Guideline

Heritage

Conservation Management Plans

This guideline explains what a conservation management plan is and how to prepare and use one. This guideline has been prepared under section 173 of the Queensland Heritage Act 1992.

Contents

Part 1 – Introduction	
Purpose	
Context	
What is a conservation management plan?	
Why prepare a conservation management plan?	
When should a conservation management plan be prepared?	
Who should be involved?	
Who uses a conservation management plan?	
Part 2 – Preparing a conservation management plan	
Overview	
Stage 1 – Understand the place	
Stage 2 – Assess significance	
Stage 3 – Identify issues	
Stage 4 – Develop conservation policies	
Stage 5 – Prepare an action plan	
Part 3 – Using a conservation management plan	
Take action	
Keep records	
Test proposals for change	
Review	
Further information	8
Appendix 1: CMP checklist	
Appendix 2: A model brief	
Annondix 3 Heaful resources	11

Part 1 – Introduction

Purpose

This guide is designed to help owners and managers of heritage places create and use a conservation management plan (CMP). It is applicable to both private- and publicly-owned heritage places. While primarily concerned with planning for Queensland Heritage Places (places entered in the Queensland Heritage Register), the method set out here can guide planning for all types of heritage places and areas. Some places may also have natural and indigenous heritage values and all values can be addressed within a single CMP.

Part 1 of the guideline outlines what a CMP is, why it is necessary, when it should be prepared, and who will use it.

Part 2 looks at what goes into the CMP, steps to understand the place through an assessment and identification process and finally prepare policies that will guide management actions.

Part 3 explains how to use the CMP, carry out the prescribed actions, keep records of actions and, ultimately, review the document after a set period.

Context

Queensland's heritage—embodied in its historic buildings, structures, gardens, cemeteries, archaeological sites, streetscapes, townscapes and landscapes—is a unique, diverse and irreplaceable cultural resource. The *Queensland Heritage Act 1992* (Heritage Act) aims to protect Queensland's heritage from incompatible development and neglect, and conserve it for the benefit of the community and for future generations.

Places entered in the Queensland Heritage Register (the Register) can be small—a single structure or tree—or large, such as a streetscape, townscape, landscape or a complex of buildings. Some places will also have intangible aspects that are integral to their heritage value, including traditions, events, rituals and practices. Heritage values are the reasons why a place is important. Cultural heritage significance is the sum of these values.

The Heritage Act defines cultural heritage significance of a place or feature of a place, as its aesthetic, architectural, historical, scientific, social, or other significance, to the present generation or past or future generations. The cultural heritage criteria used for assessing a place for entry in the Register are set out in the Heritage Act. The *Guideline: Assessing cultural heritage significance – Using the cultural heritage criteria* explains how cultural heritage significance is determined.

Cultural heritage significance needs to be considered in all aspects of managing a heritage place—from routine maintenance through to proposing changes. A CMP complements and enhances these routine activities by clearly guiding maintenance and conservation priorities.

What is a conservation management plan?

A CMP is a practical tool that helps owners, managers and assessing authorities make sound decisions about conserving and managing heritage places.

It identifies the place's cultural heritage significance, sets out conservation policies to protect the cultural heritage significance of the place in the light of change and provides a strategy for putting these policies into action.

A CMP will help guide planning and expenditure when changes to a heritage place are proposed. It can reduce delays when undertaking changes by ensuring that all heritage considerations and statutory obligations are addressed at an early stage. Good planning is a wise investment in every type of property management.

Why prepare a conservation management plan?

To protect the significance of the heritage place

A CMP will articulate the cultural heritage significance of a heritage place. It is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals and groups.

After clarifying the cultural heritage significance of a heritage place, a CMP then defines the actions needed to protect that significance.

To make changes to the place

Changes to a heritage place are almost always needed if the place is to be retained and used into the future, but these changes can have unintended impacts. A CMP will define the kinds of changes that can be made without compromising the cultural heritage significance of the place. The policies in a CMP will describe the best way to make necessary changes.

To achieve approvals

Heritage places protected in the Register require formal approval before certain changes can be made. A well-prepared CMP can give the assessing authority the information it needs to inform its decision-making and can help reduce the number of applications that need to be made.

To assist grant applications

Some grant programs require a CMP for funded works to a heritage place.

When should a conservation management plan be prepared?

Having a CMP prepared before proposing development or applying for grant funding would be an advantage to a heritage place owner. It would be prudent to commission a CMP soon after purchase, and it would be helpful to have a CMP undertaken before selling a place. Potential purchasers will then be able to learn about the implications of ownership and useful background information. It is not unusual for government agencies to commission a CMP when preparing to dispose of a heritage-listed place for these reasons.

A CMP should be kept up to date, and may require a review every 5 to 10 years.

Who should be involved?

As the owner or manager, you can help by gathering and assembling information from your own records, clarifying your needs and aspirations, and considering who else may have an interest in the place.

The specialist skills required will depend on the nature of the place. For some CMPs, a single consultant may have the requisite skills to prepare the document while, for more complex places, a multi-disciplinary team may be necessary. Skills may be required in archaeology, architecture, community engagement, engineering, history, horticulture, interpretation, materials conservation, planning, research and surveying. It is usually best to research potential consultants and seek fee proposals from a selective list. Appendix 2 offers a model brief for commissioning a CMP that can be adapted to suit your needs.

Who uses a conservation management plan?

The CMP is essentially a guide for the owner, or the owner's agents, about the care and use of the place.

Consultants engaged in planning change or adapting the place will be guided by the policies of the CMP and,

similarly, the assessing authority will measure its assessment of the proposals against those policies.

Historians and other researchers will find the CMP a useful resource.

Part 2 – Preparing a conservation management plan

Overview

A CMP can be developed in stages, with each stage prepared in sequence. Even completing the first step will help owners to make better management decisions about their heritage place.

A CMP may be long or short, depending on the complexity and significance of the place, and on the issues of concern. It should be comprehensive but should not include unnecessary detail. Where circumstances demand prompt action, a document based on the principles contained in this guideline, making use of available information, may be prepared quickly to focus on immediate concerns. The department's research files contain readily available historical information about individual places in the Register.

A CMP is prepared in five stages:

- 1. understanding cultural heritage significance
- 2. assessing cultural heritage significance
- 3. identifying issues
- 4. developing policies
- 5. developing an action plan.

It is prudent to choose a heritage professional with experience in preparing CMPs. They will bring technical skills, access to other specialists, and experience with similar projects. They should also understand relevant legislation and, if necessary, be able to discuss the project with the assessing authority and other interested parties on your behalf.

A good CMP will:

- be concise
- be thorough enough to provide an understanding of the place
- · be written in plain English
- · be well structured and easy to use
- contain clear policies that provide useful guidance
- be prepared with the specific place and users in mind.

Stage 1 - Understand the place

The work of this stage should only be as detailed as is needed to understand the place, its development and its present form. A concise written history should be prepared that answers key questions about the place's development and succinctly addresses important associations the place has with people, with objects and with other places. Using images, plans and diagrams will help communicate a necessary understanding of the place.

The CMP should record:

- · the location of the place
- · ownership and management responsibilities
- the entry in the Queensland Heritage Register
- · other relevant legislation
- the history of the place and its development up to the present
- the physical nature of the place and its components.

For more complex sites, data sheets for individual buildings or components, or room by room documentation may be needed. To make the CMP readable, it may be best to put this detailed information in an appendix, with a summary in the body of the document.

Stage 2 - Assess significance

Understanding and explaining the cultural heritage significance of a place, before making management decisions, is fundamental. The cultural heritage significance of the place may have already been assessed—for example, in a local heritage study or in the entry in the Register. A more detailed assessment, including an analysis of how the place compares with other similar types of places, is often required for the CMP so that the cultural heritage significance of all components of the place is understood.

The cultural heritage criteria are used to establish significance and a statement of cultural heritage significance—a succinct explanation—will be prepared. Ensure that this takes account of any existing statutory listing.

For some places, it will be useful to identify the relative significance of the different components of the place. This information can be presented graphically or in written form.

Stage 3 – Identify issues

An effective and useful CMP will identify known issues, threats, operational and legal requirements and will anticipate future circumstances. It will include a survey of the condition of the place that will be important to establish the physical conservation needs for the place.

The effects of the following issues on the place should be considered:

- conservation requirements, including maintenance, repair, restoration or reconstruction
- new development, including additions, alterations and refurbishment of the heritage place or new buildings/structures around the place
- proposed demolition or removal of part of the place
- proposed subdivision or consolidation
- changes to the use of the place, including the introduction of new uses or activities
- excavation in an area where archaeological material may be located
- access requirements, including disabled access and emergency exits
- fire safety
- occupational health and safety requirements
- hazardous material management
- introduction of new water or energy efficient systems and materials
- transfer of property from public to private ownership or use (or vice versa)
- risks from natural events such as fire, flooding, storms and drought
- site security, including potential for theft, arson or vandalism
- multiple ownership or management arrangements
- resource availability
- public use or tourism
- potential for interpretation to support or make more explicit the significance of the place.

Stage 4 – Develop conservation policies

Conservation policies identify what needs to be done to retain the significance of the place into the future. In Australia the best practice standard for policies and principles for good conservation are set out in the *Burra Charter: the*

Australia ICOMOS Charter for Places of Cultural Heritage Significance 2013.

Policies in a CMP should respond to the cultural heritage significance of the place and the specific issues identified in Stage 3 above. Policies must be clear, reasonable and justifiable and may address the wider legislative and planning framework that applies to the heritage place.

It is desirable to set out the policies as a series of aims or objectives, followed by a course of action to achieve them. These can be cross-referenced to relevant photographs and drawings as a way of illustrating the objective. It may be necessary to also provide a short statement that links the policies to the relevant parts of the statement of significance to demonstrate clearly the rationale for the policies.

Policies are normally required for:

- · routine maintenance, including how and when this will be done
- repairs, restoration and reconstruction—works that address problems revealed in the condition survey and works that return a place to a known earlier state
- uses, including how the use of the place will be managed and how any proposed new uses will be accommodated
- managing change, including how new uses, changes to existing buildings or features, and developing new buildings will be managed
- interpretation—how the cultural heritage significance of the place will be communicated, potentially onsite
- involving interested parties—how interested parties, including government agencies, neighbours and people with significant associations with the place, will be involved
- monitoring—how actions taken under the CMP will be documented and how outcomes will be monitored
- management and decision making—how management structures, resources and decision-making processes will be established or varied to ensure the CMP is effectively implemented.

Policies will be needed where major change is likely, such as development, reuse or major repairs. Such policies should look at how and where future change can occur but they should not be overly prescriptive or seek to stifle imaginative proposals and solutions. It is important to remember that the CMP sets out policies for managing change in a broad sense, rather than addressing one single proposal for change.

Where there is a specific proposal for change, a heritage impact statement should be prepared. This will assess a single proposal against the policies set out in a CMP (as shown in Part 3).

Stage 5 – Prepare an action plan

An action plan identifies how and when actions will be taken to implement the conservation policies, considers the resources available (such as funds, technical skills, or human resources), sets priorities and establishes the sequence of activities.

Action plans for Queensland Heritage Places may identify works that can be carried out without application under a General Exemption, and for works that will have no more than a minor detrimental impact on the cultural heritage significance for which an exemption certificate application will need to be made. The Queensland Government website has information on the range heritage development approvals at www.qld.gov.au/environment/land/heritage/

An action plan could contain:

a maintenance plan or schedule that clearly sets out when routine maintenance works, such as gutter
clearance or painting of external joinery, should take place. For example, a garden or landscape will
need a maintenance schedule aligned with the seasons, the growth patterns of plants, and the need to
manage threats such as weeds or bushfire.

- a prioritised conservation works plan or schedule that identifies the works required to remedy issues
 identified in the condition survey, and any other recommended repairs, restoration or reconstruction. A
 works schedule may form the basis for commissioning a contractor to undertake those works, although
 detailed specifications and working drawings may need to be prepared, and development approval
 obtained for Queensland Heritage Places, as separate projects after the CMP is completed.
- management protocols to address specific issues. For example, if a place contains very fragile and
 unstable fabric, a protocol may be developed that limits the number of people who can access the place
 over a period of time.

Part 3 – Using a conservation management plan

A CMP is a key tool for caring for heritage places. It will make management decisions easier and guide actions from routine maintenance through to large-scale changes.

Take action

The CMP will have recommended actions, in priority order, that should now be undertaken.

Some actions may be integrated into existing management practices, such as in regular monitoring of the condition of the place and in regular maintenance regimes.

Other actions may require additional preparatory work, including:

- developing specifications for contractors to undertake conservation works defined in the CMP
- preparing and lodging development applications for any specific actions that require heritage or planning approval.

Keep records

Keeping records is a vital part of caring for a heritage place and implementing the CMP. You should also:

- keep a logbook of maintenance works—record the dates, actions taken, contractor used, estimated and actual costs and results achieved
- use this valuable resource for planning and carrying out future maintenance. Further details of
 maintenance plans can be accessed in the Heritage *Technical note series* available on the
 Queensland Government website at www.qld.gov.au/environment/land/heritage/
- record regular inspections and condition monitoring—identify what was inspected, when the inspection took place, what was found, and any actions required. An inspection schedule is available in the Heritage *Technical note series* available on the Queensland Government website at www.qld.gov.au/environment/land/heritage/
- log issues—record when new issues arise, what decisions were made, and what action was taken.

Test proposals for change

Managing change to a heritage place can be challenging. Proposals for change must be tested against the CMP to assess both positive and negative heritage impacts.

Consider heritage impacts in a step-by-step approach:

- Proposal—examine the extent and nature of the change proposed, possible alternatives and assess the impacts, both positive and negative
- Significance—consider the impacts against the statement of significance
- Statutory requirements and conservation obligations—consider the statutory requirements and the conservation obligations defined in the CMP

- Conservation policy—review the proposed change against the CMP policies. If the CMP does not
 address the type of change proposed, assess the proposal against the significance of the place and
 prepare a new policy
- Consultation—there may be interested parties who should be consulted.
- From a heritage perspective, the best option will be the one that minimises adverse impacts on the
 heritage significance of the place. It is wise to test several options: for help, see *Guideline: Preparing a*heritage impact statement on the Queensland Government website at
 www.qld.gov.au/environment/land/heritage/

Review

A CMP needs to be current. Usually, a CMP has a life of five to 10 years before needing review. If circumstances change, a CMP may need earlier review and revision if, for example, there is:

- new research or information about the significance of the place
- deterioration in the condition of the place
- impact from a catastrophic event such as fire or flood.

The understanding of the history and heritage values of the place can change over time; CMPs must therefore be revisited periodically.

Plan to review and revise the CMP as part of its implementation. When a review is needed, it should build on the existing CMP and the records kept. It is rarely necessary to start again from scratch.

Further information

- call 13 13 QGOV (13 74 68) and ask to speak to a Heritage Branch officer
- visit www.qld.gov.au/environment/land/heritage/

Appendix 1: CMP checklist

This table lists a typical structure and content that would be included in a CMP. Adapt this contents list to suit the place and its circumstances.

Key components	Possible topics	Why it is needed
Introduction	 background purpose, objectives study area scope method limitations acknowledgements 	Sets the scene for the project, explains the scope and study area.
History	 history relevant to the place chronology development sequence ownership and use significant people and groups associated with the place 	Assists in understanding the place as a whole; how it has changed over time and what factors have contributed to change.
Description	 landscape, setting, views natural environment: landform, geology, vegetation, fauna buildings and structures cultural landscape, plantings, patterns 	Assists in understanding the elements that contribute to the place and the condition of these elements, and the people who have an interest in the place.
Significance	 previous assessments criteria analysis assessment by criterion statement of significance significance of components 	Identifies the importance of the place and its individual elements at the national, state or local level. Significance expresses the values of the place and assesses these against defined criteria.
Key issues	 obligations and constraints arising from significance opportunities and aspirations legislation and associated policies principles and guidelines 	Identifies current management principles, guidelines and legislation and defines all of the factors that are likely to present opportunities or constraints.

Key components	Possible topics	Why it is needed
	 use visitor and public access views of external stakeholders condition and threats 	
Policy	 policy structure place as a whole individual components building and structures uses and activities visitors interpretation records, artefacts and collections monitoring and information systems management and decision-making adoption, implementation and review 	Sets individual or collective polices for all of the elements identified in the statement of significance. Provides clear guidelines on management and assists decision-making.
Implementation	prioritiesstrategiesaction planworks schedule	Prioritises works or activities to be carried out and provides guidance as to how and when these works should be undertaken.
References	list of all source material that has been referred to in the text	
Appendices	any additional information	

Appendix 2: A model brief

A brief designed to enable a property owner or manager to commission a CMP is provided below.

Content	Notes
Introduction (Client name) wishes to commission a consultant or consultant team to prepare a conservation management plan for (place name). The cultural heritage significance of (place name) has/has not been assessed.	This brief could be adapted to cover just a heritage assessment, conservation policy or implementation strategy. Explain what is known about the significance of the place.
(Place name) is currently listed on (name of register or planning scheme). The key reports relevant to this brief are listed below.	Refer to previous assessments and reports.
Study area The study area for the CMP is (describe the extent of place and boundaries). The study area is shown on the attached (plan or map).	Include helpful details about location. Attach maps or plans.
Objectives	Explain the objectives.
From the perspective of (client name), the objectives are:	Provide examples.
 to enable (client name) to gain a better understanding of the significance of (place name) so that its heritage values can be managed to provide specific advice on potential future use to involve the local community and other stakeholders. 	Tell the consultants about the specific issues of concern. They can then consider these issues in shaping their approach and in selecting the skills needed on the team.
Requirements	List any other specific components
The CMP is to be prepared in accordance with the principles and processes defined in The Burra Charter (1999) and associated guidelines, including procedures for undertaking studies and reports (1988).	needed for this particular project.
The CMP will be prepared in five stages:	
 understand the place 	
 assess cultural heritage significance 	
identify issues	
develop conservation policiesdevelop a prioritised action plan.	

Content	Notes
The consultant is required to provide a draft report The consultant documenting each stage for review by (client name) before proceeding to the next stage.	
The final CMP will be a fully integrated compilation of these reports.	
It is expected that the CMP will also include: (insert any specific requirements).	
Existing information	List any reports or documents available that are relevant to the task of the consultant.
	List the base plans or plans of the site, area, buildings etc available to the consultant.
Budget and timing The budget available for the preparation of the CMP is (\$ or in the range \$ - \$) (ex GST). The available budget is to cover all fees and expenses, including specialist sub-consultants, overheads, insurances and disbursements including (travel, accommodation etc).	Detail the milestones to be achieved or just set the final date and let the consultants propose the milestone dates. A payment schedule should reflect the work completed at each stage.
(Client name) can provide assistance with (list any resources or support you will provide).	These percentages are indicative only and align with the milestones above for
The timing for the project is as follows:	illustrative purposes.
(date) consultants commissioned	
(date) project plan (or work plan) submitted	
 (date) draft Heritage Assessment submitted for review (date) draft Policy submitted for review 	
(date) draft 1 dicy submitted for review (date) draft Action Plan submitted for review	
(date) final CMP submitted.	
Payments will be based on completion of each milestone.	
The following schedule of payments is proposed:	
 10% at commencement of project (or submission of a work plan) 	
25% at completion of the draft Heritage Assessment	
 25% at completion of the draft Policy 	
 15% at completion of draft Action Plan 	
 15% when draft CMP submitted 	
 10% on submission of final CMP. 	

Content	Notes
Progress and final reports The consultant shall provide (number) copies of each of the draft and final reports, including all component or progress reports. In addition, the final report will be supplied in PDF format on CD.	A specific number of copies should be defined. Specifying an electronic copy will reduce costs.
Client liaison The consultant shall meet with (client or steering committee) at least (number) times during the course of the project.	A specific number of meetings at key review points in the project should be defined.
The contract between (client name) and the appointed consultants will be based on (name of standard contract). This brief and the proposal submitted by the appointed consultant will form part of the contract documentation. Confidentiality The consultant agrees to keep confidential all materials supplied by the client that are designated Commercial in Confidence or have any confidential status. This applies to the consultant's key personnel and all sub-consultants. The consultant warrants that all material used in the CMP	Some clients will have their own standard contract. Alternatively the Australian Standard AS4122- 2000: General conditions of contract for engagement of consultants can be used. These clauses are designed to protect the client and consultant and should be varied to suit the circumstances.
from sources other than the client will not breach any confidentiality requirements. Copyright The content of the report is the responsibility of the consultant. The content may not be amended without the	Copyright provisions may also be defined in a standard contract. The nature of a CMP makes the use of
agreement of the consultant, except for editing, format and design changes that do not alter the meaning. Copyright and ownership of the report will be vested jointly with the client and consultant (include where applicable 'and any Indigenous organisation that represents their community'). The consultant will have a free, perpetual licence to use the report and the material contained within it, with due acknowledgement.	a Creative Commons licence appropriate, whereby the author maintains copyright but allows others to copy or distribute work provided the author is given credit and the work is not changed in any way or used commercially.

Content	Notes
Intellectual property Ownership of the primary materials created in the course of the research remains the property of the consulting firm and/or the named researchers.	Intellectual property provisions may also be defined in a standard contract.
Responding to this brief	Highlight specific skills required for the consultant team.
To respond to this brief, the consultant should prepare a short fee proposal containing at least the following information:	consultant team.
 approach and methodology 	
 team, including skills, experience and proposed project role 	
a CV for each team member	
 examples of similar projects undertaken by the team or team members 	
 proposed budget and timing 	
 a breakdown of the total fee into professional fees and expenses; and a breakdown of fees, expenses and total time by project stage or component 	
 any variations to the terms and conditions contained in this brief and the proposed contract. 	
(Number) copy/ies of the proposal are required	Use postal, street or email address.
Proposals must be submitted by (date and time) to (person and address).	
For more information	Ensure the person listed is available
For more information about this project, please contact (person, title) on (phone) or (email).	during the proposal period.

Appendix 3 Useful resources

Heritage legislation

Commonwealth: *Environment Protection and Biodiversity Conservation Act 1999* Available from the Department of the Environment, Water, Heritage and the Arts www.environment.gov.au

Queensland: *Queensland Heritage Act 1992*Available from the Queensland Government Office of the Queensland Parliamentary Council www.legislation.qld.gov.au

General references

Australia ICOMOS, The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013, 2013

Meredith Walker and Peter Marquis-Kyle, *The Illustrated Burra Charter: Good Practice for Heritage Places,* 2004. A casebook of examples that illustrate how the principles and processes in the *Burra Charter* can be applied to real places. Available from Australia ICOMOS www.icomos.org/australia

James Semple Kerr, *The Conservation Plan: a guide to the preparation of conservation plans for places of European cultural significance*, 6th edition, 2004, National Trust (NSW).

Available from the National Trust NSW www.nsw.nationaltrust.org.au/shop/index.htm#books

Guidelines, fact sheets and technical notes

The Queensland Government website has heritage technical notes, guidelines, and fact sheets on specific conservation issues. All information can be accessed at www.qld.gov.au/environment/land/heritage/

The following publications are specific to CMPs:

Guideline: Preparing a heritage impact statement

Guideline: Assessing cultural heritage significance – Using the cultural heritage criteria

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