessed under:</p> <p>Controlled action <i>Action is subject to the assessment and approval process under the EPBC Act</i></p> <p>Not controlled action 'particular manner' <i>Approval is not required if the action is taken in accordance with the manner specified.</i></p> <p>Not controlled action <i>Approval is not required if the action is taken in accordance with the referral.</i></p>
<p>6</p> <p>Implementation and monitoring</p>	<p>If the proposed action is approved:</p> <p>When and how should the mitigation measures be implemented?</p> <p>Who will report and when on the implementation and effectiveness of the mitigation and any enhancement measures?</p> <p>What should be done to monitor and manage the proposed action and by whom?</p>

Guideline — How to prepare a heritage impact assessment

Scoping

The first step to preparing a HIA is having a clear understanding of the proposed scope of work. The scope of work is needed to detail what the impact assessment should include and describes the expected outputs of the proposed action. The scope of work should be carefully developed in consultation with rights-holders, local communities and key stakeholders and include:

- Gaps analysis – is there significant data that needs to be collected to accurately assess the impacts of the proposed action on OUV/other heritage/conservation values/attributes?
- Expected impacts to heritage values/attributes.
- Analysis of the severity of potential impacts to heritage values/attributes.
- The geographical area of the impact assessment (the property, buffer zone, and wider geographical setting where relevant).
- A description of all relevant alternatives to the proposed action including any design studies/scoping reports.

A HIA should include:

- A non-technical executive summary that clearly states key findings and recommendations
- General introduction and project context, authorship, and acknowledgements
- Methodology
- Legislative context for the proposed action and analysis of governance and heritage management systems
- Baseline study (OUV and all other values, attributes, wider setting, authenticity, integrity and overall condition)
- Details of the proposed action and its alternatives
- Identification and evaluation of impacts, including potential severity of impacts
- Mitigation measures and opportunities for enhancement of heritage values where relevant
- Overall conclusion that clearly states the level of impact and next steps for approval
- Recommendations for proceeding with the project (including detailed mitigation measures where relevant)

Reporting

The impact assessment report for an action that may impact the OUV or other heritage values should be made publicly available for comment to a range of stakeholders and interested parties, both expert and non-expert. The impact assessment should be written in plain language and provide clear analysis and conclusions.



Guideline — Implementation of mitigation measures

As stated in Section 4.2.3, monitoring, review and reporting on the condition of World and National Heritage Values are statutory requirements and critical to their effective conservation and transmission. All heritage values can be included in monitoring programs.

TABLE 6-2 MITIGATION MEASURES GUIDANCE

Follow up activity	Requirements	Lead Responsibility
Implementation	<ol style="list-style-type: none"> 1. Document the mitigation measures in the impact assessment. 2. Prepare an implementation plan for these mitigation strategies. 3. Implement the mitigation strategies. 4. Provide updates on the progress of implementation to the UNESCO World Heritage Centre to ensure OUV is protected. 	<ol style="list-style-type: none"> 1. Proponent of action 2. Proponent of action 3. Proponent of action 4. Proponent of action to DCCEEW (DCCEEW reports to the World Heritage Centre)
Baseline monitoring	<ol style="list-style-type: none"> 5. Ensure ongoing collection of information about the place's attributes. 6. Use the information about known attributes to check against the baseline data collected during the impact assessment and impact assessment predictions – this will assist in determining if the changes to the property are proceeding as planned. 	<ol style="list-style-type: none"> 5. PAHSMA 6. PAHSMA
Compliance monitoring and auditing	<ol style="list-style-type: none"> 7. Ongoing collection of information and careful review of this information against approval conditions to ensure conditions are being met. 	<ol style="list-style-type: none"> 7. PAHSMA
Ongoing management and communication	<ol style="list-style-type: none"> 8. Management systems for the place should be implemented where monitoring indicates issues that require attention to avoid impacts to heritage values. 9. Inform rights-holders and other stakeholders (who are directly involved) of the results of follow-up activities. 	<ol style="list-style-type: none"> 8. PAHSMA 9. Proponent of action
Enforcement	<ol style="list-style-type: none"> 10. Where a World Heritage property's OUV is shown to be negatively affected the project should be immediately halted. 11. The World Heritage Committee may examine the case and may request a mission to the World Heritage property to provide advice. 	<ol style="list-style-type: none"> 10. Proponent of action 11. DCCEEW





6.2.2.6 Rehabilitate

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 20	Management of the Sites should prevent adverse impacts to protected species and habitats, including guidance from Tasmanian Parks and Wildlife Service and DCCEEW as needed.	WH 2.02(c) & (d) NH 2		Conserve
Policy 21	Methods to manage vegetation at the Sites, focused on protection of the ruins from vegetation growth, should be agreed and implemented in consultation with Tasmanian Parks and Wildlife Service.	WH 2.02(c) & (d) NH 2		Conserve Engage Sustain

Context and Guidelines

The historic cultural landscape setting and the ruins at the Coal Mines Historic Site and areas at the Port Arthur Historic Site including Point Puer are being impacted by vegetation growth. This vegetation includes protected species and habitat. Regular environmentally sustainable methods to remove areas of re-growth and limit vegetation impacts to World Heritage listed convict ruins are required. Appropriate methods can be employed in agreement and with assistance from, where resources allow, the Tasmanian Parks and Wildlife Service.

6.2.2.7 Climate Change Resilience and Disaster Management

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 22	The Bushfire Management and Emergency Management Plans for all of PAHSMA's management areas should be kept up to date, accessible for all personnel.	WH 2.02(c) NH 1		Conserve Sustain
Policy 23	Relevant PAHSMA personnel should be trained on disaster preparedness, bushfire, emergency, evacuation procedures and post event remediation, conservation and repair processes.	WH 2.02(c) NH 1		
Policy 24	Climate change resilience requirements for each Site should be evaluated. Changes to address resilience requirements should avoid impacts to all heritage values.	WH 2.02(c) NH 1		
Policy 25	Methods to reduce emissions and waste to landfill should be explored and implemented, provided heritage impacts are adequately avoided.	WH 2.02(c) NH 1		
Policy 26	Options to introduce an integrated and adaptive approach such as an Environmental Management System for the three Site could be considered.	WH 2.02(c) NH 1		

Context and Guidelines



As outlined in Section 5.3, climate change resilience and disaster preparedness are pressing management issues for the Sites. Key threats include king tides, wave action, wildfires, structural collapse, house fires, flooding, storm damage and vandalism. Emergency management protocols are provided in [Section 7.4](#).

Evaluation of the climate change resilience requirements and disaster preparedness for each Site should be undertaken by personnel experienced in these specialisations in the Australian context. The evaluation is to

include options to reduce threats to the OUV and other heritage values. Any critical resilience works are to be designed and planned in accordance with the Development Controls and Impact Assessment policies (see Sections 6.2.2.4 and 6.2.2.5).

An integrated and adaptive approach, such as an Environmental Management System that is consistent with ISO 14001, can consistently support sustainability practices, performance, monitoring, reporting and adaptive management of the Sites and demonstrate leading practice.




6.2.2.8 Collection and Records Management





Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 27	The draft Collection Management Plan should be revised and finalised in accordance with the current leading practice.	WH 2.02(c) NH 2		Conserve Sustain
Policy 28	The collections and records for the Sites should be managed in accordance with professional museum standards.	WH 2.02(c) NH 2		Conserve Sustain
Policy 29	Appropriate access to the collections should be provided to members of the public, researchers and institutions.	WH 2.02(c) NH 2		Conserve Engage

Context and Guidelines

As the collection and records are a key aspect of the World and National Heritage Values of the Sites, their ongoing conservation, storage and integration into interpretation is an important management requirement.

6.2.2.9 Archaeological Resources

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 30	The archaeological potential and artefact collections should be conserved and managed in accordance with the Archaeological Zone Plans for each Site.	WH 2.02(c) NH 2		Conserve Sustain Engage
Policy 31	Consultation with Tasmanian Aboriginal people on the cultural heritage sensitivity and archaeological potential of the Sites should be undertaken as part of the assessment noted in Section 6.2.3.2 .	WH 2.02(c) NH 2		
Policy 32	The standards employed in the management of archaeological values should accord with current leading practice.	WH 2.02(c) NH 2		
Policy 33	The Sites should continue to be benchmark places for archaeological heritage management in Australia and for World Heritage properties.	WH 2.02(c) NH 2		

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 34	Test excavations for historic heritage research purposes at the Sites requires a detailed Archaeological Research Design to be approved by the PAHSMA Director of Conservation and Infrastructure, and should be prioritised for conservation and interpretation outcomes. Advice from the PASHMA Conservation Advisory Committee should be sought as needed on research excavation proposals.	WH 2.02(c) NH 2	  	Conserve Sustain
Policy 35	Approval from the Tasmanian Heritage Council must be sought for new archaeological excavations, which require an Archaeological Research Design. This process must include seeking approval under the <i>Aboriginal Heritage Act 1995</i> as applicable.	WH 2.02(c) NH 2		Conserve Sustain
Policy 36	The maritime archaeological resource, Sea Country and submerged landscapes of the Port Arthur Historic and Coal Mines Sites and adjacent waters should be acknowledged as part of the fabric of each place.	WH 2.02(c) NH 2		

Context and Guidelines

The physical evidence, both above and below ground, at the Sites has exceptional scientific research potential arising from the extent and integrity of the archaeological resource. In combination with other sources, the archaeological resources have great potential for research and community education. All new excavations require an Archaeological Research Design to support an application for approval from the THC. All new excavations need to be approved by the THC.

Approvals under the *Aboriginal Heritage Act 1995* may be required. Guidance on this process is provided online via the [Aboriginal Heritage Tasmania website](#). Information on [Aboriginal Heritage Awareness assessment process page](#) outlines key steps and considerations.

The Port Arthur Historic Site is a landmark place in the history and development of Australian heritage conservation philosophy and practice, and historical archaeology in particular with the development of the Port Arthur Archaeology Procedures Manual in 2005. Comprehensive work to identify the extent, condition and significance of the archaeological resources has been undertaken over recent decades, with a number of programs that involve the general public and archaeological volunteers conducted.

The Port Arthur Historic Site Archaeology Plan 2003 and the Cascades Female Factory Condition Assessment and Archaeological Zoning Plan 2007 provide guidance for the management of the historical archaeological resources at these Sites. These reports include policy for issues such as conservation, infrastructure works and unforeseen disturbances. The Archaeology Plan also contains policies relating to cooperatively managing archaeological resources in the wider cultural landscape of Port Arthur. These Plans do not cover the Coal Mines Historic Site.



The physical legacy of historical maritime activity relating to the Port Arthur and Coal Mines Historic Sites is a cultural landscape that encompasses both sea and land, comprising coastal infrastructure including jetties, wharves and ports, cultural deposits and wrecks. The maritime archaeological resources adjacent to the Port Arthur and Coal Mines Historic Sites, though outside their boundaries and managed under a different statutory regime, contribute physical evidence and associative values to the two Sites. The majority of the maritime archaeological heritage associated with the Sites is on Crown Land and is not managed by the Authority.

DCCEEW provides the following overview of Sea Country and submerged landscapes:

Sea Country is valued by First Nations Peoples for cultural identity, health, and wellbeing. Sea Country doesn't just refer to a geographical area but includes all associated living things, beliefs, creation stories, ancestor spirits, and cultural obligations (traditional customs / lore), which can extend from terrestrial

areas into nearshore and offshore waters. Sea Country values reflects strong cultural and spiritual connection to the marine environment, and the use and management of coastal species that are part of ocean ecosystems.⁷ Some First Nations Peoples have Dreaming stories from when their ancestors lived on coastal plains on the now submerged continental shelf edge. Submerged ancient landscapes from occupation before sea level rise have been confirmed in north-western Australia, and there is potential for underwater archaeological deposits to be present anywhere in Australian waters.⁸

6.2.2.10 Visitor Management and Site Access

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 37	Safe and equitable access should be provided for the Sites to the extent practicable.	All		Conserve Sustain Engage
Policy 38	Building on the work already undertaken for the Port Arthur Historic Site, the sustainable carrying capacity of each Site's heritage values and visitor infrastructure should be analysed, including flow and distribution of large visitor numbers during peak periods, and a Visitor Management Strategy should be prepared and implemented. Carrying capacity is dynamic and is subject to factors such as weather, site conditions and staff movements.	WH 2.02(d) NH 4		
Policy 39	Opportunities to revise and augment visitor facilities at the Sites to provide greater depth to the interpretation and transmission of all heritage values should be explored with input from the community and other key stakeholders.	WH 2.02(c) NH 2		

Context and Guidelines

Safe and equitable access to the Sites is a key aspect of the transmission of the OUV and other heritage values to current and future generations, and needs to continue in a sustainable manner. Both the Cascades Female Factory and Port Arthur Historic Sites are subject to controlled access, with visitors required to purchase an entry ticket. Car parking and visitor centres are provided at these sites. Self-guided tours are available at each Site, and guided tours on a range of themes are available at Port Arthur and Cascades Female Factory.

The Authority provides courtesy vehicle transport around the Port Arthur Historic Site for people with mobility issues.

A public access walking track runs through the Port Arthur Historic Site connecting Stewarts Bay and Carnarvon Bay. Walking access to Point Puer has been uncontrolled in the past, but this has been restricted due to considerable public safety and site security risks, and in consideration of the fragility of the above-ground material. Access to the Isle of the Dead is restricted and all visitors must be accompanied by a PAHSMA guide or be otherwise approved by the Authority.

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

There are opportunities to introduce appropriately designed visitor management facilities at the Coal Mines Historic Site that will improve safety and security, and enable transmission of heritage values.

Disability access is available at Cascades Female Factory, and limited disability access (due to terrain and safety issues) is available at the Port Arthur (noting that the Visitor Centre is fully accessible) and Coal Mines Historic

7 National Oceans Office 2002



8 Sea Country: An Indigenous Perspective (dceew.gov.au)

Sites. Options to expand safe disability access to these sites should continue to be explored in the context of safety and heritage impact considerations.

Sustainable tourism is dynamic and subject to factors such as weather, site conditions and staff movements. The sustainable tourism capacity has been assessed by PAHSMA for the Port Arthur Site, noting that absolute carrying capacity is affected by a wide range of variables. Analysis for the Cascades Female Factory and Coal Mines Historic Sites needs to be determined to anticipate and avoid potential detrimental impacts on heritage values from excessive visitor numbers.

Control of filming, photography and events requires continued careful management including written permission and fees from the Authority.

6.2.2.11 Monitoring, Evaluation and Reporting

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 40	PASHMA should continue to regularly monitor, evaluate and report on the condition and conservation of the heritage values of the Sites to meet statutory and leading practice requirements.	WH 2.02(g) NH 7		Conserve Sustain
Policy 41	A cost effective, resourcing appropriate monitoring and reporting method for the Sites should be explored and implemented in consultation with stakeholders.	WH 2.02(g) NH 7		




Context and Guidelines

The condition and conservation of the Sites’ heritage values and attributes requires regular evaluation and reporting to meet statutory and leading practice requirements. While regular physical fabric condition inspections are undertaken, monitoring, including baseline information and key indicators for the overall condition of heritage values, is yet to be developed and implemented across all three Sites. Capacity and visitor impact management are central to preventing damage and loss of heritage values.

As highlighted in [Section 5.2](#), up to date and comprehensive data for the three Sites would greatly assist baseline data mapping and monitoring and support PAHSMA as a leader in heritage management. This is a key component in leading practice conservation and transmission of the OUV and other heritage values of the three Sites.

To date PAHSMA’s work on monitoring and reporting has included working with the Tasmania Parks and Wildlife Service. The ongoing development of baselines and indicators, and implementation of a monitoring program customised to the heritage values and attributes of each Site should continue. This will include working with DCCEEW, SHFT, the ACSSC, the Tasmanian Parks and Wildlife Service and Tasmanian Heritage Council. This could also include the development of an integrated and adaptive approach, such as an Environmental Management System, aimed at streamlining monitoring and reporting methods and demonstrating leading practice.

6.2.2.12 Conservation Management Plans (CMPS)

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 42	This HMP is the strategic level compliance and guidance document for the Sites and should be supplemented with Site and Precinct specific CMPS and Conservation Management Guidelines.	All		Conserve Sustain
Policy 43	CMPs should be revised and consolidated to provide user friendly, up to date, cross-referenced and detailed guidance for each Site to supplement this HMP. This should include updated assessments of local heritage values prepared in consultation with the local communities, detailed analysis and mapping of attributes.	All	 	
Policy 44	The new heritage conservation document structure should align with that shown in Figure 6-4.	All		

Context and Guidelines

CMPs provide more detailed heritage management guidelines and controls for each Site, and can include interpretation plans, asset management schedules, maintenance and repair schedules and further information on permissible activities. Currently there are several CMPs that supplement this HMP, some of which require revision to update and consolidate information to make them more user friendly.

The updates to the Site specific and precinct CMPs need to include detailed analysis of viewlines, viewsheds, cultural landscape and attributes mapping.

An overview of the planned revised heritage management document hierarchy that would support this HMP is provided in Figure 6-4.




FIGURE 6-4 PROPOSED HERITAGE CONSERVATION DOCUMENT HIERARCHY

Port Arthur Historic Sites Heritage Management Plan (this document)		
Interpretation Strategy		
Visitor Management Strategy		
Site Specific Conservation Management Plans		
PORT ARTHUR CMP Interpretation Plan Heritage Asset Management Schedules	COAL MINES CMP Interpretation Plan Heritage Asset Management Schedules	CASCADES FEMALE FACTORY CMP Interpretation Plan Heritage Asset Management Schedules
Precinct CMPs		
Isle of the Dead & Point Puer Penitentiary Area Commandant's Precinct Carnarvon Township Broad Arrow Café Memorial Area	Waterfront Main Settlement Shafts, Workings, Semaphores	Matron's Quarters Yards 1, 3 and 4
Conservation Management Guidelines		
Collection Management Procedures Cultural Landscape Roofing Archaeological Resources Visitor Management & Education	Collection Management Procedures Cultural Landscape & Vegetation Management Archaeological Resources Visitor Management & Education	Collection Management Procedures Grounds Archaeological Resources Visitor Management & Education

6.2.3 TRANSMIT

The transmission of the Sites' heritage values to current and future generations requires conservation, sustainable use and access, and comprehensive meaningful interpretation via a range of media and experiences.

6.2.3.1 Interpretation Strategy

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 45	Interpretation, education programs and presentation should be customised to each of the three Sites.	WH 2.02(c) NH 4		Conserve Sustain
Policy 46	A Heritage Interpretation Strategy should be developed to deliver consistently high standards of interpretation across the three Sites.	WH 2.02(c) NH 4		
Policy 47	The Heritage Interpretation Strategy can be supplemented where needed via Site specific interpretation plans to be included in the updated CMPs (see Policy 43).	WH 2.02(c) NH 4		
Policy 48	The interpretation of the Sites should utilise contemporary and innovative world leading practices and techniques, amplifying the relevance and importance of the Sites and stimulating visitors' imagination.	WH 2.02(c) NH 4		
Policy 49	Opportunities to provide stronger connections and collaboration with the other sites that comprise the Australian Convict Sites World Heritage Property to further enhance visitor experiences and deepen understanding of the Sites should be explored.	WH 2.02(c) NH 4		

Context and Guidelines

Interpretation of the heritage values of the Sites is a crucial conservation action, but is also a key part of tourism operations. The full range of heritage values of the Sites are not always readily apparent and should therefore be explained through interpretation, where appropriate.

The interpretation of the Sites should aim to communicate their heritage values to the wider community through a range of interpretive, educational and information measures. These include provision of visitor information and a range of visitor experiences, and promotion and various uses of the Historic Sites in ways that reflect their heritage values.

It should assist visitors towards an understanding and appreciation of the significance of the Sites and their key values. In doing so, modes of interpretation should promote the conservation of those values.



The quality and range of information and visitor experiences online and at each Site varies notably. There are opportunities to more effectively connect the Sites as a package experience, as well as to the broader Tasmanian convict sites and the wider Australian Convict Sites World Heritage Property. Consistent and strengthened connections support the transmission of the OUV and all other heritage values, and promote deeper appreciation and support for the conservation of the Sites over the long term.

The websites for the Sites are being revised to deliver a strong online impact, with easy to navigate pages to access digital exhibitions, collections and other information.

A Heritage Interpretation Strategy can consolidate the key themes, messages and techniques to be implemented, aimed at achieving consistently high standards for all three Sites. The manner and method of providing context and connection with the broader Australian Convict Sites can also be outlined, strengthening

transmission. The Strategy, supported by site specific interpretation plans where required, can explore options for a variety of interactive exhibitions, workshops, talks, presentations and experiences for learning, enrichment, enchantment and pleasure, in person and online. The Strategy can also identify research priorities to support seasonal and thematic events and programs aimed at enhancing visitor experiences and encouraging longer stays including multi-site visits for inter-state and international tourists.





6.2.3.2 Tasmanian Aboriginal History and Heritage

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 50	The right of Tasmanian Aboriginal people to be involved in making decisions that affect their cultural heritage and their knowledge in this respect should continue to be acknowledged by PAHSMA.	WH 1.03 NH 6		Conserve Sustain Engage
Policy 51	Guided by the outcomes of consultation with Tasmanian Aboriginal people, Aboriginal history and heritage themes should be assessed and integrated into the Heritage Interpretation Strategy.	WH 1.03 NH 6		
Policy 52	The potential for encountering previously unknown Aboriginal cultural heritage during works at the Sites is acknowledged. Following the Unanticipated Discovery Plan in accordance with the <i>Aboriginal Heritage Act 1975</i> will ensure that such cultural heritage is not damaged, disturbed or concealed.	WH 1.03 NH 6		
Policy 53	Aboriginal cultural heritage discovered at the Sites must be brought to the attention of the relevant authorities, and managed in accordance with legislative requirements.	WH 1.03 NH 6		

Context and Guidelines

The OUV Brief Synopsis includes recognition of the impact of colonisation and dispossession on First Nations Peoples and their Country caused by the establishment of the penal settlements. The ACSSC has recognised that while the Australian Convict Sites represent the building of a nation, this was to the detriment of the First Peoples of Australia. Telling the truth about Indigenous history can provide the foundation for a full understanding that encourages all Australians to come together in acknowledgement of a shared past and a shared future. Comprehensive Aboriginal cultural heritage assessments are required for the Sites, prepared in collaboration with Tasmanian Aboriginal people and Aboriginal Heritage Tasmania.

6.2.3.3 Research

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 54	An ongoing research program should be supported to allow the Authority to continue as a centre of research for the Sites.	WH 2.02(c) NH 2		Conserve Sustain Engage
Policy 55	The Authority should continue to take a leading role in research that leads to achieving excellence in archaeology, physical conservation and interpretation, including the development, assessment and dissemination of new approaches and techniques at a national and international level.	WH 2.02(c) NH 2	 	
Policy 56	Current in-kind partnership research arrangements should be reviewed and expanded where mutually suitable and beneficial, and the research MoU with UTAS should continue to be resourced and implemented.	WH 2.02(c) NH 2		
Policy 57	Ongoing research and the creation of new knowledge from the Archaeology Collection should be encouraged.	WH 2.02(c) NH 2		

Context and Guidelines

Research is an important aspect for the continued understanding of the Sites and the successful management of their heritage values, especially as a centre for interactive student learning. The PAHSMA Strategic Plan commits to undertake a research audit and update curatorial research programs that align with the Authority's heritage management, interpretation and engagement priorities.


Important aspects of research include:

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

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

The Resource Centre collections are a valuable research tool that includes published works and copies of some primary source material, as well as an extensive archive relating to conservation works and management actions undertaken at the Sites.

6.2.3.4 Recording

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 58	Any action undertaken at the Sites that is related to or directly affects their heritage values should be recorded. Collected data should be retained and stored in accordance with the Authority's records management procedures.	WH 2.02(c) NH 2		Conserve Sustain
Policy 59	The Project Filing System should be maintained and updated to record relevant information, including review and cataloguing of older records to improve accessibility.	WH 2.02(c) NH 2		

Context and Guidelines

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

There is an extensive collection of records held by the Authority, including copies of original primary documentation from other archives and records associated with the Historic Sites themselves.

A number of databases are also maintained by Authority staff, including those set up for the archaeological resource at the Port Arthur Historic Site and the Curatorial Collection. Recently created records of site works have the potential to yield information regarding the management history of the Sites that may otherwise be lost.

The Asset Management System provides an additional database facility that includes and collates relevant information for all the Historic Sites' assets, whether heritage or infrastructure related. The Asset Management System acts as an overarching repository to incorporate details that would be included in supplementary documents such as a Place Register and a Built Elements Plan. Conservation works are recorded in the Project Filing System maintained by the PAHSMA Conservation and Infrastructure Team. Records of works undertaken between the Port Arthur Conservation Project period and 2018 require review and cataloguing to improve accessibility and inform decision making.

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



The Authority should continue to incorporate relevant records and databases into the Asset Management System.

Staff should also continue to provide regular updates in the Asset Management System to include ongoing maintenance and conservation works, as well as any additional information about the historical evolution or physical fabric, including infrastructure.

6.2.4 RESOURCE

The World Heritage Convention requires that sufficient resources will be provided for the conservation and management of World Heritage places to enable the transmission of their OUV to current and future generations.

6.2.4.1 Dedicated Funding Certainty

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 60	The Authority will continue to fulfil its obligations and objectives under the <i>Port Arthur Historic Site Management Authority Act 1987</i> , the <i>Government Business Enterprises Act 1995</i> , the <i>Environment Protection and Biodiversity Conservation Act 1999</i> , and will continue to support the Australian Government to meet requirements of the World Heritage Convention.	WH 2.02(c) NH 2	 	Conserve Sustain
Policy 61	Provision of resources for the Sites should continue to be recognised as a shared responsibility between: <ul style="list-style-type: none"> the Authority; the Tasmanian Government; and the Commonwealth Government (through the relevant Minister). 	WH 2.02(c) NH 2		
Policy 62	Recognising the economic, community, social, educational and cultural values of the Sites to Tasmania and Australia, the Tasmanian Government should continue to commit ongoing recurrent financial contributions for the conservation and interpretation programs.			
Policy 63	Community contributions should be encouraged through appropriate mechanisms and programs, such as the Port Arthur Conservation Fund.	WH 2.02(c) NH 2		
Policy 64	Capital works programs and budgets should be prepared and prioritised on a long-term basis, recognising the need for total management of the assets of the Sites.	WH 2.02(c) NH 2		
Policy 65	Budgets for conservation capital and maintenance works should be identified separately from budgets for infrastructure and other operational budgets.	WH 2.02(c) NH 2		
Policy 66	Current in-kind partnership resourcing arrangements with universities and State institutions should be reviewed and expanded where mutually suitable and beneficial.	WH 2.02(c) NH 2		

Context and Guidelines

The Sites make an important and values contribution to the broader Tasmanian economy, including their role in the tourism industry as major drawcards to the State, as employers and consumers supporting local and regional businesses. Funding and resourcing issues and recommendations for the three Sites are outlined in Section 5.2 of this HMP. The Tasmanian Government has for some years recognised that, to conserve the Sites to the high standard required, an allocation of funding in addition to the revenue generated by the Authority from its tourism operations is required on an annual basis.

The Tasmanian Government has previously committed to five-year annual conservation funding programs because planning for conservation programs at both sites is long term and requires significant organisational and implementation programming.

The Authority also derives revenue from other sources including ticket sales, special tour charges, merchandise, food and drink sales and rentals and concessions, service fees and other miscellaneous products.

This revenue is used to fund the substantial operating costs of the Historic Sites, including the construction and maintenance of essential infrastructure such as the Visitor Centre, jetties, Administration Centre, wastewater treatment plant and water supply system. It is also necessary to supplement the annual Tasmanian Government contribution to the conservation program.

The costs of maintaining and managing the Sites are funded from the Authority’s existing sources of revenue, including the annual Tasmanian Government conservation program funding.

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


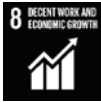

The Port Arthur Conservation Fund has been established for several years, with donations over \$2 tax deductible. Additional funding options to be investigated will include bequests and donations, private and government research grants and corporate sponsorship for special and high-profile projects.

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

The following activities can also assist with managing funding and resourcing:

- Continue to document and analyse the real costs of managing and conserving the heritage values of the Sites.
- Continue to work with Tourism Tasmania to regularly (annually is recommended) review and analyse the broad economic and social benefits to the regional and Tasmanian economy as a consequence of providing adequate funding for conservation work at the Sites.
- Potential opportunities for sourcing external non-governmental sponsorship for key conservation initiatives at the Sites need to continue to be investigated, and along with the promotion of the benefits to organisations of providing such support.

6.2.4.2 Qualified Specialist Personnel

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 67	The Authority should continue to ensure qualified heritage specialists are available to support the aim of being a leader in World Heritage property management.	WH 2.02(c) NH 2		Conserve Sustain
Policy 68	Staffing numbers and workload requirements should be reviewed, and a program should be developed that includes methods for supplementary support such as secondments, graduate placements and short-term special projects with Parks, universities, State institutions and the private sector.	WH 2.02(c) NH 2	 	
Policy 69	Refreshed staff induction and annual mandatory training modules on World Heritage place management requirements should be developed and implemented.	WH 2.02(c) NH 2		

Context and Guidelines

Suitably qualified and experienced personnel are required to conserve, manage and deliver visitor experiences at World Heritage properties. The in-house expertise at the Authority is notable, and a comprehensive range of specialists work passionately to care for the Sites.


With the aim of being a leader in World Heritage conservation and management, it is important that the Authority can access the required specialists and expertise. Training and professional development in World Heritage place management requirements needs to be regularly provided to staff, with modules and induction materials customised to roles.

Resources need to be reviewed against the work programs and priorities to ensure that the required conservation standards for the Sites can be met. Opportunities to continue to supplement personnel resources including secondments with Tasmanian government agencies, graduate placements and partnerships on special projects are encouraged.

6.2.5 COLLABORATE

Community involvement and strategic partnerships are central to robust planning, decision making and resourcing of World Heritage properties.

6.2.5.1 Community Engagement and Input

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 70	The Authority should consult with relevant people, communities and groups when their interests may be affected by activities and changes to the Sites proposed by the Authority.	WH 1.02-104 NH 5		Conserve Sustain Engage
Policy 71	The Authority should continue to provide regular information and opportunities for the local communities to be involved with the Sites to promote understanding, appreciation and support for the continued conservation of the Sites.			
Policy 72	The Authority should continue to consult and collaborate with the wider community and other key stakeholders about the conservation, management and presentation of the Sites in accordance with legislative requirements and FPIC.			



Context and Guidelines

PAHSMA is committed to sustained collaborative and mutually beneficial relationships with the local communities associated with and connected to the Sites, as demonstrated in the Strategic Plan 2023-2028. Community support for the Sites is critical to the sustained conservation and transmission of their heritage values.

As noted in Section 5.2, community and interest groups for the Sites include the survivors and victims' families of the mass shooting at Port Arthur in 1996, the descendants of Isle of the Dead burials, Tasmanian Aboriginal people, descendants of the convicts, descendants of Point Puer boys, the living and descendants of people that lived in the Port Arthur Historic Site in the 20th century, the community of South Hobart and the Tasman Peninsula, and the Women's Convict Research group, and many others.

The Authority's annual reports detail the community engagement and consultation processes regularly undertaken as part of its role in the regional and State economies. These include Community and Conservation Advisory Committees, and will continue under the Authority's statutory requirements and Corporate Plan.


6.2.5.2 Tasmanian Aboriginal Collaboration

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 73	The Authority should commit to work with Tasmanian Aboriginal people about the assessment, interpretation and management of the Sites.	WH 1.03 NH 6	 	Conserve Sustain

Context and Guidelines

The Authority is committed to consultation and collaboration with Tasmanian Aboriginal people to develop long-term working relationships and shape meaningful recognition and interpretation of Aboriginal history and heritage at the Sites. Opportunities to collaborate with Aboriginal people include the assessment and interpretation of the Sites, as outlined in [Section 6.2.3](#). Other opportunities should be explored with Aboriginal people, including truth telling research and events, artwork exhibitions, cultural awareness training, and business services procurement.

6.2.5.3 Government Agency Partnerships



Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 74	The Authority should continue to consult and collaborate with local, State and Federal government agencies on the conservation and management of the Sites.	WH 2.02(f) NH 3		Conserve Sustain
Policy 75	Partnerships with government agencies to provide resourcing or in-kind support and assistance with the conservation of the Sites should be explored and agreed subject to governance requirements.	WH 2.02(f) NH 3		

Context and Guidelines

Board members and staff work collaboratively with local, State and Federal government agencies to knowledge share, leverage staff resources, deliver events, undertake conservation actions and develop interpretive content.

Opportunities to enter into partnership agreements to deliver leading practice heritage management outcomes for the Sites can be explored.

6.2.5.4 Knowledge Sharing

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 76	The Authority should continue to work collaboratively with the ACSSC, Australian World Heritage Committee, heritage industry bodies and the tertiary sector to knowledge share and deliver leading practice in the conservation and management of the Sites.	WH 2.02(c) NH 2	 	Conserve Sustain Engage
Policy 77	The outcomes from research, conservation actions and programs at the Sites should be regularly communicated with key stakeholders and the wider community.			
Policy 78	The Authority should continue to deliver high quality education programs at the Port Arthur Historic Site and Cascades Female Factory, and explore opportunities to integrate the Coal Mines Historic Site into the program.			

Context and Guidelines

A wide range of stakeholders should continue to be regularly consulted in the management of the Sites, including local and State government, DCCEEW, Australian World Heritage committees, universities and heritage industry bodies. Working level agreements can be established where formal arrangements are required. Regularly distribute learnings and updates information to relevant Authority personnel to support continuous development and improvement.


The Authority undertakes a wide range of important conservation actions and programs at the Sites. Methods, techniques, outcomes and lessons learned should continue to be communicated and highlighted to a wide audience, promoting awareness and commitment to conservation of the Sites' heritage values and other heritage values.

The education programs at the Port Arthur Historic Site and the Cascades Female Factory offer a range of immersive and educational experiences designed to engage visitors of all ages. The programs are a key aspect of knowledge sharing for multiple generations, as well as supporting the transmission of the Sites' heritage values. The programs include guided tours for school groups of different ages, hands-on activities, workshops, and presentations by historians or experts in convict history. Opportunities to integrate information and guided tours of the Coal Mines Historic Site into the education programs offered by the Authority are encouraged.


6.2.6 COMPLY

A range of operational and administrative tasks are required to support statutory compliance.

6.2.6.1 Adopt HMP

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 79	The Authority should complete the necessary steps to have this HMP approved under State and Federal legislation.	All		Conserve Sustain

continued overleaf

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 80	The Authority should adopt and commence implementation of a final draft of this HMP as an “Operational HMP” while the approval process is progress.	All		Conserve Sustain
Policy 81	The Authority should adopt and implement the approved HMP.	All		

Context and Guidelines

An approved HMP assists the Authority with conducting its operations and activities in accordance with statutory requirements. The process to have a HMP approved involves several steps with the State and Federal governments. Adoption of the accepted final draft of the HMP as an operational HMP supports the Authority with progressing key priorities aimed at enhanced and leading practice heritage management of the Sites.

6.2.6.2 Review HMP

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 82	This HMP must be reviewed every five years in accordance with statutory requirements.	WH 2.02 (h) NH 7		Conserve Sustain

Context and Guidelines


World Heritage Management Principles requires that management plans for a declared World Heritage property places are reviewed and updated where necessary at least once every seven years. The EPBC Act requires management plans for National Heritage places to be reviewed every five years.

For this HMP to remain a useful heritage management and conservation tool it needs to be reviewed and updated at regular intervals. The review should be undertaken by the Authority, with assistance from a heritage specialist as required.

A review should focus on amending responsibilities, document any works undertaken since the last HMP review, consider any changes or planned changes of use, and consider any changes or updates required for interpretive elements.

This HMP should next be reviewed in 2030 to meet these requirements, and should focus on adequacy of heritage value condition and conservation monitoring and actions, and changes in legislation or management arrangements, and updated with new heritage values assessment information if available. If the review identifies substantial updates are required, the HMP will need to go through the approvals process under the State legislation, which includes public notification.

6.2.6.3 Compliance Reporting

Policy Number	Policy Statement	WH and NH Management Principles	SDGs	PAHSMA Strategic Pillars
Policy 83	The Authority should continue to assist with information required for the reports prepared by the Federal Government to meet statutory obligations, including support to DCCEEW to fulfil the notification process under paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention for actions that may impact the OUV.	WH 2.02(g) NH 7		Conserve Sustain
Policy 84	The Authority should provide input on request for State of the Environment reporting, and other reporting as relevant.	WH 2.02(g) NH 7		Conserve Sustain

Context and Guidelines

Information about reporting considerations and requirements for World and National Heritage properties is provided in [Section 4.2.3](#).

7

Approvals



7. Approvals

Works and activities proposed at the Sites may require approval either via the delegated authority for exemption certificates under the *Historic Cultural Heritage Act 1995* (internal approval) or under State and Federal legislation (external approval).

This section provides steps and guidance to assist with identifying whether an approval is needed, and if so, what type. Refer to the [THC Works Guidelines for Historic Heritage Places](#) to assist with planning repairs and other works at the Sites.

Decision making guidance for planning new uses and events is provided below. These changes may require approval; early consultation with the Conservation and Infrastructure (C&I) team will assist in the planning process.

7.1 Uses and Events — Decision Making Guidance

This guidance is to inform decision making when planning new uses or events at one or more of the Sites.

7.1.1 CONTEXT

The heritage values of the three Sites managed by PAHSMA must be central to decision making. UNESCO's *2022 Guidance and Toolkit for Impact Assessments in a World Heritage Context* outlines the components that comprise OUV of a World Heritage Place. Summary information about listed Heritage Values, integrity and authenticity for the Sites is provided in [Section 3](#) of the HMP. More detailed heritage values information is provided in Appendix B, Appendix C and Appendix D. Analysis and mapping of attributes will be included in the updates to the site specific CMPs.

7.1.2 PAHSMA STRATEGIC PLAN 2023-2025 LENS

Both potential heritage impacts and alignment with the PAHSMA Strategic Plan 2023-2028 need to be carefully considered when planning changes to one or more of the Sites. The 2023-2028 Strategic Plan outlines the direction for managing the Sites. Table 7-1 provides key terms from the Vision, Mission and Pillars of the Strategic Plan that provide touch points in the decision-making process for proposed new or changed uses and events.

FIGURE 7-1 THE THREE PILLARS OF OUV
(Source: Page 12, UNESCO – Guidance and Toolkit for Impact Assessments in a World Heritage Context, 2022)

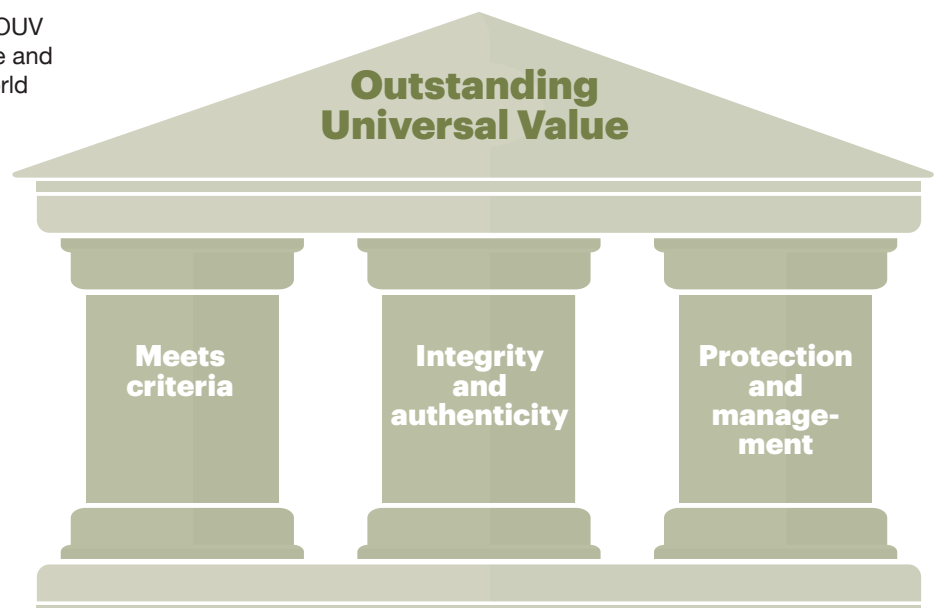


TABLE 7-1 STRATEGIC PLAN 2023-2025 DECISION MAKING TOUCH POINTS

VISION	MISSION	PILLARS
<ul style="list-style-type: none"> • Connect people to a complex history • Inspire • Engage • Shape the future 	<ul style="list-style-type: none"> • Lead • Conserve • Create • Share Australian convict places, experiences, stories • Enrich the lives of the community • Provide cultural, social, environmental economic benefit 	<ul style="list-style-type: none"> • Bring people in to learn, understand, connect and gain insight • History to life • Variety – changing delivery • Experts in conservation and interpretation • Knowledge sharing • Inspire • Innovate • Advise • Global leader • Conserve, manage and celebrate heritage values

7.1.3 DECISION MAKING CHECKLIST

A checklist to aid decision making and planning for new uses and events that factors in the OUV and other listed values and implementation of the 2023-2025 Strategic Plan is provided at Table 7-2.

Important note: *Remember that certain kinds of small activities or changes, such as hanging fairy lights, could have implications for heritage fabric and values. Not all questions in the checklist will be relevant to a proposed new or changed use or event, however working through each question early in the planning process will assist a considered and systematic approach.*

If physical changes to the place are being considered as part of a new or changed use or event, this checklist should be used in conjunction with the impact assessment process provided at Section 6.2.2.5 of the HMP.

TABLE 7-2 DECISION MAKING CHECKLIST

CHECKLIST QUESTIONS	NOTES
Have you reviewed the listed values and attributes information for the place, asset or area where the use or event is proposed?	
How will the proposed use or event respect and protect these values and attributes?	
Have you consulted early with the Conservation and Infrastructure (C&I) team about the proposal?	
Does the proposed use or event conserve, protect, interpret or enhance the OUV and other heritage values of the place?	
Will the proposed use or event:	
<ul style="list-style-type: none"> • Provide innovative interpretation of the OUV and other heritage values of the place? 	
<ul style="list-style-type: none"> • Enable updated interpretation and access to more diverse historical information and insights for Australian convict experiences and stories? 	
<ul style="list-style-type: none"> • Provide community benefit, such as cultural or social enrichment, environmental protection or improvement, or direct economic stimulus? 	

continued overleaf

<ul style="list-style-type: none"> • Provide revenue to the Authority to support conservation and operational cost management? 	
<ul style="list-style-type: none"> • Promote information about the OUV of the place to a wider and/or new audience? 	
<ul style="list-style-type: none"> • Demonstrate world leading heritage place conservation and management? 	
<ul style="list-style-type: none"> • Support or enable knowledge sharing about the conservation and management of the place? 	
<ul style="list-style-type: none"> • Foster learning and development of conservation and/or interpretation skills for PAHS personnel? 	

7.2 PAHSMA’S Delegated Authority – Internal Approval

PAHSMA was established under the *Port Arthur Historic Site Management Authority Act 1987* to ‘provide for the care, control, management, maintenance, and improvement of, the subject land’ (part 7). Under this Act, the Authority has the power to ‘consistently with the Management Plan, erect, modify, repair, remove, or demolish buildings and structures on the subject land’ (Part 8(e)). This HMP is intended for approval as the Management Plan under this Act. It is noted that the C&I Team aim to review the current delegation arrangements and will revise these where necessary.

Part 8 of the PAHSMA Act also provides that PAHSMA, as the Authority, shall exercise the authorities conferred by the *Crown Lands Act 1976* on the Minister. This means that PAHSMA is the managing authority for the Port Arthur Historic Site under the *National Parks and Reserves Land Regulations and the Crown Lands Act 1976*.

The Director of C&I has delegated authority to approve exemption certificates under the *Historic Cultural Heritage Act 1995* by the THC.

7.2.1 PAHSMA’S EXEMPTION CERTIFICATE APPROVALS PROCESS

PAHSMA’s Director of C&I applies the THC *Works Guidelines for Historic Heritage Places* (further details are provided in [Section 7.4.1.1](#)) when considering works proposals or requests at the Sites.

The C&I Team is developing standardised exemptions for regular no-impact maintenance and repairs such as repair of modern timber walkways and painting buildings in the same colour scheme to streamline conservation processes.

The steps in PAHSMA’s exemption certification approvals process are provided in Table 7-3.

TABLE 7-3 PAHSMA’S INTERNAL APPROVALS STEPS

Step	Action
1	Work or repair requirement identified.
2	Request is submitted to the project recording system.
3	The item is inspected by a member of the C&I Team. If work is confirmed as necessary, it is added as a conservation project to the system.
4	The application for an exemption certificate is prepared using the standard THC form available online.
5	The application is reviewed by the Director of C&I as the THC delegate for PAHSMA.

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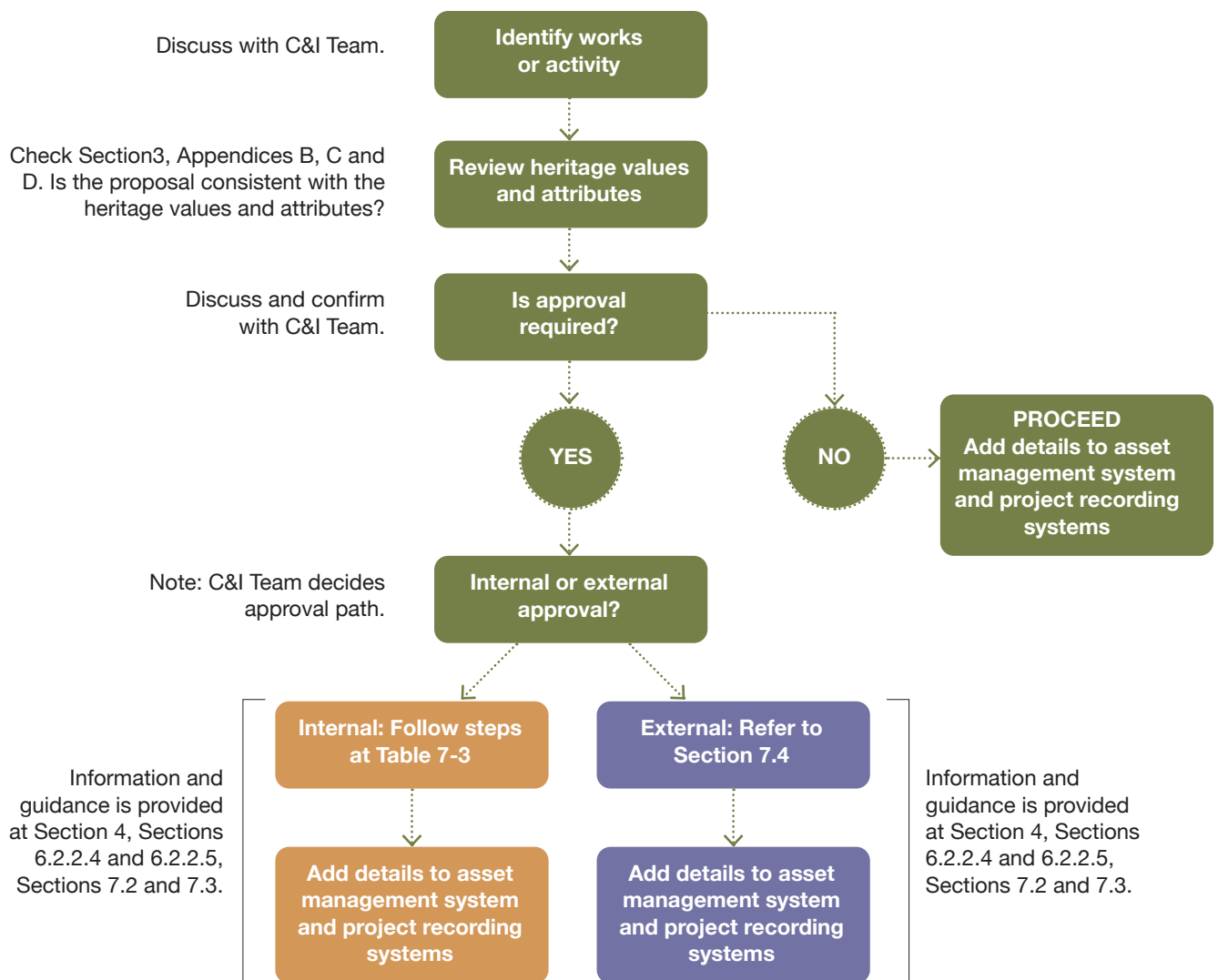
6	The proposal is reviewed against the Works Guidelines. If the works align with the Guidelines, an exemption certificate is issued using a PAHSMA letter template by the delegate. If there are any concerns about the proposed works, the proposal is referred to the THC for a decision. Further details on their process are provided at Section 7.4.1.1 .
7	Once the exemption certificate is approved, copies are submitted to the THC and local council.
8	All project works records including approvals are stored with archaeology records on a central server location.

7.3 Do I need approval? If so, which type?

The steps and considerations to determine if a proposal needs approval, and if so, which type, are provided in Figure 7-2. Discuss proposals including options early in the planning process with the Director of C&I to assist with avoiding and minimising potential heritage impacts.

Guidance on thresholds for internal and external approvals is provided at Sections 7.3.1 and 7.3.2.

FIGURE 7-2 APPROVALS FLOWCHART



7.3.1 INTERNAL EXEMPTION CERTIFICATE THRESHOLDS

7.3.1.1 Actions Unlikely to Require an Exemption Certificate

The activities listed below are unlikely to require a certificate, provided that the works will not adversely impact on heritage values and attributes. Refer to Section 3, Appendix B, Appendix C, and Appendix D of this HMP, the CMP for the individual Site/Precinct (where relevant and available) proposed to identify heritage values and attributes.

- Routine inspections;
- Routine maintenance of the grounds and non-invasive cleaning;
- Minor plumbing and electrical repairs;
- Recarpeting previously carpeted areas;
- Repainting in the same colour scheme in the approved paint type and finish;
- Repair of modern non-heritage elements and items;
- Changing light bulbs; and
- Clearing gutters.

7.3.1.2 Actions Requiring an Exemption Certificate

Refer to Section 3, Appendix B, Appendix C, and Appendix D. All proposed activities/works must be discussed with the C&I Team in the first instance and specialist heritage guidance sought where necessary.

- Any sub-surface works will need to be discussed in detail with the C&I Team. Care is needed to ensure safety procedures are in place, services will not be inadvertently damaged and soil management is documented.
- Repairs to historic fabric, particularly affecting the exterior of the building, including minor changes to its external appearance of the house.
- Making new openings in historic fabric. Note that this may require an HIA.
- Inserting new wall penetrations for piping, services in historic fabric.
- Carpeting over existing floorboards.
- Replacing elements of the historic fabric. This may require guidance from an HIA.
- Re-Roofing. This will may require guidance from an HIA.
- Avoid impact to the heritage values inherent in the archaeological record.
- Change of Use. This may require an HIA, subject to whether changes to values and attributes are proposed.
- Electrical System Upgrade. This may require an HIA, subject to whether changes to values and attributes are proposed.
- Plumbing Alterations and Upgrades. This may require an HIA, subject to whether changes to values and attributes are proposed. Any sub-surface works will need to be discussed in detail with the C&I Team.
- Replacing Doors and Windows. This may require an HIA, subject to whether changes to values and attributes are proposed. During the design process it is important to assess these changes on the internal environment (i.e. humidity levels) and historic fabric.
- Temporary Events/Functions. The temporary installation of lighting, hospitality equipment and furniture has the potential to inadvertently damage values and attributes. Ensure that temporary facilities such as marquees will not impact on the grounds.
- Repolishing or replacing timber floorboards. Repolishing existing floorboards is unlikely to have a significant impact provided it is undertaken with guidance from the Conservation Manager. It is important that the appropriate equipment and finishes are used, particularly where there is potential to impact significant heritage impact. Replacement of original timber floorboards may require an HIA.

7.3.2 EXTERNAL APPROVALS THRESHOLD

Any action that has the potential to have an adverse or significant impact on the Sites' heritage values requires approval under State and Federal legislation. This includes demolitions, major alterations and new development. Refer to Section 7.4.

7.4 External Approvals

7.4.1 APPROVALS UNDER STATE LEGISLATION

7.4.1.1 *Historic Cultural Heritage Act 1995*

Any proposed works or changes to a State heritage listed place requires approval from the THC. Approval may be via a certificate of exemption or a discretionary permit. The process for seeking approval is shown at Figure 7-3.

The THC has prepared Works Guidelines for Historic Heritage Places under Section 90A of the Act. These guidelines describe examples of works that will qualify for a certificate of exemption, and provide advice on those works that require a discretionary permit application. They do not remove the need to apply for a discretionary permit or certificate of exemption.

7.4.1.1.1 Exemption Certificate

The THC must approve an exemption certificate application if it is reasonably satisfied that the works are consistent with and capable of being carried out in accordance with the Works Guidelines.

Works that do not impact on the heritage significance of a place other than what are described in these guidelines may also be exempt. The THC has discretion to provide a certificate of exemption where it is satisfied that the works will have no or negligible impact on the place's significance but where the works do not conform to what is described in these guidelines. A certificate of exemption from the THC is required to confirm this status.

7.4.1.1.2 Discretionary Permit

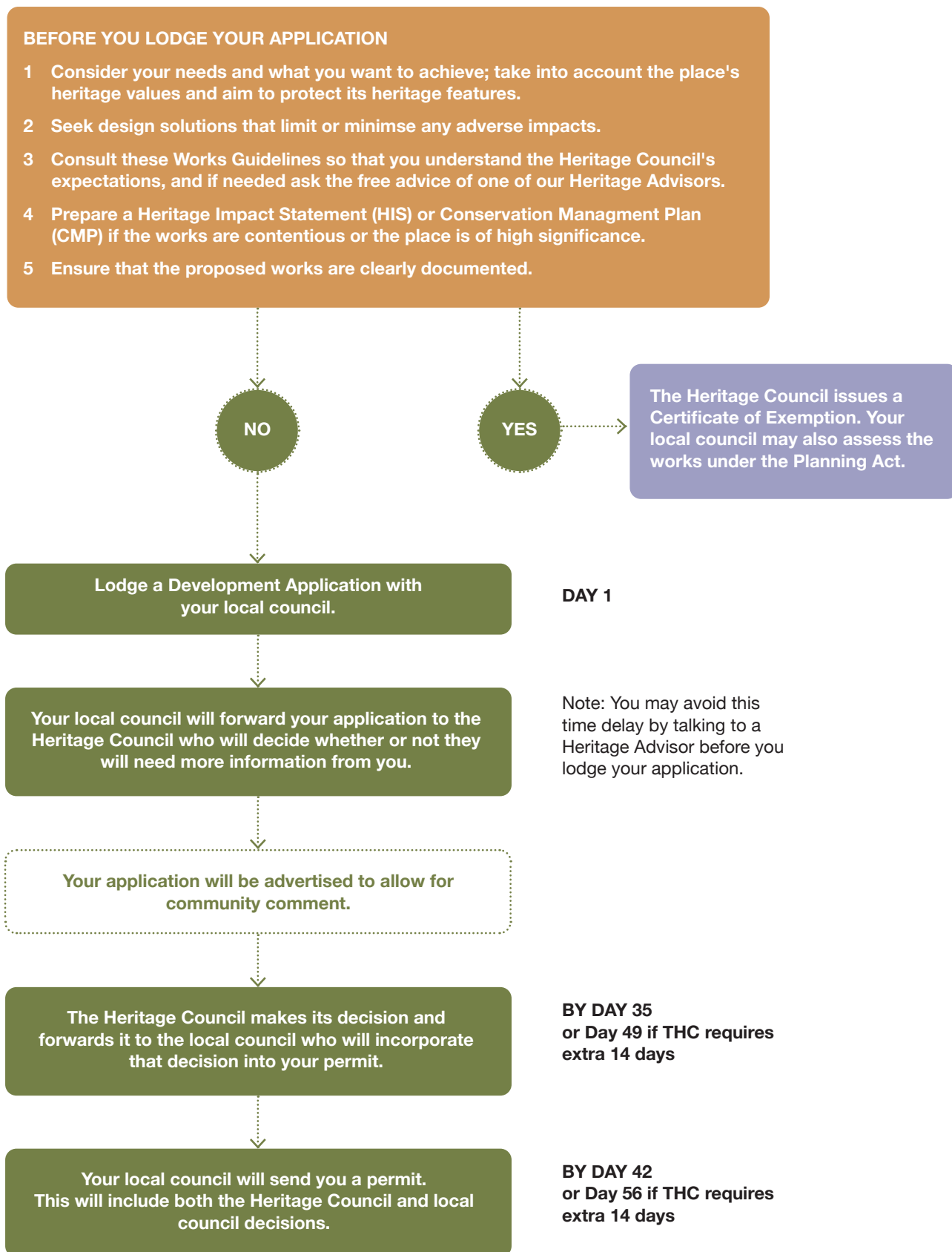
Where an exemption certificate is not suitable, a development application must be submitted to the local planning authority. The local planning authority must refer these applications to the THC for assessment and determination.

The THC applies the Works guidelines when considering a discretionary permit application. The guidelines explain the sort of appropriate outcomes for proposals where a discretionary permit is required, including general principles for the sound management of historic heritage places in Tasmania.

The examples of works that are listed is not exhaustive, and discretion and caution should be used. The THC will consider applications for discretionary permits based on the likely impact of the proposed works on the heritage significance of the place and measures for the retention of this significance.

The THC will decide whether to consent to the permit being granted, consent with conditions, or refuse consent. The THC's decision must be incorporated into the final permit (or refusal) issued by the local planning authority.

FIGURE 7-3 THC HERITAGE WORKS APPROVALS PROCESS (THC, 2015, P5)



7.4.1.2 National Parks and Reserves Management Act 2002

PAHSMA is the management authority for the Sites as declared historic reserves. PAHSMA has delegated authority to make decisions about the Sites under the *National Parks and Reserves Management Act 2002* where the activities are in accordance with the management plan for the Sites. This HMP is intended for approval as the Management Plan under this Act.

7.4.2 APPROVALS UNDER THE EPBC ACT

An action with the potential to have a significant impact on a range of protected matters including World and National Heritage Values need to be referred to the Minister for the Environment for a decision on where to approve the proposal.

The Minister has 20 business days to decide whether to approve the proposed action and advise on the process of assessment. The proposed action can be assessed under:

- Controlled action: Action is subject to the assessment and approval process under the EPBC Act.
- Not controlled action 'particular manner': Approval is not required if the action is taken in accordance with the manner specified.
- Not controlled action: Approval is not required if the action is taken in accordance with the referral.

A referral needs to include supporting documentation including evidence of alternatives considered to avoid or minimise impacts, and reasons why alternatives are not prudent or feasible. Documentation should include a HIA at a minimum. Other information can include structural engineering report/s, condition assessment/s, and quantity surveyor costings that are no more than 12 months old. Refer to [Section 6.2.2.5](#) for guidance on preparing a HIA.

An approval issued by the Minister can include reporting requirements to demonstrate compliance with the approval both during works and upon completion. Ensure that adequate records are maintained and all approval requirements are tracked to support compliance and protect the OUV and National Heritage Values of the affected area/Site.

The referral process is outlined in Figure 7-4 and assessment pathways are shown in Figure 7-5.

7.4.3 WORLD HERITAGE OPERATIONAL GUIDELINES COMPLIANCE

The Operational Guidelines for the Implementation of the World Heritage Convention are a key reference for all parties involved in protecting and managing World Heritage properties. Importantly, paragraph 172 of the Operational Guidelines provides the ability for States parties to notify and seek guidance on appropriate solutions from the World Heritage Committee about proposed changes that may affect the OUV of the property.

If a proposed action has the potential to adversely affect the OUV of the property, it will be important for PAHSMA to work with DCCEEW to refer the proposal to the World Heritage Committee and seek guidance on appropriate solutions in accordance with paragraph 172 of the Operational Guidelines. As specified in paragraph 172, early notification about the proposed action to the World Heritage Committee is required to enable input to options and solutions that will conserve the OUV of the property.

FIGURE 7-4 EPBC REFERRAL PROCESS (DCCEEW, 2013)

EPBC Act environment assessment process – referral

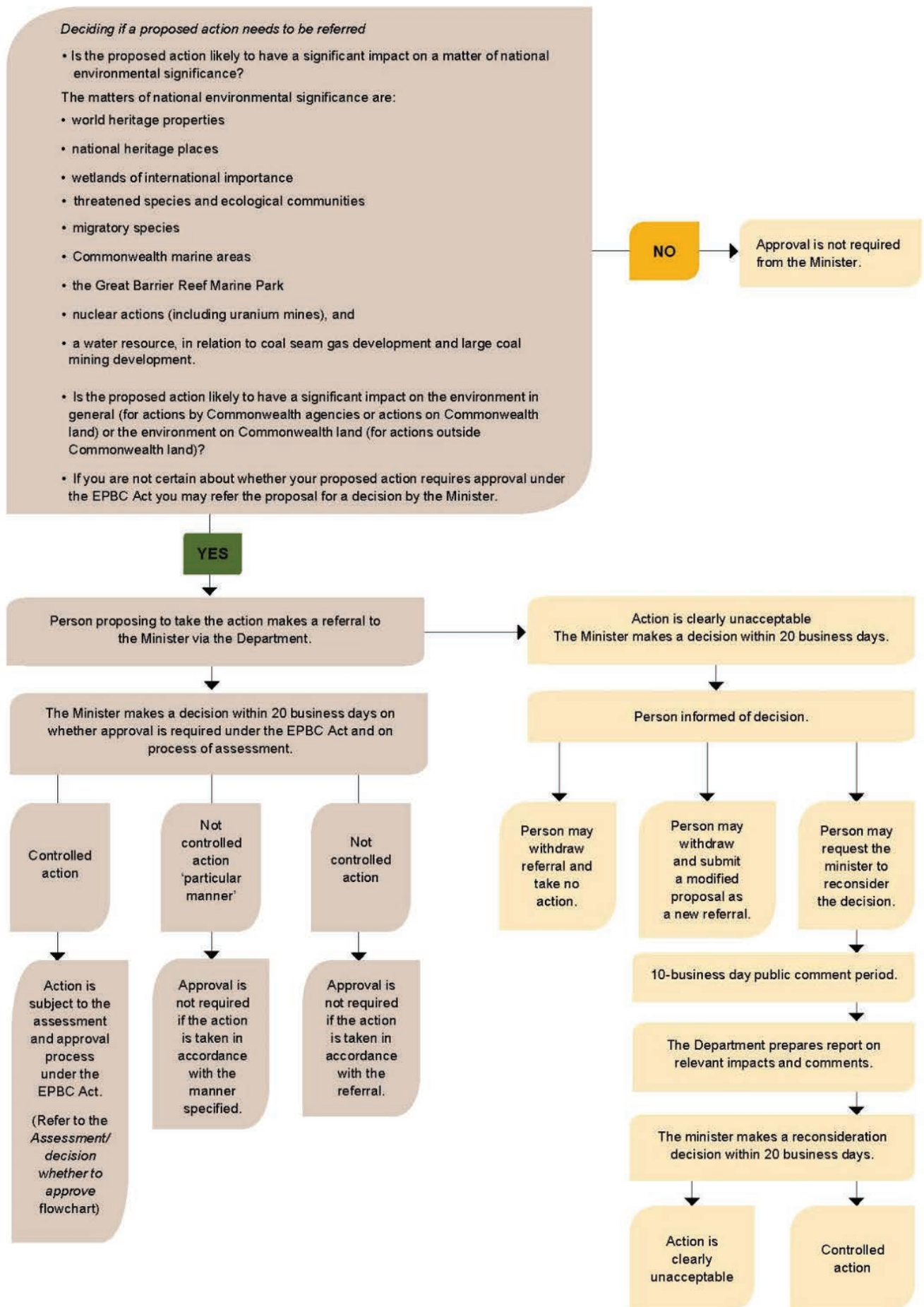
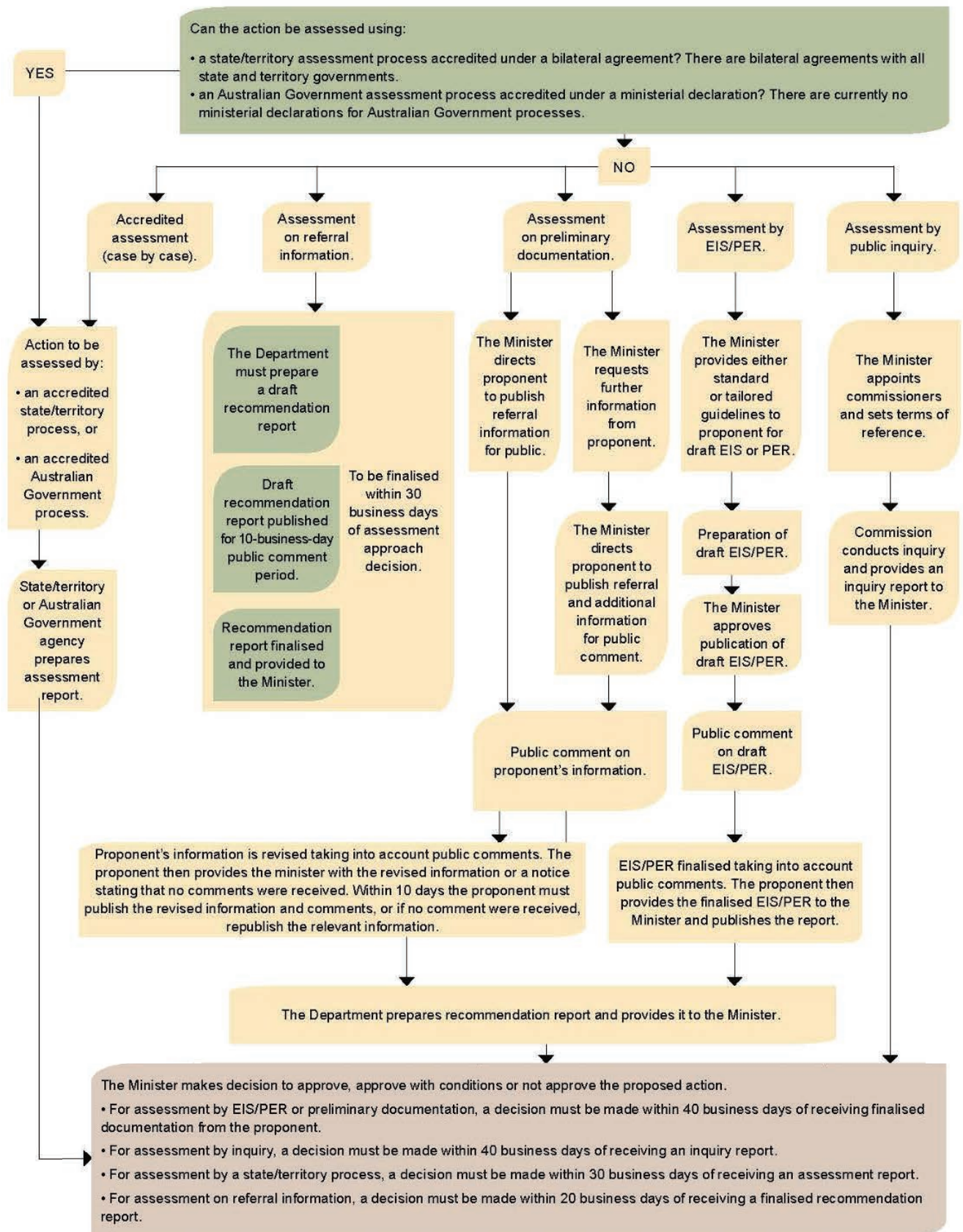


FIGURE 7-5 EPBC REFERRAL ASSESSMENT PATHWAYS (DCCEEW, 2013)

EPBC Act environment assessment process – assessment/decision whether to approve



7.5 Emergency Procedures

Follow the Emergency Management Plan.

Certain events require an emergency response which means that an exemption certificate is not possible under the circumstances. Such events are:

- Flooding internally and externally, including that caused by a burst water pipe.
- Fire.

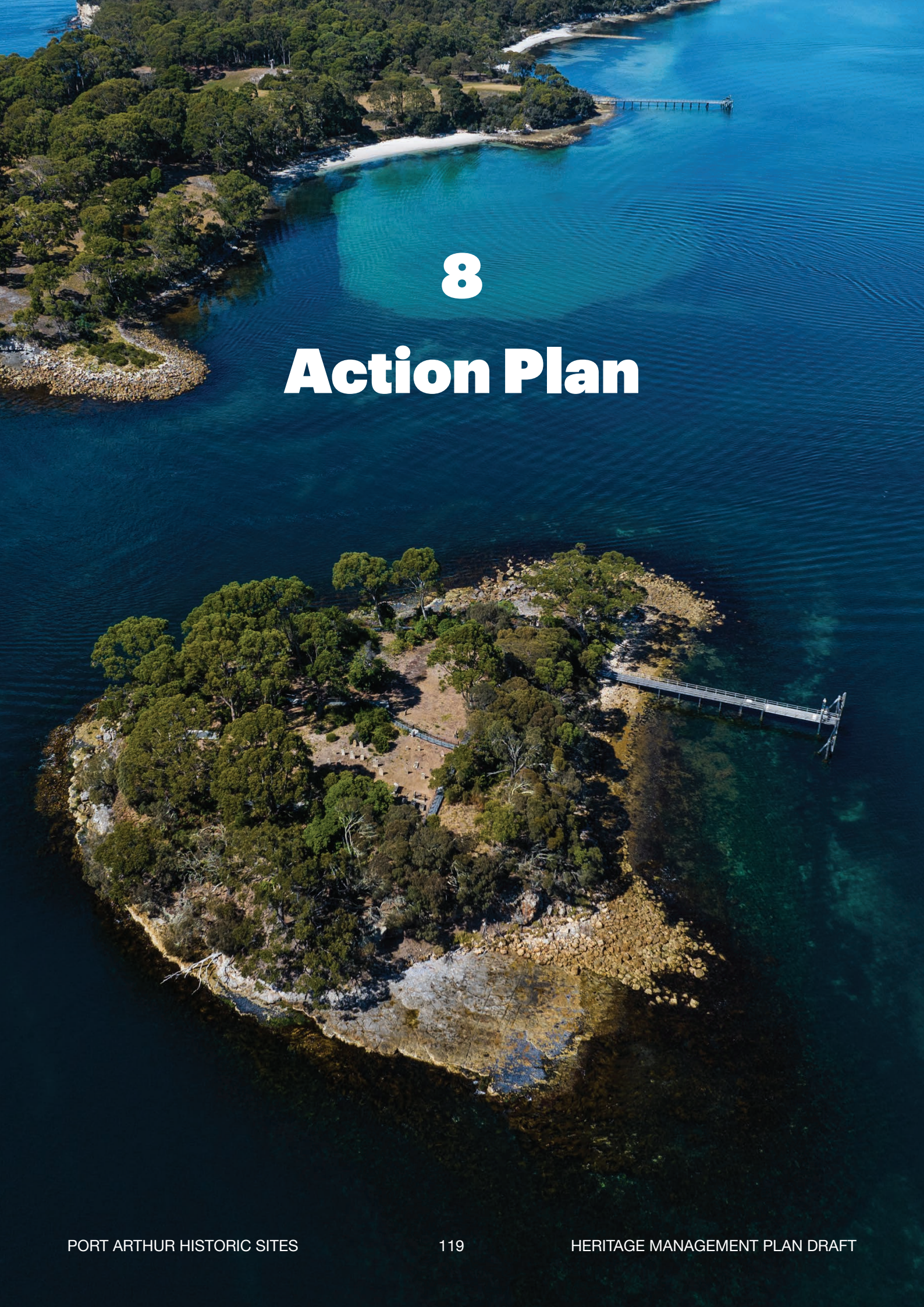
7.5.1 FLOODING

In the case of flooding or significant water damage in progress:

1. Contact emergency services.
2. Contact plumber from PAHSMA's register of experienced tradespeople.
3. Contact the Conservation Manager, C&I.
4. Commence rectification as soon as possible in agreement with C&I.
6. After water has subsided and been cleared from the building and grounds, seek specialist heritage guidance on approach to clean-up, repairs and any necessary rectification works from the C&I Team.

7.5.2 FIRE

1. Dial 000.
2. Once the area/asset is deemed safe for entry, conduct a structural engineering inspection to determine if works to building's super structure are required.
3. Subject to structural condition report, seek specialist heritage input from the C&I Team to the proposed rectification works. These works will require an exemption certificate.
4. Any demolition activity may require approval under the EPBC Act. This is to be determined by the C&I Team.



8

Action Plan

8. Action Plan

This Action Plan prioritises the implementation of the policies, guidelines and recommendations contained in this HMP.

TABLE 8-1 HMP IMPLEMENTATION ACTION PLAN

Policy Category	Action Ref #	Action	Lead	Timeframe: Complete in post approval Year 1/2/3/4	HMP Reference	Topic
Resource	1	Consult with the State and Federal Governments to confirm commitments to provide ongoing funding for the conservation and transmission of the Sites heritage values.	Executive Team	Year 1	Policy 62, Policy 63, Policy 65	Funding, Conservation and Transmission
Comply	2	Adopt the final draft of this HMP as an operational HMP.	Board and Executive	Complete	Policy 80	Compliance
Comply	3	Work through the process for approval of this HMP under State and federal legislative requirements.	Board and Executive	In progress	Policy 80	Compliance
Collaborate	4	Consult with Tasmanian Aboriginal people to agree on the preferred approach for working together on assessments, recognition of history and heritage and interpretation.	C&I and Interpretation & Experience (I&E) Teams	Year 1	Policy 73, Policy 80	Aboriginal History and Heritage
Conserve	5	Complete the Asset Management Plan for all three Sites including the recommended monitoring program.	C&I Team	Year 1	Policy 10, Policy 40, Policy 41	Condition and monitoring
Transmit, Collaborate	6	Include Tasmanian Aboriginal history and heritage themes in the Heritage Interpretation Strategy, based on outcomes of consultation with Tasmanian Aboriginal people for the Sites.	C&I and I&E Teams	Year 1	Policy 51, Policy 74	Aboriginal History and Heritage
Conserve	7	Revise and finalise the Collection Management Plan.	C&I Team	Year 1	Policy 28	Collections
Conserve	8	Evaluate climate change resilience requirements of each Site.	C&I Team	Year 1	Policy 24	Climate change resilience and disaster preparedness
Conserve	9	Explore and analyse opportunities to augment visitor facilities and interpretation at the Sites. Obtain funding to deliver approved enhancements.	C&I and I&E Teams	Year 1	Policy 39	Conservation and Transmission

Policy Category	Action Ref #	Action	Lead	Timeframe: Complete in post approval Year 1/2/3/4	HMP Reference	Topic
Transmit	10	Develop an Interpretation Strategy that covers all three Sites and includes Tasmanian Aboriginal history and heritage.	I&E Team	Year 1	Policy 46, Policy 51, Policy 74	Conservation and Transmission
Conserve	11	Prepare and implement a Visitor Management Strategy in consultation with the community and key stakeholders.	C&I and I&E Teams	Year 2	Policy 38	Visitor impact
Transmit	12	Implement interpretation and education changes in accordance with the approved Interpretation Strategy to deliver exemplary experiences at the Sites.	I&E Team	Year 1	Policy 48	Conservation and Transmission
Resource	13	Train PAHSMA personnel on World and National Heritage management requirements and leading practice.	C&I Team	Year 1	Policy 3, Policy 70	Training
Conserve	14	Undertake detailed heritage attributes analysis and mapping for the three Sites in accordance with the UNESCO, ICROM, ICOMOS and IUCN 2022 Guidance and Toolkit for Impact Assessments in a World Heritage Context. Integrate the outcomes of this work into the updated Site Specific CMPs (see Action 15).	C&I Team	Year 1	Policy 11, Policy 43, Policy 44	Conservation and Transmission
Conserve	15	Develop, revise and update Site Specific CMPs and supporting conservation management guidelines as shown in Figure 6-4. This is to include updated assessments of local heritage values prepared in consultation with the local communities, detailed heritage attributes (see Action 16) and view line analysis and mapping, and assessment of potential natural heritage values at the Port Arthur and Coal Mines Historic Sites.	C&I Team	Year 1	Policy 11, Policy 43, Policy 44	Conservation and Transmission
Conserve	16	Determine suitable monitoring system and monitor and report on condition of heritage values and threats and adverse impacts to the heritage values of the Sites.	C&I Team	Year 1	Policy 10, Policy 43, Policy 44	Monitoring
Conserve	17	Consider an integrated and adaptive management system, such as an ISO 14001 consistent Environmental Management System, for the Sites as part of leading practice.	C&I Team	Year 1	Section 6.2.7.1	Climate change resilience

Policy Category	Action Ref #	Action	Lead	Timeframe: Complete in post approval Year 1/2/3/4	HMP Reference	Topic
Conserve	18	Train relevant PAHSMA personnel on disaster preparedness, bushfire, emergency and evacuation procedures, and post event remediation, conservation and repair processes.	Emergency Management Committee (EMC)	Ongoing	Policy 23	Safety, Climate Change Resilience
Conserve	19	Maintain an up-to-date Bushfire Management and Emergency Management Plans that cover all PAHSMA's management areas and enable access for all relevant personnel.	EMC	Ongoing	Policy 22	Climate change resilience
Conserve	20	Analyse options for physical changes to improve climate change resilience including heritage impacts and implement measures deemed suitable in consultation with local councils, THC, Parks and the wider community including Tasmanian Aboriginal communities.	C&I Team	Year 1	Policy 24	Climate change resilience
Conserve	21	Update and finalise Archaeological Zone Plans for each Site. Communicate requirements to relevant personnel.	C&I Team	Year 1	Policy 30	Archaeological Resources
Conserve	22	Analyse safety improvements to facilitate wider access to the Sites and implement changes in coordination with installation of interpretation devices/features.	C&I and I&E Teams	Year 1	Policy 37	Safety, Conservation and Transmission
Conserve	23	Rationalise collections including accessioned and deaccessioned items and storage requirements in accordance with the approved and finalised Collection Management Plan.	C&I Team	Year 1	Policy 28	Collections
Resource	24	Promote Australian community awareness of the Port Arthur Conservation Fund.	Tourism Operations	Ongoing	Policy 63	Funding
Comply	25	Implement the approved HMP.	Board and Executive	Year and Ongoing	Policy 81	Compliance
Conserve	26	Analyse and evaluate methods to reduce emissions and waste to landfill, and implement suitable changes that will not have an adverse heritage impact.	C&I Team	Year 1	Policy 25	Climate change resilience

Policy Category	Action Ref #	Action	Lead	Timeframe: Complete in post approval Year 1/2/3/4	HMP Reference	Topic
Resource	27	Review and expand in-kind partnerships with universities and State bodies for mutually beneficial outcomes, including historic records management, cataloguing, pilot monitoring programs for heritage values condition and climate change impacts.	Executive Team	Year 1	Policy 67, Policy 76	Resources, Conservation
Transmit	28	Review and catalogue records of conservation works between the Port Arthur Conservation Project and 2018 to improve accessibility and inform decision making - this will aid understanding of previous changes.	C&I Team	Year 1 and Ongoing	Policy 59	Records Management
Collaborate	29	Collaborate with the ACSSC and AWHC and share outcomes and key learnings with the relevant PAHSMA teams.	C&I Team	Ongoing	Policy 80	Leading practice, knowledge sharing
Resource	30	Review, revise where necessary, and agree any changes to delegation arrangements with the Tasmanian Heritage Council under the Historic Cultural Heritage Act 1995.	C&I Team	Year 1	Section 7	Compliance
Comply	31	Review and update (where necessary) this HMP every five years.	C&I Team	Ongoing	Policy 76	Compliance
Comply	32	Provide inputs, upon request from the State and Federal governments, to World Heritage and State of the Environment Reporting.	C&I Team	Ongoing	Policy 83, Policy 84	Compliance



9

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Notes

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