

# Tongan Heritage Tourism Scoping Study

Final Report – Volume I

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Heritage Site Management

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## Executive summary

This report details the potential development of heritage sites in Tonga to contribute positively to the tourism industry, economy and social development.

The terms of reference called for a management framework and a heritage tourism road map. The framework is a *Kato Alu* framework, which has five linked sections – based on the traditional *Kato Alu* basket - Tongan identity, tangible cultural heritage, people and education, cultural industries and government. Eight sites were selected for close and detailed study from an original list of 23.

They were chosen because of their cultural significance and to give a broad geographical spread; two sites each in Tongatapu, 'Eua, Vava'u and Ha'apai, then another two sites were added on the advice of mapping experts in the research team.

We took an holistic approach to develop the framework; community-led and based on sustainable tourism (social, cultural, environmental, political and economic). Our recommendations are based on key criteria of market appeal, robustness, stakeholder readiness, existing infrastructure and risk, and current community activity.

Following assessment, feasibility and analysis we recommend in order of priority to:

- Enhance Ha'amonga, Tongatapu Island
- Enhance Ene'io Beach walkway & lookout, Vava'u Island
- Enhance Li'angahuo a Maui, 'Eua Island
- Enhance Lauua Lookout & Fort, 'Eua Island
- Enhance Velata Fortress, Lifuka Is, Ha'apai Group
- Develop Hufangalupe, Tongatapu Island

Ha'amonga stands above all the other sites because of its high heritage significance, relatively strong visitor numbers and current suppliers to the site. It also has significant infrastructure. There is local willingness to engage in site development and management.

In a later stage, in order of priority we recommend

- Develop Lakufa'anga on 'Eua Island
- Develop Feletoa Fortress, on Vava'u Island
- Develop Matamahina, on Vava'u Island
- Develop Uoleva Island, Ha'apai Group

We recommend legislation to protect heritage sites. Few if any of the sites are financially viable so would require on going operational support from the Government of Tonga, plus micro-financing.



## 1. Aims

As we understand it, the key aim of the project is:

*To ensure that the development of heritage sites contributes positively to the Tongan tourism industry, economy and social development*

Also however, as a result of our work, to present:

*A portfolio of sites that enrich the tourism experience, contribute to the marketability of Tonga as a destination and increase the average tourist spend is needed*

The sites reviewed by this project were preselected prior to the work by the Tongan Visitor Bureau and represent natural and cultural heritage but also could include built heritage. Thus the scope of the project provides a comprehensive view of the key physical attractions of Tonga. Built monuments and archaeological structures are included, heritage buildings are not.

Research has shown that tourism works best where communities take the lead and have already invested time, energy and resources in a project that has a long-term place in the community's future rather than starting from scratch with ideas initiated from outside (Tsey, 2011).

We prepared this report on the premise that:

1. Who owns the land, governs activities on it (or has the right to govern)
2. Site governance, management and operation should be self-sustaining when NZ MFAT aid for the site development project ends after the three years of investment in: Phase One - scope/prioritise (concept stage); Phase Two, individual site management plans (design stage); Phase Three implementation (project management stage)

It is important to note that there is an argument made in the report for a geographical spread of developments across island groups for equity reasons, but this will lower the overall direct economic gains to tourism, given that the bulk of touristic activities are concentrated in Vava'u and Tongatapu. There is a tension between heritage preservation, community capacity and economic viability, produced by the requirements brief for sustainable, long-term community driven outcomes.

The Terms of Reference can be found in Volume 2, Appendix 1. Issues that arose during the course of the work had to do with the pre-selected sites, our community-directed approach, additional requirements and our concerns about financial projections based on available information.

## 2. Issues

The Terms of Reference for Tonga Tourism Support Programme TTSP 04/201, Heritage Site management requested two deliverables, a **Heritage Tourism Road Map and Heritage Management Framework**. We have moved Framework ahead of the Roadmap to contextualize the site development recommendations. The Terms of Reference also demanded a high level of repeated

detail which we have reduced by combining the feasibility assessments with notes about viability, benefits and operational requirements in the individual site development plans.

Our community-directed approach frames the analysis in economic outcomes but includes social, cultural, environmental parameters. Tourism is often used as an economic development tool but can also play a key role in social capital development, preservation and (re)creation of tangible and intangible heritage (Murphy, 1985). In small island states such as Tonga, tourism and agriculture are potential future performers in the economy (Asian Development Bank, 2008) but are reliant on unique selling positions in the marketplace that can be produced from a country's distinctive cultural and environmental landscapes.

The initial scope of work was to encompass 23 sites in three island groups but that was unrealistic with the finance available. Instead, the research team assessed eight sites, prioritized by the Ministry of Tourism, and used an in-depth process of site visits, several community consultations, team visits to each site and extended on-site assessments. Two sites each were chosen from the islands of Tongatapu, 'Eua, Vava'u and Ha'apai with another two added by the Tongan cultural mapping experts on our team. As fieldwork progressed, it became apparent that site selection had been inconsistent and in some cases local communities may not have been consulted. The client made an additional request that we provide opinions on the review of the Tonga Tourism Act. Verbal comments were provided to the consultant working on the Review on February 21, 2012, and written comments are in Section 4.2 of this report.

The projections made in the report are highly subjective. While visitor numbers are captured on arrival by air at Fua'motu Airport border control on Tongatapu, and some data exists for arrivals by sea at Vava'u, there are no figures for visitor numbers at any site or each island group. Estimates in this report are based on observation during our site visits, discussion with local tourism operators and Visitor Bureau. These need to be confirmed by on-site surveys and seasonal observation. We advise caution about the projections of visitor numbers, operational costs, revenues and viability. Nor is it realistic to assess them at this conceptual stage. Figures have been calculated but are based on assumptions that may prove to be unrealistic in the developmental detailing of Phase Two.

### **3. Approach**

This section outlines our approach to Tongan heritage tourism and the planning that underpins the three phases of the Heritage Site Management Project.

#### **3.1 The Kato Alu Heritage Management Framework**

We have used the *Kato Alu* Framework as the conceptual framework for this Scoping Study. The framework was first developed by the Ministry of Education Women's Affairs and Culture (MEWAC) and the Institute of Education at the University of the South Pacific to conduct the mapping of Tonga's culture (Johansson Fua *et al.*, 2011). It is loosely classified into five sections, a metaphor based in a typical *kato alu* basket (see Figure 1). The sections of the full framework include;

*Ko Hai ko au, Ko Momo* (Tongan identity), *Fonua* (Tangible cultural heritage), *Kakai `o e Fonua* (People and education), *Ngafa mo e fatongia tauhi Fonua* (Cultural industries), and *Pule`anga* (Government) (Johansson Fua *et al.*, 2011). The basket has special significance for Tonga. In ancient times it was only used as gifts from common people to chiefs, nobles and kings at funerals and weddings but today can be used by all people, in similar ceremonial ways (Hettinger & Cox, 1997).

For this project we have adopted the first section of the framework *Ko Hai ko au, Ko Momo* (Tongan identity) because it aligns most closely with the intent of the Heritage Site Management project. Within that section (see Figure 2) we have identified separate elements which are needed to sustain heritage site management for the long-term and link to traditional knowledge, principles for action, stakeholders and key activities. Like the component materials of the *kato alu* basket, these are separate elements, but when woven together using good quality materials and mastery, produce an enduring structure. Figure 2 is a view of the initial weave at the base and is the conceptual framework. *Kato Alu* basket-making begins with a spiral-like weave using pandanus, coconut fibres (*tuaniu*) and the aerial roots of the *alu* plant. In our metaphor, the bundles of coconut fibre represent tangible and intangible traditional Tongan knowledge. They are wrapped with *alu* roots which represent the principles for heritage tourism development and management. The wrapped bundles are coiled around each other to form a tight spiral which grows into the structure of a *kato alu*, constantly extended by the addition of new fibre, or ‘new knowledge’; evolving into a new form, based in tradition. Pandanus fibres are woven across the coil to hold the basket together. Some strands start at the centre and extend right to the outer edge. These represent the key players/stakeholders in the development of any heritage site and should remain in place throughout its lifetime, not just development. The relationship between stakeholders is a key success factor. Other, shorter, pandanus strands are added as the basket becomes larger, later in the process. These represent key activities needed to make heritage tourism successful. Not all are needed at the beginning of development. They are added progressively but all are needed eventually and include: enhance market appeal, build enterprise capacity, strengthen site robustness, etc. The key activities parallel the principles of this heritage management project, which are:

- Respect for culture & others (a core Tongan value)
- Willingness to share heritage with others
- Add market appeal
- Preserve heritage value
- Continuity of tradition –interpret in traditional and contemporary ways
- Maintain a safe and secure site
- High quality facilities
- Customer service
- Build enterprise capacity
- Develop financial viability
- Cluster activities and differentiate services



Figure 1. A modern *kato alu*



Woven by Teilaiti Lasilasi of Ha'atu'a, 'Eua

Figure 2. Kato Alu Heritage Tourism Site Management Framework



Elements of the framework are noted on the figures as examples of how the framework can be used; a separate one could be drawn for each heritage site.

The framework demonstrates the importance of strong relationships between cultural communities, village organisations, Government of Tonga, tourists markets/ the industry and development partners. This relationship needs to take into consideration ways to balance conservation, cultural integrity, those who live and work in the area and tourism economic development benefits.

The role of development partners is particularly important. The framework recognises that development partners typically operate with a ‘distant’, ‘hands-off’ mind set, yet make decisions that directly impact on implementation/or deletion of development aspirations. So, development partners should be considered one of the five key stakeholders, and work to engage with all stakeholders in a genuine partnership from the outset.

The *Kato Alu* Framework is used:

**i. To organise the report.**

The first section of the report, presents the Approach to the work in terms of principles, methodology and practices. The second section is the Framework for Heritage Tourism Site Management. This includes recommendations for development, costs and success factors. We also address guidelines for sustainable heritage tourism (balancing conservation, cultural integrity, those who live and work in the area, and tourism economic development benefits); financial management plan, management / governance arrangements, predictive site management monitoring and review and assessment mechanisms for market appeal (visitor potential), robustness (preservation needs versus use) and a factor that our team added but which is critical for successful development, stakeholder readiness. The third section of this report is the National Heritage Site Roadmap which provides a guide to the management of the preselected heritage sites for the future.

**ii. To outline management requirements for the heritage sites**

The National Heritage Site Roadmap includes an innovative overview of tourism in Tonga that models likely ways in which investment in the key natural and cultural heritage sites can catalyse wider tourism development across the archipelagos; rationale for future selection of sites for tourism development, categorisation and prioritisation of the pre-selected sites, feasibility criteria and the viability of investment versus benefits for heritage tourism.

Individual assessments of each individual heritage site are presented. They include: assessment of feasibility for tourism development, individual heritage site development plans, and high level financial planning, linking to other NZ MFAT projects such as the Tourism Growth Fund.

One of the key features of the Roadmap is an effort to view heritage tourism site development in a more holistic way that take into consideration multiple sites within an area, rather than viewing

single site developments in isolation. This approach to connecting multiple sites is in line with the spiral developmental approach taken by the *Kato Alu* framework. Another important feature of the roadmap is that it begins at the community level and extends from there to include other stakeholders and participation and adds resources to progressively gain strength.

The *Kato Alu* Framework will be used in the next phase of development to assess each community plan and to chart the steps needed for the future.

### **iii. To assess, monitor and evaluate any future cultural site development**

The *Kato Alu* framework identifies five key stakeholders; cultural community, village organisations, government of Tonga, tourist markets and development partners. It also outlines the key principles that guide the relationship and work amongst all partners, including market appeal, preserving heritage sites, contemporary interpretations of traditional knowledge, building capacity, financial viability, stakeholder accord and the Tongan core value of respect. These become the key areas for on-going monitoring of operational success and assessing and evaluating subsequent phases of cultural site development, as well as sign posts for future development.

## **3.2 Approach to the Project**

This section outlines our approach to the project and to tourism development.

### **3.2.1 Holistic approach**

The approach the team uses for the three phases of the Heritage Site Management Project is community-led and holistic, based in sustainable tourism (social, cultural, environmental, political and economic realities). This is reflected in the composition of our team and our emphasis on community liaison, methods used to do the feasibility assessments, approach to tourism and future work.

### **Project Principles**

- Plan for sustainable tourism enterprise based in Tongan living culture and heritage
- Heritage and cultural sites are integral to the daily life of Tongans – as natural (land, sea and sky), cultural, spiritual and built places.
- Transfer skills to local residents. This is especially important in Years 2 and 3
- Activities at each site can be a focal point for living heritage, improve the site's market appeal and not intrude on community life
- Practical, locally led and locally managed site management
- Contribute in a cost-effective manner to the sustainability of communities
- Build enduring practices consistent with each village's way of life, values and livelihoods
- Self-regenerating local outcomes, some partnered with external sources

- Appropriate and useful collaborative action process, which encourages community participation (particularly youth and women)
- Processes led by local researchers in partnership with external researchers
- Develop heritage management and Maori community-based development in line with cultural processes (New Zealand Historic Places Trust, 2009)
- Embed world-wide best practice in sustainable cultural heritage management
- Assess sites separately, but cluster and develop linkages for the destination as a whole

### **i. The Team**

Our team provides Pacific tourism, cultural policy, heritage site assessment, community liaison and education, machinery of government expertise, and modelling amongst many other skills. The seniority of the team and the standing of its members in Tonga and on the international stage provide deep understanding and connections with the communities at the sites.

Team members are:

Project Co-Leaders	Dr Jenny Cave	University of Waikato, New Zealand
	Dr Ana Koloto	University of the South Pacific – Tonga

Team members	Mr Kevin Jones	University of Waikato, New Zealand
	Dr Seu’ula Johansson-Fua	University of the South Pacific – Tonga
	Dr Masasso Paunga	University of the South Pacific – Tonga
	Professor Bruce Prideaux	James Cook University, Cairns, Australia

Descriptions of their roles in the team and expertise can be found in Volume 2, Appendix 2

### **ii. Community liaison**

Community liaison at the grassroots level is critical to the long-term success of the Heritage Site Management Project. All team members visited and assessed all sites from their specialist perspectives at least once, and often multiple times. This was essential for development of mutual understanding and depth of understanding between the New Zealand and Tongan team members. It ensured that our conclusions reflect a balance of tourism, heritage, community, education, cultural, financial and governance perspectives, but most importantly, that the conclusions are embedded in realities of village life, social and governmental structures.

Onsite meetings were held at each site with elders. Community meetings were held with each village before site visits to introduce the project, understand concerns and aspirations, then after each site assessment to feed back our ideas about potential developments and challenges. An unintended effect of the community meetings was that the credibility of the team raised

expectations that these eight had been ‘selected as priority sites’ and progressive development over three years would begin after Phase One. Communities have started working behind the scenes to get ready to begin, and in some cases on-site clearing has happened, along the lines of ideas discussed as possibilities in the meetings.

### iii. Feasibility assessments

The methods used for the feasibility analysis are based in assessments of **market appeal** (experiences and activities, future markets and users), **site robustness** (protection requirements versus capacity to be used), **stakeholder readiness** (to share with others, heritage connectedness, aspirations, and agreement), **supporting infrastructure**, and **risk** (viability, benefits and impacts). These are explained in more detail in Sections 4.5 and 5.2.

### iv. Approach to Tourism Development

Tourism potentials are usually assessed from the industry perspective and do not include community capacities. This scoping study includes activities in the informal exchange economy that creates cultural identity and authentic tourism product, as well as encompassing formal businesses operating in the cash-based marketplace (Gibson & Nero, 2008).

As the work progressed, it became evident that while the selection process may have been flawed, the eight sites are iconic to Tongan history and can serve as focal points for tourism enterprise clusters. Also, on-site activities should complement, not duplicate, existing capabilities in a small marketplace, for example meals for touring visitors can be provided at resorts that already have commercial kitchens, and complemented by light refreshments (drinks, ice-cream) at the heritage sites. In this way, the benefits produced by investments at the sites, such as increased numbers of touring visitors, can be spread more widely across the islands, creating a ‘knock-on’ effect.

The scoping project also identified local organisational capacity and presence (or absence) of strong performance in other village projects.

Most tourism planning tries to match markets with supply and takes a deterministic viewpoint. Yet tourist activity cannot be predicted accurately. Visitors base decisions on available funds and information but also on time and distance budgets. What’s more, the 21<sup>st</sup> century tourist is experienced and sophisticated and substitutes destinations (sites) on criteria of uniqueness, authenticity and novelty. Nonetheless patterns can be distinguished using a random probability approach to tourism planning. The modelling will be explained in more depth in the Roadmap Section of the report.

## 4. Heritage Management Framework

The assessment, feasibility and analysis process weighed up the readiness of stakeholders to undertake the development, market appeal and robustness.

### 4.1 Recommendations for development

Our recommendations for development investment priorities, based on three key criteria of market appeal, robustness, stakeholder readiness, existing infrastructure and risk, as well as current community activity (rather than start-from scratch) at the site, are as follows:

First, in order of priority, Year 2

- Enhance Ha'amonga, Tongatapu Island
- Enhance Ene'io Beach walkway & lookout, Vava'u Island
- Enhance Li'angahuo a Maui, 'Eua Island
- Enhance Lauua Lookout & Fort, 'Eua Island
- Enhance Velata Fortress, Lifuka Is, Ha'apai Group
- Develop Hufangalupe, Tongatapu Island
- Assess remaining 15 sites and whether other sites could be included.

And second, in order of priority, Year 3

- Develop Lakufa'anga on 'Eua Island
- Develop Feletoa Fortress, on Vava'u Island
- Develop Matamahina, on Vava'u Island
- Develop Uoleva Island, Ha'apai Group

### 4.2 Recommendations - Legislation

There are several complex ownership, preservation and management issues associated with the sustainable tourism development and site management of each heritage site visited to date by the project team (TTSP – 4) that may impact on legislative change or policy development. These were: protection (protect the site and surrounding environment, protection of knowledge and objects associated with the sites), sustainable management (site management, revenue streams, ownership, and governance), monitoring, researchers on the sites, municipal services.

Resolution of these issues might be facilitated by government policy, legislative change and regulation to enact controls. Some issues however, might be addressed by a code of practise developed and adopted by the tourism industry, or perhaps the removal of legislative constraints on private enterprise to allow for more flexibility in partnerships (of many kinds), investment in heritage tourism and operations.

### **i. Current Legislation**

Relevant legislation under which provisions could be made, or acts that might be affected are: the Tourism Act under review 2011/2012, the Lands Act, 1988, the Parks and Reserves Act, 1988, the Business Licenses Act, 2002 and Cultural Heritage Policy (currently being drafted).

There does not appear to be an Occupational Health and Safety Act to govern safety in the tourism workplace, nor is there Historic Places, Moveable Cultural Property or Creative Property legislation to identify, collect, preserve, research and disseminate tangible and intangible heritage.

Other statutes may also be relevant, such as the Education Act, Bazaars and Concerts Act, District and Town Officers Act, Interpretation Act, Royal Estates Act, Village Regulations, Consumer Protection Act 2000, Co-operative Societies Act, Incorporated Societies Act, Public Enterprises Act 2002, Restaurants and Food Stores Regulations, Copyright Act 2002 and others.

Government ministries (in 2011) with an interest in Tongan heritage and tourism are the Ministry of Tourism, Ministry of Lands and Survey, Education, Culture and Women's Affairs Ministry, the Ministry of Commerce and Ministry of Finance. Rationalisation of government ministries in 2012 will alter names and responsibilities.

Currently there is insufficient protection for tangible and intangibles culture as well as the heritage sites, except under Reserve Status against inroads by commercial or other activities.

### **ii. Future tourism statutes**

Statutes should be developed to deal with the following issues:

#### ***Protection of sites***

- Expand the definition of tourism to include recreation and leisure so that the amenity value becomes an integral part of caring for the social, cultural and natural environment.
- Develop national Heritage Site Legislation - along the lines of New Zealand's Historic Places under which, sites of national and local cultural, historic (Tongan and European) buildings, and places where events took place, archaeological and environmental importance, can be designated, recorded, protected, preserved, conserved or restored. For instance, historic buildings in Pangai township in Ha'apai, protection and preservation of the seven Sia heu lupe (pigeon snaring mounds) on the tidal flats at Va'e popua, Ma'ufanga on Tongatapu under threat from a reclamation scheme.
- Establish terrestrial reserves - in places where very important heritage sites are located with compensation for private landowners for loss of tax allotments) e.g. Sia heu lupe on Uoleva Island, as well as marine reserves and or whale sanctuaries.

### ***Protection of knowledge and objects associated with the sites***

- Safeguard traditional Tongan culture by the active operation of museums, archives, libraries.
- Improve copyright or intellectual property rights, so that the community can protect any other or outsider from using the traditional and cultural stories or myths about the sites
- Encourage oral history programmes to collect information about Tongan heritage that can be disseminated at heritage sites, used in schools, churches, universities and colleges, community education and published as books, mobile technology apps, etc.
- Ensure the existence of a vibrant, well-resourced national cultural centre and museum, archive and library

### ***Sustainable management***

- a. Site management
  - Allocate responsibility for heritage land management to one agency e.g. Lands or Tourism Visitor Board (TVB)
  - Provide for a ranger service to monitor the site usage and condition, maintain and operator licenses. E.g. on 'Eua, Vava'u, Ha'apai or Tongatapu
  - Provisions could be made for negotiated development and management, and protection with communities. Some communities are willing to assist in the tourism development projects; however, there is some reluctance to invest time, money and expertise under the current legislative climate, because they do have the authority to restrict access (to people and animals). That is, to keep the integrity of the site intact.
  - Define permissible activities - attractions, amenities (car-parking, toilets, etc.), activities, access and accommodation that does not damage the heritage and cultural values of the site. These may (not) be operated by the supporting villages
- b. Revenue streams
  - Allow for levy of tourist operators or a tourist tax. Increase GST on paid accommodation, hotels, motels, guest houses, cafes, taxis, tour buses. Money so raised to be specifically allocated to Lands & Survey, or TVB, villages operating heritage sites or tourism associations for heritage management. We note that this is probably a matter for the Finance Act not Tourism.
  - Allow for licences to be issued for normal users of tourism sites, such as the Tour operators and Taxi drivers. Perhaps a portion can be collected to assist the development of sites. Should this be considered, then, there is a need to review this in the Tourism Act (currently reviewed) and the License Act under the Ministry of Commerce.



### ***Ownership***

- The sites we have visited so far seem to be mostly government owned, such as Hufangalupe, Ha'amonga, Lakufa'anga & Li'anga Huo a Maui, and a few others.
- There are some sites that are situated on private owners' properties such as the Feletoa Fort and Sia Heu Lupe at Uoleva.

### ***Governance***

- Allow for the development of public-private partnerships so that those communities who are prepared to take on the management of the sites can do so in arrangement with the public landowner.
- Provision to set up company structures such as trust, cooperatives, etc. for village cooperatives that run tours or operate sites
- Provide for the establishment of centralised micro and small medium enterprise business incubators and microfinance capacities.
- Role for Nobles – to care for the sites, their designated areas, develop, advance tourism, recreation and leisure.

### ***Monitoring***

- Require keeping of data on tourist numbers, income received, etc.
- Institute a system of environmental impact reporting (EIR) for development projects (public, private, NGO) including major roads paid for by foreign aid.

### **iii. Other statutes**

Other legislation that would facilitate heritage tourism in Tonga has to do with:

#### ***Researchers on sites***

The policy on researchers who wish to do research in Tongan cultures and sites is not adequately implemented or monitored. Researchers are only required to submit a copy of their research at the PM's Office. Some of the works carried out by the researchers at Ha'amonga for instance had destroyed some of the sites (permitted excavation) and many trees, etc.

#### ***Municipal services***

Allow for local government municipal services to be established (street scape beautification, sanitation, animal control, water, rubbish disposal) on Vava'u, in Nuku'alofa, on Ha'apai and a source of revenue.

## **4.3 Recommendations – Governance Partnerships:**

The Terms of Reference specified management / governance arrangements and action plans be developed for each site. This will occur in the next phase, once decisions are made about which projects will be funded.

#### **4.3.1 Designate Heritage Areas**

The development and management of heritage tourism crosses several stakeholder interests, and there is no specific legislation to protect the sites. Perhaps then, the priority sites could be designated under the Reserves Act as Designated Heritage Management Areas (DHMA) governed by Heritage Management Committees of equal partners with responsibility for the sites. A current successful model is the fisheries Special Community Management Areas for example at Felemea, Uiha Island, Ha'apai.

#### **4.3.2 On-going annual support**

Few if any of the heritage sites are financially viable, so varying degrees of on-going annual operational support from the Government of Tonga will be required, depending upon management partners and revenue potentials. Access to micro-finance for enterprise development would be essential for community empowerment, perhaps with mechanisms for investment in heritage projects by family members' resident overseas. Another mechanism might be project-specific fundraising, say to collect oral histories or write the interpretation guides. Pacific communities are very effective fundraisers so these might be productive avenues to explore.

#### **4.3.3 Heritage Area Management Committee**

The governance partners would work within a Heritage Area Management Committee, made up of the key stakeholders: cultural communities, village organisations, government departments, aid agencies and the tourism industry (operators and visitors). The Kato Alu framework would be foundational to the partnerships and how they operate. The partnerships would manage the Special Heritage Management Areas, define strategic directions, policy, management objectives and action plans to implement site development, oversee operations and renewals over the long-term and maintain standards at the heritage sites. The partners are listed below and their respective responsibilities summarised in Table 1:

##### ***Cultural Communities***

We see these as empowered locals with genuine interest in preserving and communicating heritage and public health/hygiene, and tourism. This group comprises the King, Nobles, landowners and residents. Offshore migrants also play a major role at local levels in providing finance, goods in kind and willing hands to help families.

Locals would be responsible for day-to-day quality standards, water, power, safety, maintenance, site development, renewal/ replacement of signs, broken equipment or damaged roofs, liaison with the operators, on-site services, such as handicrafts, cultural festivals, local produce tastings, toilets, rubbish, security and hospitality (light refreshments - food, drink). Church, women's groups, youth, local tourism associations, and schools could be included. Where possible, private enterprise partners could be involved. Ultimately however, Tongan village communities and outsiders develop tourism products for the site by operating businesses and micro -enterprises (transport, tours, local food, local produce, etc.), staff, and provide volunteers for cultural performances, demonstrations

and clean-ups. An issue however is that villagers do not provide all services at the sites and need to develop collaborative relationships with others in the tourism industry.

It is envisaged that Nobles / the Governor's office and local government officers be responsible for preserving culture, language, social norms and traditions at their respective levels of hierarchy. Most importantly they have administrative capacity and systems in place to look after record keeping, bill paying, book-keeping, revenues, record/report visitor numbers and who are accountable to government for funds. And perhaps seek sponsorship, negotiate partnerships and apply for funds on behalf of the communities.

The cultural products made in cultural communities include items for exchange and for sale. The types are:

- Traditional product, made for in- community markets, gifted
- Contemporary products, made for in- community markets, gifted
- Traditional products, made for Tongan and non-Tongan markets, sold
- Contemporary products, made for Tongan and non-Tongan markets, sold

(Cave, 2009a)

It is essential to encourage cultural capacity and production of all four types, and not just to think of commercial applications because they are essential to preservation of language, traditions, intergenerational relationships and social cohesion – and thus identity.

Village identity and cultural uniqueness are important for differentiation of tourism product at site level. If created in a way to be different from other sites, it can be very effective in persuading visitors to return, knowing that the experience was unique. 'New tourists' seen in recent research seek out immersion in cultural and natural experiences, but look for unique offerings that are high quality, imaginative and interactive.

### ***Village Organisations***

Village organisations comprise networks of individuals who come together from many walks of life for a common reason. They are envisaged as NGO's, churches, women's groups, youth groups, schools, medical centres and police who come under the oversight of the district and town officers. This administrative capacity is pivotal to the heritage site management framework since it brings the operation of the sites into the community domain. This is not to say that private businesses cannot operate the sites, but where a site is not privately owned, a mechanism exists that has the administrative capacity to manage and develop the 'stage' on which cultural products are made available as tourism experiences. A private landowner or entrepreneur, or Tourism Association can of course operate the sites, but should, under this framework, work closely with the cultural community (Village) to preserve identity and provide a professional interface for visitors, guided by

the Village requirements and government legislation. Decisions about which of the organisations would take responsibility for parts of the development and operation would be made by the Noble or Governor.

These groups would be responsible for: development and administration of the site infrastructure as well as obtaining and allocating funds (micro-finance) and ensuring health, hygiene, safety and security on site, as defined by government policy. They would ensure professionalism and quality standards are upheld, hiring/firing, staff and volunteers, work planning (repair, maintenance, and renewal). Schools might offer on-site performances.

### ***Government department[s]***

Responsible for policy, training programmes, national quality standards, heritage protection, inbound promotion, liaison with other agencies. The Government of Tonga is made up of Ministers, island Governors, Members of Parliament and Ministries and officials. Collectively they resolve issues of national importance by formulating policy, national planning, developing legislation and ensuring that the law is implemented through regulation and setting of standards. In this case, policy, standards and legislation needs to be developed to designate and preserve heritage areas of national, regional and village cultural significance. This needs to safeguard, develop, disseminate and promote the heritage sites.

### ***Aid agencies***

Aid agencies are responsible for donor / country partner relationships and development of contractual agreements for services where money changes hands for the delivery of agreed outputs.

### ***Tourism industry***

The fifth player is the tourism industry. This is made up of various markets such as tourists, international and domestic Tongan, visiting friends and relatives (VFR) and Tongans living overseas. Intermediaries such as package wholesalers, cruise ships and travel agents play a key role in bringing tourists to Tonga and selling the experiences on offer. Tourism operators offering accommodation, activities (kayaking, special events and festivals), access (transport by bus, rental car, coach, etc.), attractions, and amenities (such as banks, toilets, shopping) compete for tourist attention, time and money but they can be complementary if clusters are developed or services offered that do not duplicate each other in close proximity. The time and cost scenarios developed in Section 6 are important for future planning within the Heritage Tourism Management Framework.

Tourism Associations and the respective Island Visitor Bureau which promote the on-site experiences, develop the national brand and sell 'brand Tonga' offshore, are critically important in the effective and successful delivery of heritage tourism experiences in Tonga. Other amenities provided by banks, the police and medical professions (including dentistry), the location of shopping malls and petrol stations also need to be considered within the overall framework.

#### 4.3.4 Partnership structures

After analysis of discussions at the two community meetings and visits to each site, we recommend that the specific partnerships for each heritage site can be characterised on the basis of ownership, as well as leadership and capability to deliver a tourism product. These are listed in order of investment priority and are:

##### **First, in order of priority:**

Ha'amonga, Nuitoua Village, Tongatapu

- Governed as a community / private enterprise partnership
- Led by the Matapule and Nuitoua Town Officer with the Women's Council

Ene'io Beach Walkway & Lookout, Tu'anekevile Village, Vava'u

- Governed as a private enterprise project
- Led by Ene'io Enterprises

Lakufa'anga & Li'angahuo a Maui, 'Eua Island

- Governed as a community / private enterprise project
- Led by the District Officer with the 'Eua Tourism Association

Lauua Lookout and Fort, 'Eua Island

- Governed as a private enterprise / community project
- Led by Tonga Forest Products with the District Officer & the 'Eua Tourism Association

Velata Fort, Ha'ato'u Village, Ha'apai

- Governed as a community project
  - Led by the landowners and Town Officer with Ha'apai Tourism Association
- Note: landowner interests may conflict with the proposed site development

Hufangalupe, Vaini Village, Tongatapu

- Governed as a community / private enterprise partnership
- Led by the Noble with the Vaini Community Development Council

##### **And second, in order of priority,**

Feletoa Fort, Feletoa Village, Vava'u

- Governed as a community project
- Led by the landowner and the Feletoa Town Officer with the Vava'u Tourism Bureau

Matamahina, Tu'anekevile Village, Vava'u

- Governed as a community project
  - Led by the landowner and Tu'anekevile Town Officer with the Vava'u Tourism Bureau.
- Note: multiple landowners may be involved

Uoleva Island (sia heu lupe), Hihifo Village, Ha'apai

- Governed as a community project
  - Led by the landowners and the Hihifo Town Officer with the Ha'apai Tourism Association.
- Note: multiple landowners may be involved

It is essential that that these are established as legal entities such as Limited Companies, Trusts, and Companies for charitable purposes, etc. These would be subject to the normal accountabilities, audit, monitoring and scrutiny of the country.

### 4.3 Recommendations – Site management

Specific recommendations for management responsibilities within the Kato Alu framework are outlined in Table 1.

**Table 1. Stakeholder and management responsibilities**

Stakeholders:	Who:	Responsibilities & Accountabilities:
<b>Cultural Communities</b>	The King, Nobles, landowners, residents. Offshore migrants.	<ul style="list-style-type: none"> <li>• Preserve culture, language, traditions.</li> <li>• Develop micro-enterprise &amp; value-add services.</li> </ul>
<b>Village organisations</b>	District & Town Officers. Churches, women's groups, youth groups. Schools.	<ul style="list-style-type: none"> <li>• Develop site infrastructure. Oversight of on-site operations. Administer sites. Monitor.</li> </ul>
<b>Government</b>	Governors, Ministers, Members of Parliament, Ministry officials. Agencies.	<ul style="list-style-type: none"> <li>• Ministry of Commerce, Labour &amp; Tourism – Policy, legislation, regulation.</li> <li>• Tonga Tourism Authority - Marketing. Site development &amp; investment. Standards.</li> <li>• USP – education &amp; training.</li> </ul>
<b>Donors</b>	Aid agencies, NGOs	<ul style="list-style-type: none"> <li>• Funding, developmental interventions</li> </ul>
<b>Visitors &amp; tourism industry</b>	Visitors - international and domestic Tongan tourists, visiting friends and relatives, locals. Air & sea arrivals to Tonga. Tourism industry – operators, intermediaries, entrepreneurs.	<ul style="list-style-type: none"> <li>• Use of the sites.</li> <li>• Provide direct and indirect benefits through fees, employment, use of petrol, purchase of food, etc.</li> </ul>

These follow from the governance partnerships and were defined this way to differentiate the roles of the various stakeholders and to outline accountabilities and responsibilities. Actual implementation will vary slightly because of individual circumstances at each site.

Visitors and the tourism industry are also included in this chart as end-users they have responsibilities for safe and respectful on-site behaviour, respect for heritage, other visitors and their hosts and not incurring damage.

#### 4.4 Success Factors

Three key success factors affect the on-going viability of tourism in Tonga, the sites collectively, and at each location.

##### ***Success Factor 1***

**It is important to ensure tourists visit and enjoy the sites, and, through word of mouth encourage others to visit Tonga.**

The nature of the experience is important, both on-site and on the journey to the sites. Tourism can create demand if it is high quality, imaginative and offers excellent, consistent customer service. Word of mouth is the most common way that potential visitors learn about where to go and what to see. A poor experience (with staff, cleanliness, broken or unrepaired equipment, etc.) will be shared with around 10 people and guarantee that those people will not return, but only a handful of people are told about an excellent experience. A good experience is essential to encourage people to come back.

##### **a. Local tourism operators need to be incentivised**

To take tourists to principal sites, local tourism operators need to be incentivised which suggests that no direct charges should be made. An entry fee will discourage visits and encourage ‘drive-by’. We recommend entry by donation, free parking but ‘clip the ticket’ for services on site (guiding, souvenirs, refreshments, guide books, t-shirts, modern interpretations of traditional design). Adverse selection by operators who avoid sites to avoid fees and detract from the overall tourist experience of Tonga would be highly likely.

Tongans believe that these are ‘their sites’ and would resist paying for ‘their own heritage’. From observation at the sites, the visitor profile is made up of many locals and visiting friends and relatives. International tourist visits are only one portion.

##### **b. Market intelligence and tourist experiences**

Key success factors also knowing which tourists are likely to visit the sites and what experiences they seek. Tourists on holiday at beach destinations tend to stay within the resort enclave and are not heavily into heritage unless it is something spectacular. Short routes have potential provided they have a few ‘wow’ experiences. The routes could be developed as a form of storytelling that links the sites into central themes in Tongan culture/society/history.

While we cannot be sure of the proportions, since no visitor records are made at any of the sites, we observed perhaps 50% of the visitors at Hufangalupe and Ha’amonga for example were local Tongatapu residents (Tongan, European, other ethnicities), Tongan domestic tourists from other islands, perhaps 30% were Visiting Friends and Relatives, either Tongan-born who had returned to Tonga with their children and the remainder were international tourists.

We recommend that the Tongan tourism authorities improve the level of detailed information on their visitors; this is an essential piece of market intelligence that is required to effectively plan tourism activities. Current market intelligence work underway at the Tourism Visitor Bureau will go some distance to answering these questions.

**c. Comprehensive planning**

At present a handful of sites have been assessed, two on each island group which gives a piecemeal picture and a partial Roadmap. We recommend that the remaining 15 preselected sites are assessed, but that community and cultural heritage experts confirm the selection and recommend any other sites that should have previously been selected but were not.

***Success Factor 2***

**It is important that local communities can care for and maintain the sites. The sites belong to the people of Tonga.**

**a. Landowner willingness**

The willingness of landowners to allow sites to be designated and developed is important. The community meetings made it very clear that activities should not be planned or developed without the landowners' consent and ideally, participation. It is essential to consider provision of compensatory land for an area where a heritage site is going to be developed, whether the tax allotment is currently productive or not.

**b. Readiness to share heritage**

It is important there is a readiness on the part of the village communities to share their culture with others (Tongans and non-Tongans) and to provide a friendly welcome to visitors at the sites, in the village and surrounding areas. This issue needs to be canvassed more fully in Phase Two. Willingness to share heritage and culture needs to be weighed up by cultural communities at village and family levels.

**c. Existing capacity**

It is very important in terms of stakeholder readiness, village capacity and the development of micro and registered enterprises, that existing capacity be developed as focal points for clusters of activity. Other non-profit, profit-making and cultural activities can link to the current work.

**d. Basic training**

Basic training in guiding, hospitality, hygiene, site maintenance and marketing is needed. To maintain and grow international visitor flow, any site needs to be kept clean and freshly painted – looking 'pristine' at all times. Visitors need to have confidence that each visit will be as good as or better than the first. This is also an important factor for word of mouth referrals. The site needs to be safe and secure at all times and experiences need to meet safety requirements and regulations.



**e. Start up, keep going, and grow.**

It is relatively easy to begin operating in the tourism and hospitality industry because little capital investment is needed. However it is harder to keep going, and growing. There are very high failure rates in the industry and tensions for Pacific business in connectedness to markets, dual obligations to business (putting money aside for repairs, renewal of infrastructure and development) and to family, community and church, island-specific and non-Tongan-born identity and enterprise intent (not for market, for exchange, for profit, for commerce) (Cave, 2009b).

Provision of micro-financing alongside the governance structures of the Kato Alu Framework, community ownership and enterprise training will ensure there is a capacity to manage the site.

***Success Factor 3***

**Local communities need to develop value-add services around the sites, such as light refreshments and marketable souvenirs that are distinctive to place and village, and use distinctive local (Village) produce and handicrafts.**

Differentiation of products and services is important in tourism. In general, tourists are experienced. They have travelled widely and they make comparisons. They can identify high quality or mass-produced objects but many do not have the cultural knowledge to discriminate between handicrafts that 'look the same'. Agreement and cooperation between the Villages about who specialises in what, has the advantage of everyone being able to benefit from sales, rather than every site offering the same items and creating in-built competition.

Visiting friends and relatives are a large potential market. They may be more discriminating in selecting high quality, local goods.

Clustering of services is a key success factor for tourism and hospitality. Allied businesses benefit from being next to each other, but consideration should be given to which services need to be offered at the site and whether the Village or others such as tourism and hospitality operators are best suited, and capable of offering them. For instance, it was suggested several times that meals and accommodation be developed at the sites. But the number of visitors to Tonga is not large, and businesses already exist that have invested in the infrastructure of commercial kitchens and accommodation. So we recommend that the sites are developed primarily as attractions, offering only light refreshments, and that meals and accommodation are offered at existing resorts. It makes little sense to duplicate services in a small market. In this way, the effect of development investment at the sites is spread across a wider population, benefiting Tongan tourism more broadly.

Nonetheless, Villages should develop new businesses that add value to the visit experience and earn income for community members, such as professional tour guiding, Espresso coffee carts, traditional

and contemporary handicrafts (house wares) as some suggestions. Other ideas might be oral histories collected as a project by the youth and made into print or DVD formats. The primary schools might develop school performances.

Other value-add activities might be displays and hands-on activities where visitors learn to weave, or carve and take away their efforts (as a pay-for activity). Other examples are re-enactments of historical or significant cultural events staged at a specific, advertised time. These need to be coordinated so that they don't clash with other sites, feasts, evening parties and performances so as not to clash with other sites, feasts, evening parties and performances.

#### **4.5 Costs**

What will it cost to develop the recommended sites? Table 2 itemises the investments which we have estimated, based on phasing over two years. The detail for these figures can be found in Volume 2, Appendix 10.

The designs costed below are intended to have low impact on the natural and social environments to remain in keeping with the cultural villages and physical landscape of Tonga. We assume that the sites would be developed following the New Zealand Department of Conservation templates for walkways, signage and lookout platforms, but the graphics, colours and physical designs would vary depending on village location. This would allow bulk ordering of base stock and reduce overall costs, but the final form would be tailored to the individual needs of each site. Kiosks for example could be locally designed. Essentially, the project would deliver an infrastructure 'stage' on which the village activities and businesses would operate.

'Disneyworld' would be out of place in Tonga. However tourism is an industry, which contrary to other services, has the capacity to create demand if the attractions supplied are imaginative, high quality and distinctive, with consistent and welcoming customer services. The sites can be catalysts for innovation and new ideas based in traditions, as well as places where new ideas are incubated and commercialised.

**Table 2. Phasing and estimated costs of development**

	Year 2	Year 3	Totals
	\$	\$	\$
<b>Develop first, in order of priority</b>			
Enhance Ha'amonga, on Tongatapu Island	60,000	69,100	129,100
Enhance Eneio Beach walkway & lookout, Vava'u Island	59,100	-	59,100
Enhance Li'angahuo a Maui on Eua Island	24,250	-	24,250
Enhance Lauua Lookout & Fort on Eua Island	116,300	-	116,300
Enhance Velata Fortress, on Lifuka, Ha'apai Group	98,500	40,950	139,450
Develop Hufangalupe on Tongatapu Island	92,000	75,850	167,850
Assess remaining Priority Sites	80,000	-	80,000
Signs, guide maps & site clearing at 4 sites: Lakufa'anga, Feletoa, Matamahina, Uoleva Island	40,000	-	40,000
Subtotal Year 2	570,150	185,900	756,050
<b>Develop second, in order of priority</b>			
Develop Lakufa'anga on Eua Island	-	119,900	119,900
Develop Feletoa Fortress, on Vava'u Island, Vava'u Group	-	143,150	143,150
Develop Matamahina, on Vava'u Island, Vava'u Group	-	65,100	65,100
Develop Uoleva Island, in the Ha'apai Group	-	140,350	140,350
Subtotal Year 3	-	840,300	840,300
<b>TOTAL BUILT COST</b>			<b>1,596,350</b>
Contingency (20%)	114,030	168,060	282,090
Professional fees (architect, engineers) 10% built cost	57,015	84,030	141,045
Subtotal Built Cost	171,045	252,090	423,135
<b>GRAND TOTAL</b>	<b>741,195</b>	<b>1,278,290</b>	<b>2,019,485</b>

Note: A built cost contingency of 20% has been added to the individual site assessments, plus an estimate of 10% for professional fees such as architects, engineers, heritage conservators, etc.

## 4.6 Guidelines for sustainable heritage tourism

The project Terms of Reference requested guidelines to balance the conservation and preservation needs of the natural and heritage environment with cultural integrity, those who live and work in the area, and tourism economic development benefits. These are noted below.

### 4.6.1 Planning for sustainable cultural heritage tourism

Ideally, the relationship between a cultural place and its tourism potential is mutually beneficial, but often there is a trade-off. The way to avoid this is to identify heritage places that have the best potential to both withstand heavy visitation or that can be readily protected while appealing highly to tourists. Assessment of tourism potential is based on cultural integrity (physical robustness and level of conservation) and the commercial factors required to turn a place into a cultural heritage attraction.

***Questions to ask when planning at the site level are:***

- What do we want to do? What is the bigger picture (regional, national issues and policies)?
- Who needs to be involved? Who are stakeholders and how to work together where they have a cultural, family or traditional interest.
- What is known right now?
- What makes this place special? What is a heritage place and how do we know it is significant? What gives it tourism potential?
- What can we share with others?
- What are the issues for now and the future?
- What are the ideas and options?
- What principles or objectives should guide action?
- How do we protect significant cultural values?

Individual site contributions to tourism can be assessed in line with the principles articulated by the Maori Heritage Council of the New Zealand Historic Places Trust (2009), du Cros (2001). These are:

- Identify (tangible and intangible) cultural/ natural/ built heritage protection requirements
- Identify site robustness and market appeal
- Maintain, re-construct and create knowledge
- Identify meaningful experiences that can be developed and sustained at the site
- Create contemporary interpretive connections embedded in traditions / customs

***Relying on the local community***

Our proposals allow for economic (commercial or subsistence) use of the land but the Tongan national agencies and other funders would need to be assured of the following:

- That village officers and citizens are fully aware of the heritage values and actively support them;
- Reliance must continue to be placed on the good judgement of customary guardians about protection;
- Relatively informal monitoring and reporting protocols are in place, e.g., any damage or failure in service is reported to the Tongan national agencies;
- Harmful effects beyond the control of the local community are reported promptly so that corrective action can be taken;
- Part of the negotiation between the Tongan national agencies and the supporting villages must involve the resourcing of villages especially where they have to forego subsistence opportunities such as grazing or horticulture (Smith *et al.*, 2007)

***Guidelines to select and assess heritage tourism sites***

The Terms of Reference asked for advice on site selection criteria and assessment criteria for heritage tourism for the future. We would recommend:

### Site Selection Criteria

Site selection criteria are heritage significance, operational issues, tourism interest and stakeholder activity. Relevant questions to ask about these are:

Heritage significance:

- Is the tangible and intangible cultural, natural and built heritage at this site unique to Tonga and/or the Pacific?
- Is the site important to Tongan history, culture, biodiversity or environment?

Operational issues:

- Is the site vulnerable to damage (human or natural)?
- What are the preservation needs of the site?
- Are there any operational or site management issues?

Tourism interest

- Is there an existing visitor market?
- Do tourism suppliers currently operate on the site?
- Is there existing infrastructure on the site?
- Does the site have aesthetic appeal?

Stakeholder activity

- Is there current Village activity on site?
- Is there evidence that current activities on the site are well planned organised?
- Are there existing micro and registered business interests in the site?

### Criteria to assess tourism development potential

Guidelines for criteria to assess the potential for tourism development could encompass the site selection and feasibility criteria used in this research. These can be used to weigh up the existing and future potentials for each site. They are site robustness, market appeal, stakeholder readiness, supporting infrastructure, cost and value of investment, risk. The kinds of question to ask are:

Market appeal

- What are current, and future, experiences and activities?
- Who are the current and future markets or users?

Robustness

- What are the protection requirements?
- Does the site have capacity to withstand visitor use?

#### Stakeholder readiness

- Who are the land owners?
- Is the supporting village able and willing to share, maintain and (re)create knowledge based in heritage?
- What are the stakeholder aspirations?
- Is there agreement about development directions?
- Will community benefits result?

#### Supporting infrastructure

- Are there existing tourism and civic activity clusters near to the site? If not, how far away?
- What are the future needs?
- Who are likely competitors?
- Does local and Tongan government policy and legislation support (or hinder) site development?
- Where are the access nodes (wharves/ jetties, roads, airport)? What are the future needs ?
- Is there an existing transport system and if not, what is needed for the future?

#### Cost and value of investment

- What is the likely cost to build the proposed project?
- What is the ratio of potential users to proposed investment (annually)?
- What are the revenue potentials and likely operating costs?
- What are the economic benefits and to whom?

#### Risk

- Is there current danger to humans? How can it be mitigated?
- Are there ecological risks (animals, climate change, sea level rise) that can/are impact on the site and if so, how can they be mitigated?
- Are there human-induced risks, e.g. construction, horticulture or farming? If so, how can they be mitigated?
- What negative impacts might there be on the environment, society, culture or economy of developing the site? How can they be mitigated?

### **4.4 Site management monitoring and review**

The project Terms of Reference requested that the team outline a predictive programme of site management monitoring and review to anticipate potential damage and assess management actions. The schedule specified in Table 3 is highly dependent upon weather conditions and whether adequate operational responsibilities have been established. The latter is a key requirement.

Tonga is subject to cyclones, rising sea levels, earthquakes and tsunamis. So the best programme may be overturned in a day. It is essential to have capital reserves for renewal of facilities and urgent repairs.

There are four basic categories of maintenance that are required for tourism and other facilities. They are: buildings, grounds, plant and equipment, and furniture and fittings.

The benefits of day-to-day maintenance are safety, serviceability and appearance. If facilities deteriorate, they can become a risk to user safety. Claims of negligence can be avoided if there is a system to keep the facilities in good repair. Facilities must be maintained to provide services to members and guests. If they are not maintained, breakdowns are experienced which can have a higher cost of replacement than if done on a planned programme. The appearance of a site is vital to its image in the eyes of the public and standards need to be maintained to keep return visitors. Lack of repair has an effect on financial viability and reputation.

Longer term maintenance of sites and facilities are essential to maintaining the asset base. If the assets are maintained then operating costs are lower, less refurbishment is required and less expenditure is made on capital works and capital items (machinery).

Table 3 gives indicative timing for some of these tasks and is generic, not specific. A planned maintenance programme reduces the costs of maintaining assets or having to replace them prematurely. It also increases the earning capacity of the site because of constantly improved serviceability and appearance. The higher the standards that are set for serviceability and appearance, the more people will be attracted to use facilities, and thus increase earning capacity, which needs to be continuous. Breakdowns, failure of equipment, and breakages can impede operating capacity and thus earning capacity. The schedule should be structured based on risks to business continuance.

The maintenance schedule however has to be backed up with a programme of works that are organised and controlled to run efficiently and effectively (saving costs in the long run) at regular and precise intervals. There are several types of maintenance programme - planned preventive, planned corrective, planned replacement, emergency, preventive, running maintenance and 'shut down' maintenance.

Planned preventive maintenance is essential for high security items, e.g. fire equipment and for lower risk items (such as cash tills) if they are needed to prevent loss of income. Preventive maintenance inspects and services, adjusts or replaces part of an item before it fails.

**Table 3. Site monitoring and operational review schedule**

	Physical Plant			Operations
	Maintenance	Renew	Replace	Operational Review
<b>Daily / weekly</b>	<ul style="list-style-type: none"> <li>- Clean floors, walls, all public areas</li> <li>- Repairs in high use areas: Building, Grounds, Plant &amp; equipment, Furniture &amp; fittings, Signage, Car parks, Lighting, Walkways, Steps</li> </ul>	<ul style="list-style-type: none"> <li>- Light bulbs</li> </ul>		<ul style="list-style-type: none"> <li>- Maintenance log</li> <li>- Weekly debrief with site manager</li> </ul>
<b>Monthly</b>	<ul style="list-style-type: none"> <li>- High level clean</li> <li>- Mow grass</li> <li>- Weed walkways, shrubs</li> <li>- Touch up paint in public areas</li> <li>- Clear vegetation</li> </ul>	<ul style="list-style-type: none"> <li>- Repair broken equipment</li> <li>- Change light bulbs</li> <li>- Repair broken furniture</li> <li>- Replace nuts and bolts</li> </ul>		<ul style="list-style-type: none"> <li>- Monthly report on revenue, costs, budget variances, visitor numbers to Site Management group</li> </ul>
<b>6 months</b>	<ul style="list-style-type: none"> <li>- Paint buildings</li> <li>- Path edges</li> <li>- Service Plant /equipment</li> <li>- Clean furniture/ fittings</li> </ul>	<ul style="list-style-type: none"> <li>- Paint touch-up in behind the scenes areas</li> <li>- Renew gravel on pathways, car park</li> </ul>	<ul style="list-style-type: none"> <li>- Replace water filters</li> <li>- Replace damaged boards or steps</li> </ul>	<ul style="list-style-type: none"> <li>- 6 monthly review of operations</li> </ul>
<b>1 year</b>	<ul style="list-style-type: none"> <li>- Service all vehicles and machinery</li> </ul>	<ul style="list-style-type: none"> <li>- Renew high use flooring</li> <li>- Renew grass</li> <li>- Renew path edges</li> <li>- Renew Plant/equipment,</li> <li>- Furniture/fittings</li> <li>- Annual report</li> <li>- Drainage</li> </ul>	<ul style="list-style-type: none"> <li>- Light fittings</li> </ul>	<ul style="list-style-type: none"> <li>- Annual report to Governance body</li> </ul>
<b>3 - 5 yearly</b>			<ul style="list-style-type: none"> <li>- Repaint buildings</li> <li>- Replace signage</li> <li>- Replace shrubs, etc.</li> <li>- Replace plant &amp; equipment, furniture &amp; fittings</li> <li>- Resurface pathways, car park, road</li> <li>- Replace drainage</li> </ul>	<ul style="list-style-type: none"> <li>- Revise Strategic Plan</li> </ul>



Fixed-time maintenance is done at the same time each week, month, and year or at longer intervals as appropriate; or condition-based maintenance at specific intervals when an object has started to deteriorate. Planned corrective maintenance is based on common failures in particular items and makes sure that items are restored to acceptable condition. Planned replacement is where you deliberately plan to limit the degree of maintenance provided because you plan to dispose of the item before anything more significant than basic maintenance. Emergency maintenance is done when an item fails and needs to be repaired or replaced immediately but its failure becomes an emergency -if it produces danger to staff or public or means you cease to trade. Running maintenance is carried out when open for trading, e.g. on-going cleaning of public spaces. Shut-down maintenance is needed when repair of an item affects trading (pest control and repainting) and is done when the site is not open to the public. Specific schedules for maintenance types each site can be developed once decisions are made about a) which Tongan heritage sites are to be funded; b) the level of investment; c) working drawings are prepared. Specifically, NZ MFAT may have an interest in the longevity of the site infrastructure for future upgrade and replacement. A rough rule of thumb is to anticipate replacement of wooden infrastructure on a five-yearly basis and metal fittings yearly (or biannually) depending on exposure to salt spray.

## **4.5 Assessment mechanisms**

### **4.5.1 Assessment of natural and cultural values**

The assessment of natural and cultural values of the site can be undertaken using sections of the site assessment checklist developed by the team for this project, based on (Walton, 2003) but substantially modified by team members K. Jones, J. Cave & B. Prideaux - see Volume 2, Appendix 3 for a copy of the site assessment checklist template.

In simplified form these are to record for land use on site and around site:

- Vegetation cover (including incidence of weeds)
- Soils and slopes
- Extent of erosion/damage, including damage to coastal values
- Visitor pressure including damage from vehicles
- Agricultural/horticultural issues

For built structures, particularly buildings, an assessment is required of:

- The surrounding area (including trees, drainage, ground cover, and fencing)
- Exterior cladding (including roof, walls, windows, and doors)
- Interior (including floor, ceiling, walls, fittings and chattels)
- Services (including plumbing and lighting)

The monitoring forms require an assessment of the overall condition of the site. An agreed standard terminology is desirable. English Heritage Data Standards Unit has developed the following terms and definitions:

Good	All or nearly all features of interest are well preserved for the period they represent. No sign of active damage.
Fair	Some damage or part destruction of features of interest apparent, or some features of interest are obscured by more recent additions/alterations. For buildings, indicates structurally sound, but in need of minor repairs.
Poor	Damage to the majority of the original features of interest is apparent, some significant features are missing. Some features of interest remain. Active damage apparent (e.g. for buildings water penetration, rot, etc.).
Very bad	The majority of features of interest are so damaged as to be not surveyable or are missing. For buildings, this indicates structural failure or evident instability, loss of significant areas of roofing, or damage by a major fire or other disaster.
Uncertain	Features of interest cannot be investigated at the time of the assessment for any reason, e.g. obscured by cloud-cover, vegetation, on-going building work, below ground services etc or the site could not be found.
Destroyed	All features of interest have been destroyed. No further information can be gained from future investigation of the site. Includes demolished buildings, unless foundations, basements, etc., exist which are of interest (for which use 'very bad'). ( <a href="http://www.mda.org.uk/fish/ic.htm">http://www.mda.org.uk/fish/ic.htm</a> )

#### **4.8.2 Assessment of visitor potential**

Assessment of visitor potentials in terms of accessibility, safety and associated infrastructure and other visitor service requirements (or supporting infrastructure) must also be balanced with market appeal, site robustness, stakeholder readiness, costs (value for money and revenue) and risk.

The criteria were used to assess each of the preselected priority sites (see the next section the Tongan Heritage Tourism Roadmap). Market appeal, site robustness and stakeholder readiness are the three most critical features for development.

##### ***a. Market appeal***

Market Appeal has to do with the worth of a site as a tourism attraction the commercial factors required to turn a place into a cultural heritage attraction (du Cros, 2001). Without market appeal, there is no tourism, so this is a critical criterion. However accurate information on this is currently lacking in Tonga and further research needs to be done to find out which international and domestic tourists are likely to visit the sites and what experiences they seek, as well as what appeal sites have for local residents and visiting friends and relatives.

### ***b. Site robustness***

Cultural integrity or ‘robustness’, is the level of conservation required to preserve the site, balanced with its capacity to be used. This includes assessments of heritage conservation and protection needs, current risks to users of the sites and the professional advice needed to make the sites safe for use.

Heritage places with high market appeal and high to moderate robustness are ideal for tourism activity. They require minimal conservation to protect the cultural values from impact by heavy visitation. Sites with high to moderate market appeal but low robustness can be managed in ways that reduce the risk to heritage values, but often are so fragile that visits should be restricted or discouraged, or perhaps a reconstruction might be made. However these sites frequently need investment in their protection. Places with high robustness but moderate market appeal could be better marketed and promoted to encourage visitation. However sites with low robustness and low market appeal are unlikely to attract many visitors, even if well marketed (du Cros, 2001).

### ***c. Stakeholder Readiness***

Stakeholders in the Kato Alu framework for heritage tourism development include cultural communities, village organisations, government departments, aid agencies and the tourism industry (operators and visitors).

‘Stakeholder readiness can be the fatal flaw in sustainable heritage tourism development. It is easy to get started on a project but hard to keep going if stakeholders are unhappy or unequal. So, the size and the relative power of a stakeholder group amongst the development partners is an important factor. But most important of all is the willingness of Tongan villages to share their heritage with others (Tongans and non-Tongans). This will be assessed in the next phase of the project and was identified in community meetings as a critical factor in the long-term success of each project. In the next phase we will use an assessment tool produced with New Zealand migrant Pacific Islanders for cultural enterprise development.

The issues we tracked regarding stakeholder readiness were stakeholder aspirations, agreement about development direction, potential community benefits and the ability to maintain, re-construct and create knowledge based in heritage at the site. The last item is important for the involvement of youth, with elders transferring skills and knowledge and linking the significance of heritage to everyday contemporary life so that the patterns of the past continue, with updating, into the future.

### ***d. Supporting infrastructure***

The presence of supporting infrastructure and clusters of tourism-related businesses were noted. Successful tourism activities and attractions attract others to either join in, or locate at the fringe as ‘free riders’, benefitting from the presence of many visitors. Nonetheless, tourism activities are more successful if there is a ‘natural audience’ of activity clusters of local residents or a school, or church

who know of its presence and can talk about it to others and who can access it easily for social, spiritual or educational purposes.

It is also beneficial to have other tourist-related businesses clustered around the site (accommodation, food outlets). They can share each other's customers, work together to create packages of tourism experiences – cooperating but competing, yet benefitting from the critical mass of the cluster.

Access is pivotal to successful use of sites and to leverage benefits. Tourists have a time and distance budget as well as cash figures that they expect to spend. Tourists rely upon the transport system to get around since rarely do they have their own vehicles, but they need convenient access nodes such as wharves, jetties, roads, bus stations and airports, as well as signage and way-finding systems to get around, and services such as banks, grocery stores and food outlets that either fuel and extend their journeys or restrict where people can (will) travel.

An established policy and legislative framework to protect, preserve and develop the heritage sites is an essential part of the heritage tourism infrastructure. So too is the need for Tongan museums (to conserve, communicate and disseminate ancient heritage and history) and the preservation of living heritage. Several agencies are active in this area in Tonga, including the Ministry of Tourism, the Ministry of Education, Women's Affairs and Culture, the NZ MDFAT cultural product development programme, the EU funded inventory of built heritage, and the archaeological analysis by ANU for World Heritage site status for Lapaha.

***e. Costs, value for money and revenue***

The estimated cost of built features (not including time to build or specialist fees) was calculated for each site, using the plans and experiences agreed in community meetings for each site. These were used to indicate relative investments, but also to work out the value-for-money (VFM) of potential investment at each site. Value-for-money is calculated by estimated spend on construction, divided by an estimate of future carrying capacity. Note: Estimates of visitor numbers are subject to many external changes that are difficult to anticipate. Revenue potentials at the sites were also anticipated, as well as the challenges of collecting, protecting and distributing as funds that might be earned through fees, licensed access, charges for service or donations.

***f. Risk***

A risk component is included in this assessment and includes danger to human life, ecological risks - given the setting of some sites close to the coast or on eroding cliffs and human-induced risks such as construction, horticulture or farming, etc. Financial risk always exists in tourism activities since they are dependent on external, not self-generating, resources (the visitor).

## 5.0 National Heritage Site Roadmap

This section follows on from the Kato Alu Framework to categorise and prioritise the pre-selected sites (identified by the Programme Management Committee), present the feasibility analyses of each site and specify the individual Heritage site Development Plans. It concludes with high level plans for infrastructure development and linkages to other NZ MFAT tourism projects. The rationale for future site selection has been covered in Section 4, the Framework.

### 5.1 Categorise and prioritise pre-selected sites, identified by the PMC

#### 5.1.1 Categorise the sites

The current sites fall into a number of categories; natural, cultural or built heritage, and developed, partially developed or undeveloped types (see Table 4). The categories emphasise the predominant feature but several can possess natural and cultural features, and conceivably, built heritage.

A major issue in many cases is the poor state of repair and replacement of damaged structures.

**Table 4. Heritage site categories**

	Highly Developed	Developed	Partially developed	Undeveloped
<b>Natural heritage</b>			Ene'io Beach Walkway & Lookout  Li'angahuo a Maui	Hufangalupe  Lakufa'anga  Matamahina
<b>Cultural heritage</b>		Ha'amonga	Velata Fort  Lauua Lookout and Fortress	Feletoa Fort  Uoleva Island (sia heu lupe)
<b>Built heritage</b> (none in our priority list)				

None of the Tongan sites visited were **highly developed**. Highly developed sites might include staffed interpretation centres, exhibits, cafes or interactive activities such as formally booked or free guided tours, brochures, etc. An example in Tonga, although infrequently open, is the National Cultural Centre. Other examples are Te Puia in New Zealand and the Jean Marie Tjibaou Centre in New Caledonia.

The **developed sites** have some form of interpretation to explain the significance of the sites, infrastructure, such as toilets, or recent purpose-built structures. This can include signs, gateways, fencing or other amenities, as at Ha'amonga a Maui and Captain Cook's Landing Place on Tongatapu.

**Partially developed** sites in Tonga are numerous. They can have plaques on concrete pedestals, concrete or wooden viewing platforms, a small amount of signage, parking areas and perhaps fencing. Examples are Velata Fortress on Ha'apai, the Lauua Lookout and others noted above.

The **undeveloped sites** that the team visited are used for local recreation and leisure. Tour operators and locals visit for family outings and bring visiting friends and diasporan relatives (VFRs) to showcase and experience Tonga's natural beauty and culturally significant places. Because of this, they have informal tracks and roads and parking and viewing areas made barren by frequent foot and vehicle traffic.

### **5.1.2 Prioritise pre-selected sites against selection criteria**

Table 5 assesses the pre-selected sites against the selection criteria and gives them a priority ranking of 'very high, high, moderate, low, very low or none to date'. While subjective, this table offers a way to compare their relative strengths without a detailed feasibility analysis. Details of these descriptions can be found in Volume 2, Appendix 4.

#### ***High priority***

In terms of current status, Ha'amonga stands above the others because of its high heritage significance, relatively strong visitor's numbers and current suppliers at the site. It also has built infrastructure at the site, road-side car parking and toilets, fencing, etc. and high aesthetic appeal. Some preservation of the features is needed and management needs for repair, replacement and renewal are high. Current stakeholders are somewhat active. The community meeting at Nuitoua Village indicated strong interest and willingness to engage in the site's development and management in partnership with government as well as provision of programmes and services on site through the Women's Committee. At present the site is managed by the Ministry of Tourism.

#### ***Moderate to high priority***

The Ene'io Beach ranks in the moderate to high category because of current capacity for entrepreneurial activity at the site, its existing infrastructure and the need for safety along the walkway and cliff top lookout. It has a cluster of attractive tourism features which are professionally managed. Its heritage features need less preservation than other sites but safety is a high concern. The area has high amenity value and is used by locals for recreational purposes.

**Table 5. Prioritise pre-selected sites (current status)**

<b>Selection criteria</b>	<b>Heritage significance</b>	<b>Current tourism</b>	<b>Operational issues</b>	<b>Current Stakeholders</b>	<b>Priority</b>
<b>Name</b>	- Uniqueness - Importance to Tonga	- Visitors & operators - Infrastructure	- Preservation - Management	- Cultural community - Village organisations - Government	
<b>High</b>					
Ha'amonga	- Yes - High	- High - Moderate to high	- Low - High	- Moderate - Moderate - Moderate	Very High
<b>Moderate to high</b>					
Ene'io Beach Walkway and Lookout	- Yes - Moderate	- Moderate - High	- Low - Moderate	- Moderate - None to date - Moderate	Moderate to high
Hufangalupe	- No - High	- Moderate - Low to moderate	- Moderate - Moderate	- Low - None to date - None to date	Moderate to high
<b>Moderate</b>					
Liangahou a Maui	- Yes - Moderate	- Low - Moderate	- Moderate - High	- Low - Low - Low	Moderate
Lauua Lookout and Fortress	- No - Moderate	- Low - Moderate	- Moderate - High	- None to date - Low - Low	Moderate
Velata Fort	- Yes - High	- Low - Low to moderate	- Low - Moderate	- Low - Low - None to date	Moderate (Owner issue)
Lakufa'anga	- Yes - Moderate	- Low - Moderate	- Moderate - High	- Low - Low - Low	Moderate
<b>Low</b>					
Feletoa Fort	- Yes - Very high	- Low - Low to moderate	- High - None to date	- None to date - Low - None to date	Low
Matamahina	- Yes - Very high	- Low - Low	- High - None to date	- Low - None to date - None to date	Low (Owner issue)
Uoleva Island	- Yes	- Low	- High	- Low - None to date - None to date	Low (Owner issue)

Hufangalupe is also rated as moderate to high priority because, despite its lack of infrastructure, it already has an established tourism visitor and supplier base, it's important to local recreational needs and to Tonga's natural and cultural history. The maintenance of the area is directed by the Noble, Lord Ma'afu and organised by the Community Council. The community meeting at Vaini Village indicated eagerness to proceed with development of the site for economic benefit and employment. The feasibility analysis however identified issues for Hufangalupe's development which alters its priority.

### ***Moderate priority***

Lauua Lookout & Fortress, Lakufa'anga & Li'angahuo a Maui on 'Eua Island are ranked alongside the others as moderate priorities for development. They have established visitor and tour operator use (although low numbers) and have been already been supported by infrastructure investments. NZ MFAT has installed lookouts at both locations on 'Eua Island and built a road to Lakufa'anga and Li'angahuo a Maui. Tonga Forest Products has an interest in enhancing the road access to Lauua Lookout and Fortress, which would also help Lokopu Lookout. These sites are important to the local tourism industry and can be draw-cards for the island around which other businesses develop. The community meetings endorsed an island-wide approach to support these sites, with district, town and government partners in their planning, seeking out oral history and youth education through the church. Although other sites on the island might be of equivalent or higher importance, they were not given to the team to investigate.

Velata Fortress on Ha'apai, is also a moderate priority for development. Velata has an established, although small visitor base and is supported by maintenance work done at the parking area and monument by the Ha'apai Tourism Association. However, the features are inaccessible and obscured by vegetation. Few suppliers operate tours of Velata at present. The site is owned by two landowners, one of whom may have enterprise interests in the site. The community meetings, attended by the Governor's representative, other civic officials and tourism industry members, supported the idea of site development but noted land ownership issues for Velata and for Uoleva Island. The village associated with Velata is Ha'ato'u.

### ***Low priority***

Felatoa Fort on Vava'u Island of the Vava'u Group is also highly significant in heritage and cultural terms, with impressive heritage features, but these are obscured by vegetation in many cases and the site is very large. The site has few visitors at present and there are management issues in terms of lack of parking and tracks, and large items of rubbish. There has been continuous habitation within the boundaries of the fortress area. The tax allotments are owned by one person. The community meetings at the Governor's Office were supportive of improvements. Feasibility of developing the pre-selected sites, and viability of investment vs. benefits

The Matamahina viewing area adjacent to Ene'io Beach in Vava'u is low priority for development. It has informal road access but no infrastructure (platform) to permit safe viewing. The community meetings on Vava'u endorsed this development as useful for revenue and community employment. 'Eua is managed by the Ministry for the Environment.

The *sia heu lupe* (pigeon snaring mounds) on Uoleva Island are little-known heritage gems, but the island is difficult to access (by boat and on the island by foot, across rough tracks) and the need to preserve the fragile sites is very high. There is no infrastructure at the sites. One *sia* is very well preserved and robust (Sia Toluke). The most visually spectacular of the *sia* is fragile, but could be



viewed safely, aided by walkways (Sia 'Ulu Fotu). These are both within easy walking distance of existing resorts. Ownership of the sites needs to be established in consultation with Hihifo Village. They are assessed as low priority for development.

The next section assesses the feasibility, viability and benefits of development for each of the pre-selected sites.

## **5.2 Feasibility of developing the pre-selected sites, and viability of investment vs. benefits**

The future feasibility of the pre-selected sites was assessed against the criteria of:

- Market appeal
- Site robustness
- Stakeholder readiness
- Supporting infrastructure
- Cost and value of investment
- Risk

The Terms of Reference also asked for assessments of viability of investment versus benefits. This is included later in Section 5.2.

Information on each criterion was extracted from three sources:

- The site assessment checklist (see Volume 2, Appendix 5 for details of the assessment for each site)
- The community meetings held in each island group (see Volume 2, Appendix 6 for a list of community meetings, dates and attendees)
- Meetings with several Nobles, Members of Parliament, government officials and NGOs (see Volume 2, Appendix 7 for a list of meetings, dates and attendees)

Specific assessments of site feasibilities against the criteria of market appeal, robustness and stakeholder readiness are available in Volume 2, Appendix 8.

### **5.2.1 Market Appeal and Robustness**

A rough guide for site suitability to tourism can be given by mapping the sites against the criterion of market appeal and robustness – see Figure 3.

This shows that: Ha'amonga, Ene'io Beach and Hufangalupe are most suited to tourism because they have moderate to high market appeal and moderate robustness. However, Velata Fortress and

Lauua Lookout & Fortress have moderate robustness and moderate market appeal, and better marketing would encourage visitation to these sites. Hufangalupe, Feletoa Fortress and Lakufa’anga & Li’angahuo a Maui can be used successfully for tourism since they have moderate to high tourism appeal and low to medium robustness but they have to be carefully managed because of issues of fragility and/or risk to life. Uoleva and the Matamahina have moderate to low market appeal because of inaccessibility and are unlikely to attract many visitors, even if well marketed; however they are moderately robust and have high cultural significance.

**Figure 3. Site suitability for tourism – market appeal versus robustness**

<b>Site Robustness</b>	High			
	Moderate	Uoleva Island Matamahina	Velata Fortress Lauua Lookout and Fortress	Ha’amonga Ene’io Beach Walkway / Lookout
	Low		Feletoa Fortress Lakufa’anga and Li’angahuo a Maui	Hufangalupe
		Low	Moderate	High
		<b>Market Appeal</b>		

### 5.2.2 Stakeholder readiness, supporting infrastructure and risk

Table 6 summarises the feasibility for each site in terms of the criteria of market appeal, robustness, stakeholder readiness, supporting infrastructure, value for money and risk.

**Table 6. Stakeholder readiness, supporting infrastructure and risk**

	Stakeholder readiness	Supporting infrastructure	Risk
Ha'amonga	Village - moderate Operators – high Gov't - high	Houses, schools, churches. Guest house. Good road.	Roadside safety. Stakeholder views. Site management.
Ene'io Beach	Village – low Operators – high Gov't – not yet	Adjacent cluster of tourism facilities. Formed road.	Moderate risk to human safety.
Li'angahuo a Maui	Village - high Operators – high Gov't – not yet	None	Vehicle access. Some physical risk. Site management.
Lauua Lookout and Fortress	Village – moderate Operators – high Tonga Forest Products / Gov't - high	No infrastructure. Informal forestry road. Foot access.	Low risk, access via forestry road. Distant. Site management.
Velata Fortress	Village – high Operators – high Gov't – moderate	Tourism Visitor Bureau, Pangai	Low risk
Hufangalupe	Village – high Operators – high Gov't – not yet	No village or tourism facilities. Formed road to site edge.	High risk to human safety. Distant from customers. Site Management.
Lakufa'anga	Village - high Operators – high Gov't – not yet	No infrastructure in the near vicinity. Vehicle access.	High risk to human safety. Vehicle access. Distant
Feletoa	Village – low Operators – low Gov't – not yet	Village infrastructure and school. No tourism facilities. Formed road.	Rubbish. Site management.
Matamahina	Village – low Operators – low Gov't – not yet	Adjacent tourism business	Cliff safety. Site management.
Uoleva Island	Village – low Operators – moderate Gov't – not yet	Adjacent cluster of tourism businesses. Boat and foot access.	Boat access only. Land ownership. Site management.

### 5.2.3 Value per visitor for capital invested

Table 7 shows an indicative value per visitor for capital invested (VPV), defined as cost of improvements divided by estimated visitor numbers at two levels (current site capacity and future potentials), and indicative estimates for the cost of built improvements (not operating costs or professional fees). Figures for Ene'io Beach & Matamahina, Lakufa'anga & Li'angahuo a Maui are shown separately, as well as combined, for decision-making purposes.

The total of estimated improvements for built structures for the priority sites is \$1,105,150 NZD (excluding professional fees for such as design, engineering survey, etc.).

Enhancements to Ene'io Beach, Ha'amonga at \$4.32 and \$4.93 are the best value invested per visitor because these are enhancements to existing clusters of tourism activity. The third area, Li'angahuo a Maui, which has low potential visitor numbers, is a relatively small capital investment.

The developmental projects at Hufangalupe, Lakufa'anga, Matamahina cluster between \$37.30 to \$43.40. These require substantial infrastructure investment to make them ready for tourism use.

Feletoa, at \$63.62 is a development project dispersed across a wide area, as are the developments at Velata at \$92.97 so actually, have widespread benefits. The figures for Lauua Fortress at the existing Lookout are costly because travel distance and the controlled forest park road limit the amount of visits possible. The *sia heu lupe* on Uoleva Island are the most capital intensive per visitor because of boat access issues.

**Table 7. Estimates of value per visitor for capital invested**

Project:	Current carrying capacity	Future capacity (50% incr.)	Estimated cost of improvements (built only)	VPV at current level of visitors	VPV at future level (50% incr.)
Enhance Ha'amonga	20,000	30,000	\$129,700	\$6.49	\$4.32
Enhance Ene'io Beach	8,000	12,000	\$59,100	\$7.39	\$4.93
Enhance Li'angahuo a Maui	1,500	2,250	\$24,500	\$16.33	\$10.89
Enhance Lauua Lookout	1,000	1,500	\$116,300	\$116.30	\$77.53
Enhance Velata Fortress	1,000	1,500	\$139,450	\$139.45	\$92.97
Develop Hufangalupe	3,000	4,500	\$167,850	\$55.95	\$37.30
Develop Lakufa'anga	2,000	3,000	\$119,650	\$59.83	\$39.88
Develop Feletoa	1,500	2,250	\$143,150	\$95.43	\$63.62
Develop Matamahina	1,000	1,500	\$65,100	\$65.10	\$43.40
Develop Uoleva Island	350	525	\$140,350	\$401.00	\$267.33
TOTAL	39,350	59,025	1,105,150		

The rate of return on capital is also a pertinent consideration. We estimate that the duration of use of facilities installed at these sites would be about 10 years. Assuming a reasonable rate of return on capital of 5% p.a., the site investments would be viable up to a figure of \$100 (i.e. \$5 per year of use for each visitor). However, accepting that the facilities may last only 10 years a lower threshold may be desirable.

Visitor numbers used are estimates only because no records are kept of current numbers at the sites or in the visitor exit surveys. Several visits were made by the project team to the sites on Tongatapu, allowing us to observe visitor numbers and profiles. These are noted in the site checklists.

In all cases, the site capacities and current amenities are not maximised – and visitation could be radically improved by adding interpretive signage, adequate repair and replacement of damaged facilities, fences etc., and with regular maintenance and guiding by on-site staff.

It is a matter of concern that the VPV figures indicate a reasonable justification for investment on Tongatapu, 'Eua and Vava'u but not on Ha'apai. Ha'apai is difficult to justify purely on the VPV

but that island group is the one most in need of improved visitor attractions. This aspect needs to be kept in mind by the Tongan authorities when making a decision on what projects should be advocated to NZ MFAT. So, given the current volatility of the Tongan economy and declining tourism numbers, we consider that the maximum estimates of current carrying capacity at the sites are a realistic starting point for improved facilities. However, should economic circumstances change, then a conservative estimate of 50% increase on the current maximum base might be sensible as an upper end.

### **5.2.5 Viability of investment vs. benefits**

Table 8 estimates the tentative profitability at each site, based on an estimate of annual income and cost of on-going operations.

The wider estimated total for buildings and facilities (excluding professional fees) for these developments is \$1,105,000, which if were all developed, should bring an estimated total of up to 76,000 visitors, as a result of the multi-pronged approach being taken by NZ MFAT in their TTSP programme to assist Tonga at a community level.

It is essential however, to ensure that these investments are accompanied by improved marketing, well-scheduled flights, clear destination differentiation for Tonga as against other Pacific island groups and well maintained roads and beach landing places to access the sites. Greatly improved signage and a way-finding programme at each island are also essential.

Perceptions of the individual site experience will be affected by the experiences along the way. For instance, civic amenities such as roads, waste management, and activities such as removal of abandoned buildings are needed to improve the journey to the sites. Visitors are particularly affected by whether the signage and way-finding helps or hinders their locating the destination.

Appendix 10 in Volume 2 details the operating costs and possible revenue (highly speculative) and capital costs for each site.

### ***Viability***

Viability of investment should take account of the start-up construction and on-going operating requirements, as well as the direct and indirect benefits of the activity. Given that decisions have not been made with the landowners, communities concerned or TVB about how the sites would be managed or by whom, it is difficult, or indeed impossible, to develop charging regimes and operating costs with any accuracy. Work on actual viability will require more discussion with communities and entrepreneurs at each site than was possible in the number of fieldwork days available to the team. This will be addressed in the next phase of work, developmental planning.

In the team's judgement, revenue potentials are low compared to the costs of operating the developed sites. It is unlikely that any of these sites could be run on a fully commercial basis, with the exception of Ene'io Beach, a successful diversified business where owner commitment and tourism play an important part.

Section 4.3 discusses the need for partnerships to operate the sites as 'designated heritage areas' governed and managed by a four-way structure of owners, social communities (nobles, village councils, youth or women's groups), administrative offices (village/ district) and central government agencies such as TVB. The partnerships might be accompanied by micro-financing and training for registered businesses and micro entrepreneurs.

Detailing profitability is highly suspect at this stage of development because there are so many unknowns but it is possible, although not fully reliable, to do some indicative analysis. The tentative profitability at each site is offered in Table 8, ranked in smallest to largest deficits. Given that these are undeveloped heritage sites (cultural and natural), profitability is likely to take some time to establish.

The key issue for all sites is how can the establishment phases, which in many cases might take some years to reach, if ever, be funded. There are several options, including government grants, entrepreneurial investment, community and VFR fund raising, licensing and parking fees. Whatever means are chosen, the sources must be reliable and funds must be kept secure, used for the purpose collected and accounted for.

**Table 8. Tentative profitability**

	Possible Revenue	Estimated on-going operations	Profit/Loss	Annual funding
Ha'amonga	\$134,500	\$127,000	\$7,500	0
Ene'io Beach	\$35,000	\$38,000	-\$3,000	\$3,000
Lauua Lookout & Fortress	\$3,600	\$29,000	-\$25,400	\$25,400
Matamahina	\$6,750	\$34,000	-\$27,250	\$27,250
Uoleva sia heu lupe	\$1,400	\$33,000	-\$31,600	\$31,600
Lakufa'anga and Li'angahuo a Maui	\$14,558	\$74,000	-\$59,443	\$59,443
Feletoa fortress	\$8,075	\$102,000	-\$93,925	\$93,925
Velata Fortress	\$6,200	\$102,000	-\$95,800	\$95,800
Hufangalupe	\$24,625	\$152,000	-\$127,375	\$127,375

Charging access fees is often seen as a solution, but regimes where no charge has been made before are doomed to failure unless the product is perceived as new, highly imaginative, good quality with innovative experiences, yet grounded in traditions – 'living heritage'. Yet in tourism, supply can create demand.

Table 8 suggests that at Ha'amonga, given the high visitor numbers projected, it may be possible to generate close to break-even revenues from gate donations (more easily accepted at heritage sites such as museums, for example where no prior charging has been in place and the site is currently free), parking fee, market stall rentals for sites, guiding services and performance. In-site refreshments could be offered by stall-holders rather than through built infrastructure and meals offered at existing accommodation and lodges. When site revenues are proven, then this might become another stage of development.

Volume 2, Appendix 9 identifies the requirement for viability at each site and the potential benefits to community and others for each of the sites.

### 5.2.6 Benefits from heritage tourism

The benefits will vary for each of the sites, depending upon the scale of investment made and scope of works undertaken as well as the constraints for each situation. Benefits are both direct and indirect.

Overall benefits which should result at each site are:

Social benefits	<ul style="list-style-type: none"> <li>• Create contemporary interpretive connections in traditions and customs</li> <li>• Record oral histories</li> <li>• Develop and sustain culturally meaningful experiences</li> <li>• Enhance social cohesion</li> <li>• Create connections between the generations (youth, middle years, elderly)</li> <li>• Provide opportunities for migrant families to connect with each other</li> <li>• Train people in food, personal and public health, hygiene, cleanliness, clean water, safe food preparation, and other life skills</li> <li>• Expand the range of recreational activities and experiences available</li> <li>• Train people in the customer service, minimum quality standards, safety and security, interpersonal skills, etc. needed for an effective industry</li> <li>• Provide a reason to expand available civic facilities and services (security, doctors, dentists, accommodation)</li> </ul>
Economic benefits	<ul style="list-style-type: none"> <li>• Create jobs for local people</li> <li>• Train local community members in technical and managerial skills</li> <li>• Develop livelihoods based in tourism (and hospitality)</li> <li>• Enhance the market appeal of cultural and natural heritage sites</li> <li>• Increase the numbers of existing visitors and users (locals, domestic Tongan tourists, visiting friends and relatives[VFR] as well as international)</li> <li>• Train people to develop and manage micro-enterprises – book keeping, cash handling, security, put money aside to repair/renew/ replace</li> <li>• Encourage added infrastructure improvement such as roads that benefit farmers and residents for increased access to tax allotments etc.</li> <li>• Provide a focal point for clusters of enterprise (community and/or commercial goals)</li> <li>• Improve micro-enterprise, entrepreneurial (commercial) and social enterprise income</li> </ul>

Environmental benefits	<ul style="list-style-type: none"> <li>• Protect wildlife and rare plants</li> <li>• Remove invasive species and re-generate with Tongan indigenous plants</li> <li>• Increase knowledge and awareness of biodiversity</li> <li>• Clean water provided for public and residents</li> <li>• Install solar power, a sustainable technology</li> <li>• Increase knowledge of heritage foods and natural medicines</li> <li>• Provide local produce (markets, meals)</li> </ul>
Political benefits	<ul style="list-style-type: none"> <li>• Develop legislation to protect tangible cultural heritage, preserve intangible heritage such as language and traditions</li> <li>• Address social issues in each electorate, such as employment, youth education</li> <li>• Nobles direct social cohesion and heritage preservation strategies</li> <li>• Develop education and training programmes at USP that increase literacy</li> </ul>

The next sections provide individual site development plans, including the rationale for feasibility assessments, visuals for each site, a site plan of recommended improvements, a summary of the experiences anticipated for the future design and recommended developmental phasing.



## 5.4 Individual Heritage Site Development Plans

### 5.4.1 Project – Enhance Ha’amonga, Tongatapu Island (see Volume 2, Appendix 5.1)

Ha’amonga, located in the northeast of Tongatapu island, has high cultural heritage significance because of its unique monumental architecture, portrayal of the early history of Tonga and links to Mu’a the ancient capital near Lapaha. Its market appeal is high for all types of tourist and local visitors because of high aesthetic appeal and easy access from Nuku’alofa on well-paved roads. The site has moderate robustness. Heritage features need to be preserved, especially in the currently overgrown house platforms and langi. The grassed surfaces around the monuments allow easy viewing and clearing the ‘sight lines’ of the ‘watch’ on the Trilithon will extend the experiences at the site.

Stakeholder interest from the village of Niutoua is high, as is interest from micro-and small enterprises. Current activities on the site include sales tables, informal visits, guided tours and drive-by photographic stops. Toilets and a shelter have been built on the site and require upgrades. Water and power reticulation are present. The site is embedded in the local community with the primary school and churches across the road and Niutoua Village nearby. A guest house is a few minutes way but there are no local eateries. Transport to the site is by private or tour vehicle.

Proposed built cost for design and enhancements to signage, parking, and walkways is \$129,100 NZD but the value per visitor is perhaps \$8.00 per head. There is risk of damage to the site with increased visitor numbers and roadside safety issues if car parking is not provided. At the time of visit there were conflicting views between Village and governing managers regarding the current operation and future development at the site. There is good revenue potential at the site.

#### ***Potential experiences***

1. New car parking and entrance orientation and sales kiosk (eastern side)
2. Enhanced onsite circulation
3. View Ha’amonga a Maui (Gateway)
4. View and walk the sightlines from Uasi la’aa (the ‘watch’) to the coast
5. Tour the ancient Paepae
6. Medicinal plants walk to coast through forest
7. Walk along coastal walk
8. Tour the Langi Heketa
9. Visit Makafakinainga
10. Enhanced village activities on site: market stalls for crafts of Nuioua Village, local specialty foods, seasonal produce, wild fruits, medicinal plants, performance (school), tour guiding

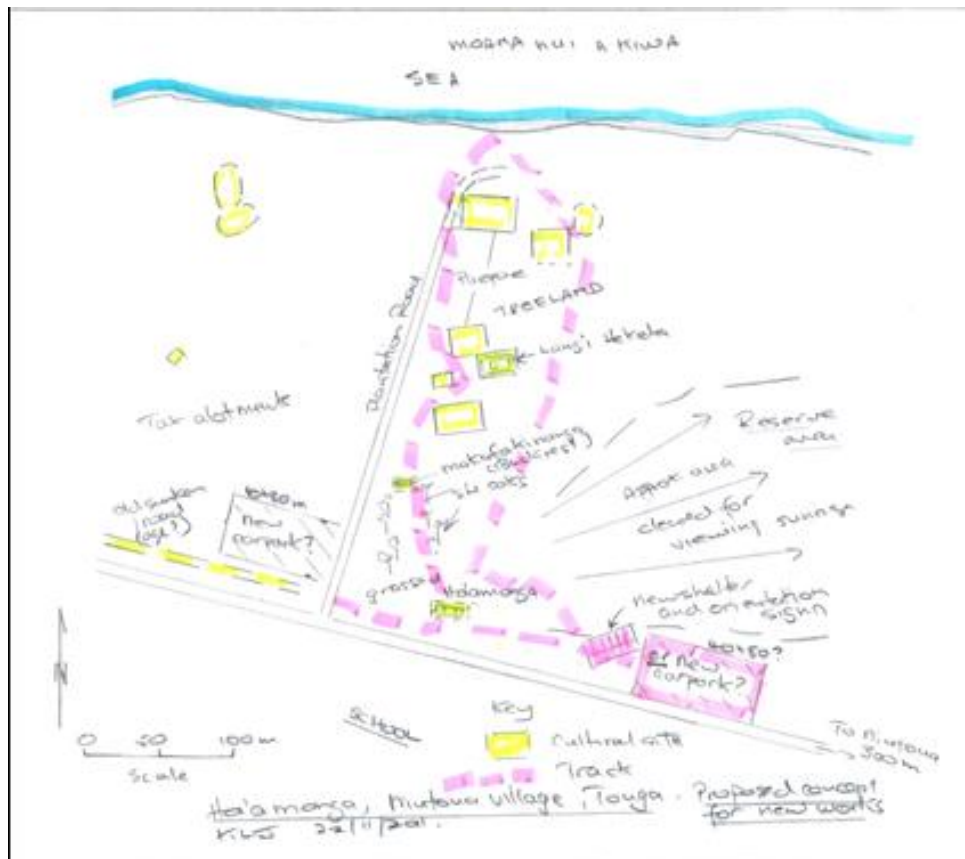
#### ***Developmental phasing***

- Stage 1 Forest & site management plan. Extend reserve land for car park.
- Stage 2 Car park, entrance, upgrade facilities, way-finding, interpretation, oral history.
- Stage 3 Pathways to paepae, forest walk and the coast.

Figure 6. Ha'amonga a Maui (Trilithon) view from the road



Figure 7. Site plan of recommended improvements to Ha'amonga a Maui



### 5.4.2 Project – Enhance Ene’io Beach & develop the Matamahina, Vava’u (see Appendices 5.2)

These two sites are described together since the Matamahina is adjacent to Eneio Beach. The site is primarily a natural heritage attraction, but has cultural associations with a coral slab quarry and the Matamahina (moon rise) ritual. A walkway and lookout is proposed as an addition to the cluster of tourism and recreational activities offered by Eneio enterprises, at Eneio Beach which include a botanical gardens, visitor centre and picnic facilities, as well as coral slab quarries on the beach. Market appeal is moderate, primarily local residents and some tourist and cruise ship visitors. Tourism is subject to seasonal yacht visits to Vava’u and low numbers arrive by air. There is potential however to attract more yachts and cruise ship visitors. Robustness is moderate because of steep slopes and watercourse erosion. Physical safety is an issue along the walkway and lookout cliff edges which are currently leased from the government, but maintained by Ene’io Gardens.

The Matamahina phenomenon is said to be viewed from a low coastal cliff, accessed by an informal road by local residents. The area is 1 km from the Eneio Beach Botanical Gardens and 3km from the supporting village of Tu’anekeviale. Matamahina is not currently managed but could be supported by the Ene’io Gardens staff.

Revenue potentials at both sites are limited by air access to the island group, but yachts and cruise ships might provide a tourist market, but vehicles would be needed to reach the site. An investment of \$59,100 NZD is recommended for Ene’io Beach and \$65,100 NZD for the Matamahina.

#### ***Potential experiences***

##### **Ene’io Beach lookout & walkway**

1. View Botanical gardens
2. View Coral quarry
3. Use toilets, serviced by water tower
4. New garden steps
5. Upgrade Walkway
6. Upgrade barriers at Lookout

##### **The Matamahina**

7. Forest walk or drive to coast
8. Observe at viewing platform
9. Night & day guided tours

#### ***Developmental phasing***

Stage 1: Ene’io Beach walkway/lookout

Improve track safety; install walkways, platforms, barriers and new road. Add water tanks and toilets. Develop and install interpretation signage. Guide training. Print brochure and map.

Stage 2: Matamahina

Upgrade access road; install drainage for wet patches of road. Guide training. Brochure, map. Install walkways, platforms, barriers. Develop and install interpretation signage. Develop brochure, map. Install waste removal system. Plan alongside the Ene’io Walkway as one site.

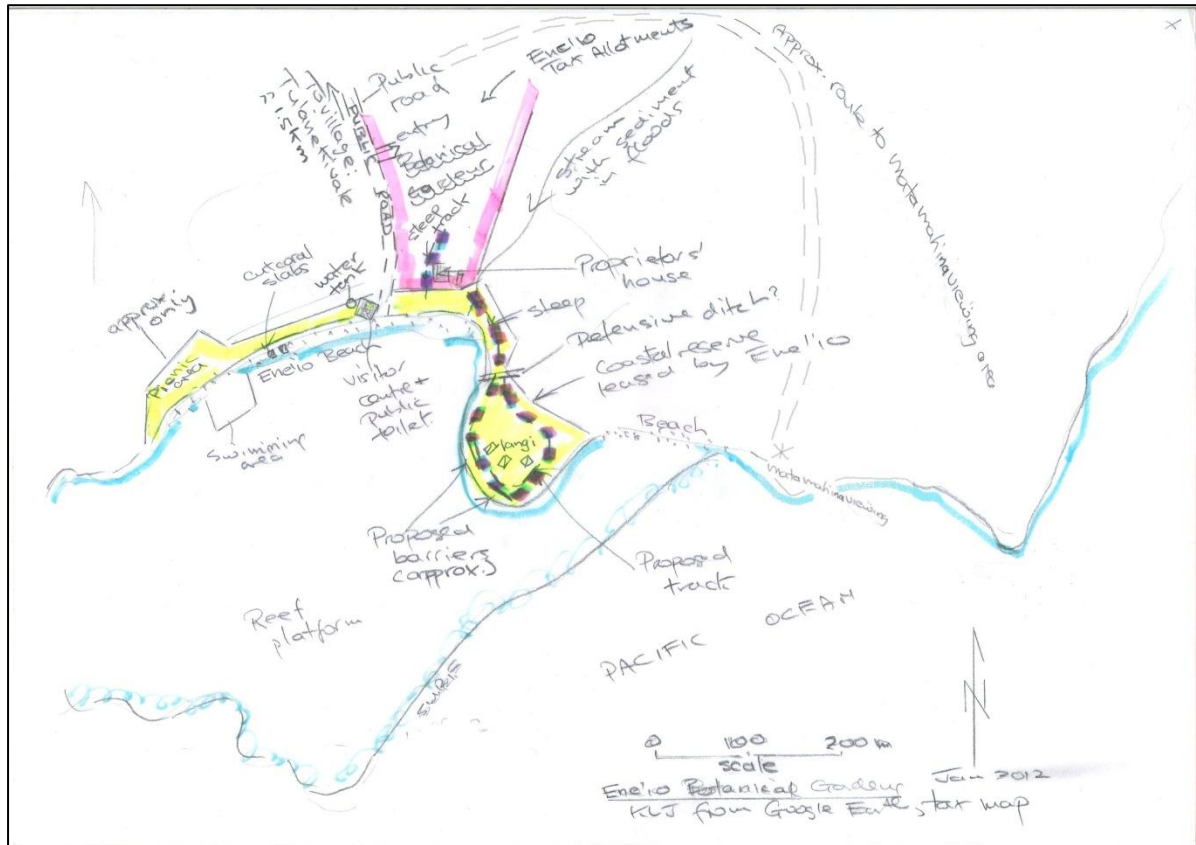
**Figure 8. Eneio Beach walk to lookout on headland**



**Figure 9. The Matamahina viewing area**



Figure 10. Site plan of recommended improvements to Ene'io Beach Lookout and the Matamahina



### **5.4.3 Project – Enhance Li’angahuo a Maui & Develop Lakufa’anga, 'Eua (see Volume 2, Appendix 5.3)**

Li’angahuo a Maui is a rock archway that can be viewed from a wooden NZ MFAT platform. It has high cultural associations with the legends of the hero Maui. Visitation is dependent on vehicle access since the site is 10 km from the main settlements of ‘Eua. Visitor appeal would be moderate to high relative to visitor (domestic and international) numbers to the island.

Lakufa'anga on Eua Island is a spectacular natural site that has important cultural associations with the legend of a grieving family who turned into turtles after throwing themselves into the sea. Turtles can be viewed here, as can the 50m high cliffs and other rock features.

The estimated cost of built structures for both sites for safe viewing and walkways is \$90,000 NZD. The value for money invested per visitor, if the site were developed, is a possible \$40 per person for Lakufa'anga and \$7 per person for Li’angahuo a Maui to develop the walkway and restrict access to the archway itself. There is some revenue potential at the site although tourist numbers will be low because of limited inbound air capacity to the island and distance from island accommodation infrastructure.

Even if developed, there is a high risk to human safety and numbers of visits to the site should be restricted and guided only. This will limit revenue potentials at the site. A small horticultural enterprise which gives garden tours is located at the entrance to the area. Stakeholder interest is high for the eco-tourism operators, whose livelihood depends on accessing this area, and village interest (whole island interest) is also good, but they questioned whether investment should be made so far from town. Government interest is moderate because of the safety issues at the platform where the nuts have been removed from the bolts that hold the platform together.

#### ***Potential experiences***

1. Scenic drive from ‘Eua villages
2. Visit subsistence horticulture garden
3. Drive to car park/ orientation area
4. Walk to ‘Rock Garden’ through landforms to the coast
5. Lookout over cliff
6. Maintain 'throw the fa' ritual
7. View turtles
8. Walk along cliff top route and forest to Li’angahuo a Maui Lookout platform  
(Do not visit natural archway cliff top unless guided.)
9. Return to vehicle along cliff top

#### ***Developmental phasing***

- Stage 1 Car park, gate & stile. Signage. Enhance forest walk to Li’angahuo Lookout.  
Block access across land bridge. Guide map.
- Stage 2 Develop Rock Garden path. Install cliff top platform. Develop cliff walk.  
Guide map, interpretation.

**Figure 11. Liangahou a Maui , view from the lookout**



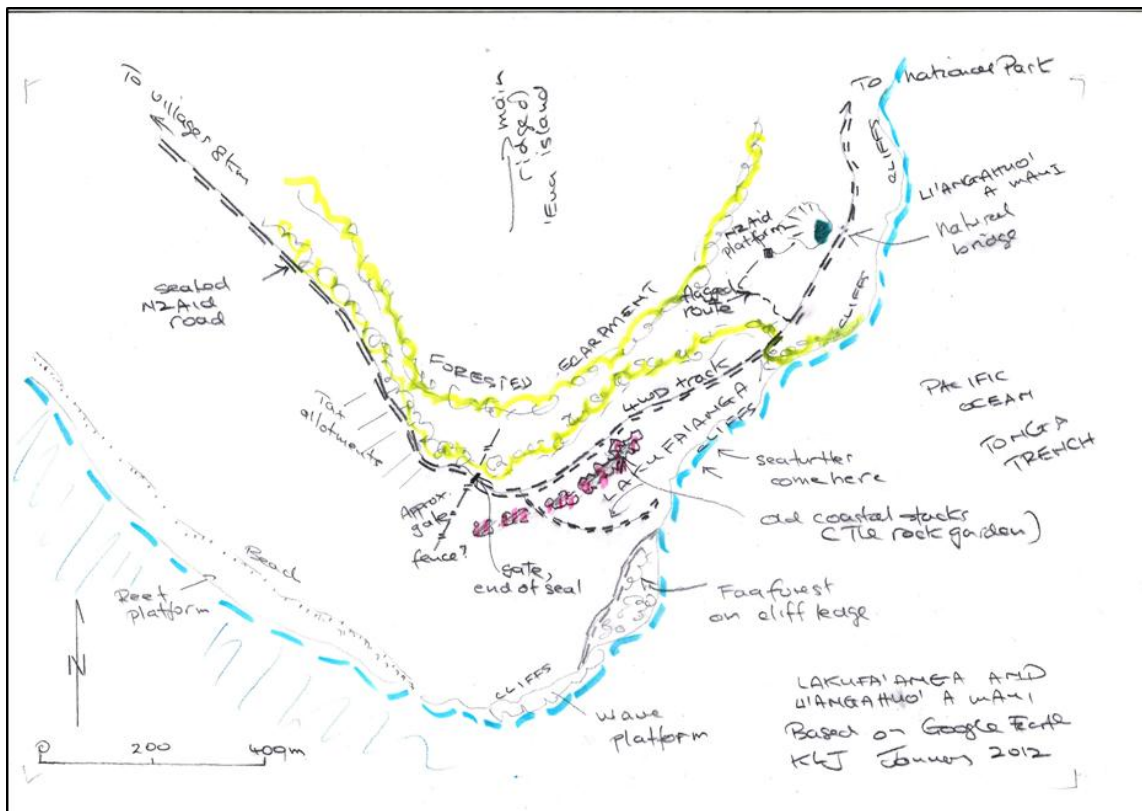
**Figure 12. Lakufa'anga, view from the 'Rock Garden'**



Figure 13. Throwing the Fa' flowers and fruit



Figure 14. Site plan of recommended improvements to Li'angahua a Maui & Lakufa'anga





#### **5.4.4 Project - Enhance Lauua Lookout and Fortress, 'Eua Island (see Volume 2, Appendix 5.4)**

The Lauua lookout and fortress, located on 'Eua Island, is of moderate natural and cultural heritage significance. It overlooks remarkable cliff and beach formations rimmed by upright coral slabs. The site investigation revealed that the site had at some stage in the past been fortified. It is protected by a ditch and bank and natural coral slabs at the cliff edge. Anecdotally, it might be associated with storage of arms used in the battle for Velata on Ha'apai.

Market appeal is low because of difficult access and the relatively low numbers of residents and visitors on 'Eua. This will improve now the airport has been opened. There is little revenue potential at the site. The robustness of the site is moderate because the current access, traverses (and damages) the ancient ditch and bank. Human safety at the substantial wooden lookout platform installed by NZ MFAT has been endangered by removal of nuts for the supporting bolts.

The site is located in the National Park and accessed either on foot or by vehicle, across Tonga Forest Products (TFP) land on unformed roads used by forestry vehicles. Access is currently restricted because of safety concerns. TFP are interested in maintaining the sites and the roads on a fee paying basis. There is no other infrastructure at the site, but a second lookout and small cave are located to the north, 20 minutes' walk away (Lokupu Lookout and Rat Cave).

Stakeholder interest is high for the eco-tourism operators whose livelihood depends on accessing this area, and village interest (whole island interest) is also good. Government interest is also high.

An investment of \$20,000 NZD is recommended. The platform needs engineering survey; if it were to be allowed to weaken there would be a high risk to human life.

#### ***Potential experiences Lauua Lookout***

1. Forest access (drive, walk, ride on horseback, mountain bike or 4x4)
2. First fortification
3. View forest
4. Second fortification
5. Fort circuit
6. Lauua Lookout
7. View parrots
8. Walk to Lokupo
9. Lokupo Lookout

#### ***Developmental phasing Lauua Lookout***

Stage 1 Car park at track. Build track, steps. Signage. Guide map. Rubbish collection.  
Track to Lokupo and install barriers at cliff top.  
Guide map, interpretation signs.

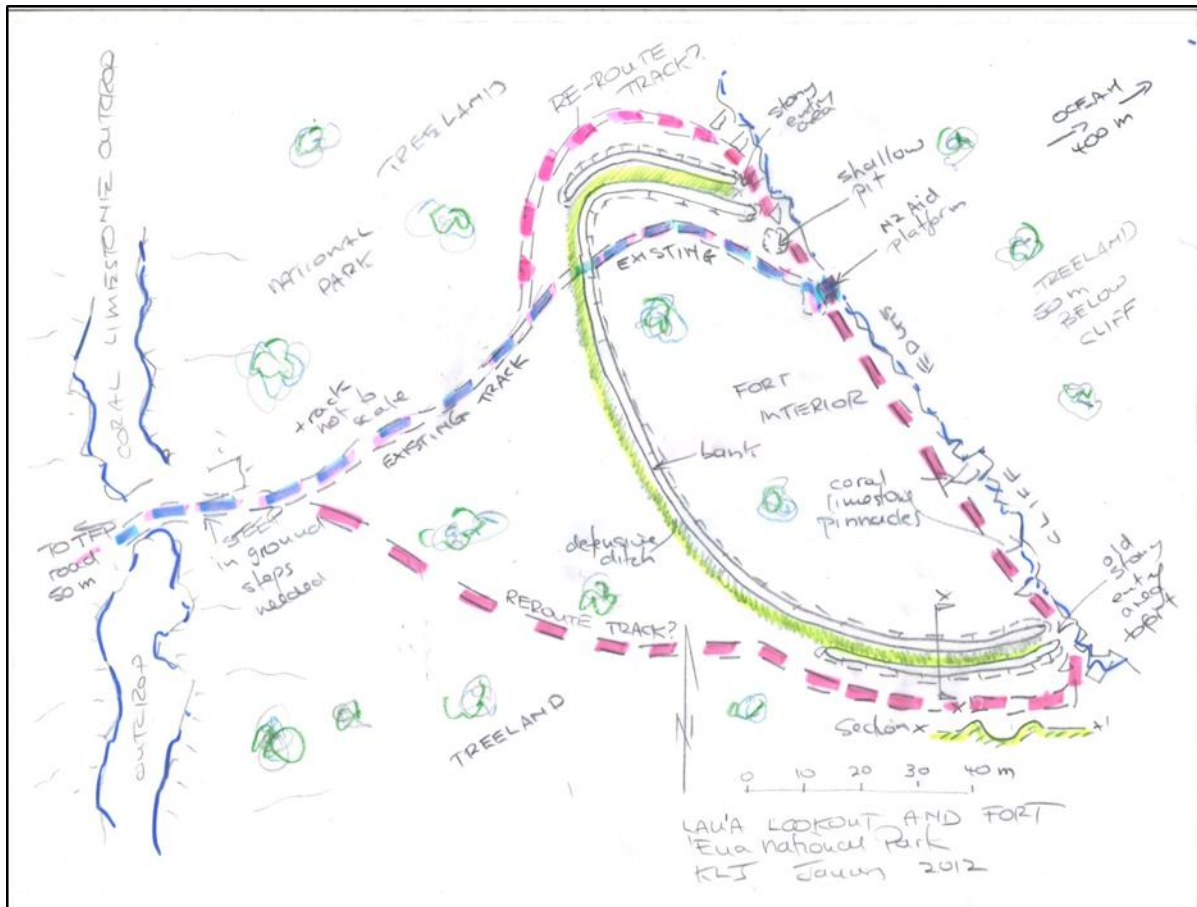
**Figure 15. Lauua Lookout**



**Figure 16. Fortress ditch & bank**



Figure 17. Site plan of recommended improvements to Lauaa Lookout and Fortress



#### 5.4.5 Project –Enhance Velata Fortress, Lifuka Is, Ha’apai (see Volume 2, Appendix 5.5)

Velata Fort is located close to the town of Pangai on Lifuka Island in the Ha’apai Group; its supporting village perhaps is Hu’o otu. Velata Fort has high heritage significance and can be easily accessed by road. The majority of the features are obscured by vegetation but two areas, the mound (possibly a *sia*) and a section of the ditch and bank, skirted by a curving ancient road, could be developed.

Its market appeal is currently low to moderate, as is the site’s robustness. Revenue potential at the site would be moderate and dependant on increased visitors to the island. Velata is easily accessed by road on bicycle, on foot or in a vehicle.

Stakeholder interest in its development is high, both at village and government levels (district and Governor). The Ha’apai Tourism Association has built parking, installed signage and maintains a small monument at the site entrance. At present tourism activities at the site are low and mainly residential and horticultural. However, landowners may have an interest in tourism enterprise development.

There is an adjacent cluster of civic amenities, accommodation, attractions, historic buildings and natural history tourism. A conservation plan needs to be prepared.

We recommend an investment of \$139,450 NZD and an additional \$4,000 NZD be spent on interpretative drawings (showing the fort as it was) to be used in general TVB and Ha’apai tourism promotion.

#### ***Potential experiences***

1. Velata battle walking tour of Pangai.

#### **South side of Velata**

2. Walk to ditch and bank
3. Climb *sia* mound
4. Taste forest foods

#### **North side of Velata**

4. Walk or drive ancient road to the coastal quarry and village
5. Climb steps and walkway over ditch and bank
6. Fortress entrance

#### ***Development phasing***

Stage 1 Tracks and steps on South side. Guide map, interpretation.

Stage 2 Tracks and steps to North side. New car park. Guide map, signage.

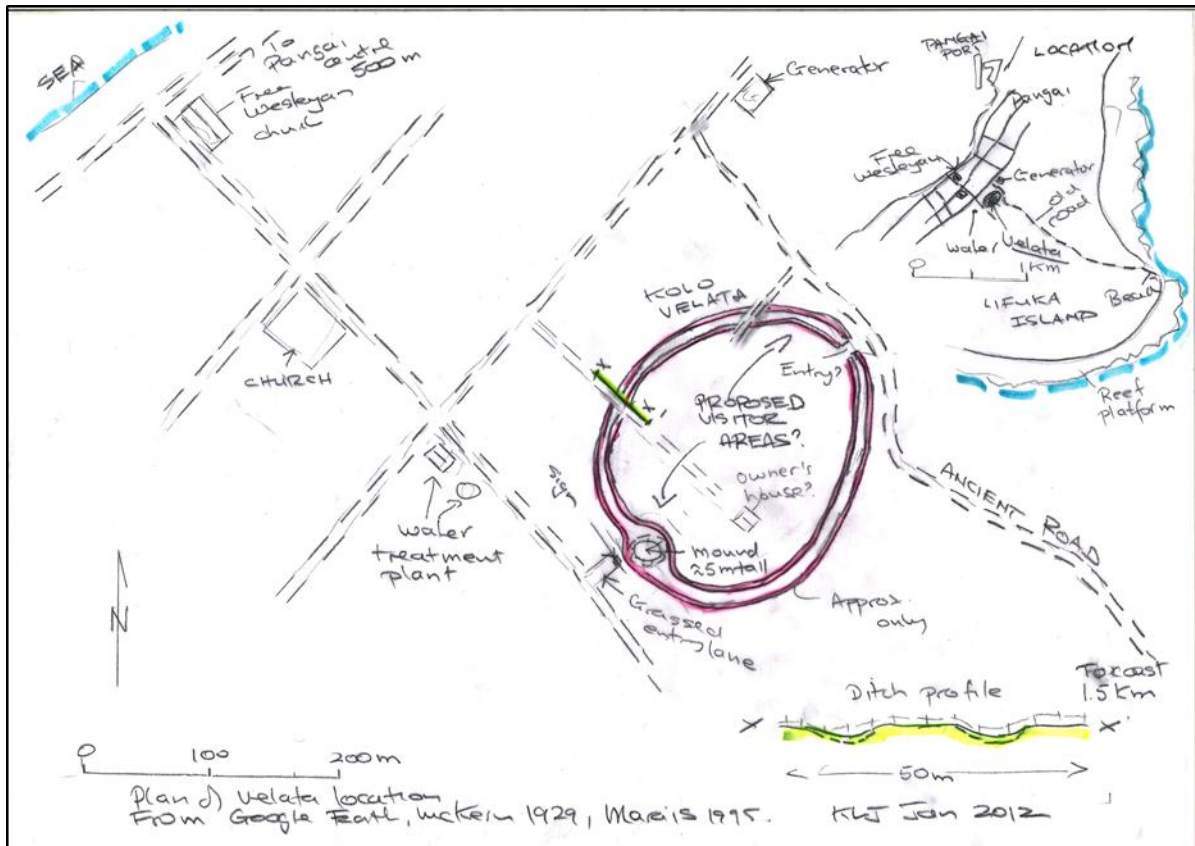
**Figure 18. South side car park and sign**



**Figure 19. North side road and bank**



Figure 20. Site plan of recommended improvements to Velata Fortress



#### 5.4.6 Project – Develop Hufangalupe, Tongatapu (see Volume 2, Appendix 5.6)

Hufangalupe, located in the south-east of Tongatapu Island, has high natural heritage significance to Tonga because of its geological features and rich birdlife. It has moderate robustness because of crumbling cliff edges and needs safety measures to protect visitors from falls and the strong trade winds.

The site has high market appeal, currently being used by all categories of visitor. Stakeholder interest in its development is high from the village and tourism operators, but the Government has not yet engaged in its operation or development. Activities at Hufangalupe are primarily informal and are low levels of use. However, if developed, it has high development potential and may attract other enterprises to cluster around it.

There is no supporting infrastructure (power, water, waste processing, parking, shelter) and its supporting village, Vaini, is 10 minutes' drive away along a formed but unsealed road through subsistence horticulture allotments with no habitation, which gives the impression of being remote.

The estimated cost of built structures on the site for safe viewing and walkways is \$167,850 NZD. The value for money invested per visitor, if the site were developed, is a possible \$60 per person. Even if developed, there is a high risk to human safety and numbers of visits to the site should be restricted and guided only. Guiding will limit revenue potential at the site but is an essential safety measure.

#### ***Potential experiences***

1. Car park, orientation and sales kiosk. Book guided tour.
2. View beach from platform (#1)
3. Tour the Sink hole circuit
4. Observe cliff top views from platforms (#2 and #3)
5. Cliff top walkways
6. Walk along cliffs and experience the birds flying around visitors' heads
7. Descend and climb steps down to beach
8. Walk along and picnic on the beach.
9. View Flying foxes
10. Kiosk services

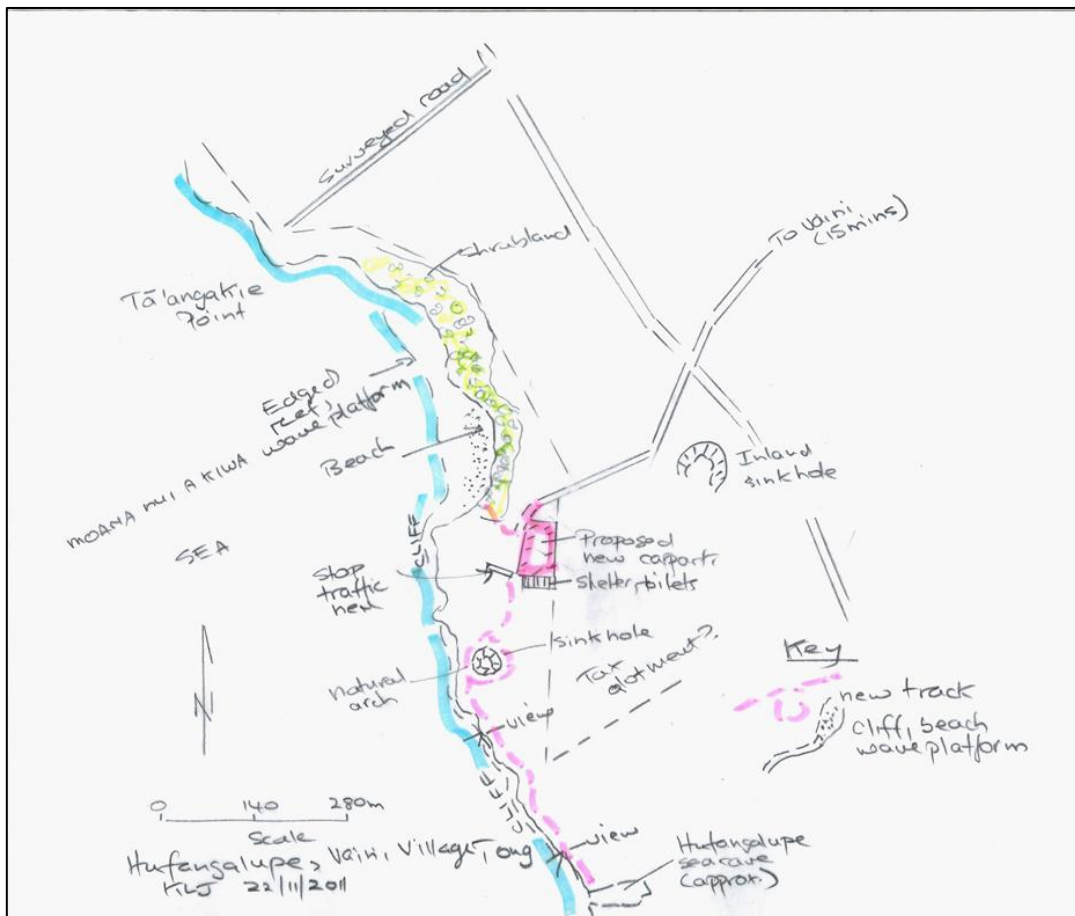
#### ***Developmental phasing***

- Stage 1 Upgrade road and develop car park. Install orientation signage. Install walkways and sinkhole barriers. Install Platform # 1. Develop guide map and interpretation signs.
- Stage 2 Install Kiosk. Install Platforms # 2 and # 3. Extend loop walks. Install steps to sandy beach. Develop new guide maps and interpretation. Guide training.

Figure 21. Cliff top view of Hufangalupe



Figure 22. Site plan of recommended improvements to Hufangalupe





#### 5.4.7 Project – Develop Feletoa Fortress, Vava’u (see Volume 2, Appendix 5.7)

Feletoa Fort on Vava’u Island of the Vava’u Group is of high cultural heritage significance because of battles fought there, the *langi* of named significant figures and many years of continuous life in Feletoa Village, located in the fortress.

The market appeal for the site would be low to moderate, primarily of Tongan domestic tourist interest. Yachting visitors to Vava’u congregate around the harbour, but air-borne tourist numbers are low. There is potential however for cruise tourism and sampling of several significant features around the wider site area. Its robustness is moderate as the features of the fortress are altered by day-to-day activities of local residents. Residential, horticultural and tourism may conflict if the site is developed extensively. It covers about 15 ha and has potential for walking tours (guided and unguided).

A great deal of rubbish and vegetation clean-up is required. At present the level of interest in its development seems low to moderate for the village, the landowner and the Government. There are currently no tourist activities but school visits are often made. The village and infrastructure is within the site, but there are no tourism facilities in the near vicinity. However it is bisected by a paved road, so access is easy.

Investment of \$143,150 NZD would be desirable to develop and interpret some portions of the site, returning an annual investment cost per visitor figure of \$53 per visitor.

There is little revenue potential at the site except for tour revenue because the site is so large, unless sectors were fenced and developed and a casual visitor charge made. We also recommend that an additional \$4,000 NZD be spent on interpretation drawings (showing the fort as it was) to be used in general TVB and Vava’u tourism promotion.

#### ***Potential experiences***

Approach the site by road or water.

If by road:

1. Arrive at Feletoa School and park on undeveloped football field
2. Orientation board at school
3. Visit Langi of Ulukalala II
4. Cross farmland to double ditch and bank
5. Cross ditch and bank by raised steps and walkway
6. Follow curve of the ditch for 400m
7. Return over ditch and bank to Langi Fale Ulu near modern cemetery
8. Cross road at Village Officer’s house

9. Visit Prison Tree (See Figure 23)
10. Visit Sinkhole (climb down steps into sink hole)
11. Follow Hala Mate to Old Feletoa Landing
12. Walk along coastline to Mataika Landing
13. Walk up road towards Mataika village
14. Either return to southern ditch and bank to the two tier *langi*, or walk up road to car park on football field

If by water, then start and end the loop at Mataika Landing. The site could become the focus of an annual festival and community events.

### ***Developmental phasing***

- Stage 1 Clean up village & sites. Permissions to walk. Pedestrian crossings.
- Stage 2 Install signage. Walkways, steps over bank. Tracks. Barriers and steps into sinkhole. Guide map, interpretation.

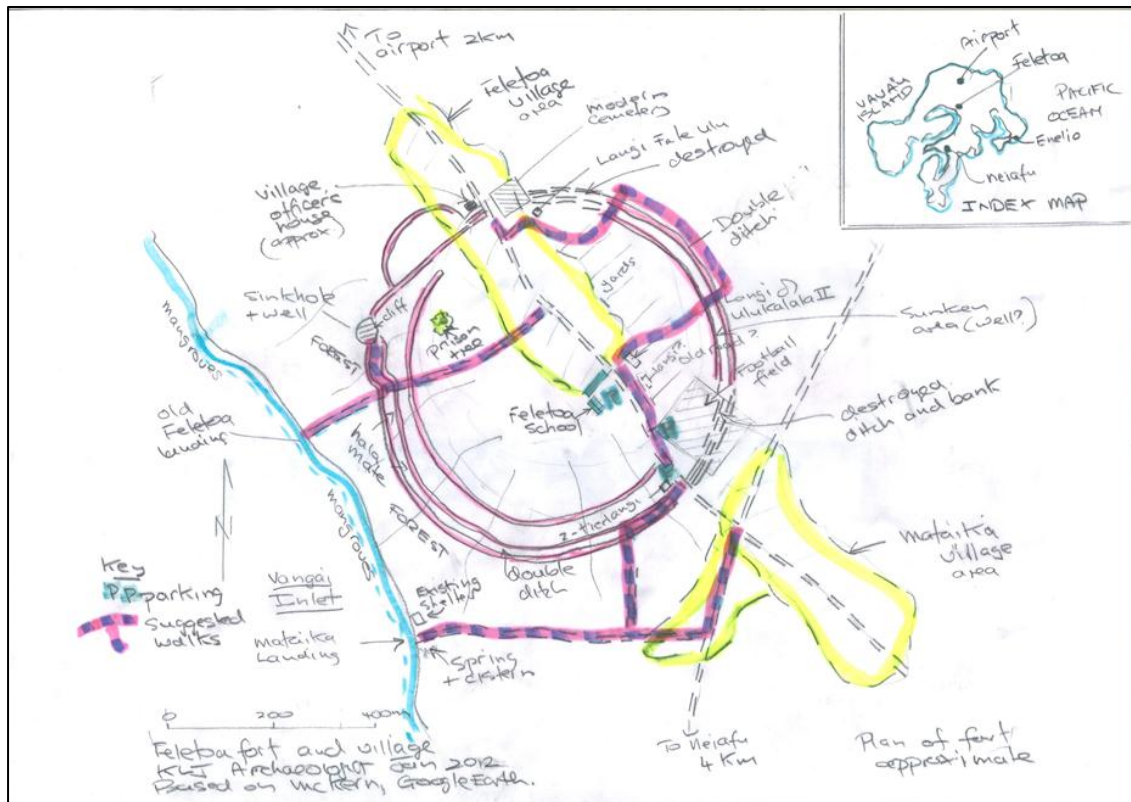
**Figure 23. The Prison Tree**



Figure 24. Sinkhole and well at Feletoa fortress



Figure 25. Site plan of recommended improvements to Feletoa Fortress, Vava'u



#### 5.4.8 Project – Develop Uoleva Island, Ha’apai Group ( see Volume 2, Appendix 5.8)

Uoleva Island is 2 km from the Island of Lifuka in the Ha’apai Group across a channel and has very high heritage and cultural significance. The supporting village for Uoleva is Hihifo. Several remarkably well preserved *sia heu lupe* are located in the interior forest and on the coastline of the island. These highly visual architectural monuments were reportedly used as platforms for a royal sport to snare or net pigeons. Five distinct mounds were visited by the team but only two are suitable for tourism. One, Sia Toloke, close to Serenity Beach Resort, has stone-lined ramps, platform surface and sides and could withstand use in low numbers (small groups of 5-6 people). Another, Sia ‘Ulu Fotu, 1.5 km from Captain Cook’s Resort is spectacularly high but its sandy sides, inset with stone, crumble when climbed. If developed, it should have viewing platforms and steps to protect the mound. A third *sia*, which we have not been able to name (Sia no-name’) which appears to be on private allotment land, could be developed since it is relatively robust.

Market appeal is low to moderate, of interest to cultural and eco-tourists as well as domestic Tongans, but access is an issue and numbers should be restricted to small groups. At present, village stakeholder interest in their development is low. It is not clear who the landowners are where the *sia* are located and they do not live on the island. If the sites were developed, the resort operators could provide amenity infrastructure such as toilets and food for tour groups from their own facilities or boat tours. There is little revenue potential at the sites except for kayak and other marine tour operators. At present there is no government involvement in the sites. The sites are not managed by any group or individual. Visits to the *sia* are infrequent because, with the exception of the *sia* that has been reused as a house platform; the sites are covered in heavy forest. In future, moderate visitation could occur, but the island can be only accessed by boat and on foot. Some of the *sia* are located at dangerous landings and are not recommended for tourism. We recommend \$4,000 be spent on interpretation drawings (showing the mounds as they were and their use) to be used in general TVB and Ha’apai tourism promotion. Investment of \$140,350 NZD would be required to ensure the sites are preserved and yet viewed.

##### **Potential Experiences**

1. Land by boat at Sia ‘Ulu Fotu (near Captain Cook Resort)
2. Guided or unguided visit to the *sia* along signposted pathway
3. Circuit the *sia* by boardwalks and steps up the mound
4. Return to Captain Cook resort for refreshment, toilets
5. Walk the beach westward to Serenity Beach Resort to visit Sia Toloke
6. Guided or unguided visit to the *sia* along sign-posted pathway
7. Return to beach for pickup and depart either to Uiha or to Lifuka

##### **Developmental Phasing**

Stage 1      Survey locations & find the owners. Establish reserve status for signs & the *sia*.  
                  Install path to Sia Toloke. Install walkways & steps to view Sia Ulu Fotu. Signs, guide maps & interpretation.

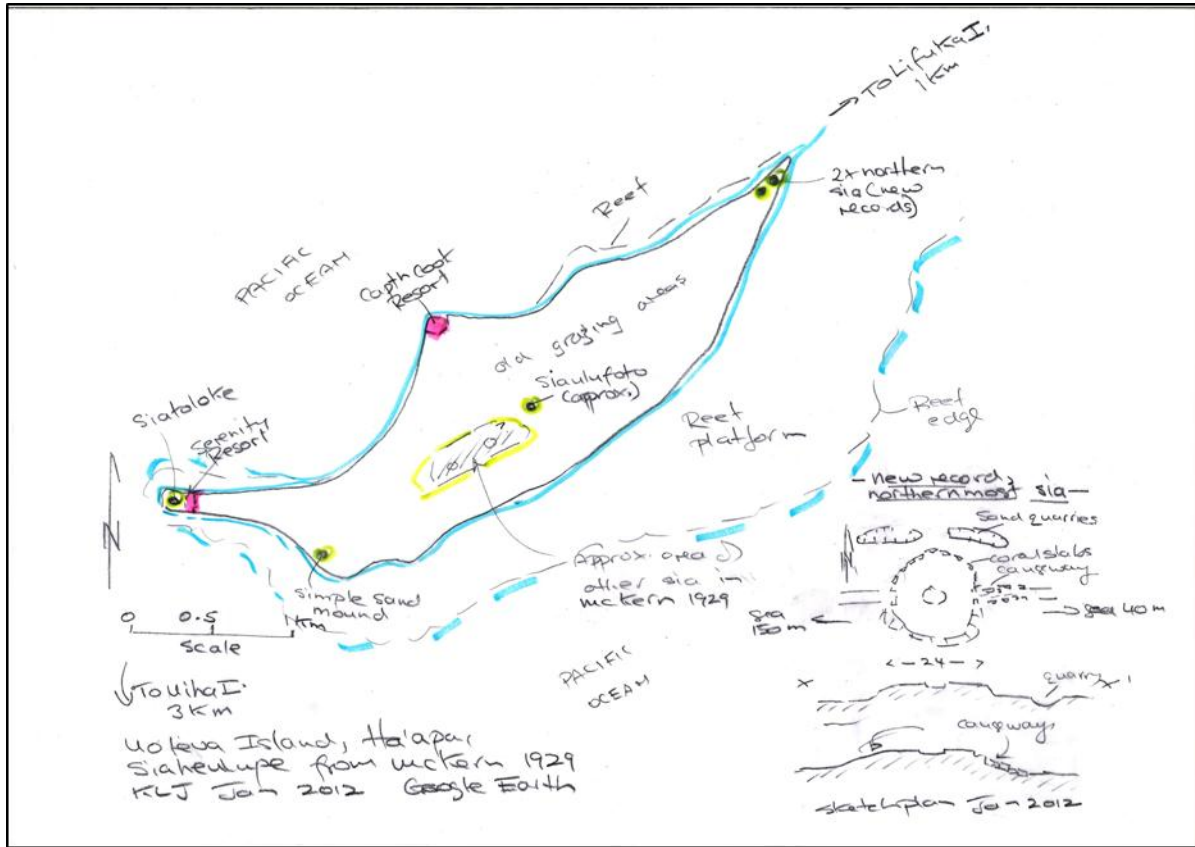
Figure 26. Sia 'Ulu Fotu, view from ground level



Figure 27. Sia Toloke



Figure 28. Site plan of recommended improvements to Uoleva Island, Ha'apai



## **5.5 High level financial plan for infrastructure improvements (site and other)**

This is addressed in Section 4.5.

## **5.6 Tourism Growth Fund linked to the historical sites investment budget**

Our understanding of The Tourism Growth Fund by NZ MFAT is that it is targeted to encouraging tourism at the local community and income generating activities. These will complement the recommendations of this report and the investments in these and other sites.

While it is possible that investments may overlap and be synergistic, caution is however needed to ensure that investments do not duplicate.

## **6.0 A Roadmap for Tongan tourism**

### **6.1 Background**

In the last three decades there have been many political and economic challenges for Tonga: a new political landscape for its constitutional monarchy, a growing youthful population and high unemployment, out-migration and remittance payments, few economic industry opportunities, and altered land use due in part to climate change.

Tonga's GDP growth rate has slipped to below 3% since the 1980s because of shrinking populations, rural-urban drift and the changing political landscape (Narsey, 2011) compounded by recent civil unrest. The Asian Development Bank suggests that this could be remedied by removing regulatory constraints on the private sector, reduced government ownership and operation of businesses, financing, changes to land tenure, and investment in transportation and infrastructure (Asian Development Bank, 2008).

In 2008, the economy was primarily reliant upon agriculture (25%), the travel and leisure sector (17%), government services (14%) and finance/real estate (12%) (Asian Development Bank, 2008). Tourism and agriculture were noted as potential future performers. Remittances from family members overseas contribute to Tonga's non-monetary exchange system (Evans *et al.*, 2009) and just under 20% to household incomes (Gibson *et al.*, 2006). Donor aid supports infrastructure and socio-economic development.

In 2012, the balance has shifted to a lesser reliance on agriculture, forestry and fishing (18.9%), to increased emphasis on the travel and leisure sector (21.9%), government services (15.5 %) and finance/business services (7.9%); as well as the secondary sector, mainly driven by construction

(8.5%) which contributes 20.8% to GDP (Government of Tonga, 2012). However the commerce, restaurants and hotels sector was hit hard by the global economic downturn which impacted tourist arrivals and household remittances but is hoped to recover in line with global markets in NZ, Australia and the USA.

Tonga's population is not growing rapidly. The 2011 Census recorded 103,036 people resident in across Tonga's archipelagos and a growth rate since 2006 of 0.8% on Tongatapu, but all outer islands decreased. 73% of the population live on Tongatapu. Vava'u has 15%, Ha'apai 7%, 'Eua 5% and Ongo Niua, 1% (Tonga Statistics Department, 2011). Thirty-eight percent are under 15 years of age and only 8% over 60 years old (Tonga Department of Statistics, 2010). The number of school leavers seeking to enter the labour force is increasing steadily at around 17,000 per year (Narsey, 2011) but employment opportunities are few, creating intergenerational unrest. The increasing mobility of Tongan populations seeking education and economic advantage elsewhere is creating a substantial brain drain of over 65% (Gibson & McKenzie, 2009), redressed slightly by immigration.

Several infrastructure, social, environmental and economic change initiatives are underway to lift Tonga's economic performance that has direct relevance to this tourism project. These are: a) the World Bank energy, aviation infrastructure, transport sector construction and Tour Operators Fund projects, b) NZ Aid investment in ferry services, business initiatives, treatment facilities, technical training and overseas investment, c) the 2011 Tonga Tourism Support Programme (TTSP) (see below), the Mainstreaming of Rural Development Innovation (MORDI) Tonga Trust provided with TOP\$3 million (NZ\$ 2.25 m) to assist with community development programmes in Tonga's outer islands; d) The new Tongan Cultural and Heritage Policy.

The Kingdom of Tonga recognises the importance of tourism as an economic driver and has several goals devoted to this end. A goal is to engage development at the community level, linked to their service needs and equitable distribution of benefits. Tourism is a lead agency in the goal of appropriate well planned and maintained infrastructure that improves the everyday lives of the people and lowers the cost of business. Overall economic growth for the Pacific Islands in 2012 is expected to remain close to 2011 levels. The Government aims to increase economic growth over the next three (3) years, with a realistic target of 2.0% by 2013/14. Tourism's role is envisaged as being an increase in high value tourism, focused on the outer islands (Government of Tonga, 2012).

## **6.2 Tourism in Tonga**

Tourism is one of the few industries which could provide employment in Tonga, yet the island group is one of the least developed tourism destinations in the Pacific with an average spend of 132\$ US per capita of population and 0.9 rooms per square kilometre (McElroy & Hamma, 2010).



The Minister of Tourism reported an increase in tourism receipts for 2010 of \$58 million compared to \$31 million in 2009 and \$48 million in 2008 (Minister of Tourism, 2011). A recent 2011 airport exit survey indicated that markets for Tonga's tourism primarily originate from New Zealand (39%), Australia (26%) and the USA (17%) and 67% stayed with friends and family (Tongan Ministry of Tourism, 2011). These differ from other trends elsewhere in the Pacific, where mass tourism predominates. Tonga's tourism context requires a considered response that recognises the importance of the visiting friends and relatives market but also looks at which other markets can be grown. Airport exit surveys tell us that a quarter of tourists spend five to seven nights and just over forty percent stayed for 1 to 2 weeks. However we do not know whether these are long-stay visitors in resort enclaves, or staying with friends and family.

The supply of tourism in Tonga is concentrated in Tongatapu and Vava'u. An inventory of Tongan businesses by Cave (2011) based on the Jason's Tourism guide (2011) identified a total of 32 named natural attractions and a total of 480 travel and leisure sector businesses. The largest number is on Tongatapu, followed by 269 on Vava'u and smaller numbers on 'Eua, Ha'apai and the Niua's.

Tonga has no natural World heritage and only two World Heritage cultural properties (Royal Kingdom sites and Lapita sites) on its tentative list. Appropriate customary management of sites is now accepted by the World Heritage Committee and further documentation of management such as recommended in this report will assist when the sites are nominated by Tonga. The Tongan *lakalaka* (dance) is recognised as an oral tradition of World Heritage status.

There are many historically significant buildings of the colonial and post-colonial era that are associated with the Royal lineage, with significant political change and at the long-standing ports of entry. These have considerable tourist attraction potential.

Overall, with the exception of whale-watching, Tonga's tourism offerings are not well developed. However the new roads built by the Chinese in the east of Tongatapu that will greatly improve access for potential tourists if they can be maintained for the long term. Many of the sites are require management planning and conservation in part because of people shifting from the villages to the cities in Tonga, NZ and Australia (Smith, 2007).

### **6.3 Roadmap for Tongan tourism**

Tourists operate on budgets that set the limits of money to be spent on a trip, of time and also distance. These affect chosen destinations and the activities undertaken.

Typically tourists will budget their activities as morning, afternoon or evening time allocations interspersed by leisurely meals, allocating 2-3 hours maximum to each time slot. They like to travel,

see one or perhaps two activities, and have a meal before moving on to a second pair (or one) activity in the afternoon. The evening meal is often associated with entertainment.

An analysis of time versus distance can tell us whether the priority sites looked at in this study are viable tourist destinations in their own right or if they can reasonably become focal points in a cluster of activities in the future.

Key gateways for a destination are the points through which tourists are filtered, but accommodation is the start and end point of activities. Tonga's key gateway is the Fu'amotu airport on Tongatapu, although yachts berth independently and there are airports on the other island groups. Records are not easily available that detail these movements.

A modelling exercise was done by mapping the locations of 200 key tourism industry activities in Tongatapu and the other island groups. This assumed that the major entry point to Tonga is Fua'amotu airport but that Nuku'alofa has the largest concentration of accommodation, wharf (cruise ships) and marina facilities so is likely to be the primary departure point for all of Tonga. Visitors also differentiate between destinations and attractions on the basis of uniqueness. They readily substitute choices depending on availability, value for money, negative experience, comments from friends or family, and new product offerings.

Table 9 gives time, distance and cost from Tongatapu as the key port of entry. It details travel options for Tongatapu only at this stage, based on information produced in March by the Ministry of Lands and Survey based on accommodation, key sites and key activities provided by the Tonga Visitor Bureau. It shows the travel time between each island group, assuming land and air travel from accommodation at the major towns to accommodation at a destination and wait times (land travel incorporates speed limits, petrol and car rental), the respective costs of airfares (March, 2011) and the distances between them. Others can be produced for 'Eua, Vava'u and Ha'apai, but were not done at this stage, due to time constraints.

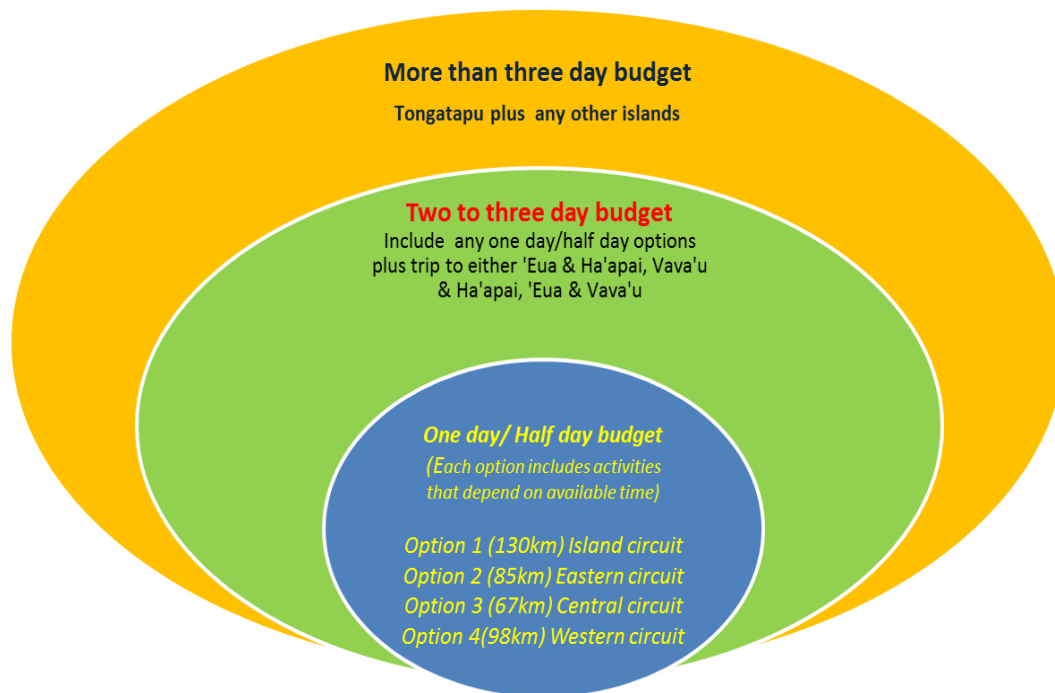
**Table 9. Time, distance and cost from Tongatapu**

			Distance (km)	Travel time (hrs)	Cost	Stops	Travel time vs cost	Distance vs cost	Distance vs time
<b>Day trips</b>									
1	Island round trip (photo)	1 day	130	2.4	\$97.50	12	\$40.63	\$3.20	54
2	Eastern loop (heritage)	1/2 day	85	1.6	\$86.30	7	\$53.94	\$1.58	53
3	Central loop (royalty)	1/2 day	67	1.3	\$79.50	8	\$61.15	\$1.10	52
4	Western loop (nature)	1/2 day	98	1.8	\$89.50	8	\$49.72	\$1.97	54
<b>2 - 3 day trips - 2 islands plus 1/2 day of activities in each</b>									
Tongatapu to Eua		1/4 day			\$70				
Tongatapu to Ha'apai		1/2 day			\$153				
Tongatapu to Vava'u		1/2 day			\$231				
Ha'apai to Vava'u		1/2 day			\$143				
<b>3- 5 days - 3 islands, plus 1/2 day of activities in each</b>									
Tongatapu to Eua to Ha'apai									
Tongatapu to Eua to Vava'u									
Tongatapu to Ha'apai & Vava'u									

Based on this chart, several tourism activity options can be proposed for Tonga as a whole. For instance, if a traveller has more than 3 to 5 days to spend in Tonga, then they could reasonably visit 3 of the 4 island groups, making choices as to which one to not visit. With a 2-3 days' time/cost budget, a traveller could undertake a single day (rapid photo/opportunity round trip) tour of Tongatapu or any half-day option allowing for activities on site; plus a trip either to Eua, Ha'apai or Vava'u. If however a visitor has only one day, then they could either do the single day trip or one of the four loop trips.

Given the restrictions of time and budget that tourists impose on themselves, travellers will substitute destinations, rather than extend their time. This means that each island group is in effect a competitor for the other, so product differentiation is essential. Figure 4 describes these travel options visually and could be described as a road map for Tongan tourism.

**Figure 4. Roadmap for Tongan tourism**

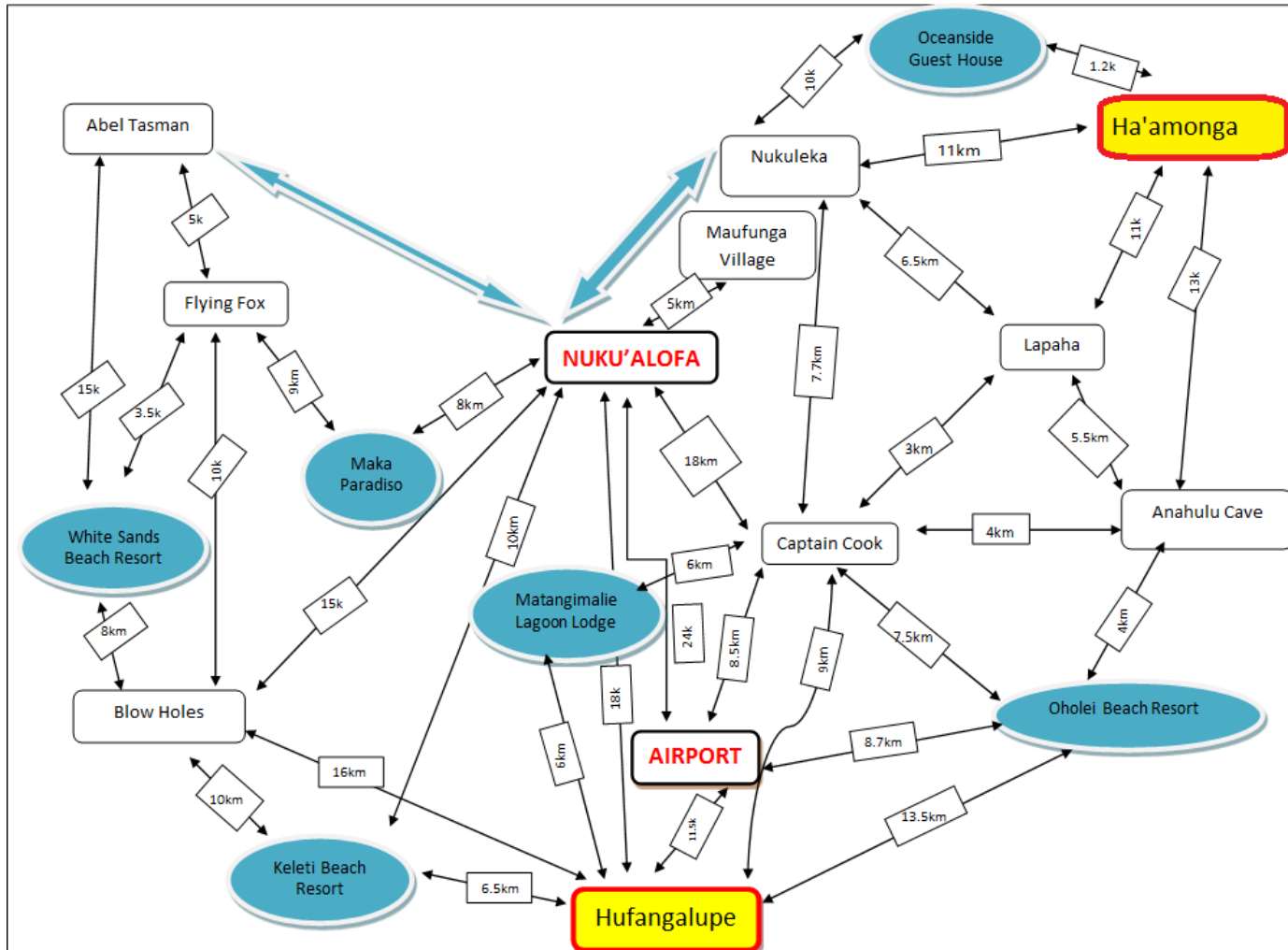


The issue of differentiation applies to sites within a destination. For this reason, in Tongatapu, tours are suggested that have different themes; but visitors are not likely to take all of the tours.

Figure 5 outlines a roadmap for heritage tours on Tongatapu. It details the content of the four loop trip options, based around either Ha'amonga or Hufangalupe as key sites, and including accommodation and other significant sites. One loop tour is a 'drive by' take a photo option and the other three assume up to thirty minutes on-site at each key location and that Nukualofa is the key accommodation location, but that visitors could start their tours from any of the accommodation on the four loops. A meal such as lunch or morning and afternoon tea could be provided at existing accommodation, noted on each loop, rather than at the key sites, but with refreshments (fresh, light snacks and drinks made of local produce) at Ha'amonga and Hufangalupe. This way, the benefits of increased visitor numbers could be spread across the island.

Option 1 is an island circuit (130km), including the key sites recommended by The Tongan Visitor Bureau in the Terms of Reference, plus others which the team identified as critical to Tonga's heritage tourism.

Figure 5. Road map for Tongatapu heritage tours



Option 2, an 85 km trip, is a circuit of the eastern side of the island, starting in Nuku'alofa at the Kings Palace and tomb, focused on a visit to the Ha'amonga and could be themed as the cultural heritage in Tonga. It includes Lapaha, Anahulu Cave, Nukuleka and a boat trip to Maufunga Village (which does not exist at present but which is an enterprise opportunity) and Captain Cook's Landing Place. Accommodation and meals might be available at Oceanside Guest House and White House Point.

Option 3, a 67 km trip, could be themed as Royal Tonga includes the Kings Palace and Tomb, Lapaha, the Ha'amonga and the Queen's Village, Kolovai. Meals might be obtained at Matangimalie lagoon Lodge and Maka Paradiso.

Option 4, a 98 km trip, could be themed as natural history of Tonga, touring the central sites and based primarily on natural attractions such as Hufangalupe, Anahulu Caves, the Blow Holes and Flying Foxes and Abel Tasman's Landing Place. A full day tour might include visits to a subsistence horticulture farm and the Agricultural Research Station. Possible meals stops might be Keleti Beach Resort and White Sands Beach Resort.

The airport exit survey endorse the value of such an approach since over fifty percent of visitors said that the experience of Tonga's culture, unspoiled natural environment, uncrowded attractions and resorts were primary motivators for their visit. While whale watching is high on the list of 'must see' activities in Tonga, the experiences of Tonga's traditional culture, history and local culture were rated very well (Lumsden Research, 2011).

## 7.0 Conclusion and key recommendations

1. Choose sites for development that provide the best portfolio for visitors on a one-day, two-day and three-day itinerary. The 8 are a 'start' but we recommend others are assessed on:
  - a. Tongatapu
  - b. Tongatapu & offshore islands
  - c. Offshore islands
2. Put in place local community governance structures for the sites
3. Assist local communities to plan and develop value-add activities, assist with sourcing of micro-financing
4. Assist in basic level hospitality and site maintenance training
5. No direct charges at the sites, but employ value-add income and 'clip the ticket' activities such as tours, hands-on workshops, sales kiosks and light refreshments, on the sites. Meals and accommodation to be provided by existing operators rather than at the sites – this spreads the benefits of investment more widely
6. Integrate the Heritage Tour development into a Destination Tonga Tourism strategy
7. Keep the focus on achieving excellence in tourist experience
8. Assess rest of the 23 sites (check that have not missed others)
9. Develop the eight to ten sites already assessed, phased as recommended

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