

AUSTRALIA'S *National Heritage*



DEVELOPING MANAGEMENT PLANS

- Do I have to prepare a management plan?
- What if I already have a management plan?
- What is required in a management plan for a National Heritage place?
- What are the performance objectives for management plans?
- How do I write a management plan?
- How should the plan be structured?
- How are management plans accredited?



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INTRODUCTION

A MANAGEMENT PLAN IS A TOOL INTENDED TO PROVIDE SUFFICIENT INFORMATION FOR MANAGERS TO PROTECT AND MANAGE THE HERITAGE VALUES (LOCAL, STATE AND NATIONAL) OF HERITAGE PLACES.

It is in an owner's interest to prepare a management plan to guide day-to-day management, assist in decision-making and to support local, state and Commonwealth approval processes. A management plan should comprehensively describe the place, state its official National Heritage values and identify any other heritage listings. It should specify the objectives, policies and principles that will govern the management of the place's heritage values and provide guidance on the preparation of project proposals to ensure that there are no adverse impacts on heritage values. It may also identify areas and items that do not embody heritage values or that are intrusive, and allow these to be removed or altered without affecting the values of the place. Further information on preparing a management plan, including the recommended framework of a plan, is provided at the end of this section.

DO I HAVE TO PREPARE A MANAGEMENT PLAN?

A management plan must be prepared for every Commonwealth-owned National Heritage place.

For places not wholly in Commonwealth ownership, the Commonwealth Government must use its best endeavours to ensure that a plan for managing a place included in the National Heritage List is prepared and implemented, in co-operation with the state or territory jurisdiction where the place is located. The plan should be consistent with the National Heritage management principles.

WHAT IF I ALREADY HAVE A MANAGEMENT PLAN?

A management plan for a National Heritage place should meet the standards of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). A management plan which was prepared prior to the introduction of the National Heritage List in 2004 may not provide adequate consideration of, or protection for, the official National Heritage values as it would predate the introduction of the List. It may, however, be possible to amend an existing plan to provide for the management of the National Heritage values of the place. The existing plan will need to undergo a review process to assess if the plan meets the EPBC Act requirements and to identify those areas which may require updating. Place owners and managers commonly engage a heritage consultant to undertake this task.

Should the review of the management plan conclude that the plan is sufficient to protect the National Heritage values it can be retained.

If the existing plan is deemed insufficient in protecting National Heritage values it will be necessary for a new management plan to be developed or amendments made to the existing plan.

A management plan should be reviewed every 5 years (EPBC Act s342W). The review needs to assess if the management plan is consistent with the National Heritage management principles and if it is effective in protecting and managing the National Heritage values of the place.

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Particular events that should also trigger a review of the management plan are:

- Any changes to the official National Heritage values of the place; and
- Any major changes to the place.

WHERE CAN I FIND THE REQUIREMENTS FOR A MANAGEMENT PLAN?

The requirements of a management plan for a National Heritage place and the fundamental principles for appropriate heritage management are contained in the EPBC Regulations (Schedules 5A and 5B). These are broadly consistent with the *Burra Charter* (Australia ICOMOS, 1999) and the *Australian Natural Heritage Charter* (Australian Heritage Commission, 2002). These publications are among a number of best practice documents that provide guidance when developing a management plan.

The publication *Ask First: A guide to respecting Indigenous heritage places and values* (Australian Heritage Commission, 2002) should also be used as a reference for consultation with Indigenous stakeholders on issues relating to the identification, management and use of places with Indigenous heritage values.

The *Burra Charter* is available from Australia ICOMOS or may be viewed on their website at:

➤ www.icomos.org/australia

Copies of the *Australian Natural Heritage Charter* and *Ask First: A guide to respecting Indigenous heritage places and values* are available from:

➤ www.environment.gov.au/about/publications/list.html#heritage

Further information can be found in the section *Key publications* in this guide. A detailed framework to guide the preparation of a management plan for a National Heritage place is also provided later in this section.

WHAT ARE THE PERFORMANCE OBJECTIVES FOR MANAGEMENT PLANS?

The objectives of a management plan for a National Heritage place should identify what the plan is meant to achieve and how this might be satisfied in performance terms.

The aim of a management plan is to:

- Respect all heritage values of a place by protecting, conserving, presenting and transmitting the heritage values of a place to current and future generations;
- Ensure that the use of the place is consistent with its heritage values; and
- Provide a process for ongoing monitoring, reviewing and reporting on the heritage values.

Occasionally new research may reveal potential new National Heritage values of a place, in which case the place will require formal re-assessment and revision of the management plan.

A management plan can achieve these aims by:

- Using recognised best practice resources and models;
- Remaining current. Changes in the condition of the heritage values, identification of new values or the loss of heritage values should be recorded;
- Arranging for community and interested party consultation in the identification and management process; and
- Involving relevant Indigenous people in the identification, assessment and management of places with Indigenous heritage value.

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HOW DO I WRITE A MANAGEMENT PLAN?

Start with the official National Heritage values of the place.

A place on the National Heritage List has been formally assessed and its National Heritage values are identified and reported in the official values table. The management plan must use this official values table when identifying how the National Heritage values of the place will be conserved and managed. The National Heritage management principles require that the management plan have regard for all heritage values of the place and identify any management requirements arising from these listings.

Once the values of a place are understood the plan should be prepared on the basis of an accepted methodology. An accepted methodology for writing management plans is included in the *Burra Charter*. A National Heritage place has undergone extensive historical research and analysis as part of the assessment process. The information provided in the National Heritage List citation may provide much of the background information on the historical context of the place including a description. For places with Indigenous heritage values, consultation and negotiation with Indigenous stakeholders is critical to address Indigenous heritage issues. The structure of the resulting management plan will reflect the complexity of the individual place and management plans will vary in content accordingly. An outline of the major components of a management plan are outlined below.

HERITAGE SIGNIFICANCE

- State the National Heritage values as they are provided in the official values table;
- Identify any other statutory and non heritage listings; and
- Identify potential new National Heritage or other heritage values.



DEVELOP POLICIES

- Identify obligations arising from identified National Heritage values;
- Gather information about other factors affecting the future of the place (owner/manager's needs and resources, external factors, physical condition); and
- Develop management policies.



IMPLEMENTATION AND ONGOING MANAGEMENT

Once a management plan has been prepared:

- Prepare a strategy for implementation of management policies;
- Conserve, manage and maintain the place in accordance with a management plan;
- Present and interpret the significance of the place; and
- Monitor and document change, and review management plans regularly.

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HOW SHOULD THE PLAN BE STRUCTURED?

The following management plan framework has been developed utilising the processes described in best practice standards like the *Burra Charter*, the *Australian Natural Heritage Charter* and *Ask First: A guide to respecting Indigenous heritage places and values*. Preparing a management plan which addresses these elements will satisfy the above performance objectives and the requirements for management plans outlined in the EPBC Act.

CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Executive summary	The principal findings of the management plan are to be summarised and should appear at the beginning of the report as an Executive summary. This section should be concise and written in language that is easily understood by a wide audience.
Introduction	<p>The introduction should include:</p> <ul style="list-style-type: none">• A statement of the objective of the management plan;• A brief description of the area including address, real property description and co-ordinates for non-urban places;• Location plans showing the state and local context of the place;• A site plan showing all significant features of the site, administrative boundaries and boundaries for the current heritage listings of the place (if different);• Cadastral plans or appropriate topographic plans with Australian Map Grid (AMG) references;• Details of current heritage listings for the place;• An outline of the methodology employed by the consultant/s in the preparation of the report;• Who was involved in preparing the plan; and• Acknowledgements.

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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Historical background	<p>This section is to provide:</p> <ul style="list-style-type: none"> • A concise history of the place and its component parts including historical context; • A history of its establishment up to the present day including its role, physical development and associations; • A summary of economic and social influences associated with the place; • A summary of the defining historical events associated with the place; • A summary of the geographic influences on the development of the place; • A biography of the designer or builder (if appropriate); • A summary of its current and former uses; • An outline of the conservation of the place; • A chronology of major events; • An annotated list of other reports providing more detailed historical evidence about specific parts/aspects of the place. Discuss any unresolved questions about the development of the place or any conflicts arising from the documentary evidence; and • Identify areas recommended for further research.



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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Place description	<p>This description will form the basis for understanding the place and its heritage values. The description must cover the elements of the place in detail and include:</p> <ul style="list-style-type: none"> • An outline of current condition; • A framework against which to measure any change in condition, and potentially, heritage values; • Plans and photographs (with sources, dates and captions) which are required to illustrate and/or support key aspects of the description (included here or as an appendix). These should include floor plans for major building elements and current photographs illustrating key aspects of the place and the condition of the place and its component parts (internal and external if describing buildings); • An outline of the context of the place. If a cultural landscape describe the topography, vegetation, ecosystems and landscape modifications; • Supporting information in other reports should be referred to as relevant; • An analysis and comparison of the place with other similar places to reveal its qualities, condition and intactness; • Discussions of any conflicts arising from physical evidence; and • Areas recommended for further research such as archaeological or other fabric investigations.
Heritage significance	<p>This section must include the official National Heritage values of the place. Provide copies of the following:</p> <ul style="list-style-type: none"> • A copy of the official values as published with the listing; and • The Statement of Significance as published with the listing. <p>Research should be conducted to identify if the place has heritage values at any other level of statutory responsibility. This should include a search of the following lists.</p> <p><i>National</i></p> <p>National and Commonwealth Heritage places are found in the Australian Heritage Database which can be accessed from: www.environment.gov.au/cgi-bin/ahdb/search.pl</p> <p>A check should also be made to confirm whether there are any matters of national environmental significance (NES) which need to be considered. Seven matters of NES are specifically referred to in the EPBC Act.</p> <p>A National Heritage place is one of these. All places of NES can be identified using the map, co-ordinate or Local Government search options from: www.environment.gov.au/erin/ert/epbc/index.html</p>

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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Heritage significance	<p><i>State, territory and local</i></p> <p>Conduct a search of the following:</p> <ul style="list-style-type: none"> • State and territory heritage lists links to all states and territory statutory lists can be accessed from: www.environment.gov.au/heritage/index.html; • Indigenous heritage registers in your state or territory (these are generally maintained by either a State Indigenous agency or a national park/conservation agency); • Protected species listings for flora and fauna. Links to each state and territory lists can be accessed from: www.environment.gov.au/biodiversity/threatened/index.html; and • Planning instruments with heritage provisions and controls such as Local Environment Plans (LEPs), Regional Environment Plans (REPs), Master Plans, Development Control Plans (DCPs) and Heritage Overlays etc. <p>Inclusion of a place on one or more of the above statutory lists will require that the administrative systems, processes and arrangements are incorporated into a management plan for a National Heritage place. It also involves working with all levels of government to ensure that all heritage values are respected in any decisions made about the place.</p> <p>The preparation or review of a management plan may reveal new information about the heritage significance of a place. Any research which supports the potential for additional National Heritage values should be documented and include a preliminary statement against the relevant criterion. A formal re-assessment must be undertaken to officially identify any additional National Heritage values. Alternatively if you reveal a potential loss of National Heritage values you should document the circumstance surrounding the change and contact the Heritage Division.</p>

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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Opportunities and constraints	<p>This section should:</p> <ul style="list-style-type: none"> • Discuss any obligations arising from the inclusion of the place on the National Heritage List and other heritage registers; • Describe any existing management frameworks, including applicable Commonwealth, State and local statutory requirements; and existing asset management and administrative arrangements. Outline how heritage management will be incorporated into these existing arrangements; • List owner/occupier needs and operational requirements; • Describe any proposals for change and any potential pressure it may have on the heritage values of a place; and • Outline a process for making decisions about matters which have the potential to impact on heritage values and seek expert advice.
Conservation management policy	<p>This section should establish clear policies to conserve and protect the identified heritage values, having regard to the information presented in the previous sections. Each policy topic should include a summary of the major issues considered and the key policy statements, which establish a conservation framework for all future decisions and actions. In general, the policies may include but are not limited to:</p> <p><i>Fabric and setting</i></p> <ul style="list-style-type: none"> • The nature, extent, and degree of intactness of the fabric representing the heritage values, including contents. • The condition of the fabric/landscape representing the heritage values, including contents, and the implications arising from this. • The values and/or impact of the setting and surrounding development (if applicable). • Environmental pressures or hazards which may contribute to the deterioration of significant fabric. • The nature, urgency and potential impact of any current or proposed maintenance works. • Any recommended works or other actions arising, prioritised in terms of urgent works (to be actioned immediately), short term work (2 years), medium works (5 years), long term works (10 years) and desirable works.

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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Conservation management policy (continued)	<p><i>Use</i></p> <ul style="list-style-type: none"> • Feasible and compatible uses of the place. • Visitor/tourism pressures, including consideration of the capacity of the place to absorb the current and potential number of visitors without adverse effects. • Management of visitors without adverse effects. • Management of visitors in order to manage their impacts, inclusive of wear and tear on significant fabric. • How the place will be adapted for new uses and how the new uses will be compatible with the heritage values. <p><i>Interpretation</i></p> <ul style="list-style-type: none"> • Best practice interpretation processes. • Interpretation should enhance understanding and enjoyment, and be culturally appropriate. <p><i>Management</i></p> <ul style="list-style-type: none"> • Best practice management and conservation processes, utilising the <i>Burra Charter</i>, <i>Natural Heritage Charter</i> or <i>Ask First</i> and other charters as appropriate. • Current ownership and management structure, and the measures that have been put in place to protect and manage the cultural heritage values of the place, and the manner in which they work. • How and under what circumstances heritage advice is to be sought. • How records of intervention and maintenance are to be kept. • How unforeseen discoveries or disturbance of heritage are to be managed. • Research, training and resources. • How the condition of those elements representing National Heritage values, and other values, are to be monitored and reported. • The implications of the various heritage listings for the place, including legislative and regulatory measures and the manner in which they work. • What research, induction and staff training will be applied by the managing agency. • What financial resources will be applied by the managing agency to improve recognition of heritage and the management of heritage values including maintenance and conservation works.

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CONTENT OF MANAGEMENT PLAN	HOW TO MANAGE A NATIONAL HERITAGE PLACE IN ACCORDANCE WITH THE PRINCIPLES
Conservation management policy (continued)	<p><i>Future developments</i></p> <ul style="list-style-type: none"> • Planning and management of any works proposed, including adaptive re-use. • Any current or potential development pressures (eg encroachment, adaptation etc) and the possible impact on the heritage values of the place. • Management for any divestment proposals that may affect the National Heritage values, now and in the future. • How disposal of the place may occur and the measures taken to ensure ongoing protection of the heritage values. <p><i>Community involvement</i></p> <ul style="list-style-type: none"> • Community and stakeholder expectations for the place (if applicable) and how these will be met. • Stakeholder and community consultation and liaison arrangements and procedures (if applicable). <p><i>Review</i></p> <p>The management plan should be reviewed within 5 years in accordance with s324W of the EPBC Act or if any of the following occur:</p> <ul style="list-style-type: none"> • The National Heritage values of the place change; or • Major changes are proposed.
Policy implementation	The management plan should identify who will be responsible for implementing the conservation policies, a timeframe for the policy implementation, and the process involved. No new policies should be introduced in this section.
Appendices	Any information which may be critical to understanding the report or its preparation is to be included as an appendix.
Referencing	Referencing should be consistent and include the following information: author's name; title of document; publisher; place published; year of publication and page number/s. All figures, including illustrations, photographs and plans, should have captions and be sourced. The caption should be a description of the item and must be dated. The source of information, including all quotations, must be footnoted and referenced.

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HOW ARE MANAGEMENT PLANS ACCREDITED?

A management plan may be accredited by the Federal Environment Minister as part of an approvals bilateral agreement between the Australian Government and a state or territory government.

The management plan and the law of the state or territory under which the management plan is (or will be) in force, must meet the criteria prescribed by the EPBC Act. This includes ensuring that actions that may have a significant impact on the National Heritage values of the place and those that are inconsistent with the management plan cannot be approved.

Through an accredited management plan and an associated approvals bilateral agreement, the Federal Environment Minister in effect delegates his approval powers under the EPBC Act to the relevant state or territory minister. In these circumstances any action proposed to be undertaken in accordance with an accredited management plan will not need to be referred to the Federal Environment Minister for a decision.

Before the management plan can be accredited, the Minister must cause it to be put before each House of the Australian Parliament for a disallowance period of 15 sitting days. Following accreditation of the plan, the approvals bilateral agreement may be signed.

Further information on bilateral agreements is available from the Heritage Division of the Department of the Environment, Water, Heritage and the Arts.

The information provided above has been provided to assist the owners and managers of NHL places to understand the expectations of the Australian Government once a place is included in the NHL. It should not be used as a substitute for direct reference to the legislation.

