



LEGISLATIVE ASSEMBLY
FOR THE AUSTRALIAN CAPITAL TERRITORY

STANDING COMMITTEE ON ENVIRONMENT, CLIMATE CHANGE AND BIODIVERSITY
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Submission Cover Sheet

Inquiry into ACT's heritage arrangements

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INQUIRY INTO THE ACT'S HERITAGE ARRANGEMENTS

Unlike most other contributors to this Inquiry I do not have professional History or Heritage professional qualifications. However, I was the RAAF's Property Manager for several years and that portfolio has many assets that have heritage significance. I was responsible for acquisition, leasing, disposal and planning development. I have been a voluntary office bearer of Heritage organisations for over twenty years and I own a Heritage listed property.

In addition to Strategic Asset Management my career has however mainly been focused on Industry Policy, Planning and Development – Aviation (Australian Industry Participation), Construction (Construct Australia) and Sport (The Future of Sport in Australia). It is from this different perspective that I offer the following comments:

Committee Focus

I am concerned that an Assembly Committee has been convened to undertake a review of aspects of Heritage management and operations that should have been subject to the ongoing oversight by successive Ministers and senior Agency managers. As a consequence heritage management within Government has been allowed to drift with little or no development or innovation.

The Committee is to evaluate the effectiveness and adequacy of the operations of ACT Heritage Council and ACT Heritage Unit and inter-alia is required to make judgements on the effectiveness of both organisations.

It seems it will focus mainly on the "here" and "now" and is unlikely to provide the Heritage Industry with the necessary long term strategic plan to meet the future needs of the community, clients, managers, workforce and others in the industry, and to make a positive impact on other sectors of the economy, in the short and long-term.

When considering the practices in other Australian jurisdictions the Committee should be considering national best practice for Heritage policy and management and identifying changes that should be made to improve the situation in the ACT.

Heritage Industry

It is important to recognise that Heritage is not just about festivals, grants, museums, heritage registers and the protection and maintenance of significant sites and old buildings. Heritage actually constitutes an industry, which is a part of the economy that produces a variety of activities, materials, goods, or services.

History and Heritage is an important aspect of everyone's life and our society. Heritage is pillar of our community and our culture because it does not just relate to places but the intangible values, traditions, events and experiences that capture where we've come from, where we are now and gives context to where we are headed as a community. Our heritage gives us understanding and conveys the stories of our development as a nation, our spirit and ingenuity, and our unique, living landscapes. Heritage is an inheritance that helps define our future”¹. It enjoins personal and community values and outlooks with a sense of purpose, belonging, wellbeing and cohesion.

¹ Source: Department of the Environment and Energy - <https://www.environment.gov.au/heritage/about>

Stakeholders The whole community has a role to play in ensuring that our heritage activities and assets are recognised, respected, promoted and maintained. Heritage knowledge and experience leads to common heritage value, social identity and cultural continuity. This is important for personal and communal wellbeing.

Although the national institutions like the War Memorial and Old Parliament House are important, there is actually a wide array of other heritage attractions, events and activities in the ACT. Together they comprise more than 300 stakeholders including community organisations, not for profit and commercial entities, property owners and, government agencies, educational and training institutions including schools etc.

Many stakeholders are small, reliant on volunteers and have minimal resources. Together they conduct activities that produce fun and enjoyment, while preserving and maintaining natural and built assets. These activities drive investment that generates entertainment and leisure and tourism that creates production, volunteerism, employment as part of Gross State Product.

The industry consumes a wide variety of labour, materials, goods, or services and funds.

Like the Arts, the sector must be accepted by Government as an industry that is important to society and the ACT economy but at present there is little information about its plans or activities.

Industry Issues

There is potential for considerable innovation, growth and development by building the capacity to improve business planning capabilities and incentives for collaboration need to be strengthened.

Currently the level of understanding among the wider community of the Heritage Industry's role and contribution is poor and deserves attention. As a result there have been few heritage industry development initiatives and they have generally lacked support within Government and the community due to a poor understanding of the industry's future and an absence of agreement by both government and industry stakeholders on what the heritage industry should be striving to achieve.

The sector is facing major challenges particularly with the recruitment and retention of volunteers, as well as funding and resourcing and the capacity to employ staff.

Climate change is also affecting both our natural and built heritage assets with a consequential impact on resources and funds.

Some more specific issues that I have noticed in my experience through heritage organisations include:

- There is no framework for best practice or policy vision;
- Lack of clarity in Government heritage processes;
- Heritage administration generally does not meet owners' needs and expectations;
- Some owners feel penalised by listing;
- The high cost of maintenance is a disincentive for owners to maintain assets;
- Unfair cost burden placed on owners;
- Lack of financial incentives and funding for private owners;

- No encouragement for training of heritage professionals and trades;
- Promoting access and participation in heritage and its management;
- Innovation, design and development stifled;
- Interference by politicians in process;
- Efficacy of heritage management by government has declined;
- Heritage is not properly policed or audited;
- Absence of Conservation Management Plans for many properties on the Register;
- Poor community consultation by Government Agencies and Developers;

Some of these issues might be overcome by the government adopting policies that assist:

- Exploring and deepening the understanding on the values of heritage;
- Fostering an integrated understanding of heritage (tangible & intangible);
- Reflecting on new (and old) threats to heritage preservation;
- Dealing with a changing resource context;
- Fostering the place of heritage in sustainable development;
- Providing support to community organisations, networks and platforms
- Addressing professional and institutional development needs;
- Promoting training and institutional development;
- Stimulating funding partnerships;
- Promoting the exchange of information and good practices among Stakeholders;
- Fostering new narratives and interpretation models;
- Facilitating access through heritage digitisation;
- Addressing lesser-explored heritage areas – Community Heritage.

Vision

The industry needs a shared "vision" with a clear understanding of future directions, that can move the industry forward and aid its growth and development. It will move from simply dealing with the current state, to strategically planning to meet the future needs of clients, managers, workforce and others in the industry, and to make a positive impact on other sectors of the economy, in the short and long-term.

The vision needs to be devised through extensive consultation with industry stakeholders and the wider community.

In this regard it is worth noting that according to UNESCO² “*At a time when the international community is discussing future development goals, numerous efforts are focused on putting culture at the heart of the global development agenda. Culture, in its manifold expressions ranging from cultural heritage to cultural and creative industries and cultural tourism, is both an enabler and a driver of the economic, social and environmental dimensions of sustainable development.*” Over the long term it is culture and heritage that are the differentiators.

Annex A provides details of the Vision statements adopted in other jurisdictions.

² UNESCO THE HULL GUIDEBOOK – MANAGING HERITAGE IN DYNAMIC AND CONSTANTLY CHANGING URBAN LANDSCAPES – A practical guide.

Heritage Policy

A policy is the medium for translating the vision into business strategies with objectives for activities to address identified issues.

The ACT Government does not have a Heritage Policy but it does have a policy for the Arts, Culture and Creativity³. (see <https://www.arts.act.gov.au/policy/arts,-culture-and-creative-policy-20222026>)

In this regard I am aware that while the Canberra Liberals and ACT Greens have their own Heritage Policies as demonstrated at the last election, ACT Labor does not and this might be part of the problem.)

The ACT Government needs to address this situation and work with stakeholders to develop a rolling ten year Heritage Industry Strategy.

Strategies

Strategies are a fundamental part of strategic planning and are the road map for meeting objectives that will achieve development and growth. Details of the strategies that have been adopted in other jurisdictions are also provided at Annex A.

The ACT released a discussion paper in February 2016 for a Five Year ACT Heritage Strategy. Workshops were held and public submissions were sought but the exercise was never finalised which has disappointed many stakeholders. This situation contrasts with other jurisdictions such as the Commonwealth, States and many City Councils that have Strategies.

The ACT Government needs to address this situation.

Heritage Tourism

This is “*traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past*”, and is key part of the ACT Tourist market. According to ACT Government 2018/19 Budget Papers Lonely Planet recognised Canberra as one of the top cities in the world to visit. A record 243,000 international visitors and 4.7 million interstate day and overnight visitors experienced Canberra that year. Tourism industry contributed \$2.3 billion to the ACT economy, and provided 16,800 local jobs.

Heritage tourism has huge potential for further growth (attractions, activities, events, festivals) and is highly prized in an increasing number of other jurisdictions that have developed discreet Heritage Tourism Strategies such as South Australia and the Sapphire Coast (for example see <https://www.environment.sa.gov.au/topics/heritage/visiting-heritage-places/heritage-tourism-strategy>).

I recommend that the Committee considers this important issue.

Performance Metrics

At present the industry lacks basic tools and data to demonstrate its effectiveness. Metrics need to be created as a priority to provide information on resources used and demonstrate

³ See <https://www.arts.act.gov.au/policy/arts,-culture-and-creative-policy-20222026>

evidence of the beneficial outcomes delivered by heritage organisations and the whole industry. Metrics are necessary for setting targets and measuring performance to attract and sustain political and financial support.

Until now the outcomes delivered by the industry have generally been categorised as:

SOCIAL	CULTURAL	ECONOMIC
Mental Health	Pride	Increased GSP
Belonging, Wellbeing	Identity Values	
Employment	Cohesion	

In common with other industries the key outcomes from the Heritage Industry now also focus more than ever on outcomes for the environment ie: Emissions and Biodiversity

A suite of metrics needs to be devised to provide data about:

- INPUTS** (resources to meet objectives)
- ACTIVITIES** (activities to fulfil purposes)
- OUTPUTS** (products of activity)
- OUTCOMES** (intended benefits for participants)
- IMPACTS** (longer term benefits)

Each of the metrics needs to be Identified, Quantified and Valued (where appropriate). On the basis of previous experience I strongly recommend that the metrics are focused on the key data that is necessary for making key business decisions. This will avoid the collection of nugatory data.

	SOCIAL	CULTURAL	ENVIRONMENTAL	ECONOMIC
INPUTS (resources to meet objectives)	Participants Audience Volunteers (nos & time) Staff (nos & time)	Traditions Events Displays Facilities Equipment Supplies	Natural places Built assets Flora & Fauna	Income Donations Govt Funding Grants Materials, Goods, Services Staff Contractors
ACTIVITIES (activities to fulfil purposes)	Planning Delivery Participation	Training Events Festivals Displays	Preservation Maintenance Construction	Expenditure Income
OUTPUTS (products of activity)	Quality of life. Cohesion Wellbeing	Social interaction	Preserving and maintaining natural and built assets.	Production Employment Volunteers Expenditure Investment
OUTCOMES (intended benefits for participants)	Mental Health Belonging, Wellbeing Employment	Pride Identity Values Cohesion	Emissions Biodiversity	Increased GSP
IMPACTS (longer term benefis)	Fun & Enjoyment Pleasure	Wellbeing	Sustainability	Improved productivity Sustainability Global Warming

The collection of ‘structural’ data about the entities should also be collected (such as size, location, purpose, activity, funding sources) and their clients or potential clients (such as demographic or labour force characteristics) will enable better understanding of both the demand and supply side of the sector’s activities. Information on these attributes is important not only for measuring current contributions but also for monitoring trends in the efficiency and effectiveness of organisations within the sector.

Client data includes information on the clients and members of NFPs, encompassing attributes such as demographic characteristics, income and labour market status. Structural data would be analysed in association with measures derived from the framework to provide a fuller understanding of contributions.

The process of measuring can itself improve understanding of how the sector operates. This would involve explicitly identifying the links between the resources used by the sector, the activities undertaken and the subsequent results of those Activities, in terms of Outputs, Outcomes and Impacts. The impact mapping the processes by which entities seek to deliver benefits, also allows contributions to be identified in a qualitative sense where explicit quantification is not possible.

Input and output measures will also provide insights into the activities and processes of NFPs and, when aggregated, identify the full scale and scope of the sector. Outcomes measures provide information about those who directly benefit from those activities (clients and members) while impact measures aim to reflect the net benefit for the broader community.

The information derived from the study will improve business decision making and consequently the sustainability of individual enterprises and the industry as a whole. From an economic perspective it will increase Gross State Product.

This is an area where the University of Canberra could be invited to undertake a research project harnessing their expertise in Business Management, Heritage and Tourism. Because this would be a ground breaking experience for Heritage Policy and Planning , they could use the experience to establish themselves as a Centre of Excellence.

Cyclical Impact Studies

Impact mapping provides a logical structure through which the operational decisions of organisations (NFP’s and commercial) can be followed through to their ultimate impacts, either by the organisations themselves seeking to evaluate performance or by governments (or other funders) assessing the effectiveness of these organisations in program delivery.

By explicitly identifying the links between the resources used by the sector, the activities undertaken and the subsequent results of those activities, the process of measuring can itself improve understanding of how the sector operates. And, by identifying the processes by which organisations seek to deliver benefits, impact mapping also allows contributions to be identified in a qualitative sense where explicit quantification is not possible.

Identification of input and output measures generally provide insights into the activities and processes of organisations and, when aggregated, the scale and scope of the sector. Outcomes measures provide information about those who directly benefit from those activities (clients

and members) while impact measures aim to reflect the net benefit for the broader community thereby enabling better planning with more efficient and effective strategies.

This requires a review of the organisation(s), their activities and the creation of accurate input-output tables and analysis of outcomes and impacts which is a detailed and lengthy procedure.

The conduct of a preliminary Impact Study of the Heritage industry will inform the development of the industry policy and the framing of strategies and performance targets. enable the development of a measurement and evaluation framework for planning and development.

Subsequent regular cyclical reviews should be conducted to assess the major impacts of the policy and associated strategies, Given that the ACT has fixed four year election terms, these major reviews should be conducted so the results can be taken into account by all stakeholders when evaluating the efficiency and effectiveness of policy for the next term.

All Impact Studies should overseen by a Management Committee jointly staffed by Government and key industry organisations.

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COMPARISON WITH OTHER JURISDICTIONS

JURISDICTION	VISION	STRATEGIES
Commonwealth	Our natural, historic and Indigenous heritage places are valued by Australians, protected for future generations and cared for by the community.	<ul style="list-style-type: none"> national leadership strong partnerships engaged communities.
Queensland	Queenslanders value the vital contribution heritage places make to the 'Queensland' lifestyle, culture and economy, and collaborate to identify, conserve, manage, adaptively re-use, celebrate and share Queensland's heritage for the benefit of present and future generations.	<p>(called Directions)</p> <ul style="list-style-type: none"> Leadership: strengthen and streamline heritage protection Investing in Queensland's heritage: a collaborative effort Our state—Our heritage: connecting Queenslanders with their heritage
Victoria	Victorians connect with and value our diverse cultural heritage. We aspire to have: <ul style="list-style-type: none"> Victorian communities, landowners and custodians understanding and valuing our heritage and its contribution to enriching culture a heritage system that protects, sustains and enhances our heritage coherent and integrated heritage processes across all levels of government transmission of heritage values to current and future generations through effective stewardship and inspirational story telling. 	<p>Our strategies over the next five years are:</p> <p>Strategy 1: Wider understanding of cultural heritage</p> <p>Strategy 2: Effective and representative Victorian Heritage Register</p> <p>Strategy 3: Innovative and sustainable heritage practice</p> <p>Strategy 4: Shared responsibility for heritage conservation</p> <p>Strategy 5: Improved Council operations.</p>
Tasmania	?	<ul style="list-style-type: none"> GOAL 1: Lead and engage with key stakeholders and partners to shape positive outcomes GOAL 2: Evolve the Tasmanian Heritage Register as a living resource GOAL 3: Ensure sound judgement and decision-making.
South Australia	South Australians are enriched by the Protection, Conservation and Promotion of our Heritage	<ul style="list-style-type: none"> Protect Conserve Promote
Western Australia	Heritage is integral to the identity, vibrant life and prosperity of Western Australia	<ul style="list-style-type: none"> Places representing the story of Western Australia's history and development are comprehensively identified and chronicled Western Australia's heritage places are conserved through sound heritage practice and harmonious development, and their full potential is realized The importance of heritage places to Western Australia's identity and quality of life is understood and appreciated
Newcastle	In 2030, the City of Newcastle will be a leader in local government heritage management by providing outstanding services to the community in a manner which is economically and environmentally sustainable and respects the diversity and significance of local heritage to the people of Newcastle. The City of Newcastle's heritage assets under its care and control will be well regulated and managed with identification, preservation, conservation, celebration and promotion of the city's rich cultural heritage, based on the principles of the Burra Charter and best practice. Thereby reinforcing the city's attractiveness as a heritage tourism destination and strengthening its reputation as a smart, liveable and	<p>Knowing our heritage – enhancing our community's knowledge of and regard for local heritage items and places. Protecting our heritage - Council will protect and conserve the City's heritage places for the benefit of everyone. Supporting our heritage - Council will protect the integrity of heritage places by ensuring consistent and sympathetic uses, physical and aesthetic treatments and outstanding interpretations. Promoting our heritage - Newcastle's significant heritage places are a unique historical resource and represent an asset for the continuing educational, cultural and economic enrichment of the region. Council will invest in the promotion and care of these assets as part of the City's economic and cultural</p>

	sustainable global city.	development.
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