Principles & Processes for Heritage Management Documents

The Why, When, How, What & How of Heritage Management Documents

George Town Penang 5 March 2011

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NSW Public Works
AusHeritage Ltd

Australia’s Network for Cultural Heritage Services
Supported by the Australian Government
Why do we Value Heritage?

Conserving our heritage will ENRICH our lives and the lives of future generations.
Conserving our heritage gives a sense of continuity and belonging to the place where we live – INDENTITY - a key aspect of SUSTAINABLE COMMUNITIES

Conserving our heritage helps us to UNDERSTAND our current and past culture
Conserving our heritage helps us to COMMUNICATE our current and past culture, and enriching the experience of visitors. Visitors more likely to UNDERSTAND and RESPECT our culture.
Why do we have Heritage Management Documents?

Before we can properly care for, adapt or otherwise make decisions about a heritage place, we must first:

- Understand the place
- Have an informed & sustainable vision for its future
- Have policies and strategies to help achieve that vision
- Understand what resources and timeframes we need to implement the VISION
Why do we have Heritage Management Documents?

A tool for caring for heritage places

To empower managers, decision makers & designers

To prevent ad hoc decision making

To assist owners, managers, approval authorities & other stakeholders to agree on a future for the heritage place
Why do we have Heritage Management Documents?

The need for management plans is accepted in many spheres of life.
A development or building proposal likely to affect a heritage item

Check whether item is listed (in a statutory instrument) and implications

- Proposal affects item of local significance and/or minor works to item of state or regional significance
  - Investigate site
  - Collate historical and geographic information to determine historical context
  - Summarise knowledge
  - Analyse significance (in terms of themes, curtilage, integrity)
  - Consider condition of item/s
  - Prepare a conservation policy (CP)

- Proposal involves major works to item of state or regional significance
  - Ascertain whether a conservation management plan (CMP) is required or whether a conservation policy (CP) will suffice
    (liaise with approval authority/ies and use table 1 as a guide)
    - Prepare a CP or CMP

- Have CP or CMP endorsed by approval authority
  - Assess proposal in terms of CP or CMP
    - Consider alternative solutions of less impact
    - Consult with approval authority (pre-DA/BA) and with community and other bodies on proposed works
  - Develop management recommendations for minimising impact of works
    - Prepare a STATEMENT OF HERITAGE IMPACT
    - Approval authority checks process and impact and consults with community
  - Approval authority/ies determine/s application

- Impact unacceptable
  - BA/DA refused
  - BA/DA approved
  - Implement management recommendation and conditions of approval

Notes:
- Indicates public participation
- Items may be cultural landscapes, places, conservation areas, buildings, structures, relics or other work of heritage significance. They may be positioned on or adjacent to the development site
- See Conservation Management Documents in the NSW Heritage Manual for information on preparing policies and plans
What can be heritage?

Heritage is evidence of history. Conserving our heritage helps us to understand our past, and to contribute to the lives of future generations. It can give us a sense of continuity and belonging to the place where we live.

Heritage items can include:
- Natural Items, Features, Zones & Systems
- Archaeology (Historic, Aboriginal)
- Moveable Items & Collections
- Buildings & Structures
- Parks & Gardens
- Street & Precincts
- Towns & Urban Areas
- Cultural Landscapes
- Industrial Sites & Relics
What is a Heritage Management Document?

- Heritage Management Plan
- Conservation Plan
- Conservation Management Plan
- Heritage Asset Management Plan
- Heritage Legislation & Development Control
- Special Area Plan
- Master Plan for a Heritage Place
- Design Brief for New Works
- Heritage Impact Assessment
- Maintenance Plan for a Heritage Place or item
- Cultural Tourism Plan or Interpretation Plan for a Heritage Place
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<td>2. CHECK ASSESSMENT</td>
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<td>3. SUSTAINABLE VISION</td>
<td>3. DESCRIBE THE VISION &amp; THE WORKS. Show why options with less impact were not feasible.</td>
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<td>(opportunities &amp; constraints)</td>
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<td>4. MANAGE</td>
<td>4. ASSESS IMPACTS &amp; HOW THEY WILL BE MANAGED (check against policies &amp; strategies)</td>
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The Burra Charter Process
Sequence of investigations, decisions and actions

IDENTIFY PLACE AND ASSOCIATIONS
Secure the place and make it safe

GATHER AND RECORD INFORMATION ABOUT THE PLACE
SUFFICIENT TO UNDERSTAND SIGNIFICANCE
Documentary
Oral
Physical

ASSESS SIGNIFICANCE

PREPARE A STATEMENT OF SIGNIFICANCE

IDENTIFY OBLIGATIONS ARISING FROM SIGNIFICANCE

GATHER INFORMATION ABOUT OTHER FACTORS
AFFECTING THE FUTURE OF THE PLACE
Owner/manager’s needs and resources
External factors
Physical condition

DEVELOP POLICY
Identify options
Consider options and test their impact on significance

PREPARE A STATEMENT OF POLICY

MANAGE PLACE IN ACCORDANCE WITH POLICY
Develop strategies
Implement strategies through a management plan
Record place prior to any change

MONITOR AND REVIEW

The whole process is iterative. Parts of it may need to be repeated. Further research and consultation may be necessary.
The Management Process

1A. INVESTIGATE DOCUMENTARY EVIDENCE
1B. INVESTIGATE PHYSICAL EVIDENCE
1C. INVESTIGATE INTANGIBLE VALUES
The Management Process

1A. INVESTIGATE DOCUMENTARY EVIDENCE

HISTORICAL RESEARCH
OLD MAPS & PLANS
ORAL HISTORY
OLD & NEWSPAPERS
OLD DRAWINGS
OLD PHOTOGRAPHS
PAST HERITAGE STUDIES
OLD COMPANY RECORDS
DEVELOPMENT APPROVALS
The Management Process

1B. INVESTIGATE PHYSICAL EVIDENCE

CONTRIBUTION TO WORLD HERITAGE AREA
CONTRIBUTION TO ADJACENT HERITAGE PLACES
SETTING, VIEWS TO, FROM, WITHIN
MEASURED DRAWING
SURVEY / INVENTORY OF FABRIC
PHOTOGRAPHIC RECORD
PAINT INVESTIGATIONS
ENGINEERING REPORT
LASER IMAGING
PHOTOGRAMMETRY
The Management Process

1C. INVESTIGATE INTANGIBLE VALUES

CONTRIBUTION TO WORLD HERITAGE AREA
CONTRIBUTION TO ADJACENT HERITAGE PLACES
COMMUNITY / STAKEHOLDER CONSULTATION
CURRENT NEWSPAPERS & WEBSITES
TRADE / CRAFT / ART / CULTURAL BODIES
ORAL TESTIMONIES, RECORDED INTERVIEWS
# The Management Process

**ASSESS SIGNIFICANCE**

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<th>COMPARATIVE CRITERIA</th>
<th>LEVEL OF SIGNIFICANCE?</th>
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<tr>
<td>HISTORICAL</td>
<td>RARE?</td>
<td>EXCEPTIONAL</td>
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<tr>
<td>ASSOCIATIONAL</td>
<td>REPRESENTATIVE?</td>
<td>HIGH</td>
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<tr>
<td>AESTHETIC / TECHNICAL</td>
<td></td>
<td>MODERATE</td>
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<tr>
<td>RESEARCH POTENTIAL / ARCHAEOLOGICAL /</td>
<td>LEVEL OF PROTECTION?</td>
<td>LITTLE / CONTRIBUTORY</td>
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<tr>
<td>EDUCATIONAL VALUE</td>
<td>WORLD</td>
<td>INTRUSIVE</td>
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<tr>
<td>INTANGIBLE VALUES / SOCIAL / SPIRITUAL SIGNIFICANCE</td>
<td>NATIONAL</td>
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<td>STATE (REGIONAL)</td>
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<td>LOCAL</td>
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The Management Process

SUSTAINABLE VISION

1. INVESTIGATE
2. ASSESS
3. SUSTAINABLE VISION
4. MANAGE

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<td>ACCESS</td>
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<td></td>
<td>INTERPRETATION</td>
<td>COST</td>
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VISION

ENHANCED, SUSTAINABLE, MAINTAINED, LOVED, FLEXIBLE, MARKETABLE, UPLIFTING, LIVABLE, WORKABLE, EXCITING, PROFITABLE

AusHeritage
# The Management Process

**MANAGE THE HERITAGE BUILDING, SITE OR LIVING STREET**

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<td>EG - NOT EXCEPTIONAL OR HIGH ELEMENTS UNLESS NO FEASIBLE ALTERNATIVE</td>
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<td>- SYMPATHETIC BUT NOT A COPY</td>
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<td>- REVERSIBLE</td>
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The Management Process

MANAGE THE HERITAGE BUILDING, SITE OR LIVING STREET

1. INVESTIGATE
2. ASSESS
3. SUSTAINABLE VISION
4. MANAGE

IMPLEMENTATION STRATEGIES TO ACHIEVE VISION

MAKING THE PLACE SECURE & SAFE
WATER TIGHT, MOTHBALLING, FIRE SAFETY, PROTECTION FROM VANDALISM

OTHER RESEARCH / STUDIES REQUIRED

CONSULTING WITH STAKEHOLDERS & COMMUNITY

MASTER PLANNING / DESIGNING

GAINING APPROVALS, REQUESTING EXEMPTIONS

DOCUMENTING / DETAILING CONSERVATION & ADAPTATION

IMPLEMENTING THE WORKS

ONGOING MANAGEMENT & MAINTENANCE
# The Management Process

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**HOW**

1. INVESTIGATE
2. ASSESS
3. SUSTAINABLE VISION
4. MANAGE (policies & strategies to implement the vision)
The Management Process

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   2.1 THE SITE
   2.2 SUMMARY HISTORY (OR TIME LINE)
   2.3 STATEMENT OF HERITAGE SIGNIFICANCE
   2.4 HERITAGE LISTINGS

3. HERITAGE SIGNIFICANCE OF THE PLACE
   3.1 STATEMENT OF HERITAGE SIGNIFICANCE
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4. THE PROPOSED WORKS
   4.1 VISION FOR THE PLACE
   4.2 OPPORTUNITIES AND CONSTRAINTS FOR THE FUTURE
   4.3 PROPOSED USES
   4.4 THE OVERALL WORKS PROPOSED
   4.5 CONSTRUCTION MANAGEMENT
   4.6 FUTURE MANAGEMENT & MAINTENANCE

5. ALTERNATIVE SOLUTIONS NOT PROGRESSED
   5.1 OPTION B – DO NOTHING - RETAIN CURRENT USE
   5.2 OPTION C – RETURN TO EARLIER USE

6. HERITAGE IMPACT ASSESSMENT PROPOSED WORKS

7. CONCLUSIONS & RECOMMENDATIONS
the Burra Charter

• Why do we use it?
  - The *Burra Charter* provides guidance for the conservation and management of the places of cultural significance.
  - Contains definitions for conservation activities and guidelines for conservation principles, processes and practice.
  - Can be applied to all types of places of cultural significance including natural, indigenous and historic places.
Definitions & Principles

- The Burra Charter contains a series of definitions for various conservation activities
  - Cultural significance, Conservation, Maintenance, Preservation, Restoration, Reconstruction, Adaptation, New work

- Three key principles that are:
  - Understanding significance
  - Cautious approach
  - Traditional techniques
Cultural Heritage Significance

- Understanding a place's significance aids in determining appropriate methods of protection and management, and ensures that those places will continue to be experienced and enjoyed by future generations.
  - Historic significance
  - Aesthetic significance
  - Social significance
  - Technical / Scientific significance (research potential)
  - Rarity / Representativeness
Definitions

• *Cultural significance* means aesthetic, historic, social or spiritual value for past, present or future generations.

• *Cultural significance* is embodied in the place itself, it’s fabric, setting, use, associations, meanings, records, replated places and related objects.
Conservation

- Conservation means all the processes of looking after a place so as to retain its cultural significance (conservation is the “umbrella” term for planning, maintenance, preservation, restoration, reconstruction and adaptation)
Maintenance

- **Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

- **Maintenance:** Fundamental to conservation and should be undertaken as necessary to retain cultural significance.

Conservation Techniques

• Use appropriate knowledge, skills and techniques (i.e., professionals/tradespeople with appropriate expertise and experience)

• Traditional techniques and materials are preferred.

• Modern techniques and materials that offer better conservation benefits may be appropriate
Preservation

- Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

- Preservation:
  - New work may be carried out in association with preservation when its purpose is the physical protection of the fabric.
  - Protects fabric without obscuring the evidence of its construction and use.
Restoration

- Restoration means returning the existing fabric reassembling existing components without the of a place to a known earlier state by removing accretions or by introduction of new material into the fabric.

- Restoration:
  - should reveal culturally significant aspects of the place
  - is appropriate only if there is sufficient evidence of an earlier state of the fabric.
Reconstruction

• Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.

• Reconstruction:
  - Is appropriate only where a place is incomplete through damage or alteration
  - Requires documentary evidence to reproduce the earlier state
  - Should identifiable on close inspection or through interpretation
Adaptation

- *Adaptation* means modifying a place to suit the existing use or a proposed use.

- Adaptation:
  - should minimal impact on cultural significance.
  - should involve minimal change to significant fabric.
  - should consider alternatives.
  - may include new services or a new use.
Interpretation

means all the ways of presenting the cultural significance of a place. Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the way new work is designed; the use of and activities at the place; and the use of introduced explanatory material.

Article 24. Retaining associations and meanings
24.1 Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented. For many places associations will be linked to use.
24.2 Significant meanings, including spiritual values, of a place should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Article 25. Interpretation
The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.
Assess significance

- Identify and understand the characteristics that comprise significance.
- Identify gradings of significance for the different elements of a building. Grading can aid in determining the appropriate conservation method used.
- All works are based on the significance.

Grading of significance of walls based on construction date, Country Energy Office, Grafton
Opportunities & Constraints

VISION

Develop Heritage Conservation Policies

Implement Policies

INNOVATION

Manage into the Future
Cautious Approach

*Do as much as necessary but as little as possible.*

- Assess the impact of proposed changes on significance

Changes should not distort the physical or other evidence, or be ‘made to look old’

Change should be reversible