

REGIONAL COUNCIL OF GOYDER

	<p style="text-align: center;">AUSTRALIAN CORNISH MINING SITE BURRA CONSERVATION MANAGEMENT PLAN POLICY</p>	Department:	Governance
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1. PURPOSE

The conservation policy helps to guide the management of the heritage places with the primary objective of protecting the **Australian Cornish Mining Site (ACMS)** Burra's cultural significance. In the ACMS (Burra) this applies to the individual places of national heritage value and the cultural landscape to ensure future care of the national values. It is intended that this occur to take account of the conservation issues associated with the place's setting and context and balance these against the practical requirements for sustainable and ongoing use.

2. BACKGROUND

The community of the ACMS (Burra) values their heritage resource and has demonstrated their support through volunteering and sponsorship of conservation and tourism activities. As most of the places are privately owned, at times there has been concerns raised amongst the community about the added regulation and the delays occurred in achieving approval for changes. Further opportunities exist for the community in the development of heritage tourism, while providing improvements to the experience for visitors and the local economy. The management of this change and ensuring that the community, particularly private owners, is fundamental to the successful management, conservation, and transmission of the national values.

3. SCOPE

Places on the National Heritage List are required to have management plans that set out how the heritage values will be managed and protected over time. The policies contained in this section generally follow the National Heritage management principles, as below:

- The objective in managing national Heritage places is to identify, protect, conserve, present and transmit, to all generations, their national Heritage values.
- The management of national Heritage places should use the best available knowledge, skills, and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their national Heritage values.
- The management of national Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, commonwealth, state, territory, and local government responsibilities for those places.
- The management of national Heritage places should ensure that their use and presentation is consistent with the conservation of their national Heritage values.
- The management of national Heritage places should make timely and appropriate provisions for community involvement, especially by people who:
 - a. Have a particular interest in, or associations with, the place; and
 - b. May be affected by the management of the place.
- Indigenous people are the primary source of information on the value of their heritage. The active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.
- The management of national Heritage places should provide for regular monitoring, review and reporting on the conservation of national Heritage values.

4. DEFINITIONS

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The following is a list of definitions which are used throughout the subsequent text. These are taken from the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 2013 (Burra Charter):

ACMS: Burra means Australian Cornish Mining Sites: Burra

Adaptation means modifying a place to suit proposed compatible uses

CMP means Conservation Management Plan

Compatible use means a use which involves no change to the culturally significant fabric, changes which are substantially reversible or changes which require a minimal impact.

Conservation means all the processes of looking after a place to retain its cultural significance. It may include a number or combination of the maintenance, preservation, restoration, reconstruction, and adaptation.

Fabric means all the physical material of the place including components, fixtures, contents, and objects.

Maintenance means the continuous protective care of the fabric and setting of a place and is distinguished from repair which involves restoration or reconstruction.

Place means the site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces, and views.

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

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new materials into the fabric. This should not be confused with either re-creation or conjectural reconstructions which are outside the scope of the Charter.

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

5. PUBLIC CONSULTATION

Under the Local Government Act 1999 the council has the following obligations where it is required by law to follow its public consultation policy.

- Council must provide interested persons with a reasonable opportunity to make submissions regarding relevant matters
- Council must publish a notice in a newspaper circulating in the area and on the council's website, describing the matter under consideration and invite interested persons to make submissions within a period (which must be at least 21 days) stated in the notice
- Council must consider any submission received from the public during the prescribed consultation period.

6. SIGNIFICANCE

6.1. The National Heritage list values are the basis for future conservation and management

The National Heritage values establish the place's cultural significance and are the basis for future management and conservation of the Australian Cornish Mining Site: Burra.

7. FORM AND CONTEXT

6.1 AUTHENTIC SENSE OF PLACE

6.1.1 The 'sense of place' and the visual setting of ACMS (Burra)

The heritage values present through the visual landscape and the historic and spatial relationships at ACMS (Burra) are sustained, conserved and interpreted.

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6.1.2 Historic routes

The pre-1877 historic system of roads, pathways and boundaries should be conserved, managed, and interpreted.

6.1.3 View and Vistas

Views and vistas to, from, and within the Historic Mine Site, and the streetscape contexts forming the settings of individual places of ACMS (Burra) that demonstrate the miners' living conditions and ways of life are of significance to the National Heritage values and should be managed to conserve those views.

6.1.4 New Works

New development, including new structures, buildings, pathways and routes within ACMS (Burra) should be sited and designed so that they do not impact on the ability to appreciate and understand the area's historic visual connections and the setting of places, nor disturb archaeological remains or underground features. New development should also consider vehicle traffic and the visual impact of associated fencing and car parking so as not to intrude upon significant views and vistas. Wherever proposals are likely to impact on the visual landscape, a Heritage Impact Statement should be prepared, and where required referred under the EPBC Act.

6.1.5 Fencing

New fencing within the Historic Mine Site should be avoided unless it is necessary for safety or it is designed to interpret an historical boundary.

6.2 LAND OWNERSHIP

6.2.1 Land ownership

Land containing sites of National heritage value currently owned by State and Local government should be retained in public ownership to ensure that public access is maintained.

6.2.2 Lease agreements

The responsibilities for maintenance and the funding of repairs should be considered and included in any lease or tenancy agreement for government owned land, sites, and buildings.

6.3 SUBDIVISION

6.3.1 Subdivision

Subdivision and amalgamation of land should not occur within the ACMS (Burra) area unless it supports the conservation of historic sites and structures.

6.4 SITE SECURITY, SAFETY AND VANDALISM

6.4.1 Security and vandalism

Implement security and safety measures such as reducing road access, the provision of signage, fencing and security surveillance to protect vulnerable historic sites from vandalism and dumping.

6.5 INTRUSIVE ITEMS

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6.5.1 Intrusive fabric and vegetation

Remove infrastructure, structures and vegetation that are intrusive or adversely impact on significant views, elements, and fabric.

7 FABRIC AND SETTING

7.1 CONSERVATION OF BUILT FABRIC

7.1.1 Conservation of significant fabric

The fabric of ACMS (Burra) reflected in the National Values should be managed and conserved. All works to significant buildings, structures and ruins should be carried out in accordance with the principles and practices of the Australia ICOMOS Charter for Places of Cultural Significance (the Burra Charter).

7.1.2 Best practice conservation

Best practice standards will be implemented for the conservation of significant fabric within the ACMS (Burra). Conservation projects will involve appropriately skilled and trained professionals and tradespeople.

7.1.3 Historic layering

Fabric conservation will respect the historic layering of individual buildings, structures, and ruins.

7.2 PREVENTING DETERIORATION

7.2.1 Cyclical maintenance

The significant fabric of the ACMS (Burra) should be conserved through approved programs of regular maintenance and corrective works.

7.2.2 Modern Materials

Modern materials will be avoided where they may be likely to impact upon or cause damage to significant original fabric.

7.2.3 Damage to significant fabric

If damage to significant fabric occurs during works, work in the area will cease and appropriate advice will be sought from a suitably trained and qualified person heritage expert.

7.3 REPAIRS

7.3.1 Repairs to significant fabric

Repair and stabilisation of significant fabric of the ACMS (Burra) should precede replacement. Repairs should be guided by a suitably qualified and experienced heritage specialists such as a heritage architect and be undertaken by contractors sufficiently skilled and experienced in traditional construction.

7.3.2 Replacement of significant fabric

Repair of significant fabric of the ACMS (Burra) involving replacement should closely match the form, dimension, material, quality, and finish of the original. Replacement should be guided by a suitably qualified and experienced heritage specialists such as a heritage architect and be undertaken by contractors sufficiently skilled and experienced in traditional construction.

7.4 RUINS

7.4.1 Ruin retention and conservation

All existing ruins of the ACMS (Burra) should be retained and conserved in accordance with the principles and approach in Ruins: A guide to conservation and management (2013).

7.4.2 Ruin reconstruction

Reconstruction and restoration of ruins should be avoided unless essential for physical conservation or is part of an approved interpretative scheme.

7.4.3 Ruin Stabilisation

Ruins identified as at risk should be stabilised as a matter of urgency, followed by the development of a ruin management strategy for all existing ruins of national value.

7.4.4 Vegetation management

Vegetation removal should be guided by the ruin management strategy for each site and vegetation regrowth threatening the stability of ruins should be removed. Volunteers undertaking the vegetation removal should be trained in appropriate methods to protect the fabric.

7.5 ARCHAEOLOGY

7.5.1 Archaeological management

The archaeological heritage of the ACMS (Burra) should be identified, conserved, and managed. These include relics, ruins and standing structures, as well as subsurface deposits and artefacts.

7.5.2 Mapping of archaeological potential

An integrated Archaeological Zoning Plan should be prepared for the ACMS (Burra) to document known and predicted areas of archaeological sensitivity and known disturbed areas. The Zoning Plan should be distributed to affected landowners together with materials and resources that ensure they are aware of their statutory obligations and know where to seek further guidance. Discovery of archaeological deposits should be progressively mapped in the Zoning Plan and this documented plan should be made publicly available.

7.5.3 Archaeological Research

Archaeological research at ACMS (Moonta) should be encouraged and supported. Preference should be given to research projects that further contribute to the understanding and transmission of the National Heritage values.

All archaeological research projects should be approved by permit from the South Australian Heritage Council under Section 27 - Protection of archaeological artefacts of the Heritage Places Act 1993, be supervised by a qualified archaeologist, and follow a Research Design which describes the work method, and how the research will benefit the transmission of the National Heritage values to current and future generations.

7.5.4 Excavation

Excavation within areas identified as having archaeological potential within the ACMS (Burra), which coincides the State heritage area, should be preceded by an assessment of the potential to disturb archaeological deposits of state and national significance and should be planned and

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executed in accordance with the advice of the South Australian Heritage Council and with archaeological supervision.

7.5.5 Archaeology in Development Assessment

Assessment of new development in the ACMS (Burra) area should consider the archaeological potential of the subject site with reference to the Archaeological Zoning Plan and provision made for revising the development if findings of major significance are discovered during the works.

7.5.6 Unforeseen discovery of historical archaeological remains

In the event of an unforeseen discovery of historical archaeological remains, work should immediately cease in the area and the discovery reported to Heritage SA, for advice, prior to continuing work. Heritage SA will determine if a permit may be required under Section 27 of the Heritage Places Act and what actions are required by the applicant to attain a permit. Works must not re-start in the area until confirmation is received from DEW.

7.5.7 Unforeseen discovery of an Aboriginal object, site or remains

In the event of an unforeseen discovery of an Aboriginal object, site or remains, work should immediately cease in the area and the discovery reported to the Aboriginal Heritage Branch of the Aboriginal Affairs Reconciliation Division (AARD) of the Department of Premier and Cabinet, as required by Section 20 (1) of the Aboriginal Heritage Act 1988 (SA). The Aboriginal Heritage Branch will advise on the appropriate process, which may include recording the site and further action under Sections 12 and/or 23 of the Act. Works must not re-start in the area until confirmation is received from AARD.

7.5.8 Unforeseen discovery of human remains

In the event of an unforeseen discovery of human remains, work should immediately cease in the area and the discovery reported to the notify the Police by telephone on 131 444, as required under Section 28(1) of the Coroners Act 2003 (SA). The Police may visit the site to determine whether the remains are that of an Aboriginal person, and if so, the Police will contact the Aboriginal Heritage Branch. The Aboriginal Heritage Branch will advise on the appropriate process if human remains are found to be that of an Aboriginal person.

7.6 MOVEABLE HERITAGE AND COLLECTIONS

7.6.1 Moveable Heritage

Moveable items that reflect the National Values associated with the Australian Cornish Mining Sites at ACMS (Burra) should be identified and documented.

7.6.2 Moveable heritage: mining equipment

Moveable items on public land that have been assessed as contributing to the values of ACMS (Burra) such as boilers, ruined mining equipment, and other artefacts should be retained, conserved and interpreted on site.

7.7 UNDERGROUND WORKINGS

7.7.1 Underground workings

Underground workings associated with the Australian Cornish Mining Sites at ACMS (Burra) should be retained and interpreted.

7.7.2 Stablisation

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Stabilisation works to collapsed underground workings should only occur where the risk to other structures of National heritage value has been determined to outweigh the possible destruction of underground structures or mitigate further loss. The works should be planned and supervised by heritage experts who are suitably trained and qualified such as an archaeologist or architect. Unsightly ground stabilisation methods such as shotcrete should not be used.

8 USE

8.1 PROMOTING FUTURE SUSTAINABLE DEVELOPMENT

8.1.1 Sustainable development

Conservation of heritage places and new development should coexist in a hierarchical, sympathetic and sensitive manner to showcase the Cornish mining history of the ACMS (Burra) and benefit the local community and visitors alike.

8.2 COMPATIBLE USE AND FUTURE REQUIREMENTS

8.2.1 Ongoing use

Ongoing use of places that comprise the ACMS (Burra) should be encouraged and supported and take preference over new development.

8.2.2 Change of use

Futures uses of the places that comprise the ACMS (Burra) should seek to minimise the effect of a change of use on the place's values and significant fabric. Whenever proposals are likely to impact on heritage values, a Heritage Impact Statement will be prepared by a suitably qualified and experienced heritage expert and where required referred under the EPBC Act to the Australian Department of Agriculture, Water and the Environment.

8.3 TOURISM

8.3.1 Tourism

To maintain investment in the conservation of heritage places of National Value, Heritage tourism centred on ACMS (Burra) should be promoted and supported. However, this should be done with the objective of conveying the National Heritage Values in accordance with the conservation policies of this CMP to retain the authenticity of the place and its setting and amenity to residents.

8.3.2 Marketing

Tourism promotional materials for the town of Burra should enhance the public appreciation of the cultural value of the ACMS (Burra).

8.3.3 Facilities

Provide adequate facilities, safety, and security and interpretation for visitors at publicly accessible sites.

8.4 ADAPTATION AND REMOVAL OF FABRIC

8.4.1 Adaptation of heritage places

Alterations and additions should generally be within existing building envelopes. Where possible confine major adaptations, alterations and additions to fabric of lesser heritage

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significance. External additions may be considered where they support the ongoing use of the building and result in minimal or no heritage impact, are not visually prominent, and are visually distinct from the original features, and are reversible.

8.4.2 Removal of heritage fabric

Where significant fabric is removed it should be recorded in situ prior to removal and the information collected held in a manner which will be durable and accessible. Items which are not capable of economic replication should be stored safely for future restoration, reuse, or interpretation.

8.5 SERVICES

8.5.1 Services

Provide carefully installed wired and piped services, where necessary, to ensure that a compatible use for places of value to the ACMS (Burra) is maintained.

8.5.2 Services concealment

Service installations, including solar panels, wiring, piping and ducting should be concealed from the main street fronts wherever possible.

8.6 FIRE

8.6.1 Fire services installation

The structures of national value should be protected from fire to retain the significance of the place.

9 INTERPRETATION

9.1 INTERPRETATION STRATEGY

An Interpretation Strategy should be developed for ACMS (Burra). Consider digital experiences as part of the strategy to increase uptake from younger generations.

9.2 ABORIGINAL HERITAGE

9.2.1 Aboriginal heritage interpretation

The interpretation of Aboriginal cultural heritage particularly in relation to the interaction with the Cornish miners should be celebrated and supported in consultation with the Ngadjuri Nation. This should coexist and be integrated with interpretation opportunities for Cornish mining heritage and other cultural heritage values.

9.3 ACCESSIBILITY AND WAYFINDING

9.3.1 Access Strategy

Develop an access strategy for the ACMS (Burra) to encourage walking and cycling and explore other access options in addition to private vehicle access throughout the site and to link various components.

9.3.2 Signage Strategy

Develop a signage strategy for the ACMS (Burra) to increase wayfinding to heritage places.

9.4 PUBLICATIONS

9.4.1 New or Updated Publications

New or updated publications about the ACMS (Burra) and the town of Burra should include the most recent information about the significance of the Cornish mining influence to enhance public appreciation of the cultural value of the Cornish mining technology and way of living.

9.5 ONLINE / DIGITAL

9.5.1 New Online / Digital Resources

New or updated online / digital resources should reflect the National Heritage values of the Cornish mining sites associated with the ACMS (Burra) and should link or reference this CMP.

9.5.2 Interpretation and new technologies

Opportunities should be explored utilising new technologies to help interpret and develop a better community understanding of Cornish mining systems and lost fabric. The development of a digital resource exhibiting the underground workings would benefit the understanding of the scale and significance of the mining activity at ACMS (Burra) and be a useful research tool.

10 MANAGEMENT AND GOVERNANCE

10.1 BURRA CHARTER AND BEST PRACTICE CONSERVATION

10.1.1 CMP as basis for decision making

The conservation policy of this CMP should form the basis of all decisions to ensure the cultural values of the ACMS (Burra) are not diminished.

10.1.2 Adoption of the Burra Charter

Decisions beyond the scope of the conservation policy in this report should be based on an understanding of the cultural significance of the place and the principles established within the ICOMOS Burra Charter.

10.1.3 Expert advice

Expert advice should be sought from suitably qualified and experienced heritage specialists such as heritage architects and archaeologists when considering actions and planning works that may affect the National Heritage values of the ACMS (Burra).

10.2 WORLD HERITAGE ASSESSMENT

10.2.1 World Heritage Listing

Australian Cornish Mining Sites – ACMS (Burra) in conjunction with the ACMS (Moonta) should be assessed for World heritage listing as an extension of the Cornwall and West Devon Mining Landscape.

10.3 ADOPTION

10.3.1 Adoption of the CMP by Council

This CMP was reviewed and adopted by the Regional Council of Goyder on 17 December 2020.

10.3.2 Adoption of the CMP by State and Commonwealth Agencies

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This CMP should be reviewed by Heritage SA and the Department of the Environment and Energy and Heritage SA and officially endorsed.

10.4 SA HERITAGE PLACES ACT

10.4.1 ACMS (Burra) – State Heritage Area

The ACMS (Burra) State Heritage Area should be retained in the South Australian Heritage Register and an integrated approach taken to heritage management through the provision of expert heritage advice.

10.5 PLANNING, DEVELOPMENT AND INFRASTRUCTURE ACT 2016 AND REGIONAL COUNCIL OF GOYDER DEVELOPMENT PLAN

10.5.1 Transfer of CMP policies to statutory controls

The policies contained in this CMP should be integrated into future planning documents including future statutory planning controls to enable an integrated approach to the management of heritage values and for them to be actioned.

10.6 STATUTORY OBLIGATIONS AND APPROVALS – NATIONAL HERITAGE LISTING

10.6.1 Compliance with legislation

The owners, asset managers and tenants of the national heritage Cornish mining sites at ACMS (Burra) should be made aware of and comply with the obligations that arise from the protections under the EPBC Act, the Planning Development and Infrastructure Act and Heritage Places Act, including the provisions related to archaeology.

10.6.2 EPBC Act approvals

Approval under the EPBC Act is sought for any action occurring within, or outside, a National Heritage place that has, will have, or is likely to have a significant impact on the National Heritage values of ACMS (Burra).

10.7 RECORDS AND FURTHER RESEARCH

10.7.1 Records

The Regional Council of Goyder should maintain accurate and consolidated records associated with any works and maintenance associated with the ACMS (Burra).

10.7.2 Further Research

The Regional Council of Goyder, the National Trust, History SA, the State Library of South Australia, and Heritage SA should encourage and support further research into the history and significance of the ACMS (Burra) to enhance the understanding of the place's value and foster the transmission of the National Heritage values to new audiences and future generations.

11 MONITORING AND FUTURE MANAGEMENT OF PLANNING AND DEVELOPMENT

11.1 ACTIVE MANAGEMENT

The Regional Council of Goyder should develop and implement a management system for decisions which might impact on the heritage value of the ACMS (Burra).

11.2 TRAINING OF STAFF AND VOLUNTEERS

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Council staff, contractors and volunteers engaged in the management of places of national value at the ACMS (Burra) should be trained to understand the place's national heritage value, the obligations arising from national heritage listing, and when to seek expert advice.

11.3 MONITORING OF CMP IMPLEMENTATION

Council staff should report annually to Heritage SA and to Regional Council of Goyder on the implementation of the priority recommendations of this CMP. The report should include a summary of conservation activities undertaken in the year, changes in the state of repair of places identified as at-risk, the effectiveness of planning policies in the ACMS (Burra) State Heritage Area affecting the National Heritage values and planned future conservation activities.

11.4 MONITORING OF CONDITION AND INTEGRITY

The condition and integrity of the ACMS (Burra) site and its heritage values should be monitored and reported upon annually to the Regional Council of Goyder, or its delegated committee. The report should identify any new threats to the condition of values in addition to an assessment of those already identified in this plan so that strategies can be formulated to respond to potential adverse impacts. Only persons with appropriate skills, qualifications and experience in heritage management should be engaged to carry out inspections and monitoring.

11.5 STRUCTURES AT RISK

Structures and ruins identified as at risk in this plan should be monitored according to engineering advice so that further deterioration or movement can be addressed immediately.

12 COMMUNITY INVOLVEMENT

12.1 ESTABLISHMENT OF AN ADVISORY COMMITTEE

The Regional Council of Goyder should establish an advisory committee, including owner and indigenous representation, to improve the involvement and support of the local community in the management, conservation, and monitoring of Cornish mining sites at the ACMS (Burra).

12.2 ABORIGINAL HERITAGE

12.2.1 Aboriginal Reconciliation

The Regional Council of Goyder should prepare a Reconciliation Action Plan to guide future relationships with, and meaningful opportunities for Aboriginal people in Burra and across the Council area, including the ACMS (Burra), and to celebrate their culture. The Reconciliation Action Plan should inform amendments to existing Council policies, inform a future ACMS (Burra) Interpretation Strategy, and facilitate participation in future cultural heritage matters for Aboriginal people.

12.2.2 Access to Country

The publicly accessible areas of the ACMS (Burra) site should continue to be available for use by the traditional owners, the Ngadjuri Nation, to maintain their cultural traditions.

12.2.3 Sensitive Information

The Ngadjuri People should be consulted to identify and develop suitable management practices and protocols for information associated with the ACMS (Burra) site that are secret, sacred, or contain sensitive information.

12.2.4 Publication of Materials

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Permission should be obtained from the traditional owners before publishing any material which relates to their cultural heritage. They should be consulted on how the community will be attributed and approve the way in which the material is used.

13 REVIEW

13.1 REVIEW OF CMP

The statement of significance and associated conservation policy of this document should be reviewed every five years, or sooner should major change occur in the interim. The review should also include a survey to monitor the effectiveness of conservation actions and an update to conservation management policies where warranted in consultation with owners, the Indigenous community, stakeholders, and community interest groups.

14 FUNDING OPPORTUNITIES

14.1 PRIORITISATION OF FUNDING

The prioritised capital and maintenance works recommended by this CMP should form the basis of a works programme.

14.2 HERITAGE FUND

Council should establish a heritage fund to assist private owners to conserve heritage listed properties.

14.3 FINANCIAL ASSISTANCE

Avenues for financial assistance should be pursued as part of the resourcing requirements for the ongoing conservation and management of heritage places in the ACMS (Burra).

15 RECORDS

All records should be treated in accordance with Local Government GDS40.

16 REVIEW

This policy shall be reviewed by Council annually (or on significant change to legislation or aspects included within this policy that could affect the health and safety of workers).

17 REVIEW HISTORY

Document History	Version No:	Issue Date:	Description of Change:
	1.0	20.07.2021	Adopted refer 112/21