

This guide introduces you, as the owner or manager of a private or public heritage place, to the preparation and use of a Conservation Management Plan (CMP).

The guide answers some common questions asked about the purpose, scope and content of a CMP. It also includes the Heritage Council's CMP standard brief, which you can use to commission a heritage consultant.

What is a CMP?

A CMP is the principal guiding document for the conservation and management of a heritage place. The main objective of the CMP is to ensure that decisions are made with regard to the cultural heritage significance of a heritage place.

To that end, a CMP identifies the heritage significance of the place and provides clear policies for the sustainable future of the place.

Why do I need a CMP?

As the owner or manager of a heritage place, you are the custodian of a significant piece of our Western Australian history. A CMP will provide you with the necessary knowledge and tools to ensure that the significance of the place is not lost through change.

Change in a heritage place is often necessary to ensure that it survives for our future generations. A CMP provides guidance in managing change in the heritage place without compromising the heritage significance of the place.

A CMP is a good property management tool because it promotes effective decisions through the conservation and maintenance schedules for the place.

What does a CMP contain?

The process in preparing a CMP is described in the Burra Charter Process. Essentially, this process can be broadly broken down into three parts:

1. Understanding the significance of a place
2. Developing policies to guide maintenance and change
3. Developing an action plan

The content of a CMP largely reflects this process. The first part of a CMP will provide you with information that allows you to understand the history and background of the place through historical documents. It will also record the changes to the place through time and provide a recording of the physical condition at the time the CMP is written. Through the analysis of the documentary and physical evidence, an assessment of the significance of the place is undertaken. Out of this analysis, a Statement of Significance and zones (and elements) of significance are developed. A Statement of Significance is a succinct statement, broken into several points, on the cultural significance of the place. The zones and elements of significance lists, either textually or graphically, the relative significance of areas and elements of the place.

The second part of a CMP identifies opportunities and constraints that arise from the significance of the place and other factors such as planned future development and current physical condition. Policies are developed out of the identification of these issues.

The final part of a CMP is the preparation of an action plan that includes a schedule of conservation works and maintenance schedule. A CMP should also provide the most up to date information on protocols that need to be followed in regards to undertaking changes to the place.

More information about the contents of a CMP is contained in the standard brief of a CMP, which is attached at the end of this information guide.

Who prepares a CMP?

A heritage professional with experience in preparing CMPs will not only bring technical skills but also a network of other specialists. A heritage professional may be an architect, archaeologist, historian, horticulturist, or material conservationist. The specialist skill required for a CMP depends on the nature of the place. When seeking the right person with appropriate background, it is best to first look at the major element of your heritage place. Is it a garden or landscape with a few scattered structures? Is it a building or complex of buildings? Is it a ruin? Answering this question will enable you to choose the right specialist group to approach.

Once you have decided upon the most appropriate specialist group, put together a brief that outlines your objectives, needs and aspiration for the place. Include also the CMP Standard Brief found at the end of this document. Approach several heritage professionals with your brief and ask for a quote and fee proposal.

It would be prudent to research a few heritage professionals and evaluate if they demonstrate the right skills and experience. You should look at examples of other recent CMPs they have produced and speak with previous clients. You want to ensure that you get value for money and this does not necessarily mean the cheapest quote. Look for professionalism and attention to detail.

You should also assess suitability against your needs and budget. The cost of a CMP can vary from \$5000 to well in excess of \$20,000 for large complex places.

How do I use a CMP?

A CMP is essentially a management tool and provides guidance for not only the maintenance of the place but also for changes proposed for the place.

As a priority, you should read through the CMP thoroughly and understand the information contained within it. The next step is to undertake the actions as set out in the schedule of conservation works.

The CMP is also a useful tool to test the impacts of a proposed change. If you were intending to undertake works or changes to the place, it would be useful to test the change against the policies contained in the CMP. It is wise to consider several options for the change and test them accordingly to the CMP. The best option is a change that minimises the adverse impact on the heritage significance of the place. For more information on heritage impacts and the testing of proposed change, please refer to 'A Guide to Preparing Heritage Impact Statements'.

A Conservation Management Plan (CMP) is the principal guiding document for the conservation and management of a heritage place. The main objective of the CMP is to ensure that decisions about a place are carried out with regard to its cultural heritage significance. The CMP should provide clear and justifiable policies and actions for the sustainable future of the place.

The CMP should be presented in a manner that is suitable for use by owners and managers of heritage places, conservation practitioners, approval authorities and advisory bodies.

This standard brief provides an outline of the sections and information to be included when preparing a CMP.

In general, the work should be carried out in accordance with the guidelines and principles of J. S. Kerr's *The Conservation Plan*¹ and the Australia ICOMOS *Burra Charter, 2013*² or *The Illustrated Burra Charter*³. Reference should be made to the *Guidelines to the Burra Charter: Cultural Significance*, *Guidelines to the Burra Charter: Conservation Policy* and *Guidelines to the Burra Charter: Procedures for undertaking studies and report*. The document should also be produced in accordance with *Style Manual for Authors, Editors and Printers, 2002*⁴. The *Australian Natural Heritage Charter: Standards and Principles for the Conservation of Places of Natural Heritage Significance* should also be used when relevant.

A CONSERVATION MANAGEMENT PLAN SHOULD INCLUDE THE FOLLOWING SECTIONS:

EXECUTIVE SUMMARY

The Executive Summary is to be concise, self-contained and accessible by a broad audience. As a guide, the Executive Summary should be no more than three (3) pages.

The Executive Summary should include the following:

- the purpose of the CMP
- a description and brief history of the study area
- the Statement of Significance
- a summary of intentions of the policy and strategy contained within the CMP

1. INTRODUCTION

The introduction should include:

The purpose of the CMP and guidance to the owner/manager of the place as to how to apply the CMP.

A description of the study area, including a list of all buildings/features on the site.

A location plan showing the regional (broad) context of the place, a location plan showing the local context of the place, and a clearly defined study area or site plan annotating all buildings and features on site, land title information and boundary of the site.

1 J. S. Kerr, *The Conservation Plan*, National Trust of Australia (NSW), 2000, fifth edition.
2 *The Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)*, 2013.
3 Marquis-Kyle, P. & Walker, M., *The Illustrated Burra Charter*, Australia ICOMOS, 2004.
4 Australian Government Publishing Service, revised by Snooks & Co., *Style manual for authors, editors and printers*, 6th Edition, John Wiley & Sons, 2002.

Current heritage listings of the place.

Acknowledgements of people and funding as appropriate.

An outline of the methodology employed by the consultant in the preparation of the report.

Study team and management structure for the project.

A history of the place from its past site use, establishment and construction up to present day, including its role and associations.

A summarised chronology of major events.

Where an unsuccessful attempt has been made to locate important information, this should be noted in the documentary evidence (types of sources and depositories/locations searched).

Potential oral sources of information may also be investigated and, where possible, archival plans and photographs are to be provided to document the development of the place. Historic plans should be included to provide an understanding of the evolution of the place.

2. EVIDENCE

If the place is on the State Register of Heritage Places and has a substantial Heritage Council Assessment Documentation, this document should be used as a basis for this section of the CMP. Additional information should be added as necessary to bring the information up-to-date, respond to any unresolved issues and/or support the development of detailed conservation policies. Where the Assessment Documentation is used, the source document and the original authors should be clearly acknowledged.

In the preparation of documentary and physical evidence, consideration should be given to the items listed in Section 3.2 of the Guidelines to the Burra Charter; Cultural Significance.

Note: Technical expertise should be used appropriate to the condition and nature of the place. For example, experts may include a landscape architect, historical archaeologist, or specialist engineer. The findings of these experts should be integrated in the relevant section(s) of the report to allow a comprehensive understanding of the place. Detailed reports should also be included in full as an appendix.

2.1 Documentary Evidence

This section is to be prepared by an historian or suitably qualified archaeologist. The documentary evidence is to provide an understanding of the following:

Pre-colonial occupation (where relevant).

Historical context - for example, its place within the development of a locality/region or its association with the development of a particular industry.

2.2 Physical Evidence

This section is to be prepared by an architect, historical archaeologist, engineer and/or landscape architect or other person with expertise as appropriate to the nature and condition of the place. There should be a clear statement about the methodology of the physical investigations undertaken and any limitations during the investigations. Issues or areas of concern should be clearly identified. Structural engineering reports may be commissioned as appropriate to provide understanding of the structural integrity of the place and to assist in developing policies arising from the physical condition of the place.

The physical evidence is to provide an understanding of the following:

The context of the building(s)/features within the landscape/setting.

A description of the current function of the place and building(s).

A description of the surviving fabric (including any artefacts/movable heritage).

Assessment of potential for archaeological remains

A general assessment of the physical condition of the place. Structural engineering or other specialist reports may need to be commissioned as appropriate.

Where possible, annotated photographs should be used to provide both pictorial and textual description of the fabric of the place. Floor plans of major built elements must be included in the physical evidence. Current photographs should be taken to document the present form and the internal and external condition of the place and building(s). Plans and photographs should be sourced and dated.

For complex sites with a number of buildings and/or physical features, each element should be discussed in a separate sub-section.

For archaeological sites, a description of all features remaining on the site and the relationship between structures remaining on the site, artefact scatters and any exotic vegetation should be included. The description should also include any depressions or mounds that do not appear to be natural.

Archaeological potential identified at this stage should be addressed by an assessment of the possibility of uncovering significant sub-surface remains by a suitably qualified archaeologist.

Room by room schedules may be prepared noting the nature of the principal elements and their condition. These schedules should be included as an appendix. If there are buildings on site that are unlikely to be significant under section 38 of the *Heritage Act 2018*, it may not be necessary to prepare room schedules for such buildings.

3. ANALYSIS OF THE DOCUMENTARY AND PHYSICAL EVIDENCE

This section should address the following points:

The sequence of development of the place, including past site use, based on the documentary and physical evidence. This should be presented as a chronology focussing on major changes to the fabric of the place, including changes to earlier finishes and decorative details, and identifying alterations to the fabric. For archaeological sites, any later building or activity on the site that altered the use patterns should be described and the impact of that activity on previous occupancy noted. It is recommended that this sequence also be presented graphically. No new documentary or physical evidence should be presented in this section.

Discuss and identify any questions not resolved about the development of the place or any conflicts arising from the documentary and physical evidence. This sub-section should also identify any areas of further research such as archaeological investigations, historical research etc. The direction of this further research might be guided by a proposal of potential research questions.

Undertake a comparative analysis of the place. The purpose of the comparative analysis is to provide supporting evidence for the assessment of the rarity and/or representativeness of the place. This could discuss a range of issues such as use, period, region, association or style. Thematic associations should also be included in this comparative analysis. Suggested sources of comparative information are the Heritage Council's Heritage Places Database, and Local Government Heritage Inventories. A conclusion should be stated, rather than merely providing a list of comparative places.

4. ASSESSMENT OF SIGNIFICANCE

The aim of this section is to analyse the information presented in the documentary and physical evidence and provide clear statements of the values pertaining to the place. The assessment of significance must derive from the evidence presented in previous sections and no new information should be introduced.

The assessment of significance is set out using the section 38 of the *Heritage Act 2018*. It aims to establish the 'nature' of significance in terms of aesthetic, historic, scientific and social significance, as well as the 'degree' of significance in terms of rarity and representativeness.

The assessment of significance should take into account:

- The assessment of the complex as a whole (within both a State and a regional context)
- The assessment of component parts or aspects
- The identification of elements/aspects of particular significance; and
- The identification of elements of little significance or those that are considered to be intrusive.

For a State Registered Heritage Place, the assessment of significance from the Heritage Council's Assessment Documentation should be used if it provides a detailed analysis of the significance of the place. Where the existing documentation is insufficient, or where new evidence has been identified, it should be revised in a manner consistent with the current standards for register documentation. Where the Assessment Documentation is used, the source document and the original authors should be clearly acknowledged.

5. STATEMENT OF CULTURAL HERITAGE SIGNIFICANCE

The Statement of Significance defines the cultural heritage significance of the place. It must be based on the statements made in the assessment of significance. It addresses whether the place is significant, why it is significant and how it is significant. The Statement of Significance will form the basis for the conservation management policies.

The values identified in the assessment of significance should be summarised into a concise and succinct Statement of Significance. Statements should be written in descending order of importance with each point able to stand and make sense on its own.

For a place on the State Register of Heritage Places, unless new information has been uncovered, the Statement of Significance in the CMP should not be different to the Statement of Significance in the Register Entry. If new evidence has been found, this should be discussed in the Assessment of Significance section.

6. GRADED ZONES AND ELEMENTS OF SIGNIFICANCE

The purpose of this section is to identify and discuss zones, sections and elements of the place that have varying degrees of significance. The grading should be considered in relation to the evidence and the assessment of significance. All parts of the study area, including landscape, archaeological potential, setting, building(s), physical features and elements should be assessed in this section.

The graded levels of significance should be presented graphically, with the various zones and elements easily distinguishable. The graphics should also be accompanied by a list detailing the zones and elements and corresponding level of significance.

Generally, a five tier grading system is used to identify those parts of the place that are of:

- exceptional significance
- considerable significance
- some significance
- little and/or no significance (neither contributes nor detracts from the significance of the place)
- intrusive (detracts from or has an adverse affect on the significance of the place)

These grades are to be considered in a State context and all five tiers may not apply to each place. This will depend on the nature of the place and the assessment of significance.

7. CONSERVATION POLICY

The aim of this section is to establish clear policies based on the Statement of Significance and the evidence presented in the previous sections.

In general, the policies should address how to:

- Retain or reveal significance of the place
- Identify feasible and compatible uses for the place
- Meet statutory requirements
- Work within procurable resources

The following points must be addressed in the Conservation Policy:

7.1 Introduction

This section should contain:

- An explanation about the purpose of conservation management policy.
- A summary of the major issues considered.
- Key policy statements that establish a conservation framework for all future decisions and work.

7.2 Policies Relating to the Physical Setting

The policies contained within this section should clearly identify the requirements for landscape elements and other sites features, such as vistas, according to the various levels of significance as identified in Section 5. The impact of the setting, surrounding development and/or use in relation to the significance of the place should also be considered.

7.3 Policies Arising from the Physical Condition of the Place

The implications of the current physical condition of the place should be assessed and policies developed in this section. Particular attention must be given to the issues or areas of concern raised during the physical investigations.

The following points should be considered:

- The nature, urgency and potential impact of any current or proposed maintenance works.
- The nature and urgency of any maintenance works identified as being required (as part of the physical inspection for this report). These may be used in the development of future works and/or maintenance.
- Any other relevant issues, such as the possibility of hazardous materials or the need for pest inspection/control.

7.4 Policies Relating to Archaeological Potential

This section should address any known or potential archaeological issues within the study boundaries and the management of these sites during any future works.

The policies relating to the archaeology of the place should clearly identify the requirements for managing the areas or elements of different levels of significance, as identified under Section 6.

The following principles should be applied:

- For areas of exceptional significance, the area should not be disturbed except in the event of a professional archaeological excavation with a comprehensive research plan.

For areas of considerable significance, disturbance of the area should be avoided where possible. Where disturbance cannot be avoided, an archaeological examination should be undertaken prior to other works taking place. An appropriately qualified archaeologist, who may conduct an architectural excavation or test pit where appropriate, should carry out the assessment.

For areas of some significance, disturbance of the area should be avoided where possible. Where disturbance cannot be avoided, an archaeologist should be present when works are undertaken in order to identify and/or collect material of archaeological significance. The archaeologist shall assess whether a watching brief is appropriate, with the aid of a test pit where necessary.

A contingency plan for sub-surface disturbance and subsequent uncovering of archaeological features/materials shall be in place to ensure appropriate treatment of archaeological matter.

7.5 External Requirements

The following issues should be considered and policies developed accordingly:

Current Heritage Listings/Registrations

Discuss current heritage listings for the place, including a description of what is registered, the date of the listing and the implications of the listing. Discussions of listings should include but not necessarily be limited to:

- Local Government Heritage Inventory
- Heritage List or Heritage Protection Areas under the Town Planning Scheme
- State Register of Heritage Places
- Classified List (National Trust of Australia [WA])
- Register of the National Estate (Australian Heritage Commission)
- National Heritage List (Australian Heritage Council)
- Commonwealth Heritage List (Australian Heritage Council)

World Heritage List (UNESCO)

Maritime Archaeology Act 1973

Register of Aboriginal Sites

Ramsar List of Wetlands of National Importance (Ramsar)

The implications of registration should be discussed, particularly in relation to the statutory requirements regarding the development process. This issue should also be discussed if the report is recommending that the place be considered for entry in the State Register of Heritage Places.

Further to the above and based on the findings of the assessment of cultural heritage significance, if the consultant believes the place is worthy of inclusion in any heritage list (and has not yet been considered for that list), a recommendation to that effect should be made.

State Government Policy

If the State Government owns the place, reference must be made to the Government Heritage Property Disposal Process.

Other Statutory Requirements

Consider the possible impact of Health Acts, Building Code regulations, Premises Standards, fire safety regulations, and any other restraints that may affect the place. Identify issues arising from the statutory requirements that may have future implications.

7.6 Compatible Future Use

Issues that should be considered are:

The current use, proposed new uses and/or future development and possible impact on the cultural heritage significance of the place

Areas and/or zones where future development may be appropriate (this should be presented graphically)

The use to which a place was originally built is always the preferred ongoing use, but if this is not viable then a compatible use is preferred if the following principles are applied:

The intactness of the place is maintained, including retention of significant interior and exterior spaces

The adaptations and/or additions are easily reversible without causing damage to the significant fabric

The opportunity for interpretation of the place and archaeological features or materials that may be uncovered

The development provides the opportunity to conserve fabric described in other sections of the CMP

7.7 Policies Relating to Renewable Energy Systems

Issues relating to installation of renewable energy systems should be considered. In particular, possible future requirements relating to modern technology and sustainability, and the areas and/or zones where this may be accommodated without undue impact on heritage values.

The principles set out in the Heritage Council's publication Renewable Energy Systems in State Registered Places should be applied.

7.8 Policies Related to Interpretation

It is considered desirable to interpret the history and significance of a heritage place for visitors and/or users. This policy section should discuss broad principles or themes for appropriate methods and expertise for interpretation, use of interpretive material, and/or future recommendations. If an Interpretation Plan is to be recommended, then specific issues to be addressed in the Interpretation Plan are to be stated and justified.

7.9 Other

Identify any other areas not addressed in the above policy sections and develop specific policies on these issues.

8. POLICY IMPLEMENTATION

Arising from the policies in Section 7, a conservation works schedule and maintenance works schedule should be collated to ensure that implementation of policies are undertaken within appropriate timeframes.

8.1 Recommended Conservation Works Schedule

Works that are required to address issues identified in the previous sections should be outlined in a schedule that establishes the sequence of activities to be undertaken in response to priorities and resources.

Works should be categorised into 'urgent works' (to be actioned within 12 months); 'short-term works' (within two years); 'medium-term works' (within five years); 'long-term works' (within 10 years); and desirable works.

8.2 Recommended Maintenance Works Schedule

Other than conservation works, the CMP should also address ongoing maintenance works for the place. A schedule of maintenance works should be drawn up to ensure that upkeep of the place is programmed.

9. APPENDICES

Any information that may be critical to an understanding of the Conservation Management Plan report or its preparation should be included as an appendix. For documents available online, a web address will be sufficient. Appendices could include such things as:

Documentary and physical evidence. For example, title deeds, reports and plans, building schedules etc. Documents shall include scale, orientation, date and designation where applicable

Guidelines to The Burra Charter: Cultural Significance' and/or 'Guidelines to The Burra Charter: Conservation Policy

Details of heritage listings/registrations