



# 4 Key Issues

## Part Four. Key Management Issues

This Management Plan must set out mechanisms for the protection, conservation and enhancement of the outstanding universal value of the proposed World Heritage Site. This section first identifies the Opportunities and Threats which flow from consideration of the current position described in Section 3. and then goes on to identify the main Issues which these give rise to, and the Strategic Policies proposed to deal with these.

The purpose of this Management Plan is to ensure that, by applying the policies set out in section 5.1, a positive outcome is achieved in response to the Opportunities and Threats, which are summarised in table 8.

### 4.1 Opportunities

#### Regeneration and development:

The United Kingdom government's wider regeneration and sustainable communities agendas will build successful, thriving and inclusive communities. A thriving economy is more able to support the ongoing costs of caring for the Site. The implementation of the policies in this Management Plan will ensure that regeneration and development within the Site will both protect and enhance its values whilst improving local economic circumstances. The key is for the Partnership to work with regeneration and development agencies to influence the application of resources and design of new schemes.

The regeneration of Camborne-Pool-Redruth is a regional strategic priority and an Urban Regeneration Company has been established to drive this forward guided by an Urban Framework Plan. CPR-Regeneration is a major opportunity to attract public and private investment in Camborne, Pool and Redruth, making it a focus for unprecedented change and growth since the heydays of active mining. English Heritage have commissioned an historic character survey to inform redevelopment in this area. The URC Business Plan and Urban Framework Plan recognise the importance of local distinctiveness, high quality design and the strong heritage in shaping a sustainable future for this area, and these aims are consistent with those of the Site.



#### Heritage-led regeneration.

Not all regeneration and development will be heritage-led. However there are real opportunities for heritage to inform, and provide the catalyst for, regeneration within the Site. The benefits were outlined by United Kingdom government in its recent report *The Role of Historic Buildings in Urban Regeneration* which stated that *"the historic environment has an important part to play in regeneration schemes helping to create vibrant interesting areas, boosting local economies and restoring local confidence"* (ODPM, 2004)

The reuse of historic buildings can be more environmentally sustainable than, and their environmental performance can be as good as, new-build projects. Sympathetic re-use of historic buildings can help to fill needs in housing, commercial and leisure space, for example the recent conversion of the dilapidated Chapel of Ease at Redruth to affordable housing, and the business park developed by Carrick District Council at Wheal Kitty which includes conversion of the engine house to office space alongside new-build business units.

#### UK heritage protection review (Protecting the Historic Environment; making the system work better)

The United Kingdom government heritage protection review could lead to statutory status for World Heritage Sites in England. This would provide additional protection through increased influence in the planning system and new consent procedures, but also additional responsibilities to implement and monitor Management Plans.

#### International links

The Site provides an ideal opportunity to develop links with Cornish Mining communities world wide, to

Wheal Kitty, St Agnes. The conservation of the Grade II Listed Sara's Shaft engine house is taking place along side modern business development of a design and scale appropriate to the site's historic character.



San Francisco Engine House,  
Linares, Spain.

strengthen cultural links and contribute to the conservation of related Cornish mining sites and landscapes. The outstanding universal value will be strengthened by developing such links.

The legacy of the pre-eminence of Cornish mining between 1700-1914 lives on. The international mining, environmental and heritage sectors offer the World Heritage Site Partnership the opportunity to both share its considerable collective expertise in mining heritage conservation and to develop new joint initiatives. This will be achieved through engaging in partnerships, forums, and projects set up to exchange information and promote new ideas. The management of Cornwall & West Devon's mining landscape could become an exemplar of heritage management in historic mining sites, industrial World Heritage Sites and of regeneration of former mining land and communities.

### **Tourism**

Heritage and culture tourism is a key growth sector. Tourism provides opportunities to enhance understanding between the visitor and the host community, and promote respect for different cultures. With appropriate marketing, World Heritage Site Inscription will result in increased visitor usage. This needs to be seen in the context of existing targets for growth of the tourism sector in the region generally, as the Site could make a significant contribution not only to the economic benefits derived from this growth, but also to strategies to manage the impact of tourism on the environment.

### **Geodiversity**

Inscription of the World Heritage Site will provide an opportunity to increase the understanding of the relationship between the rich geology and mineralogy of Cornwall and West Devon, and the development of Cornish Mining. Opportunities for closer collaboration and promotion of the multiple values of the Site include ongoing controlled mineral collecting, the possibility of designating Earth heritage sites, scientific studies and wider educational and visitor access.

### **Integrated Environmental Management**

The recent United Kingdom Government Review of Rural Delivery that highlighted a lack of integration, the current review of the Environmental Stewardship Scheme and increased requirements by Government to address biodiversity issues all provide an opportunity for beneficial management of the Site in the future. Management of ecological features will directly contribute to the management and preservation of historic features within the Site. A significant element of the ecological interest of the Site exists because of the previous historical development, the boundary features associated with miners small holdings are an important biodiversity habitat and internationally significant lower plants occur on many former mine sites for example. It is therefore imperative to fully integrate ecological and archaeological objectives in order to ensure that management mechanisms such as Wildlife Enhancement Schemes and agri-environment programmes that are available for these type of features, can be accessed to assist with the delivery of management of the Site.

### **Research**

Understanding the asset is vital to the management of the Site. Opportunities for conducting more research into Cornish mining history and the surviving landscape exist, both as Site initiated projects and through working in partnership with research focussed organisations such as the Combined Universities in Cornwall and the Institute of Cornish Studies. The research programme should cover all aspects of managing the World Heritage Site, including the state of preservation and conservation of the mining landscape, the social history of mining communities, scientific value, the use of mining heritage facilities, and the economic and social impacts of implementation of the Management Plan.

## Education

Learning initiatives provide opportunities for communicating the outstanding universal value of the Site to a wide range of audiences, at all stages and levels of education, both in the United Kingdom and internationally. They also provide an outlet for much of the research already gathered and to be undertaken in future, and opportunities for a wide range of people to contribute to these. Cornish Mining offers excellent scope for developing both subject specialist and cross curricular learning packages working with the formal education sectors, linking geology and natural history with the study of human activity and its impacts. It also appeals to self directed and informal learners wishing to increase their knowledge of local history, family history and the natural environment.

## Partnership working and Management Plan

The Inscription of this proposed World Heritage Site and the adoption of this Management Plan by the partners provides a real opportunity to establish a formal and common agreement of the importance of mining heritage and its contribution to the local economy and cultural distinctiveness, and to achieve a coordinated approach to its management and conservation.

## Multiple funding sources

Cornwall and West Devon have been successful at obtaining funding from all levels to carry our remediation, consolidation and enhancement works over the last 15 years. Inscription as a World Heritage Site will help perpetuate that success in attracting funding for conservation and enhancement from a range of sources due to the importance and prestige associated with an internationally important Site.

## Cultural distinctiveness

The will bring international recognition for the distinctive Cornish Mining culture that is present within the Site and recognisable across the world. This will help reinforce the pride of former mining communities and protect and promote cultural traditions.

## Size of the Site

10 areas spanning almost 20,000 hectares, and over 81,000 residents equates to a wide area of potential benefits and generates substantial critical mass. This

means that implementation of the Management Plan can have positive economic and social impacts across a high proportion of the population in Cornwall and West Devon.

Through careful monitoring there is an opportunity for the contribution that mining heritage makes to the local economy to be properly identified and quantified, demonstrating the benefits of heritage-led regeneration and cultural tourism which are often seen as intangible.

## 4.2 Threats

### Inappropriate Development

There is a wide regeneration agenda in Cornwall and West Devon and desire to create sustainable communities in line with United Kingdom government policy. The Site is a living cultural landscape in which evolution, growth and decline will inevitably occur.

There is a determined agenda for social and economic change across Cornwall and West Devon and this will bring direct pressures on some areas of the Site, particularly in urban centres such as Hayle and Camborne-Pool-Redruth, which have been identified for major development.

There is substantial housing pressure in Cornwall & West Devon as a result of a growing incoming population (retirement and second-homes) and household growth causing a serious shortage of affordable housing. New housing is vital for sustained economic and social regeneration, and is more likely to be constructed on brownfield sites within the existing urban envelopes and on the periphery of urban and major village settlements. For example, St Agnes is a major settlement within Carrick District targeted for growth, and Hayle has been identified for a large proportion of housing allocation in Penwith District Local Plan.

There is growing demand for industrial and commercial space predominantly from Small to Medium sized Enterprises. Initiatives aimed at adding value to goods in Cornwall & West Devon, fostering start-up companies and expand niche markets all require new and expanded business parks. Ports and harbours are subject to pressures for new facilities to improve and extend commercial and leisure use, most typically in the form of marinas to service the potential leisure and tourism industry.

World Heritage Site Inscription is seen as a tool for both encouraging and enabling sensitive development. While there is without doubt development pressure, much of this will be positive regeneration of former mining land and mining communities. Inappropriate development of poor quality design and materials will be damaging to Cornwall and West Devon as a whole, not just the Site. Development that is poorly planned and short-term will not achieve the objectives set out by the United Kingdom government in their Sustainable Communities Plan.

**Unsympathetic conversion of historic buildings:** the majority of former mining structures within the Site are either by nature or location unsuitable for adaptive re-use and will be conserved as monuments. However some of the housing, business and commercial growth could include conversion of historic buildings, which might vary from increased use of upper storeys over shops in historic towns, conversion of former industrial premises (engineering works and factories) to offices and homes. Inappropriate conversion resulting in loss of character poses a threat which needs to be balanced with the benefits of losing historic buildings altogether through neglect.

**Lack of maintenance and neglect of historic fabric:** a serious threat across such a large Site arises from simple neglect of historic structures particularly those that have no economic use. Buildings that are unused and do not receive maintenance quickly become susceptible to the elements and decay can be surprisingly rapid.



Robinson's Shaft complex, South Crofty Mine, Pool. The effects of neglect and vandalism are readily apparent at this mine site which was decommissioned in 1996. It is hoped that regeneration efforts will secure funding to conserve this important part of Pool's industrial history.

Vandalism within the winder driver's cabin, Robinson's Shaft Complex.



**Inappropriate alterations to historic built fabric:** non-availability or the higher costs associated with the use of traditional building materials, combined with locally depressed economies can result in the widespread use of inappropriate materials, finishes and detailing in works undertaken to many private dwellings. In some areas this can lead to a significant loss of urban historic character. The new Part L of the Building Regulations aims to improve energy efficiency in buildings but in the interpretation the special interests of historic buildings need to be recognised and balanced to avoid erosion of historic character.

#### **Resumption of mining and mineral processing**

There is no presumption in principle against mining in the Site provided that the outstanding universal value is conserved or enhanced. A resumption of mining could add to the evolving cultural landscape of the Site. There are currently no active mines in the Site, however in the event of a significant upturn in tin prices, there might be an interest in the reopening and the re-prospection of mines. Proposals for resumption of mining in Cornwall and West Devon would need to satisfy the normal environmental and planning requirements. The Minerals Local Plans (emerging Mineral Development Frameworks) safeguard access to mineral reserves and balance mineral and commercial interests with environmental and conservation concerns. There are currently proposals for the resumption of mining activity at South Crofty Tin Mine which, although outside the Site, may affect its setting.

#### **Removal of secondary minerals (mineral working deposits)**

Removal of secondary minerals from waste dumps is permitted under the Town and Country Planning (General Permitted Development) Order 1995 (GPDO) unless the mineral planning authority issues an Article 7



Mine spoil heap removal at Wheal Uny, Redruth.

Direction to remove these rights and trigger a planning application. If planning permission is refused then the mineral planning authority is liable for compensation.

The imposition of the Aggregates Tax has created renewed interest in old mineral dumps because they are exempt from the Tax which is directed at primary aggregates. Removal of mine and quarry waste is actively encouraged by the Aggregates Tax to deter the working of new deposits where there are existing stockpiles of material that could be used. At the same time the historical value of old mineral dumps is being recognised and the Site includes many such sites.

### Visitor pressures

Potential pressures deriving from visitor access to sites within the Site include:

- the visual and environmental impact of new or expanded facilities
- \* Authenticity of experience – marketing plans must balance authenticity in interpreting mining heritage with contemporary environmental concerns. A range of interpretation and presentation techniques will need to be employed to convey the authentic experience whilst protecting the present atmosphere of some sites.
- Traffic management – the South West region generally, but Cornwall and Devon in particular, experiences severe traffic flow problems in July and August. World Heritage Site status, if granted, will be used to support shoulder month initiatives linked to the tourism markets for landscape, heritage and cultural appreciation, and in so doing contribute to strategies to spread visitor numbers more

evenly throughout the year. Marketing plans will include active promotion of rail, bus and cycle access to sites.

- Reduction in rail services and cuts to the network need to be viewed as a threat in this context.
- Closure of Newquay airport and /or reduction in the provision of regional air services would limit the transport options available to overseas visitors and increase travel time to such an extent that it could become unattractive as a destination.
- Protection of wildlife – Interpretation and visitor access should not result in the loss of significant habitats or other threats to species diversity.
- Protection of geodiversity - visitor access should not result in damage to sites of mineralogical interest.

In addition to road traffic pressures, agencies concerned with the care of Cornwall and West Devon's natural assets, including the County Councils, the National Trust and the Cornwall and Tamar Valley Areas of Outstanding Natural Beauty, have identified erosion of footpaths as a key concern. Measures to deal with this are already in place as part of their respective management plans. World Heritage Site Inscription would help to secure public support for these by highlighting the historical significance of the Site Areas and justifying action taken to conserve them.

### Agriculture and forestry

Outside the towns and villages, the majority of the land in the Site is currently used for agriculture and forestry. Much of the area where mining remains survive well is now open moorland predominantly used for grazing, while other parts of the Site are enclosed farmland. Recent changes to the farming industry may mean a gradual reduction in stocking rates in areas of grazing, which could lead to scrub growth obscuring and damaging historic features. The introduction of energy crops could pose a threat to the landscape by obscuring and damaging historic mine sites and changing its historic character. Woodland Grant Schemes which promote planting of new woodland can potentially change the character of the landscape. This would be particularly damaging in areas of miners smallholdings which have historically been cleared for agriculture. Whilst it is important to acknowledge that some aspects

of these types of land use can be damaging to archaeological features, appropriate land management can provide a mechanism for protection and maintenance of some of the historic remains within the Site. Sensitive delivery of agri-environment and woodland management schemes is therefore imperative to ensure that agriculture and forestry do not present a threat.

### **Biodiversity**

The biodiversity interest of the area is inextricably linked with its mining past; habitats and species have adapted, and continue to adapt, to the particular ecological opportunities present. The disturbance and metalliferous contamination of former mined land has resulted in environmental conditions that favour restricted and specialised habitats and species, in particular heathland and bare ground. Many of these habitats are designated, for example national Sites of Special Scientific Interest or local Wildlife Sites, and contain species of international conservation value, for example petalwort.

The biological composition and character of the majority of these habitats is in transition, very slowly succeeding towards a climax vegetational succession (scrub woodland). The primary aim of all management for biodiversity is to retain a representative mosaic of characteristic habitats and, at a minimum, sustain existing populations of rare and scarce species. In some cases, existing environmental factors, for example substrate chemistry and exposure, maintain these habitats and species, but the majority require active management, usually grazing, to maintain their character and quality.

It is important that biodiversity conservation practice complements the outstanding universal value of the Site. The cultural integrity and value of the area is dependent upon the development of an integrated policy and management framework, based upon management at the landscape scale. Within this, if it is done well, there are significant opportunities to provide real and sustainable gains for agriculture, archaeology and biodiversity, which will ensure the continuing quality of the Site.

### **Natural disaster**

Cornwall and West Devon are not prone to earthquakes, volcanic activity, devastating forest fires, massive flooding or tidal waves although extreme weather conditions are increasing as a result of global warming. Sea level rise resulting from global warming is unlikely to directly impact the Site in the short term, although increased coastal erosion, salt weathering and the environmental effects of changing weather patterns are resulting in localised flooding and damage, and this may need to be taken into account. Equally the United Kingdom Shoreline Management Plans may need to make better provision for heritage issues particularly in respect of the proposed World Heritage Site.



Portreath Harbour breakwater. Coastal defences require regular monitoring and consolidation to maintain their stability.

Incidences of mining subsidence within hard rock mining areas are rare, and are generally confined to poorly-secured mine shafts or ground instability resulting from near-surface mine workings. Although there are recorded instances of such events damaging or destroying historical mine structures, such events are rare and not considered to pose a significant risk to components of the Site. The majority of the sites for which public access is proposed have been subjected to geotechnical survey to determine the public risk from mine subsidence and remediation measures undertaken to the small number of features considered likely to pose such dangers.

## Contamination

The Site contains some of the most polluted land in the United Kingdom. The responsibilities of the Environment Agency together with European Union legislation controlling acceptable levels of heavy metals within watercourses or groundwater may result in pressure to tackle contamination pathways between mine waste disposal areas, mine drainage systems and hydrological systems which provide sources of drinking water for humans or animals, or which discharge into the marine environment. De-contamination could cause some disturbance to mine sites within the Site.

## Fire

The majority of surviving mine structures are constructed of stone, but a small number of particularly important sites incorporate timber buildings (e.g. Geevor, King Edward Mine, Robinson's Shaft), retain important floor, roof and other detailing or machinery (Levant whim, Mitchell's, Taylor's and Robinson's engine houses) or incorporate historically important original timber roof elements (e.g. Perran Foundry, Wheal Busy



Fire damage at Harvey's Foundry, Hayle.

Smithy). All are vulnerable to fire, as has been demonstrated by the destruction by arson of the early 20th century steam winder house at Robinson's Shaft.

## Theft, disposal or damage to artefacts and archives

A number of important artefacts and collections of archive material which document and illustrate the Site

are held in private collections. There is a thriving market for such items, which may be vulnerable to sale, disposal into collections without public access or theft. Private archives and collections are also inherently far more vulnerable to accidental damage than those in appropriately housed, conserved and protected public collections.

## Mineral collection

With the cessation of active mining, the supply of minerals for research has been significantly curtailed. The stock of existing mine dumps and accessible underground sites are, by definition, a finite and non-replaceable resource. Minerals from such sites are also gathered for private collections or for sale, which can cause depletion and disturbance. In extreme cases mechanical excavators and power tools have been used, in part to supply an international trade, now dominated by Internet sites. However the conservation and study of mineral sites by organisations with an interest in responsible recreational and scientific collecting (for example the Russell Society, English Nature and RIGS groups) helps promote good practice and self-policing of sites which are discussed in Issue 15.



Abandoned car within the Poldice Valley. Fly-tipping is a concern at many former mine sites.

Positives	Opportunities & Threats	Negatives
<ul style="list-style-type: none"> <li>• Good design and sustainable communities will protect and enhance the Site</li> <li>• A thriving economy can support the cost of caring for Site assets</li> <li>• CPR Regeneration a major opportunity for investment and regeneration in the mining community</li> <li>• Heritage-led regeneration provides a catalyst for change, maintains sense of place, and reuse of historic buildings is environmentally sustainable</li> <li>• Using traditional materials will boost and support training in traditional skills like lime mortar, scantle slate roofing, joinery etc.</li> </ul>	<p><b>Regeneration and Development</b></p>	<ul style="list-style-type: none"> <li>• Inappropriate development resulting from pressure for new houses, industrial and commercial space, and leisure facilities, could dilute historic character</li> <li>• Unsympathetic conversion &amp; re-use of historic buildings leads to loss of character, historic fabric and authenticity</li> <li>• Inappropriate alterations to historic buildings equals incremental erosion of detail, loss of character and authenticity.</li> <li>• Neglect/lack of maintenance leads to buildings at risk, demolition, vandalism, arson, low esteem for communities.</li> </ul>
<ul style="list-style-type: none"> <li>• Opportunity through legislation to give statutory status to World Heritage Sites in UK, increasing obligation on authorities to conserve and maintain the Site</li> </ul>	<p><b>Heritage Protection Review</b></p>	
<ul style="list-style-type: none"> <li>• Strengthen cultural identities between Cornish Mining landscapes and communities worldwide and create greater respect among peoples</li> </ul>	<p><b>International links</b></p>	
<ul style="list-style-type: none"> <li>• Maintain a living cultural tradition</li> <li>• Value in having a vibrant culture, sense of place, pride and self-esteem within former mining communities.</li> </ul>	<p><b>Cultural distinctiveness</b></p>	<ul style="list-style-type: none"> <li>• Loss of authenticity through poor understanding, globalisation and homogenisation</li> </ul>
<ul style="list-style-type: none"> <li>• economic benefits</li> <li>• enhanced cultural understanding and respect</li> </ul>	<p><b>Tourism</b></p>	<ul style="list-style-type: none"> <li>• Visitor pressure leading to detrimental visual and environmental impact</li> <li>• loss of authenticity</li> </ul>
<ul style="list-style-type: none"> <li>• evolution of the cultural landscape and traditions</li> </ul>	<p><b>Resumption of mining</b></p>	<ul style="list-style-type: none"> <li>• loss of historic fabric and landscape components has an adverse affect on outstanding universal value</li> </ul>
	<p><b>Removal of secondary mine waste</b></p>	<ul style="list-style-type: none"> <li>• loss of landscape component</li> <li>• loss of mineral specimen reserves and opportunities for scientific and recreational uses</li> </ul>
<ul style="list-style-type: none"> <li>• Self-regulating collection, monitoring condition of waste dumps, scientific and recreational enjoyment, and greater links between geodiversity and cultural elements of Cornish Mining.</li> </ul>	<p><b>Mineral Collecting</b></p>	<ul style="list-style-type: none"> <li>• Uncontrolled collecting causes depletion of mineral reserves and lost opportunities for scientific and recreation uses</li> </ul>

Table 8. Summary of Opportunities and Threats

<ul style="list-style-type: none"> <li>• Knowledge and evidence to inform the management of the Site</li> <li>• Improved content and quality of interpretation and education programmes</li> <li>• Supports the case for outstanding universal value</li> </ul>	<b>Research</b>	
<ul style="list-style-type: none"> <li>• Cross-curricular and multidisciplinary learning opportunities</li> <li>• Communicating the values of the site to all age groups will lead to more understanding and support for the Site</li> </ul>	<b>Education</b>	
<ul style="list-style-type: none"> <li>• Integrated Environmental Management will ensure the multiple values of the Site are conserved.</li> </ul>	<b>Agriculture and forestry</b>	<ul style="list-style-type: none"> <li>• Afforestation, removal of hedgerows, undergrazing, management regimes that have an adverse affect on the Cornish Mining landscape.</li> </ul>
<ul style="list-style-type: none"> <li>• Increased knowledge and value given to Earth heritage sites, enhancing the value of the Site and giving more protection to mineralogical and geological interests.</li> </ul>	<b>Biodiversity and geodiversity</b>	<ul style="list-style-type: none"> <li>• Conflicts arising from lack of joint working, poor appreciation of value of biodiversity and geodiversity to the Cornish Mining landscape.</li> </ul>
<ul style="list-style-type: none"> <li>• Formalised joint-working to agreed aims and agenda guided by the Management Plan will ensure efficient use of resources and greater success and conserving Site assets.</li> </ul>	<b>Partnership</b>	
<ul style="list-style-type: none"> <li>• World Heritage Site status will enable continued success at attracting funding</li> </ul>	<b>Funding</b>	
<ul style="list-style-type: none"> <li>• High critical mass means effects will affect significant portion of total land area in Cornwall and West Devon, and large percentage of population</li> <li>• Economic effects will be tangible and quantifiable</li> </ul>	<b>Size of the Site</b>	<ul style="list-style-type: none"> <li>• Amount of resources required to implement the Management Plan consistently</li> </ul>
<ul style="list-style-type: none"> <li>• Clean up of polluted areas improving the environment</li> </ul>	<b>Contamination</b>	<ul style="list-style-type: none"> <li>• Remediation works damaging landscape components and underground workings</li> </ul>
<ul style="list-style-type: none"> <li>• Risk assessment provides opportunity to manage this threat</li> </ul>	<b>Theft or damage to artefacts and collections</b>	<ul style="list-style-type: none"> <li>• Loss of artefacts or collections leads to reduced knowledge and opportunities for research and education</li> </ul>
<ul style="list-style-type: none"> <li>• Risk assessment provides opportunity to manage this threat</li> </ul>	<b>Natural disaster</b>	<ul style="list-style-type: none"> <li>• Loss of landscape components has an adverse affect on the value of the Site</li> </ul>
<ul style="list-style-type: none"> <li>• Risk assessment provides opportunity to manage this threat</li> </ul>	<b>Fire</b>	<ul style="list-style-type: none"> <li>• loss of key components especially buildings has an adverse affect on the value of the Site</li> </ul>

Table 8. (continued)

### 4.3 Identification and assessment of key management Issues

The threats and opportunities have been formed into 17 issues that affect the Site, each of which is described and assessed below with Strategic Policies proposed to address each Issue.

#### 4.3.1 Issue 1 Consistent, co-ordinated management

The Site is a serial nomination covering 19,808 hectares and includes within its boundaries multiple public and private ownerships and management regimes, as set out in sections 3.2 and 3.6. In addition, there are a wide range of stakeholders, including public authorities, specialist groups and individuals who have an interest in the management of the Site. This multiple responsibility for achieving the aims of the Management Plan has many advantages, but requires a management structure that encompasses all these interests whilst ensuring a consistent, co-ordinated approach.

The Cornwall and West Devon World Heritage Site Bid Partnership, with a total membership of 75 organisations, brought a wide range of these interests together for the purposes of compiling and approving the Bid documentation. Its remit (outlined in 3.6) was therefore primarily focussed on overseeing management up to the point of submission of the nomination. Once this has been achieved, the Partnership needs to undertake an appraisal of appropriate post Inscription management structures and arrangements, with a view to implementing these should Inscription be achieved. The Bid documents were prepared by a team operating as the World Heritage Site Office, co-ordinating research, consultation and production on behalf of the Partnership, under guidance from an Officer Working Group of senior staff from the key owning and operating organisations (see Appendix B). This delegation of executive functions ensured input from a range of expertise and delivery of the documents within the required timescale. For a body of interest as wide as the World Heritage Site Partnership (or its successor body), will need to represent, it will need to continue to delegate implementation, monitoring and review of the Management Plan to a smaller body with executive powers. Composition of this body should also be considered as part of the appraisal of management arrangements.

The terms of reference for the appraisal should include:

- Representation for the main owning, operating or managing bodies within the Site
- Inclusion of the full range of stakeholder interests, including those outside the Area boundaries who may be affected by Management Plan policies
- Identification of appropriate models for a constitution for the management body
- Recommendations on composition and remit of an executive board to direct the work of the Partnership and report back to it (or its successor body).
- Recommendations on effective co-ordination, delivery and reporting mechanisms to be overseen by the executive
- Ensuring wide public participation in the implementation and review of the Management Plan

Further detail on the management and monitoring of the Site is contained in Section 6.

Issue 1 Consistent coordinated management.

Policy 1a The World Heritage Site Management Plan will be delivered through an accountable and effective partnership with clear responsibilities, in order to achieve the Vision & Aims.

Policy 1b The partnership will monitor and manage the state of the proposed World Heritage Site.

#### 4.3.2 Issue 2 Resources to implement the Management Plan

The Management Plan sets out a framework of policy principles and individual actions that were identified as the necessary first steps in steering the development of the Site towards the established Vision over the next five years. Implementation of these policies and actions will inevitably require investment of resources. Just as the responsibility for implementation rests with a range of organisations, so the sources of funding and other resources are varied.

The World Heritage Site Partnership (or successor) will continue to need a World Heritage Site Office, with the necessary range of skills to co-ordinate the implementation and monitoring of the Management Plan on its behalf. Ongoing commitments in the form of a base budget of £200,000, the permanent posts of a World Heritage Site Co-ordinator and Research Officer, and access to specialist planning and conservation advice, Information and Communication Technology and project development staff resources have already been secured. Resources and skills required to implement specific initiatives within the plan will be identified via a financial needs assessment (see Action 4).

In relation to conservation and development of specific sites, responsibility for provision of the necessary funds usually lies with the owning or managing organisation, or a partnership/ consortium formed by them. Many of these are dependent upon outside funding, such as the grants available from the Heritage Lottery Fund or Objective One and Objective Two. European Union funding is likely to be continued after 2006 in Cornwall beyond the current programme (see section 3.13) making it one of the few remaining Objective One assisted areas in the United Kingdom.

The role of the World Heritage Site Partnership, or its successor body, is to support implementation of these conservation projects by identifying, within the context of the Management Plan, how they contribute to the achievement of the vision and aims. However, given that overall funding aspirations are likely to outstrip the amount of financial support available, a priority for the Partnership will be to assess the total funding requirements and, in liaison with the relevant organisations, develop a long-term financial plan within a strategic overview of relevance to the Site.

Planning policies and development control functions are the responsibility of individual local authorities, and in some cases implementation of these will necessitate additional investment, for example to ensure the provision of advice, or monitoring functions. Where this is the case the Partnership, or its successor body, will work with the authorities to encourage provision of the required resource.

In addition to the site or function specific resource requirements, however, the Management Plan includes

a number of Area-wide strategic actions and initiatives that need to be resourced centrally, as Partnership projects. Many of these will also involve entering into partnership with other organisations, such as tourism agencies and education authorities, in pursuit of shared objectives. The resources for these wider strategic actions will be met by a combination of annual revenue budget provision from local authorities, grants from government agencies, charitable bodies or sponsors and earned income. Whilst the Partnership can establish a preferred priority order for implementation of such actions, delivery will inevitably depend to some extent on the provision of resources by outside organisations. Annual and medium term budget plans for the resourcing of such central actions are needed, to guide fundraising efforts.

In addition to funding, there are considerable human resources and assistance in kind currently being committed to the Partnership in preparation of the Bid documentation. An appropriate post Inscription management structure and arrangements will help to secure this for the lifespan of the Management Plan, with continued access to specialist advice and expertise as a contribution to the aims of the World Heritage Site.

#### Issue 2 Resources

Policy 2 The World Heritage Site Partnership will collectively and individually, identify and secure resources to implement the Management Plan.

#### 4.3.3 Issue 3 Risk preparedness and disaster management

Risk is the threat that an event or action will adversely affect the ability to achieve objectives. In the case of the Site, risks are present in the physical Site itself and in the implementation of the Management Plan.

The World Heritage Site Office needs to undertake a risk assessment of its own strategic and operational functions relating to the Management Plan. The World Heritage Site Office will use the Cornwall County Council risk management cycle contained in its Risk Management Strategy and will be guided by the Cornwall County Council Emergency Planning Officer on the carrying out of this assessment and the implementation of its recommendations. Action Plans

for those risks identified which will be passed to the Cornwall County Council Strategic Risk Management Group for inclusion in the corporate risk framework. Some of the risks to the Site itself have been identified as Threats in section 4.2 of this Management Plan. In order to assess the significance of all risks and to mitigate them it is necessary for a risk assessment to be carried out using adopted procedures. Responsibility for risk assessment lies with individual owners and managers. The World Heritage Site Office will need to be proactive in encouraging owners and managers to undertake risk assessment and relate these to its own strategic and operational risk assessment.

Risk management begins with identifying risks, evaluating their potential consequences and determining the most effective methods of managing or responding to them. This might include producing Fire Action Plans for significant historic buildings particularly those containing machinery or timber roofs, and providing data on aspects of the Site to the fire service to inform their response to incidents. It may also involve checking Disaster Plans for archive and museum collections are in place (e.g. Cornwall Record Office, The Cornwall Centre, Courtney Library).

Cornwall County Council's Emergency Planning Officer coordinates emergency planning across the six districts in Cornwall. The World Heritage Site Office will liaise with the Emergency Planning Officer on integrating the Site into the existing Crisis Management Teams and reporting mechanisms at the appropriate level, so that in the event of an incident the World Heritage Site Office is involved in decisions which may affect the outstanding universal value. A similar process will be applied in West Devon.

#### Issue 3 Risk preparedness

Policy 3 The risks to the Site and its management should be regularly assessed and actions taken to ameliorate these risks.

#### 4.3.4 Issue 4 Embedding a strategic framework for the Site.

This Management Plan establishes a strategic framework for the Site but the conservation and management of the Site can not take place in isolation. The conservation of the Site needs to be embedded in a range of strategic plans and programmes. These influence economic activity, for example development and regeneration, tourism and farming, renewable energy, transport, as well as education and community life. These plans and programmes are listed in 3.5 of this Management Plan.

The need to embed World Heritage Sites in policy and guidance begins at a national level in government planning guidance on a range of areas including the historic environment and sustainable energy. Central to this is strengthening the emphasis on World Heritage Sites currently contained in PPG15. There is also a need to ensure that reviews, such as the Haskins report on the management of the countryside, which cross-cut policy areas do not affect the conservation of World Heritage Sites.

Regional plans are increasingly important with central government moves towards regionalisation. Examples include the South West Environmental Strategy, and the emergent Regional Spatial Strategies brought about by the Planning and Compulsory Purchase Act 2004.

At a local level Community Strategies are now at the heart of local government. The Planning and Compulsory Purchase Act 2004 has introduced new Local Development Frameworks (LDF) to replace Local Plans and Structure Plans. LDFs must relate their core strategies to the objectives in Community Strategies. LDFs can include Area Action Plans for those areas with special conservation or regeneration needs and this could include several areas within the World Heritage Site (see Glossary of planning terms in Appendix C). For example, at Hayle and Pool, where large redevelopment is a possibility these will be a need for special attention to be paid to the outstanding universal values of the Site in bringing forward proposals. In particular, development on the quays at Hayle harbour should integrate with Harveys Foundry and take into account the historic character of the townscape. Regeneration of Camborne-Pool-Redruth should create a sustainable community and add new distinctive design whilst complementing the existing historic fabric and character of the area.

Minerals Development Frameworks will be prepared to replace the Cornwall and Devon Minerals Local Plans, under the provisions of the reform in the Planning and Compulsory Purchase Act 2004. These will help to shape the future development of mining and quarrying within the Counties and its impact upon the people, the broader environment and the historic landscape. The provision of local and traditional building materials is an important consideration: the draft Cornwall Minerals Development Scheme anticipates the preparation of a Supplementary Planning Document to give guidance on the sources and use of local building stone and slate, which will be complementary to the conservation of the universal values of the Site.

Following the Countryside and Rights of Way Act 2000, local authorities are required to produce and update management plans for Areas of Outstanding Natural Beauty within their boundaries. The Cornwall and Tamar Valley AONBs are important designations for the management of 37% of the Site and their management plans need to recognise the contribution the Cornish Mining landscape makes to the character of the AONBs.

The outstanding universal value of the Site is described in the Statement of Significance. Not everything within the Site is of equal importance to the outstanding universal value, and there may be things which positively detract from it. Historic landscape characterisation is one method of assessing the significance of components and places, and statutory designations convey hierarchical importance. Guidance is needed to strategic policy makers, developers and decision makers on how to assess relative value and impact within the Site. Actions are needed to issue guidance notes and ensure that ongoing advice is available from the World Heritage Site Office and Partnership members, which will include a regular liaison group to discuss both consistent implementation across the site and area-based issues.

#### Issue 4 Strategic framework

Policy 4a The partnership will ensure that all relevant strategic documents and programmes have regard for the Site and its Vision & Aims.

Policy 4b All relevant strategic planning documents should make provision for the protection, conservation and enhancement of the Site and its setting.

Policy 4c Planning authorities should ensure that new development protects, conserves and enhances the Site and its setting.

#### 4.3.5 Issue 5 Increasing the protection

There is no additional statutory protection in the United Kingdom resulting from Inscription of a World Heritage Site. Since the 1970s there has been a continual review of statutory protection for mining and mining related sites, monuments, buildings and settlements. Additional statutory protection is needed. Previous listing surveys have not always recognised vernacular and industrial buildings on their merits. It is clear that there is still a need to review the statutory protection of urban buildings in particular since these were last reviewed in the 1980s.

The Monuments Protection Programme has been reviewing all mine sites in Cornwall and West Devon and is increasing the number of Scheduled sites considerably. The Heritage Protection Review will result in the introduction of a single unified list that brings together Scheduled Monuments, listed buildings, conservation areas, registered parks & gardens, and World Heritage Sites (now carried out by the Heritage Protection Department of English Heritage)



Botallack Mine, St Just (A1). Arsenic calciners and chimney (Scheduled Monument).

Protection of historic areas has always been weak within the current statutory legislation. Locally as a result of the Cornwall Industrial Settlements Initiative (CISI) there is a need to review area protection for a number of historic mining settlements through creation of new or extended Conservation Areas. There is also a need to ensure that there are adequate resources locally to carry through the management of Conservation Areas, and for a comprehensive programme of Conservation Area Appraisals within the Site. Nationally resources for local authority conservation staff are inadequate to meet the demands of this type of work.

The waste dumps from mines are not only important structural evidence of the historic mining process but they are also repositories for mineral specimens and important flora and fauna that have adapted to live on these sites. At present there are permitted development rights under the Town and Country Planning (General Permitted Development) Order 1995 (GPDO) for the removal of material from mineral working deposits such as mine waste dumps. The most important dumps may be afforded statutory protection as SSSIs or Scheduled Monuments but there is a need to afford greater protection to dump sites in the World Heritage Site. At present the GPDO allows these rights to be removed in specified circumstances but local authorities are liable for compensation claims from owners. Therefore changes to the GPDO are required. Cornwall County Council has written to ODPM to raise this issue of conflict between the provisions of the GPDO and the historical value of old mineral dumps. The United Kingdom government's recent review (Nathaniel Lichfield 2003) of the GPDO may result in changes. Lobbying for the issue of compensation or addition of World Heritage Sites to the list of exclusions should continue until achieved.

In 2004 the English Heritage national Buildings at Risk register identified 10 buildings within the World Heritage Site. One, at Botallack in the care of the National Trust, has since been conserved and is no longer at risk. There are existing powers available to local authorities to serve urgent works or repairs notices, leading ultimately to compulsory purchase. However traditionally local authorities have been reluctant to use these powers because of a lack of resources. Buildings at Risk need to be examined within the Site particularly those that are grade II and excluded from the national register.



Perran Foundry Perranarworthal. Five buildings within this important foundry complex are included on the English Heritage Buildings At Risk register.

District	Building Grade	Action
Carrick	Warehouse, Perran Foundry	II* Urgent Works Notices drafted
Carrick	Dry sand shop, Perran Foundry	II* Urgent Works Notices drafted
Carrick	Engineers Shop, Perran Foundry	II* Urgent Works Notices drafted
Carrick	New Pattern Shop, Perran Foundry	II* Urgent Works Notices drafted
Kerrier	Blowing House, Godolphin Cross	I
Kerrier	Engine House and Mine Complex, Wheel Peevor	II HLF Stage 1 approval
Kerrier	Sara's Foundry, Tolgus Place	II*
Kerrier	Wesleyan Chapel, Porkellis	II*
Restormel	Charlestown Methodist Church	II*

Table 9. The nine buildings at risk identified on the English Heritage national register 2004

Better design guidance, a programme of traditional skills training, and more investment in traditional materials (slate, stone, lime mortars, wooden windows) are required to reverse a trend of inappropriate materials and poor quality workmanship. Article 4 Directions could be used to control minor alterations which result in this incremental loss of character, however there are resource implications for local planning authorities in drafting Directions and approving subsequent applications.

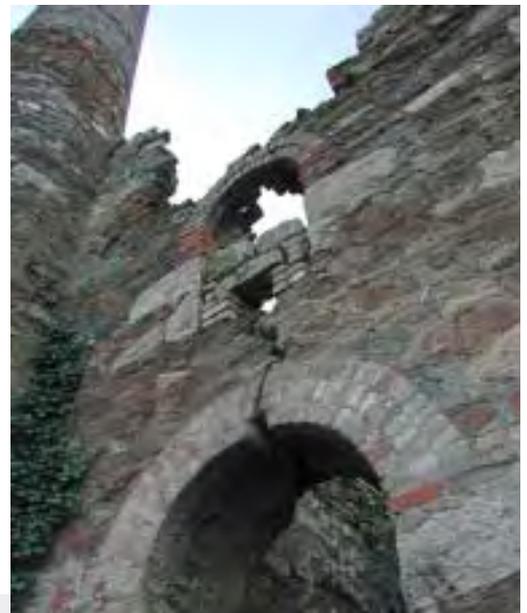
#### Issue 5 Increasing protection

Policy 5a The review of statutory protection within the Site will continue through national designations.

Policy 5b Local designations and protection systems will continue to be reviewed throughout the Site.

Policy 5c Local authorities and other agencies should make full use of the powers available to them for the protection and conservation of the Site.

Policy 5d There is a presumption against the removal of historic mine waste within the Site.



Wheal Peevor, Radnor, is an outstanding example of a mid to late 19th century tin mine which retains the three engine houses; these photos show wall cracks above the cylinder door of the winder engine house, and wing wall instability within the winder engine house. This complex is on the Building at Risk register but a Stage One grant from the Heritage Lottery Fund has recently paid for initial site surveys to support funding bids for full consolidation.

### 4.3.6 Issue 6 Protecting the visual setting and historical context of the Site

The setting of the Site is those sites, monuments, buildings and landscape components which provide additional historical context, and a physical space in which events could affect the visual appreciation of the Site.

The proper conservation of the Site and its setting will be achieved through policies in strategic planning documents (including the Development Plans), a suite of existing strategic documents for landscape conservation and the measures contained in existing statutory designations. The issue is in ensuring that strategic plans and programmes take account of the setting of the Site as well as the Site itself. A further issue will be the weight given to the setting of the Site in decision making alongside wider considerations.

The Site comprises 10 discrete but inter-visible landscapes all of which encompass significant components. This is an evolving cultural landscape, with the process of change driven by mining technology and economy from 1700 and continuing to the present day and into the future, following a period of decline and now regeneration, with new sympathetic additions and changes to the landscape having a place. There is little potential for events outside the Site to have an adverse impact on its outstanding universal value in the majority of rural areas although there are some urban areas where there is a higher potential for adverse impact.

#### Protecting the visual setting of the Site

The setting of the Site includes a physical space in which events could adversely affect the visual appreciation or understanding of the Site. However this space cannot be defined by the simple fact of visibility into or from the Site. The extent of impact on the visual setting has to be determined on a case by case basis taking into account wider considerations and applying weight and judgement. Historic landscape characterisation is a vital tool in determining the appropriateness of development or land-use change. Physical distance, scale, mass and materials may also be factors to take into account. This approach is

already used when assessing the impact on the setting of statutorily designated sites such as Scheduled Monuments, Listed Buildings and Conservation Areas.

#### Protecting important related historic sites outside of the World Heritage Site (the historical context).

The Site includes the most important surviving components of the wider total historic mining landscape in Cornwall and West Devon. There are inevitably some sites that form a part of this wider historic mining landscape that lie outside the Site. These are important components of the total extent of landscape impact brought about by mining-led industrialisation between 1700 and 1914. They have been excluded from the Site because they do not meet the selection criteria or are geographically isolated from the significant concentrations of components included in the Site. For example the area at Mary Tavy and Peter Tavy which includes the former mines developed by John Taylor, and which is now within the Dartmoor National Park. Known sites have been mapped as part of the Bid project and are included in the Cornwall and Devon Historic Environment Records. A few examples of these sites are:

- East Wheal Rose Engine House, St Newlyn East, the largest lead mine in Cornwall
- Parkandillick Engine House and former mining engine from St Agnes.
- Wheal Betsy Engine House, Dartmoor
- Falmouth Polytechnic, example of early scientific institution



Lanhydrock House, near Bodmin, the ancestral home of the Robartes family dating from the 17th century. The house was rebuilt in 1881 following a fire which destroyed a large part of the building. The revenue used to fund the reconstruction is purported to have been only one year's income from the family's mining investments.

- Lanhydrock House, garden and park, owned by an important mineral lord
- Lamb & Flag smelting house, Crowlas, surviving reverbatory tin smelter

Mining continued after 1914 until 1998 when South Crofty Tin Mine closed. There are elements of the post-1914 mining industry which have important iconic value and should be conserved. Prominent amongst these are the modern headframes. For example the head-frame at South Crofty should be retained as an important prominent landmark and iconic symbol of Cornish mining within the visual setting of the Site.

#### Issue 6 Protecting the setting

Policy 6 Developments outside the Site that will adversely affect its outstanding universal value will be resisted.

#### 4.3.7 Issue 7 Achieving sustainable development and heritage-led regeneration

Section 4.1 and 4.2 of this Management Plan described the agenda for development and economic regeneration. One issue that arises from this is the need to ensure that development is sustainable. An important element of sustainability is the need to retain local distinctiveness and character.



24 Foundry Square, Hayle, before renovation works. This building was the main office of the Harvey's Foundry that manufactured steam engines and mining machinery which was used across the globe.

Not all regeneration and development will be heritage-led. However there are real opportunities for heritage to inform, and provide the catalyst for, regeneration within the Site particularly in historic mining settlements.



24 Foundry Square after the completion of renovation works. Regeneration efforts have successfully consolidated this important historic building and returned it to use.

English Heritage has provided guidance and encouragement in recent publications Conservation-led regeneration (EH 1998) and The Heritage Dividend (EH 1999). The benefits of this approach were outlined by the United Kingdom government in its recent report *The Role of Historic Buildings in Urban Regeneration* which stated that *the historic environment has an important part to play in regeneration schemes helping to create vibrant interesting areas, boosting local economies and restoring local confidence* (ODPM, 2004)

There is no presumption against new development within the Site but it should be of high quality, respectful of historic character and not weaken the outstanding universal value. The Commission for Architecture and the Built Environment (CABE) has provided examples in *Building in Context* (CABE, EH, 2001) illustrating how new contemporary design can integrate with historic fabric. The reuse of historic buildings can be more environmentally sustainable than, and their environmental performance can be as good as, new-build projects. Reuse of redundant historic buildings can help tackle pressure for new business and residential space. The issue is to persuade developers, agencies and communities that historic buildings are



Harvey's Foundry Phase One start-up units. A modern high quality design which respects the historic foundry setting.



Foundry Farm buildings, Hayle. Part of the Harvey's Foundry complex, these significant industrial buildings await consolidation in Phase II of a regeneration programme led by Penwith District Council.



Hayle Harbour. Development on the harbour, once a focus of industrial activity in Hayle, should respect the historic character of the town.

viable both economically and environmentally. Too often there is a presumption in favour of demolishing historic buildings to create a blank canvas site, as this is often seen as a way of creating easier 'design and build' solutions and increasing profitability. However this path leads to the erosion of local distinctiveness and character. There are currently nine buildings on the national Buildings at Risk register (see Issue 5) and there is a need to assess how many other significant historic buildings both listed and without statutory protection that are 'at risk' and could be re-used successfully. There is a need to provide incentive or assistance to developers and agencies actively to progress re-use of these buildings where appropriate. The tax system needs to favour the reuse of historic buildings rather than deter it. At present for example the imposition of Value Added Tax (VAT) on the repair of historic buildings, while new-build projects are exempt, is a disincentive. Development Briefs can be a useful tool in steering development on difficult sites by establishing what could be acceptable and providing ideas for developers and communities to explore. Design guides can provide useful reference, provided they are not prescriptive, for materials and details that make up local distinctiveness and character.

## Agri-environment

Section 3.3 of this Management Plan identified the concentration of designations for biodiversity and landscape quality in Cornwall and West Devon. Agri-environment schemes could promote change to the landscape which might have an adverse affect on the



Mine shaft safety enclosure at Tresavean Mine, Lanner, designed to permit access for bats which roost in the underground workings. Measures to make provision for protected species such as bats, barn owls and badgers, should be carried out in sympathy with the historic environment.

historic character of the landscape, for example reduced grazing on open moorland that contains historic remains can result in the growth of scrub and the loss of both its visual impact and its archaeological integrity while afforestation schemes could adversely affect the landscape of miners' smallholdings. There are various ways in which agricultural regimes that impact upon the historic environment in the Bid area are subject to controls and positive incentives. All forestry work that receives public subsidy through the Woodland Grant Scheme is subject to consultation for impact on the historic environment, and no work that may be damaging to known archaeological sites is grant aided. The hedgerows within miners' smallholdings are an important part of the rural landscape and here the 1997 Hedgerow Regulations are an important method of exerting some control on their removal, although not all traditional field boundaries or Cornish hedges fall within the remit of the Regulations.

In 2005 a newly developed agri-environment scheme, Environmental Stewardship, will come into operation. A specific aim of this scheme is to protect and prevent loss of landscape character and historic environment features. The scheme will operate at two levels, Entry Level Stewardship (ELS) and Higher Level Stewardship (HLS). Entry Level Stewardship will be available to all eligible landowners and provides a base level payment for implementing a range of the 50 management options available. These options include management of



In advance of consolidation works at Phoenix Mine in the Minions area, rare Cornish path moss which had adapted to live on mine waste was discovered and this had to be taken into account in the consolidation scheme. Temporary fencing was urgently erected to protect these internationally important bryophytes from human and animal damage. However the fencing is out of character with the surrounding landscape and affects the contextual and visual relationship of archaeological mining features by bisecting a reservoir pond and trackways.

boundary features, traditional buildings and other archaeological features as well as a general requirement to avoid damage to archaeological features. Higher Level Stewardship offers a good opportunity for management of the Site landscape. The National Priorities for the scheme include *those elements of World Heritage Sites that require HLS to maintain historic features or their setting*. This provides the opportunity for fully integrated management of miners' smallholdings, former mine buildings and structures (including adits, shafts and other underground workings) where they occur within agricultural holdings and other associated features. Of particular significance is the opportunity for landowners to receive payment for management of habitats such as heathland and sites which support species of international, national or local conservation importance such as bryophytes. As well as management of ecological and archaeological features, provision for access is included in the scheme. This will also provide benefits in enabling and managing increased access to historical features associated with the Site.

### Mining and mine waste

The Site is a mining landscape. Mineral Development Plans safeguard access to mineral reserves. Proposals for resumption of mining should be examined on a case by case basis and there is no presumption in principle against mining in the Site provided the outstanding

universal value is conserved or enhanced. A resumption of mining may represent a continuation of the evolving Cornish Mining cultural landscape. However it may also adversely affect those relict components of the 1700 to 1914 mining landscape which are within the Site and contribute to its outstanding universal value.

The position on mining in the Cornwall and West Devon Mining Landscape Site differs from that sometimes taken elsewhere in the world where mining may be viewed as wholly incompatible with the outstanding universal values of World Heritage Sites. The recent landmark pledge from International Council on Mining and Metals (ICMM) to recognise existing natural World Heritage Sites as 'no-go' areas is recognition of this. The pledge includes an undertaking not to explore or mine in World Heritage Sites and a commitment to take all possible steps to ensure that operations are not incompatible with the outstanding universal values of natural World Heritage Sites.

The exploitation of secondary mine waste is a separate area of concern (see Issue 5 and Issue 14). Historic mine dumps are an important component of the Cornish Mining landscape which is currently under protected. Not only are they a visually important landscape component, but they also bear witness to the processes of mineral working itself. These dumps are at present sometimes treated as a resource for hardcore aggregate, and also as economics and technology allow, a source for re-processing to extract minerals. More research on identifying and protecting the most important mine dumps is required.

### Issue 7 Sustainable development

Policy 7a Sustainable heritage-led regeneration will be encouraged and supported.

Policy 7b New development should add to the quality and distinctiveness of the Site by being of high quality design and respectful of setting.

Policy 7c There should be a presumption in favour of retaining and re-using historic buildings which are important components of the Site.

Policy 7d Proposals for the resumption of mining will be supported where they do not adversely affect the outstanding universal value of the Site.

Policy 7e Landscape, nature conservation and agri-environment management regimes should have regard for the authenticity and values of the Site.

### 4.3.8 Issue 8 Greater conservation and maintenance of key sites and components.

Whilst a considerable number of relict historic mine buildings have been consolidated over the last 15 years there are still a large number of important buildings that require consolidation and conservation. A considerable amount of public and private money has been spent over the last 15 years (see table 6) and further public funding will be required. However demand for funding outstrips availability and therefore funding will have to be prioritised.

Local authority projects bidding for Heritage Lottery Fund grants have been prioritised. This creates a useful precedent for evaluating the merits of projects and a similar approach will have to be used for Site projects involving public monies.

While capital funding has been successfully acquired over the last 15 years for consolidation works and creating of public access, there is now an issue over the long term maintenance of conserved mine sites and the public multi-use trails created along mineral tramways and railways. Without adequately resourced maintenance these facilities can become overgrown, subject to dog fouling, litter and minor vandalism to interpretation signs. At the moment local authorities are working in partnership to maximise resources. However, the newly launched national Land Restoration Trust is likely to provide a means of gathering together all local authority owned mine sites under a common management agreement which includes agreed standards and maintenance regimes.

The conservation of mine sites must be done to high standards using appropriate materials and techniques to maintain the authenticity of the Site. In the recent past it has taken a great deal of effort to persuade

mine site owners that they should use traditional materials (e.g. lime mortars instead of cementitious mortars) when consolidating historic buildings. Now all works to mine buildings using public funds are carried out to the highest conservation standards. Recent confirmation of this has come in conservation awards at Levant and Gunnislake Clitters.

Access to underground workings is vulnerable to insensitive conservation and remediation works. Sensitive shaft treatment is required, avoiding plugging or capping in most cases, and ongoing maintenance to avoid shaft collapse, to ensure that underground access is available for education, research and leisure use. The remediation methods such as walling and fencing to secure these potentially hazardous features whilst conserving the local mining landscape and retaining underground access. Guidance is needed on best practice to ensure a consistent standard across the Site.

Consistent high standards of conservation are not yet universally applied in mining settlements. Whilst very few mining rows and terraces have been demolished within the Site the majority have been subject to

The Riverside Engine House at Gunnislake Clitters Mine within the Tamar Valley. The high quality restoration of the Riverside Engine House won a prestigious award for preservation from the Cornish Buildings Group in 2001. The Riverside Engine House during restoration.



Inappropriate mine shaft treatment at Wheal Peevor Mine, Radnor. The mine shaft at this site has been capped and an unattractive plastic pipe installed to vent air from the void below.



The Riverside Engine House after the completion of works.

inappropriate replacement of windows and doors and in some cases the use of non-slate roofing. Increased car ownership has resulted in the loss of front boundary walls and rear outhouses to provide parking spaces. The use of mass-produced upvc windows and doors of non-traditional designs has resulted in a loss of historic character. It is the intention of this Management Plan to ensure that through incentives inappropriate materials are removed when opportunity arises. Incentives are also a means of preventing the loss of surviving authentic details. There needs to be policies which will prevent further losses of historic character and schemes which encourage replacement of inappropriate details. More information on choice of materials, design and environmental impact needs to be made available to owners within the Site.

The access tunnel to Man-Engine Shaft showing some of the one hundred alcoves used for the storage of miners' belongings while underground.



The completed renovation of the Man Engine tunnel and steps at Levant Mine.



The Brunton arsenic calciner with its associated flues, condensing chambers and chimney at Botallack was built circa 1908. The site is designated a Scheduled Monument. Unfortunately the scrapping of its ironwork in 1914 started a chain of deterioration and in recent decades the flue and chamber roofs suffered progressive collapse and the site was included on English Heritage's Buildings At Risk Register in 2002 and 2003. The site was recently acquired by the National Trust. Funding was received from Objective 1 together with a grant from English Heritage to undertake extensive conservation works in 2004, project managed by Cornwall County Council. These works have enabled the site to be made safe and secure: over 175 tonnes of contaminated material (arsenic) have been removed from the site; its walls and roofs, together with the chimney have been stabilised by re-pointing and limited rebuilding, whilst the interpretation of the site has been greatly enhanced through the full reconstruction of a pair of the condensing chambers. As a result the site is no longer 'at risk'.

Traditional skills necessary for the authentic conservation of historic buildings, such as scantle slate roofing, use of lime mortars, and Cornish hedging, are in short supply. This is recognised in the Objective One Single Programming Document and initiatives are being developed to encourage training and business incubation to fill this gap. This is a national problem which English Heritage and United Kingdom government's Sector Skills Council for the construction sector (CITB-Construction Skills) have begun to address by creating the National Heritage Training Group. The Heritage Lottery Fund has announced a £4 million Training Bursary Scheme to keep alive essential traditional heritage skills, in response to their survey Sustaining our Living Heritage (HLF 2002) which highlighted a significant decline. Locally, the Cornwall Sustainable Buildings Trust (CSBT) exists to minimise the impacts of construction on the Cornish and Global Environments by raising awareness, and delivers training in traditional and sustainable building skills.

Machinery associated with the mining industry is often found in situ, although it is part of the Cornish Mining cultural tradition that machinery is moved from location to location as need arises, typically when the economic fortunes of one mine or industry decline. It is sometimes the case that ownership of portable machinery is different to ownership of the building or land on which it lies which can cause difficulties in securing its conservation or long-term future. Moveable machinery has an important role in the authenticity of the Site and it will be important to assess the survival and condition of this asset.

#### Issue 8 Conservation of key components

Policy 8a The conservation and continuing maintenance of the historic fabric of the Site should be undertaken to the highest standards to ensure authenticity and integrity.

Policy 8b The historic character and distinctiveness of the Cornwall and West Devon mining landscape should be maintained.

Policy 8c Traditional materials and skills should be encouraged in the maintenance of the authentic historic fabric within the Site.

Policy 8d Where the historic fabric within the Site has been lost or compromised through non-authentic materials, inappropriate details and poor workmanship, historic character and detail will be reintroduced wherever and whenever possible.

Policy 8e Resources available for conservation of the Site should be prioritised to address the Vision & Aims.

Policy 8f Key moveable components should be preserved in situ unless relocation will conserve or enhance the outstanding universal value of the Site.

#### 4.3.9 Issue 9 Curation of archives, collections and data

The portable heritage is an integral part of the Site and a source of evidence for its outstanding universal significance. Mineral collections and archives within the Site, and those outside relating to it, are of international importance, reflecting the Site's unique geological composition and significance as the site of discovery of many rare and "type", or first known occurrence, specimens. Social history collections and archives and archaeological material similarly contribute greatly to our understanding of the mining industry and its cultural significances. Archaeological data held in Historic Environment Records is important to the management of the Site.

The interoperability of data sources and indexes would bring benefits to the user and should be encouraged. The use of the Internet to access data and indexes would broaden access opportunities.

The Partnership should engage with governing bodies of such collections and appropriate regional agencies to encourage and support their management to agreed national standards. These standards include identifying appropriate conservation, documentation and access arrangements. The museums and archives are key elements of the Partnership's marketing, interpretation, education and outreach strategies and encouraging the delivery of high quality services contributes to their recognition as World Heritage assets.

#### Issue 9 Curation of archives, collections and data

Policy 9 Archives, collections and data concerning the Site should be curated, catalogued and conserved and made accessible to all.

#### 4.3.10 Issue 10 Achieving sustainable physical access

Public access to the Site includes both physical and intellectual elements, as outlined in 3.9, both of which are equally important to the quality of visitor experience. However, to assist their discussion within the context of the Management Plan the issues related to them will be discussed separately.

In respect of physical access, the World Heritage Site Bid Partnership is committed to maintaining the authenticity of the Cornwall and West Devon mining cultural landscape and recognises the importance of sustainable approaches in achieving this. At the same time, access must be equally available to all, regardless of physical ability or income. With the Disability Discrimination Act coming into full effect from October 2004, the World Heritage Site Partnership acknowledges the need to audit the full range of public access opportunities and assess the standards of service provided during the lifespan of the Management Plan.



The Poldice Plateway following works to enable it's use as part of the Mineral Tramways Trail network.

Physical access to mining heritage therefore needs pro-active management, as tourism in Cornwall and West Devon is a major driver in regeneration strategies, with significant growth targets for the period 2000 – 2010 already in place. Integrating these principles, so that World Heritage Site Inscription would deliver a sustainable increase in usage of the Site, requires a better understanding of how current transport links to and within the Site are being used and the impact of visitor activity on the conservation and outstanding universal value of the Site itself.



Part of the Mineral Tramways multi-use trails.



Granite way-marker on the Mineral Tramways Trail.

#### Predicting and managing demand

The Economic Impact Assessment conducted in 2003 estimated that, with appropriate marketing, Inscription could deliver an increase in visitors to mining heritage facilities. The Partnership needs to establish desired levels of visitor usage of the Site, within the context of the target of an overall 20% increase in the number of tourism days spent in the region by 2010, established by the Objective One Tourism Task Force in 2001. The report also concluded that the capacity to accommodate increased usage varied amongst Bid areas. The marketing strategy for the Site will therefore differentiate between the areas, and product development and promotion targets will be set according to local circumstances and capacity for growth. Liaison with transport planning authorities is required to ensure that these variations are reflected in local transport plans.

### Visitor Movement to and within the Site

In respect of moving visitors to and within Cornwall and West Devon, local transport strategies are key to prioritising resources.

The Cornwall Local Transport Plan 2001-2006 aims to reduce the adverse effect of transport, contribute to an efficient local economy and promote accessibility to work, facilities and services for all people, especially those without a car. The Devon Local Transport Plan 2001-2006 has 'centre of excellence' status by the Government and tourism is one of its nine objectives. It has similar objectives, including specifically enhanced access to cultural destinations and the integration of tourism and public transport to give visitors a wider range of transport choices.

Road and rail transport and existing facilities were significant factors in identifying the Site Areas suitable for promoting increased visitor usage. Both the Tamar Valley and Central areas are served by major A roads, rail services, and contain a range of existing attractions and associated infrastructure.

Developing car free access to visitor attractions and facilities within the region is a strategic priority of tourism agencies and local authorities in both Devon and Cornwall. Walking and cycling trails have been developed such as the Mineral Tramway routes and the Tamar Valley Discovery Trail providing sustainable transport options within and between some areas of the Site, combined with interpretation of aspects of its Universal Significance. The Marketing strategy includes promotion of such local interpreted trails as a method of increasing both sustainable access to and understanding of the mining landscape.

Recent policies pursued by local authorities and tourism agencies in Cornwall and West Devon are designed to extend the region's visitor season from the traditional peak months of July and August, when traffic congestion is sometimes severe, into the "shoulder" months of Spring and Autumn, when there is capacity to accommodate more visitors. Implementation of the Management Plan will support shoulder month initiatives linked to the tourism markets for landscape, heritage and cultural appreciation, and in so doing contribute to

strategies to spread visitor numbers more evenly throughout the year. Area marketing plans will be required to include active promotion of rail, bus, walking and cycle access to sites.

The World Heritage Site Bid Partnership has joined the Cornwall Sustainable Tourism Project (COAST) as an associate member and through the Marketing Strategy will continue to develop sustainable transport opportunities for visitors to the Site (see 4.3.11).

Priorities for the Management Plan include

- Commissioning a sustainable transport strategy for the Site
- Ensuring Local Transport Plan Reviews take account of the Site
- Encouraging environmental impact assessments for visitor attraction or facility development proposals
- Facilitating access audits and adoption of access strategies by visitor attractions and facilities

#### Issue 10 Sustainable physical access

Policy 10 The Partnership should promote access to the Site that is sustainable to the environment and consistent with the values of the Site.

### 4.3.11 Issue 11 Increasing intellectual access - Interpretation and Education

The Site is currently well served by a range of visitor attractions that focus on the history, development and impact of hard rock mining in Cornwall and West Devon. Although owned and managed by a range of governing bodies, the process of developing the World Heritage Site Bid has already encouraged a degree of co-ordination through the creation of a Marketing and Interpretation advisory panel which has agreed a range of shared policy priorities, as expressed in the marketing strategy adopted as part of the Management Plan.

#### Interpretation facilities – development priorities

The Site comprises a series of landscapes areas that contain a distinctive and recurring pattern of buildings, monuments and sites, some of which offer specific visitor facilities.

There are currently 54 mining landscape related visitor facilities across Cornwall and West Devon. There is a wide range in size and scope of facility, with some attractions offering a more comprehensive interpretation of mining heritage, others specialising in a particular aspect or feature.

In addition to the development plans of these individual attractions referred to in section 3.10, the Site requires a strategic overview of interpretation development needs

### Co-ordinating Interpretation

The Site has multiple significances and themes to be presented. Whilst some of these are currently addressed in existing interpretation, the process of compiling the Nomination has established more clearly the full range of values that the Site represents, and it is clear that not all of these are communicated to visitors at present. Communicating the full significance of the Site serves the interests of other activities in the Management Plan, as by increasing awareness and understanding of its importance wider support for conservation and sensitive regeneration initiatives is achieved. For these reasons a co-ordinated approach to interpretation is needed. The marketing strategy outlines an interpretation framework that involves establishing the full range of World Heritage Site messages to be communicated, proposed "Key Sites" to address these (in addition to local themes), and a network of local centres and on-site interpretation focussing on more specific elements at the broad range of mining heritage assets. This outline approach needs to be developed



Williams' Shaft interpretation board, Dolcoath Mine, Camborne. Visitor interpretation material has been added to the site to compliment the recent consolidation of the shaft-head buildings.

### Interpretation framework

The approach to Site interpretation needs to recognise and respond to the variety inherent within the Bid Areas, the range of themes and stories to be explored and the different interpretation tools and techniques available. This will require the development of an interpretation framework that reflect the variety inherent within the Site product to be marketed and the interests of different target audiences. Within the overall, principle focussed Site area-wide interpretation strategy, subsidiary plans will include

1. The concept of World Heritage Site "landscape areas", which characterises the Site mining landscape "product" in terms of the 10 varied, iconic landscape areas (urban and rural) that are central to the outstanding universal value. In tourism terms, these Areas involve powerful, promotable images e.g.:

- Wild and rugged north coast (St Just and St Agnes);
- Southern valleys (Tamar, Luxulyan, Perran);
- Urban centres (Hayle, Camborne/Redruth and Tavistock);
- Moorland (Caradon Hill)
- Rural areas (Wendron, Gwennap, Tregonning and Gwinear).

Within the Areas, there are a wide range of mining related stories and themes to interpret, and each Area should have its own interpretation strategy. This will include interpretation that links to their mining landscape characteristics, the relevant outstanding Universal significances and demonstrate the relationships between the visitor interpretation facilities within the area.

2. Key sites, acting as a comprehensive overview of the range of the Site themes, will need to take a strategic approach to their wider interpretation role, and how this relates to their individual site interpretation plan

3. Site preview points - These are places where greater awareness of the Site could be encouraged, including both urban centres such within the Site itself, such as Tavistock, and those outside such as St Austell and Plymouth and stopping off points on main transport routes. They would play two important roles - as promotional tools by providing information points, and in visitor management through the provision of visitor facilities, although not directly providing extensive or detailed interpretation.

4. Local interpretation facilities, which tell a local story, present a specific theme or exhibit a specific collection. These focus on local distinctiveness and will need to have their own interpretive plans as well as being integrated into Bid area plans

Given the number and variety of attractions in the latter category, most of them could have a wider role as part of a network of 'badged' local facilities to which the visitor can be signposted should they want more detailed information on the local area or on a special theme.

#### Developing intellectual access facilities – Key sites

Intellectual access facilities need to serve both the dedicated enthusiast and the casual visitor. They should also be focal points for a formal education services related to the Site. Given the scale of the Site and the wide geographic distribution of visitors across Cornwall and West Devon, there needs to be more than one centre. Key sites are needed to interpret the range of cultural values and significances represented by the Site and to act as a signpost to other attractions and facilities within the Cornwall and West Devon Mining Landscape, and therefore need to be strategically placed.

In order to help define appropriate Key sites, it will be very important that these centres meet certain criteria. They need to be of a quality that underlines the importance of World Heritage Site status and meets recognised national standards of service and customer care. Criteria should include:

- authenticity of experience (including above ground interpretation and underground mine visit)

- capacity to serve substantially increased visitor numbers without detriment to the site
- relevance to a range of the mining landscape components and multiple significances
- significant existing educational usage, with potential for growth
- range of quality ancillary facilities such as café, shop

It would also be desirable to have centres in:

- Different landscape areas (at least three) to provide variety; and
- the west, east and centre of the Site to be accessible to the maximum number of people.

Bearing in mind these criteria, two candidate Key sites have already been identified, at Geevor Tin Mine in the St Just Bid area (West Cornwall), and Morwellham Quay in the Tamar Valley (East Cornwall/West Devon). Both attractions are currently drafting substantial development



Geevor Mine, west Penwith. Following the closure of the mine in 1990, this site has been renovated and opened to the public as a successful heritage attraction.





Morwellham Quay within the Tamar Valley. This heritage attraction was an important copper ore export site serving the productive mines on the Devon bank of the Tamar Valley.



plans and funding applications to address improvements in access, interpretation and conservation to nationally recognised standards.

The central Cornwall Bid areas contain a number of potential key site candidates, although currently without the full range of advantages listed above.



The Robinson's Shaft complex at Pool which is a potential key visitor site.

can then be matched to opportunities afforded through the Site, and educational initiatives developed as part of the interpretation of the Site. The development of an Education Strategy is therefore a key action in this plan.

This strategy should focus upon the UNESCO principles of using World Heritage Site status to support learning about:

- Local cultural identity
- The value of other cultures
- Places to be cherished

The Management Plan includes an options appraisal of each of these, with a view to identifying a further candidate for development.

### Education services

Under the terms of the UNESCO convention, management authorities of World Heritage Sites undertake a responsibility to provide education services. Existing education provision relevant to the Site is focussed primarily on the main visitor attractions and museums, whose definition of education includes a wide range of learning audiences, both formal i.e. taught courses and curricula, and informal, such as family learning and holiday activities.

Within the context of marketing and interpretation of the Site overall, a strategic approach to developing the educational role of the Site is a priority. Research is required to establish education audiences' needs, which

and seek to integrate these with the services developed to meet identified educational needs.

### Issue 11 Increasing intellectual access

Policy 11a The Site should be interpreted and presented as a distinctive, evolving, living landscape.

Policy 11b Visitors should be encouraged to explore and learn about the physical, social and cultural aspects of the Cornwall and West Devon mining heritage.

Policy 11c The values and significance of the Site should be communicated to a wide range of educational audiences.

### 4.3.12. Issue 12 Co-ordinated marketing

The Marketing and Interpretation Panel steered the creation of the marketing strategy, which aims to deliver greater co-ordination of marketing, interpretation and education. This identified that in order to achieve a consistent approach to these aspects of management the Partnership should pursue the following roles:

- World Heritage Site marketing planning, including shared research, monitoring and facilitating production of local area marketing and interpretation plans.
- Public relations.
- Marketing and strategic product development for education groups.
- Branding issues.
- Website development.
- Interpretation strategy.
- World Heritage Site-specific training (e.g. awareness raising amongst front-line staff).
- Shared promotional tools (e.g. World Heritage Site official guide and leaflet).
- Establishing partnerships with organisations for marketing campaigns to specific market segments identified as priorities.

Devising appropriate interpretation and education strategies requires an understanding of current and potential audiences and visiting patterns. In order to assess the level of knowledge of existing users, a survey of mining heritage attraction and facility operators was undertaken as part of the research to inform the marketing strategy. This revealed that, although most recorded visitor numbers, few of the respondents regularly collected visitor profiling information and fewer conducted qualitative research, making it difficult to assess current or potential audience needs. As a result the outline marketing strategy adopted by the World Heritage Site Bid Partnership includes commissioning collective audience research to underpin further marketing and interpretation initiatives.

### Marketing priorities

Visitors to the mining heritage and related facilities are part of the estimated 6.7 million trips every year motivated by conserved landscapes.

The survey of mining heritage attractions and interpreted landscapes within the Site revealed that in 2003 10 of these achieved a combined visitor total of over 460,000.

The Economic Impact Assessment conducted in 2003 concluded that, given the context of regional tourism targets for overall growth between 1999 and 2010, there was potential for a 10% increase in mining heritage related visits by 2007/8, subject to the implementation of a 3 year, £500,000 promotional campaign. However, before any campaign can commence the World Heritage Site Bid Partnership needs to agree the target audiences, desired level of increase (as opposed to potential), and where and how this should be targeted, to incorporate promotional activity into a strategic approach to sustainable visitor management.

### Visitor Management Priorities

The marketing strategy adopted in April 2004 has identified the following priorities in relation to target audiences:

- Local residents
- Cultural tourists
- Ancestral tourists descended from migrant miners
- Education and Lifelong Learning

This mix of audiences best fits the strategic aims of pursuing sustainable growth outside high season and generating economic benefits whilst also ensuring that the social and cultural values of the Site contribute to present day community development strategies.

In estimating the potential impact on visitor numbers of Inscription as a World Heritage Site, the Economic Impact Assessment of 2003 identified that the ten World Heritage Site areas fell into five broad categories. These differentiated between those areas with the capacity to benefit from increased visitor activity throughout the year, those where any growth should be targeted

outside the summer high season, areas where infrastructure development was needed before the area could support greater visitor activity, and those which were not well placed to seek growth in visitor numbers, either because they were already at capacity or due to a lack of facilities. Key principles for these plans will be to extend visiting patterns across the year, and not to increase visitor numbers in peak season.

During the lifespan of the Management Plan the World Heritage Site Bid Partnership will work with owners, operators and agencies concerned with the management of visitor facilities within the World Heritage Site areas to define individual area marketing and interpretation plans that take into account their particular circumstances, including capacity for growth, and set appropriate actions and targets. In some areas this will involve substituting greater access to information about some sites (eg through publications and websites), instead of promoting further physical access to them. Community involvement and support will also be crucial to successful local marketing plans.

#### Issue 12 Co-ordinated marketing

Policy 12 The marketing and interpretation of the Site should be coordinated to ensure a consistent, responsible use of the World Heritage Site Inscription.

#### 4.3.13 Issue 13 Monitoring and measuring the economic outputs

The existing economic activity derived from the conservation and interpretation of mining heritage and the potential impact resulting from Inscription as a World Heritage Site was the subject of an Economic Impact Assessment conducted in 2003, the results of which are summarised in section 3.13. These impacts were broadly considered to be tourism and building/conservation industry related, although other positive social benefits were touched upon.

As discussed in section 4.3.11, in implementing the World Heritage Site Marketing Strategy the Partnership needs to agree desirable growth targets for the tourism sector and develop its detailed marketing plans

accordingly, within the scope of its agreed role and strategic approach. This includes working with tourism agencies on campaigns aimed at shared target audiences.

Once these targets are established, the Partnership should establish an agreed monitoring methodology and measures, in discussion with Government Office South West and Objective One, who are developing a public product impact model relevant to the scope of the World Heritage Site Management Plan.

However, in addition to financial impacts, many agencies involved in the redevelopment of economically disadvantaged areas acknowledge that physical regeneration needs to be accompanied by investment in social enterprises if the renaissance of a community is to be truly effective. Rebuilt spaces need a renewed "spirit of place" if the benefits from investment are to be sustained. As a cultural landscape, the World Heritage Site Management Plan can contribute to the social impacts of regeneration through its interpretation, education and outreach initiatives. The Partnership needs to investigate further the social benefits of Inscription and how these might be measured.

#### Issue 13 Measuring economic outputs

Policy 13a The economic impacts of the Site should be monitored and quantified.

Policy 13b The economic benefits of the Site should be promoted to support wider cases for sustainable heritage-led regeneration and cultural tourism.

#### 4.3.14 Issue 14 Increasing community involvement and social inclusion

Successful management of the Site, and the dissemination of the economic and social benefits to be derived from it, will depend on the ongoing support and involvement of local communities in debating Site policies and their implementation. Public consultation is an opportunity to secure understanding of and support for the core Site management principles. It is also a vehicle for enabling communities to influence the future management of the Site in line with Community Strategies which address social inclusion. Existing

consultation arrangements are described in section 3.12, but the proposed appraisal of appropriate post Inscription management structures and arrangements will include consideration of how community involvement can be fully integrated into management of the Site. Creating a system that enables local people to inform and influence the Management Plan will be key to its success.

The World Heritage Site Partnership aim to use Inscription to both influence and support relevant community aspirations.

To do this it needs to better understand the composition of these communities and the variety of interests to be considered. Communication and consultation strategies were implemented as part of the Bid development process, and these included press coverage, research into existing community strategies and questionnaires to Parishes within Site Bid boundaries and the Cornwall Peoples Panel. The consultation strategy needs to be further developed and integrated into the management plan to ensure greater engagement with communities as the plan is implemented and reviewed. In addition to public consultation with local people to guide World

Heritage Site management policy and planning, communities will be actively involved in implementing agreed strategies, such as conservation, interpretation and education projects. For an industry in operation until so recently, opportunities exist to work with those employed by or linked with it to preserve non-material culture and help to strengthen understanding of Cornish mining's cultural inheritance. Extending this through outreach projects with different groups within communities can contribute to building community identity and civic pride.

An outreach strategy will be developed alongside the marketing and interpretation strategies to guide the development of community involvement in the Site. The latter identified local people both as key target audiences for interpretation and education initiatives and as partners in their delivery. It is therefore important that their views are sought and responded to as these strategies are further developed.

It will also be necessary to balance the economic benefits derived from World Heritage Site status with the desire for socially inclusive access to it.

#### Issue 14 Community involvement and social inclusion

Policy 14a The communities within and outside the Site should be engaged in the enjoyment, benefits and management of the Site.

Policy 14b Enjoyment of the Site should be available to all regardless of ability or income.



The Member of Parliament for Falmouth and Camborne, Candy Atherton, is seen here unveiling the interpretation board for Poldice Mine which forms part of the Mineral Tramways Trail network.

#### 4.3.15 Issue 15 Developing knowledge

As previously identified in 3.11 of this Management Plan there is a significant research interest in Cornish mining which underpins much of our understanding and knowledge about the Site. Research is fundamental to the management of the Site, as with greater knowledge comes improved ability to manage. There has been far from enough disseminated research into the social history of Cornish mining to address such issues as community responses to rapid industrialisation and de-industrialisation, gender and family relations during the industrial revolution, religion, politics, education, miners' health and welfare, cultural life, regional identity, and migration.



Crowds gather at the opening ceremony of the Mineral Tramways Trail network.

There are gaps in the counties Historic Environment Records regarding the remains of historic mining and mining related industries. Given the importance of HERs (see Issue 9) to the management of the Site, these gaps should be filled. The internationally significant collection of historic mine plans in the county record offices need to be examined (particularly important for the underground above-adit part of the Site). There are mine sites which require survey and their significance assessed, and historical documentation which has not been examined in relation to physical survival.

There are many gains from ongoing and increased research into Cornish mining:

#### *Improved visitor centres*

Cornish mining history and heritage must be presented sympathetically and from a positive vantage point. Local people, in conjunction with former mining industry employees, local authority personnel, relevant organisations and academic experts should collaborate to promote community and local ownership of mining heritage. This must be represented as a proud and living culture that has survived the dislocation of industrial decline and adapted to new circumstances across modern Cornwall and West Devon. The issue will be involving the correct people at grass roots level: those with a proven track record in publications/academia/employment in mining or local authorities in order to ensure factually correct, sympathetic and positive interpretations into visitor centres and future publications.

#### *Ancestral tourism*

Cornwall and West Devon was a 19th century emigration region comparable with any in Europe. Today over 6 million people of Cornish descent are believed to reside worldwide. Increasing numbers are engaged in genealogy that presents an opportunity to promote heritage tourism. The Historic Churchyards Project based around the four churchyards of St Day, Lanner, Stithians and Gwennap plans to target those visitors from overseas with an interest in tracing their family history and mining heritage. Yet there is not a centre devoted to the history of Cornish migration anywhere in the World Heritage Site, although there have been projects such as the Cornish Global Migration Programme, based in Murdoch

House, and the Cornish-American Connection Project. This would be a huge asset to such tourism and play an important educational role. The Cornwall Family History Society <http://www.cornwallfhs.com/> is among the most active and well resourced in the UK. Links with the CFHS, the ICS (which has considerable expertise in this area) and Historic Cornwall could be forged to devise ways to promote ancestral tourism through genealogy. It is important to forge closer links with the Combined Universities in Cornwall. Consultation between, and joint projects with, Historic Cornwall and staff at the ICS should be encouraged.

#### *Education*

Postgraduates with degrees in Cornish Studies should benefit from the opportunity brought about by increased funding for research projects. Information packs for teachers in local schools can be produced to help them to interpret the national curriculum using examples drawn from the experience of industrialisation and de-industrialisation in Cornwall and West Devon. It will be important to work with academics at the ICS and staff at the Cornwall and Devon Local Education Authorities to promote greater awareness in schools and colleges of the role of Cornwall as a region at the forefront of British industrialisation and de-industrialisation.

Greater research could help increase our understanding of the relationship between miners and miners smallholdings, of how smallholdings evolved to terraces, and how the financing of the industry occurred. Further research will also bring benefits for the management of the physical resource within the Site. The identification and survey of Cornish mining landscapes and Cornish mining culture overseas will create links with communities and organisations and strengthen the interest in the Site. With the current cessation of mining in the Site access to mineral specimens for study

The Minister of Culture of the State of Hidalgo, Mexico with signatories to an agreement to work towards closer cultural links and twinning between the State and State capital of Pachuca and the District of Kerrier and towns of Camborne and Redruth.



or recreation is now restricted to waste dumps on the surface and underground above adit level. The World Heritage Site Office will need to work with national and local groups, for example the Russell Society, on codes of conduct for mineral collecting within the Site, and local groups, for example Plymouth Caving Group, who regularly access underground, to promote safe and responsible collecting in order to conserve the outstanding universal value. Responsible collecting can provide an informal 'policing' of mineral dump sites, with user-interest in reporting damage to authorities. It is also necessary to record in more detail the access points to the underground parts of the Site and the significant mineral specimen occurrences underground.

Issue 15 Developing knowledge

Policy 15 Research into Cornish mining and its worldwide linkages should be facilitated and encouraged, published and disseminated.

**4.3.16 Issue 16 Re-affirming cultural distinctiveness**

*All cultures and societies are rooted in the particular forms and means of tangible and intangible expression which constitute their heritage, and these should be respected.* (Nara Document on Authenticity, World Heritage Centre 1994). The Cornish Mining World Heritage Site cultural landscape is the product of the interaction between people and the physical environment which they inhabit. The wealth of physical remains and other cultural expression together form an exceptional human testimony to the living cultural tradition of Cornish Mining.

As described in the Statement of Significance, the cultural identity of Cornwall and West Devon was transformed by mining and its infrastructure during the course of the 19th century. By the time of the 1861 census more than 38,000 men women and children were employed directly in Cornwall's mining industry, almost a quarter of the entire workforce. At its peak possibly half of all families in the area were dependent on the extractive industries.

The industrialisation of Cornish mining had profound social and cultural consequences. By the mid 19th century Cornwall had spawned a proud and assertive regional identity, associated most closely with the mining districts. This took on a wider global significance in the wake of mass migration across the United Kingdom and overseas.

Cornish Mining's cultural traditions include the administrative systems derived from the Stannaries, religion in the form of Methodism, and from the 1840s cultural expressions such as literature in the Cornish dialect, distinctive musical forms and sports such as Cornish wrestling. Food associated with mining communities includes pasties and saffron buns. The Cornish mining communities also adopted cultural activities enjoyed in other industrial areas such as male voice choirs, brass and silver bands, and these were assimilated into a distinctively Cornish Mining culture.



John Harris, copper miner and Cornish poet.



'St Just' by 20th century Cornish artist Peter Lanyon, who came from a family with close mining associations. It has been said that when other artists of the famous St Ives School looked at the Cornish cliffs they saw the cliffs, but that Lanyon saw the men working inside. Courtesy Andrew Lanyon.

What had been a singular regional culture based on mining, gained global significance in the 19th century when up to a quarter of a million from Cornwall and West Devon migrated overseas. In America and Australia in particular it was the Cornish who often established the culture of the mining frontiers. Cornish mining terms became commonplace. The Cornish wage system of tribute and tutt work was applied as was the cost book system of mine finance. Cornish folk traditions were adopted, chapels built, choirs formed and pasties baked. The trans-national aspect was cemented by family links, constant transcontinental migration and by the return of so called Cousin Jacks to Cornwall.

It blossomed from the 1880s to the start of the Great War 1914, receding with the collapse of international metal mining after 1919.

These Cornish Mining communities have bequeathed a vibrant cultural heritage through to the present. Social and family history is intertwined with the living tradition of music, sport, art and literature. This heritage continues to colour contemporary identities even though the mining industry itself has contracted or evolved.

This Management Plan contains a range of measures to protect and enhance the physical remains of Cornish Mining landscapes. However, other less material cultural elements are vulnerable to the globalisation and homogenisation of culture in the 21st century. Whilst cultural diffusion is central to the evolution of humanity, the globalisation of the late 20th century has accelerated its speed, breadth and the depth to which it penetrates to a point where cultural diversity is under threat. As the Nara document states,

*The protection and enhancement of cultural and heritage diversity in our world should be actively promoted as an essential aspect of human development.*

The United Kingdom government's recent recognition of the Cornish language is an example of this. However protection of Cornish Mining cultural traditions will require wider recognition and appreciation of their value and relevance to contemporary culture. Providing opportunities for people to participate in and help define their unique culture will help to ensure that it thrives. The international nature of Cornish Mining culture will provide opportunities to promote positive cultural understanding by linking communities across the world (see Issue 17).

Issue 16 Re-affirming cultural distinctiveness

Policy 16 The distinctiveness of Cornish Mining culture should be celebrated, promoted and propagated.

#### 4.3.17 Issue 17 Strengthening international Cornish Mining links

The impact of Cornish mining on the landscape is an international phenomenon. There are currently 175 places worldwide with known Cornish mining

connections. These represent an exciting opportunity for the Cornish Mining Site both to contribute to the understanding of the diversity of cultures and to celebrate our cultural connections and shared inheritance. However, more work needs to be done to define survival of both the physical and cultural aspects of Cornish Mining worldwide. Areas where there is good physical survival of the Cornish Mining landscapes and cultural traditions include South Australia (Burra Burra), Mexico (Pachuca), South Africa (O'okiep) and Spain (Linares).

The World Heritage Site Partnership members have, partly through putting together the Bid, combined their extensive experience in the heritage management and remediation of mining landscapes. The Partners are less experienced in identifying and promoting the cultural heritage, but implementation of this Management Plan will enable them to address this issue.

In recent years informal links have been made with Cornish mining communities overseas, primarily through projects funded by the European Union, which have recognised the important cultural heritage of mining. The World Heritage Site Office has engaged with a number of projects linking mining landscapes, communities and their cultural heritage. These include Europamines, MINET2, European Routes of Industrial Heritage, MINEU, and the Post-Mining Alliance.

However, the recognition of the World Heritage value of the Cornish Mining landscape provides additional motivation and political justification for proactively building closer working partnership with Cornish Mining site managers and communities across the world. This could take the form of sharing expertise in heritage-management and conservation, embarking upon joint projects to celebrate shared cultural identity, and exchange of information and research to inform greater advocacy for the increased protection of Cornish Mining landscapes as places to be cherished.

Issue 17 Strengthening international Cornish Mining links

Policy 17a The Partnership will promote best practice in heritage management, heritage-led regeneration and sustainable remediation of Cornish Mining landscapes worldwide.

Policy 17b The Partnership will actively facilitate the exchange of ideas, experiences and the stories of Cornish Mining communities worldwide.