

Unlocking Tasmania's built heritage potential - an engine for State growth

Improving investment in Built Heritage in Tasmania

Executive Summary



SIMPLIFYING GOVERNMENT

Kate Clark

PUBLIC VALUE CONSULTING



Prepared for:
NRE Tasmania
May 2024

Acknowledgement of Country

Stenning & Associates, Public Value Consulting and GSD Advisors acknowledge the palawa/pakana people as the Traditional Custodians of lutrawita (Tasmania), including the land, community, sea and waters where we live and work. We honour their enduring culture and knowledges as vital to the self-determination, wellbeing and resilience of their communities. We pay our respect to Elders past, present and emerging and extend that respect to all Aboriginal and Torres Strait Islander peoples.

Thank you

Stenning & Associates, Public Value Consulting and GSD Advisors, particularly want to thank Heritage Chairs and Officials of Australia and New Zealand (HCOANZ) for their assistance in helping to source information. We also want to thank the Project Steering Group for their input, together with Heritage Tasmania staff for their invaluable assistance.

Disclaimer

The information contained in this report has been sourced from desktop research, publications and websites. While all due care has been taken in compiling this document, Stenning & Associates Pty Ltd, Public Value Consulting and GSD Advisors accept no responsibility for the accuracy or completeness of information gained from these sources and recommends that readers exercise their own skill and care with respect to its use. We will not be responsible for any loss, however arising, from the use of, or reliance on this information.



ABN: 20 097 331 907

1st Floor, 11 Elizabeth Street
GPO Box 881, Hobart, Tasmania
7001

p + 61 3 6231 4091

enquiries@stenning.com.au

www.stenning-assoc.com.au



EXECUTIVE SUMMARY

This report was commissioned by the Tasmanian Department of Natural Resources and Environment (in cooperation with the Tasmanian Heritage Council) to identify sustainable ways to increase investment in built heritage in Tasmania. It summarises a more detailed report that will separately be released by the Department.

The impetus for this report arose from the 2023 Historic Heritage Summit, which identified a need to explore funding opportunities to facilitate improved maintenance, conservation and activation of Tasmania’s built heritage.

Built heritage is only one small part of cultural heritage. Built heritage can include individual buildings, precincts, townscapes, areas and built features in the landscape. In Tasmania, as elsewhere, some of our built heritage is formally protected under local, state or national legislation. There are many more places, sites, items and buildings that are important to people in Tasmania that are not formally protected.

Our approach

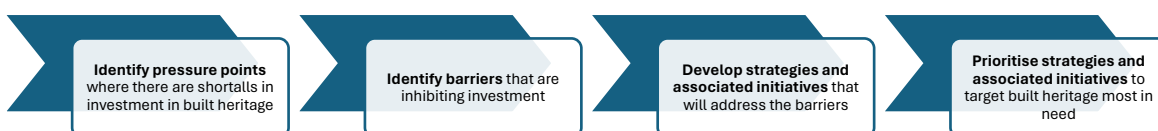
The need for incentives to maintain and care for heritage is a matter of longstanding concern in Australia and internationally. As a result, there is a long history of research into existing and potential mechanisms. A review of the literature shows that the debate has evolved over time:

- Reviews from the 1980s focused on fiscal measures such as tax incentives to increase investment in cultural heritage generally. Some of those initiatives are in use in Tasmania and elsewhere, including targeted grant funding; others – such as tax incentives – have been introduced in Australia and then quietly dropped
- Later research moves towards a more sustainable approach by looking at a wider range of creative policy approaches to encouraging investment.

We observe that the challenge is not so much identifying initiatives to improve investment in built heritage. Rather, it is in understanding the pressure points where investment is being inhibited, identifying the barriers that are causing the pressure points and devising strategies to overcome those barriers.

Accordingly, we have taken a strategic, evidence-based approach to this task (see Figure 1). Due to cost constraints, this approach has been predominantly desktop in nature. This is designed to position the Tasmanian Heritage Council to identify strategies and associated initiatives that might be most effective in addressing the pressure points in Tasmania.

Figure 1: High level approach



Built heritage in Tasmania

There are over 8000 built heritage places in Tasmania that are formally protected through local, state, national or international heritage protection systems. Those places are cared for by a wide range of owners and occupiers, including individuals and organisations in the public, private and not-for-profit sectors.

There is some direct funding available to support those owners, including heritage grants. There is also funding or support indirectly available through a range of other State and Commonwealth Government initiatives (loans, grants etc).

Barriers to investing in built heritage

We identified a range of the barriers – either perceived or real – that may potentially discourage investment in built heritage and lead to pressure points. These barriers are grouped into 5 key areas:

<i>Policy barriers</i>	<p>Although culture is now seen as the fourth pillar of sustainable development, cultural heritage is often not recognised in key government policies. For example, it is not seen as relevant to headline policy topics such as sustainable development, economic growth or wellbeing. As a result, built heritage may not be factored into policies such as brand and the visitor economy, asset management, planning policy, construction industry codes or energy efficiency measures. These can then create (often unintentional) barriers to investment.</p> <p>A review of where heritage sits in Tasmania’s broad policy directions indicates that there is limited recognition of the value that built heritage can contribute to help efficiently achieve other State economic, social and environmental goals.</p>
<i>Regulatory barriers</i>	<p>Regulatory settings often provide barriers (often unintended) that impede investment in built heritage. These regulatory barriers can reside in areas such as planning and development controls, construction industry codes and policies and energy efficiency measures. Further, they can exist where heritage agencies do not amend their regulatory requirements to keep up with and respond to changing requirements in other policy or regulatory areas.</p>
<i>Resource barriers</i>	<p>Resourcing is always a challenge in the built heritage space, particularly if heritage is not seen as delivering wider benefits. We have touched on a wide range of resourcing challenges including the needs of smaller organisations that care for heritage, financial barriers, the need for resources at local and State level and the availability of grants. Other resourcing challenges include the need for heritage skills and capacity in the construction sector and other areas.</p>
<i>Knowledge barriers</i>	<p>Some of the knowledge barriers include the lack of strategic policy research for the sector, the difficulty of finding evidence on the wider economic, social and environmental benefits of heritage, the adequacy of local, state and national heritage lists and the lack of good statistical data on the built heritage sector.</p>
<i>Attitudinal barriers</i>	<p>A common barrier is attitudinal– the perception that heritage is a burden and not an opportunity that can support diverse goals is widespread, despite evidence to the contrary.</p>



Initiatives to increase investment in built heritage

We identified the most common types of initiatives used to incentivise investment in built heritage, both in Australia and internationally. They include government initiatives as well as those driven by the private sector, not-for-profit organisations and by heritage owners and users themselves. The initiatives go well beyond simply providing funding to repair or maintain built heritage.

We grouped these initiatives into 5 key areas:

- headline policy initiatives
- fiscal and financial initiatives
- regulatory initiatives
- enabling and delivery initiatives
- capacity, knowledge and empowerment initiatives.

Our detailed report reveals that these areas contain a range of creative initiatives, from headline international work to raise awareness of the role of cultural heritage in sustainable development to more local initiatives. Often these initiatives are not used in isolation – for example:

- policies to embed built heritage in strategic planning schemes are often used alongside heritage regulations
- in the US tax exemptions have been combined with standards to encourage higher quality work
- heritage grants may be targeted to particular areas of need or risk.

The high-level analysis in Table 1 outlines the range of initiatives within these groups, their potential relevance in Tasmania and the barriers they can help address. This analysis shows that there is no single ‘silver bullet’ that will increase investment in built heritage. Instead, more sophisticated policy initiatives are used that combine fiscal and other measures to overcome diverse barriers.

Table 1: Summary analysis of identified initiatives

Initiative	Analysis	Barriers
Headline approaches		
Embedding the benefits of heritage in strategic policy	<p>Caring for heritage (including built heritage) can deliver wider economic, social and environmental benefits, as well as cultural benefits. Yet heritage is often seen as a problem and not an opportunity. Embedding heritage in wider public policy can help ensure that heritage is part of the solution to wider government policy challenges, and not a roadblock.</p> <p>Key policy areas to target include embedding the benefits of built heritage in:</p> <ul style="list-style-type: none"> • Policies aimed at sustainable development, including those aimed at carbon reduction • The State brand & Tasmania’s 2030 Visitor Economy Strategy • Policies promoting social well-being. <p>The relative impact of such embedding will depend on the relative benefits that built heritage can bring to achieving the government strategic policy involved.</p>	<p>Policy, Regulatory, Resources, Attitudinal</p>

Initiative	Analysis	Barriers
Fiscal & financial initiatives		
Tax incentives	<p>Tax incentives can promote investment in built heritage, but only where entities are subject to those taxes. For example, income tax relief measures can significantly assist taxpaying entities that own or manage built heritage. However, it is not an incentive for not-for-profit organisations or loss-making entities.</p> <p>Changes to tax regimes can be complex and political, as governments tend to protect revenue sources. In Australia income tax, capital gains tax and the goods and services tax are a Commonwealth responsibility and any incentives regarding these taxes would require a national approach and are likely to take some time to achieve.</p> <p>Land and property tax incentives are a State Government responsibility. They have the potential to provide significant benefits to built heritage investment, but may be difficult to achieve given the narrow State Government taxation base.</p> <p>Similarly, the provision of rate relief by local councils for built heritage could potentially incentivise investment in local heritage, but is subject to the financial capacity of local councils to offer such relief. Some built heritage in Tasmania already benefits through certain rate exemptions - including built heritage on land owned and occupied exclusively for charitable purposes.</p>	Resources
Levies and special charges	<p>Levies or special charges can be used, exclusively or otherwise, to support built heritage by providing funds for grant programs. Broad-based levies would have the greatest potential to generate significant funds. In Tasmania:</p> <ul style="list-style-type: none"> • The Building and Construction Industry Training Levy already funds skills development in the Tasmanian construction industry and can fund specific heritage skills programs • Tourism levies could be used to promote heritage, but are not in place in Tasmania and would require a legislative basis • Individual councils could incentivise heritage works by exempting such works from planning fees. 	Resources
Targeted heritage funding - grants	<p>Across Australia, grants to assist owners with the cost of conservation works and other heritage activities are available from state, territory and federal heritage agencies as well as many local councils.</p> <p>Many of these grant programs require an element of matching funding from the applicant which encourages greater investment in built heritage. Because these programs are often subject to budget pressures and/or oversubscribed, heritage agencies often restrict program access, or target programs to areas of greatest need.</p> <p>Owners and operators of built heritage assets in Tasmania currently have access to the State Government's Built Heritage Grants Scheme (allocated \$1 million in the 2023-24 budget), as well as the Commonwealth's Australian Heritage Grants Program and a range of grants programs provided by local government.</p>	Resources
Other public funding initiatives	<p>Subsidised loans are a potentially significant source of assistance to built heritage. The Tasmanian Government previously had a Heritage Places Renewal Loan Scheme as part of its Business Growth Loan</p>	Resources, Knowledge



Initiative	Analysis	Barriers
	<p>Scheme, which the THC labeled a ‘welcome addition to business owners who operate from a property on the THR, if not sufficient enough an incentive to meet the needs of operators alone.’¹</p> <p>Heritage organisations and owners may also be eligible for funding from other public sector initiatives such as those promoting economic growth, the visitor economy or creative industries. However, these initiatives may not be able to support repair or day to day maintenance.</p>	

Lotteries and gaming	<p>Lottery and gaming funding is a significant source of heritage revenue in the UK and is also used in Australia and New Zealand.</p> <p>In Tasmania Lotteries and gaming are tightly regulated by the State Government. There is likely to be significant resistance to suggestions that certain levels of gaming revenue be directed into supporting built heritage. The Tasmanian Department of Treasury and Finance’s <i>Pre-Election Financial Outlook Report February 2024</i> noted that:</p> <p style="padding-left: 40px;"><i>Commitments that hypothecate State revenue sources to support expenditure measures or limit government business returns are also increasingly restricting budget flexibility.</i></p> <p>Accordingly, similarly to the case for tax incentives, gaining access to a long-term revenue stream from gaming funding is likely to be difficult to achieve without bi-partisan political support to establish a suitable mechanism. In this respect, it is noted that the State Government’s commitment in 2020 to boost heritage funding by \$1.5 million per annum and which was linked to the Government’s increased revenues from its future gaming policy was for a limited time only. It has not resulted in any ongoing source of heritage funding linked to gaming revenue.</p> <p>Establishing a new lottery to support built heritage would also face similar hurdles due to the impact on current lotteries and gaming arrangements, with Treasury officers indicating Treasury would have concerns regarding such a proposal.</p> <p>Minor gaming permits are potential areas for raising funds for Heritage in Tasmania, although they are restricted to not-for-profit organisations or charitable purposes.</p>	Resources
-----------------------------	---	-----------

Policy & regulatory initiatives

Land use planning initiatives	<p>Land use planning initiatives can be a powerful way of securing investment in the conservation or the adaptive reuse of built heritage.</p> <p>The new Tasmanians Planning Scheme has several important heritage provisions including a uniform Local Historic Heritage Code to protect and promote local heritage. There is also a provision to approve an otherwise prohibited use if it would enable the adaptive reuse of a heritage place.</p> <p>Heritage Tasmania also provides a range of advice and information services to help secure heritage outcomes in the planning system. There are also provisions in place relating to repairs notices and enforcement action regarding illegal works on built heritage.</p>	Regulatory, Knowledge
--------------------------------------	--	-----------------------

¹ Tasmanian Heritage Council (2020), ‘[Submission to the Tasmanian Government and Premier’s Economic and Social Recovery Advisory Council](#)’, accessed 16 April 2024



Initiative	Analysis	Barriers
	<p>Other initiatives used in Australia, such as offsets (heritage floor space in Sydney or transferrable site area in Brisbane) are not currently in use in Tasmania. They may not be suitable for application in Tasmania due to the general low-rise nature of local planning schemes in Tasmania.</p> <p>Nevertheless, it might be useful to review the provisions in the new Tasmanian Planning System to identify whether there are any opportunities to achieve greater heritage outcomes, or to identify any measures that might be inhibiting investment.</p>	
Asset management policy initiatives	<p>A significant number of protected built heritage assets in Tasmania are owned and operated by State government or local councils, often as core property assets such as education facilities or offices. This puts the State Government in a good position to lead by example in maintaining and managing heritage assets or furthering built heritage outcomes.</p> <p>Government property asset management policies can ensure heritage requirements are considered when maintaining, repairing, managing, using and disposing of assets that have historical significance. The Tasmanian Government does not appear to have a whole-of-government policy on the treatment of built heritage assets or the disposal of its surplus built heritage assets.</p>	Policy, Knowledge
Maintenance initiatives	<p>Regular maintenance is one of the best ways to avoid the need for costly interventions into built heritage. This can help to avoid heritage buildings becoming at risk. Initiatives to keep buildings in beneficial use can help to ensure that built heritage is maintained.</p> <p>For example, the UK Society for the Protection of Ancient Buildings has long been promoting initiatives to encourage owners to maintain existing buildings. Its Faith in Maintenance initiative worked with places of worship to encourage volunteers such as church wardens to identify maintenance issues early. This has evolved into maintenance cooperatives, where volunteers work across sites.</p> <p>Tasmania has a range of smaller not for profit organisations such as churches which care for historic buildings. Working with them to find ways to encourage volunteer involvement in identifying maintenance issues might be useful.</p>	Resources, Knowledge
Procurement policy initiatives	<p>Public procurement procedures can be used to secure investment in heritage. One way of doing this is by ensuring that heritage skills requirements are set out in procurement documents and construction contracts.</p> <p>Another way of doing this is through public procurement initiatives that require government suppliers to deliver environmental and social outcomes. For example, heritage projects that deliver social outcomes such as community engagement, or environmental outcomes could be included in major infrastructure initiatives that impact on heritage.</p>	Policy, Knowledge
Technical initiatives and standards	<p>Many of the building codes and standards in Australia are designed for new work or new build, rather than for construction professionals who work with existing buildings, or buildings which are also of cultural significance. These include both national codes such as the Building Code of Australia, and State specific construction requirements.</p> <p>This is an issue that goes well beyond built heritage as a large percentage of construction work involves work on existing buildings.</p>	Policy, Regulatory



Initiative	Analysis	Barriers
	<p>More importantly, Climate change means that there is a new imperative to reduce carbon emissions from construction. This means that repairing and maintaining existing buildings to keep them in use for longer will be a key priority for the construction industry.</p> <p>In the respect, AICOMOS has long campaigned for a national Heritage Standard, similar to that in use in the US or the British Standard for conservation. This is a major issue that needs to be tackled at a national level.</p>	

Enabling and delivery initiatives

Not-for-profit organisations that manage former government heritage assets	<p>The use of not-for-profit organisations to manage former government owned built heritage assets can be an effective option to sustain investment in those assets, if correctly implemented and funded.</p> <p>The Salamanca Arts Centre is a contemporary example of this approach in Tasmania, with the National Trust Tasmania being an example of a more traditional approach. (it has received built heritage assets from the Government previously).</p> <p>However, any not-for-profit organisation that takes on a built heritage asset, particularly if is open to the public, will face revenue challenges in maintaining those assets without a robust business model or some form of subsidy. This was recognised long ago by the UK National Trust when it developed the Chorley formula to help it understand and anticipate the likely future revenue needs of properties that it was offered.</p> <p>In future it may be important to ensure that strategies for the disposal of government heritage assets consider the challenges that might be faced by the organisations taking on those assets.</p>	Resources
Rolling buildings preservation trusts	<p>Rolling buildings preservation trusts can secure built heritage by acquiring heritage assets, repairing them and returning them to market. An advantage of the trusts is that they become highly skilled in the restoration or adaptation of built heritage and hence can better manage the development risks compared to other developers. Note that:</p> <ul style="list-style-type: none"> • Such trusts generally limit their activities to returning a built heritage asset to the market in 'shell' form so that another purchaser/developer can then take over the development process • Initial seed funding or loans is likely to be necessary to establish such trusts • Careful and astute management is required to ensure such trusts are effective as they need to self-fund future acquisitions from trading revenue. <p>A rolling buildings preservation Trust in Tasmania could potentially provide an option for the disposal of surplus government heritage assets.</p>	Resources, Knowledge
Charitable funding sources for heritage	<p>This type of initiative involves the establishment of not-for-profit bodies that use a variety of (generally charitable) methods to raise funds to support built heritage. These initiatives are generally not government initiated but can be a significant source of support.</p>	Resources



Initiative	Analysis	Barriers
Capacity, knowledge and empowerment initiatives		
Organisational capacity and resilience initiatives	<p>In Tasmania there is anecdotal evidence of the challenges faced by organisations managing built heritage assets, particularly those that are open to the public as heritage visitor attractions. In some cases, these challenges have arisen from or been accentuated by the impacts of the COVID-19 pandemic.</p> <p>The UK experience is that support for innovation, marketing, digital engagement and outreach can make a significant difference to small cultural heritage organisations.</p> <p>To target support capacity and resilience support in the future for organisations managing built heritage assets, it first is necessary to develop an understanding of the specific operating challenges they face in increasing investment in built heritage.</p>	Knowledge
Initiatives to support technical skills and knowledge	<p>Improving the stock of heritage skills in the building and construction workforce can significantly improve the ability people to invest in built heritage. However, the design basis of national and state building codes and standards in Australia is predominately on new work or new build, resulting in many construction professionals lacking the skills and knowledge needed to work with heritage.</p> <p>In Tasmania, improving the stock of heritage skills in the workforce can be supported by the building industry training levy.</p>	Resources, Knowledge
Empowering owners and occupiers	<p>Over 90% of heritage in Tasmania is in private ownership, and much of it is owned by individuals. Helping individual owners to understand heritage requirements, and to care for their assets is an important way of increasing investment in built heritage.</p> <p>Heritage agencies can provide good practice guidance for non-specialists and Heritage Tasmania already has some useful resources on its website. However, built heritage owners and organisations can be empowered by networks that share knowledge and expertise in maintaining and managing heritage. For individual owners, UK Listed Building Owners Club is well established and there is now a fledgling Historic Houses Association in Australia. For organisations, the UK Heritage Alliance is a useful model.</p> <p>To raise the profile of built heritage, it is also important to celebrate the achievements of built heritage organisations and owners. There are many ways of doing this – from awards that celebrate ‘Heritage Heroes’ – including volunteers that do so much to care for heritage assets - to creative and architectural awards that celebrate amazing heritage projects.</p> <p>In Tasmania it might be useful to explore ways to enable owners and organisations to come together to network and share knowledge in a way that then empowers them to care for and invest in heritage.</p>	Resources, Knowledge, Attitudinal
Research and data initiatives	<p>Good data is key to increasing investment in built heritage because it can help underpin business cases for investment and help to target resources to areas most in need, or where they will be most effective. However, Australia does not have a system of regularly collecting data on built heritage and heritage attractions are not always segmented in wider visitor economy reporting.</p> <p>Data initiatives that assist in targeting support at areas of greatest need can include those aimed at understanding:</p>	Policy, Knowledge, Attitudinal

Initiative	Analysis	Barriers
	<ul style="list-style-type: none"> • the needs of built heritage owners, heritage organisations and built heritage visitor attractions • the needs of heritage assets themselves • public perceptions of heritage generally, including built heritage • the size and economic contribution of the heritage sector in general and its contribution towards wider State priorities (noting that Heritage Tasmania is progressing an initiative on this issue) <p>Strategically, it would be advantageous for the heritage sector to pursue the establishment of proper satellite accounting for heritage similar to the ABS Tourism Satellite Accounts. This would require a national approach and would greatly assist in raising the profile of heritage and improving the understanding of heritage amongst policy makers and decision makers.</p>	

Pressure Points

The key question that now arises is which initiative or combinations of initiatives are most appropriate for Tasmania? To answer this, we need to identify the critical pressure points that need attention to improve the flow of investment in Tasmania’s built heritage. That is, which heritage sector segments struggle to maintain heritage? What built heritage is most at risk?

Ideally the answer might be found by understanding the gap between the optimum investment in built heritage in Tasmania, and the actual investment. Unfortunately, the data does not exist to support such an analysis as we were unable to identify readily available systematic data on:

- the actual investment in built heritage in Tasmania
- heritage at risk
- the barriers to investment faced by particular heritage sector segments in Tasmania.

In the face of these data limitations, we have taken a creative approach to identify the likely pressure points for investment in built heritage in Tasmania.

Specifically, we estimated a theoretical optimum level of maintenance expenditure on listed built heritage² in Tasmania (see Table 2) as a proxy for the potential optimal investment in that built heritage. While there is a significant amount of built heritage in Tasmania that is not listed, we consider that basing the proxy measure on listed built heritage provides a sound, but conservative base estimate on which to consider where investment pressure points may exist in Tasmania.

Note that this estimated expenditure is for maintaining any building of a similar age and type, whether heritage listed or not. It does not represent any additional costs that might be attributable to heritage listing such as the need to use higher quality materials or more skilled tradespeople in specialised areas.

² This includes buildings listed on the Tasmanian Heritage Register and on local heritage registers with local planning schemes.



Table 2: Estimated potential investment needs of listed Tasmanian built heritage assets³

Segment	% of Total Places	Capital Improved Value	Maintenance Rate	Maintenance Cost Per Annum	% of Total
Residential	68%	\$2,544,210,500	4%	\$101,768,420	31%
Non-residential	32%	\$5,585,059,500		\$223,402,380	69%
<i>Primary Production</i>	3%	\$222,375,000	4%	\$ 8,895,000	3%
<i>Commercial</i>	16%	\$2,054,017,500	4%	\$82,160,700	25%
<i>Industrial</i>	1%	\$126,614,000	4%	\$ 5,064,560	2%
<i>Tourism</i>	5%	\$486,111,500	4%	\$19,444,460	6%
<i>Medical Services</i>	0%	\$ 986,268,000	4%	\$39,450,720	12%
<i>Community Services</i>	2%	\$490,499,500	4%	\$19,619,980	6%
<i>Education Services</i>	1%	\$ 964,938,000	4%	\$38,597,520	12%
<i>Museums and Art Galleries</i>	0%	\$ 76,396,500	4%	\$3,055,860	1%
<i>Places of Assembly</i>	3%	\$107,609,500	4%	\$4,304,380	1%
<i>Parks and Recreation Areas</i>	1%	\$70,230,000	4%	\$2,809,200	1%
Total	100%	\$8,129,270,000		\$325,170,800	100%

This estimate of the optimal investment in maintaining listed built heritage indicates:

- While residential built heritage comprises 68 percent of listed built heritage, it only represents 31 percent of the potential investment task
- In the non-residential area, the investment task was largest for listed built heritage used for:
 - commercial purposes (16 percent of listings) - \$82.2 million per annum
 - medical services (0.2 percent of listings) - \$39.5 million per annum
 - education services (1 percent of listings) - \$38.6 million per annum
 - tourism purposes (5 percent of listings) - \$19.4 million per annum.

We used this estimated potential optimum level of maintenance expenditure to provide a high-level context to a qualitative approach to identifying the likely pressure points. This involved using our general understanding of the typical issues faced by those caring for built heritage assets, and our experience in working with a variety of heritage owners and organisations. It also drew on the common barriers to investment that we identified.

As a result, we suggest the likely investment pressure points might include:

- built heritage where there is a significant maintenance backlog

³ Note that listed heritage assets on the THR for which the effective use is primary production and which have Central Plan Registry (CPR) numbers have been excluded from the calculations. This is because those listings are likely to represent bundles of titles of which only a small component is built heritage (that is, the Capital Improved Value predominantly reflects improvements other than the listed built heritage).



- ruins and buildings that lack a beneficial use
- organisations caring for built heritage with weak revenue streams
- government owned built heritage assets that are open to the public
- built heritage where cultural significance limits revenue streams
- built heritage owners or operators that prioritise new work over maintenance
- standard practices that increase future built heritage maintenance costs
- external impacts on the value of built heritage
- built heritage impacted by maintenance disincentives.

We identified (see Table 3) which built heritage uses and owner operator sectors in Tasmania are most likely to face these pressure points. Importantly, this demonstrates that likely pressure points can span multiple heritage use segments or owner/operator sectors. Hence, addressing them will require initiatives that span multiple use segments and/or owner/manager categories.

Table 3: Likely Pressure Points – affected use segments and owner/operator sectors

Pressure Point	Use Segment	Owner/Operator Sector
Maintenance backlogs	All	All
Ruins and structures that lack a beneficial use	All	All
Weak revenue streams	All	Not-for-profit, Small to medium business enterprises
Government heritage assets	Commercial, Tourism, Medical Services, Education Services, Museum and Art Galleries, Parks and Recreation Areas	Public sector
Where cultural significance limits revenue potential	Tourism, Museum and Art Galleries, Parks and Recreation Areas	All
Prioritising new work over maintenance	All	All
Standard practices that increase future costs	All	All
External impacts on the value of built heritage assets	Residential properties	Private owners
Built heritage impacted by maintenance disincentives	All	All

Next Steps

This summary report identifies the common barriers to investment in built heritage and a range of initiatives that could be used to address such barriers.

Data limitations have meant we are not able to definitively identify the pressure points where investment is being inhibited. This means we are not able to confirm the barriers that are causing the pressure points in Tasmania. Hence, we cannot efficiently identify potential strategies and initiatives that could be employed to overcome those barriers.

Instead, we have identified the likely pressure points where investment might be falling short in Tasmania. We have also indicated which built heritage uses and owner operator sectors in Tasmania are most likely to face these pressure points.

What is missing is evidence on which to confirm and prioritise the pressure points. We suggest that the next step for the Tasmanian Heritage Council is to work with the stakeholders in the Tasmanian heritage ecosystem to explore the specific pressure points and gather evidence to identify the barriers to investment causing those pressure points. This will enable the Council to build a sound business case for strategies and initiatives to encourage investment in built heritage. The planned Heritage Summit in May 2024 is a convenient starting point for this work.

