

Cornwall and West Devon Mining Landscape

World Heritage Site
Management Plan
2005-2010



Celebrating Cornish Mining Heritage

Cornwall and West Devon Mining Landscape

An Tirwel Balweyth
Kernow ha
Dewnens West

Cornwall and West Devon Mining Landscape World Heritage Site Management Plan

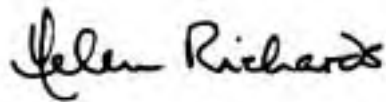
Foreword

I very much welcome the opportunity to commend this Management Plan to you. As Chairman of the World Heritage Site Bid Partnership I am able to confirm that the Bid process has been carried out with the full approval and support of the relevant national and regional statutory agencies, all the local authorities and specialist interest groups, and most importantly with support of the local community.

The World Heritage Site Bid Partnership is a large and inclusive group and consists of 135 individuals representing 75 organisations. The Partnership, Officer Working Group and specialist Panels have held 49 meetings since September 2000 when the Bid process began. The wider public have been kept abreast of the Bid through many and varied media stories and through the Bid website (www.cornish-mining.org.uk), and in addition the Bid team have led, or given 80 walks and talks as part of an extensive programme of outreach. It is therefore all the more encouraging that the latest public opinion poll in Cornwall found that 87% of the public support the protection of the mining heritage.

The Partnership would like to thank the sponsoring organisations which made this Bid project possible and the Bid team for the quality and clarity of the Bid documents. For all of those who have put together and supported the Bid it has been an extraordinary learning experience. The story of Cornish Mining, and the part it played in the industrialisation of the world is both an heroic and at times painful story. However, with international recognition come responsibilities of care and education. This Management Plan explains very clearly what those responsibilities are, and how we, as local authorities, statutory agencies and others will ensure that the mining heritage which we have now defined and valued is both conserved and presented to the wider world.

Contained within the mining landscape is a story of enormous interest and value. It is the resolve of the Partnership that, through this Management Plan, this unique resource will be passed to future generations in good heart.



Mrs Helen Richards, County Councillor
Chairman The Cornwall and West Devon Mining Landscape Partnership
Environment and Heritage Portfolio, Cornwall County Council





Dunstanville Memorial, Carn Brea (A5)

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'From Under the Sea'. Botallack Mine by James Clarke Hook (1819-1907). In 1863, the iron hoisting-chain broke and nine miners were killed as the wheeled skip plunged down the shaft. Accidents were an accepted part of everyday life for mining families. Courtesy Manchester City Art Galleries.

Executive Summary

World Heritage Sites are inscribed by the UNESCO World Heritage Committee under the 1972 Convention for the Protection of the World Cultural and Natural Heritage for their "Outstanding Universal Value". The Cornwall and West Devon mining landscape was formed by the cultural tradition of non ferrous hard-rock mining that contributed to the development of the Industrial Revolution in Britain and pioneered its transfer overseas.

The Site is being nominated in recognition of this unique contribution to the development of the modern industrialised world, the enduring technological and social consequences and the exceptional survival of distinctive structures and landforms.

The Cornish Mining World Heritage Site nomination comprises 10 distinct areas stretching from Botallack in the west to Tavistock in the east. Together these represent the best surviving examples of the former mining districts, ancillary industries and associated settlements. The Nomination Document sets out the case for the outstanding universal value of the Cornish Mining landscape, which is summarised as follows:

Outstanding Universal Value

The Cornwall and West Devon Mining Landscape was transformed during the period 1700-1914 by early industrial development that made a key contribution to the evolution of an industrialised economy and society in the United Kingdom, and throughout the world. Its outstanding survival, in a coherent series of highly distinctive cultural landscapes, is testimony to this achievement.

The function of the Management Plan

This is a strategic document providing a framework of policies and actions to ensure consistent management of a multi-area serial World Heritage Site, in the care of a large number of owners and managers. Given the distributed nature of the Site, this plan focuses on agreed policy principles which can be applied in different Areas to take account of local circumstances whilst ensuring a unified approach to dealing with the identified management issues. It covers the period 2005-10, during which time, in June 2006, the Nomination will be considered by the World Heritage Committee of UNESCO. The first two years of the plan are therefore geared towards developing management strategies and initiatives which will take full effect in the years following inscription.

This Management Plan is focussed on managing those historic components (see page 15) within the proposed World Heritage Site that demonstrate its Outstanding Universal Value, defined within the Statement of Significance (pages 9-12). The Plan will work in harmony with other strategic community, development, environmental and economic plans to ensure that the benefits of World Heritage Site inscription are integrated with wider social and economic regeneration targets

This Management Plan has been produced in consultation with key stakeholders on the World Heritage Site Bid Officer Working Group, and approved by the wider World Heritage Site Bid Partnership to ensure it can be effectively supported and implemented by the wide range of organisations and communities that have a responsibility for and interest in the Site. The spirit of the Management Plan is captured in the Vision.

Our Vision for the World Heritage Site

We believe that by protecting, conserving and enhancing the outstanding universal value of the Cornwall and West Devon Mining Landscape World Heritage Site it will reinforce cultural distinctiveness, and become a significant driver for economic regeneration and social inclusion.

Our mission in this plan

To achieve this vision the Management Plan for the Cornwall and West Devon Mining Landscape World Heritage Site will pursue the following mission:

- *conserving* the outstanding universal value;
- recognising that this is a distinctive *living landscape* which continues to evolve;
- promoting a *sustainable* approach that integrates conservation with regeneration, and the needs of communities with visitors;
- promoting *equality* of opportunity to access and enjoyment;
- building and maintaining strong *partnerships* between the community, local, regional, national and international organisations.

Our Aims for the next 30 years and beyond

The management of the Cornwall and West Devon Mining Landscape World Heritage Site requires a long-term view steered by the following aims.

- To protect, conserve and enhance the historical authenticity, integrity and historic character of the Site for current and future generations.
- To promote opportunities within the Site for heritage-led regeneration.
- To communicate the distinctiveness of Cornish mining culture and identity.
- To promote public access to sites, collections and information.
- To undertake and facilitate research to increase knowledge and understanding.
- To interpret and present the history and significance of Cornish mining to the highest quality.
- To promote educational use of the Site.
- To optimise the contribution of the Site to the local economy.

Management Issues

The Management Plan assesses the opportunities and threats that the Site faces and which must be addressed to achieve the Vision. These include the balance of new development and regeneration; of integrating biodiversity, geodiversity, archaeology and other interests; and of optimising tourism and enjoyment for a wide range of people. These opportunities and threats have been distilled into 17 Issues discussed in detail in section 4.3.

These Issues, and the Policies put in place to address them, have been grouped into five themes (see Appendix A) within which the key messages are as follows:

Protection

Although the United Kingdom is party to the World Heritage Convention, Sites do not have direct statutory protection within the United Kingdom. Cornwall and West Devon contain many statutory designations, both European and United Kingdom derived, for natural, historic and landscape importance. Some of these designations incidentally include parts of the proposed Cornish Mining World Heritage Site and provide some indirect protection. Other designations have been specifically applied to protect historic mining sites and broader built landscapes. However there are weaknesses in existing protection, notably for historic waste dumps, while an ongoing review of Conservation Areas is addressing former mining settlements. Some protected sites are considered 'at risk' from neglect.

An established framework of legislation and planning policy exists within which the management of the proposed World Heritage Site and its setting will take place. This Management Plan establishes a strategic framework for the Site but its conservation and management can not take place in isolation. The protection 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, as well as education and community life. The World Heritage Site Office has begun integrating the Site into many existing agreed plans, and opportunities are being taken as they arise with new plans to include provision for the Site and its setting in the most appropriate way.

Responsibility for identifying the potential dangers to the Site and preparing contingency plans lies with individual owners and managers. The Partnership 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.

Conservation & Enhancement

All development should be sustainable, including changes to the countryside and use of mineral resources. Whilst not all regeneration and development within the Site will be heritage-led, real opportunities exist for heritage to inform, and provide the catalyst for, regeneration initiatives, particularly in historic mining settlements. The benefits of this approach have been illustrated by government, English Heritage and CABE.

Whilst a considerable number of historic relict mine buildings have been consolidated over the last 15 years there are still a large number of important buildings that require remedial work. Whilst an impressive amount of public and private money has been invested (over £22m between 1998 and 2003), demand for funding exceeds availability and therefore future spending will have to be prioritised.

Although capital funding has been successfully acquired over the last 15 years for consolidation works and creating 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. Local authorities are currently working in partnership to maximise resources and prioritise their application, and the World Heritage Site Management Plan will establish a useful frame of reference for assessing order of priority in this context.

In addition to a high degree of physical survival, this is one of the best documented nominated sites in the United Kingdom. There are considerable local and national records relating to the Site held within district councils, county councils and national agencies. This includes the Historic Environment Records (HER) for Cornwall and Devon which store and provide access to systematically organised information in a given area, through the application of electronic databases and GIS (Geographic Information System). The portable heritage is an integral part of the Site and a source of evidence for its Outstanding Universal Value. Mineral collections and archives relating to the Site are of international importance. 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.

Presentation and Marketing

In recent years high priority has been placed on sustainable physical access to the mining landscape asset. Access initiatives that enhance the positive characteristics of the landscape whilst protecting from harm include the ongoing development of the network of paths and cycle tracks including the Mineral Tramways, which provide sustainable transport options within and between some areas of the Site. 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 access in achieving this. At the same time, access must be equally available to all, regardless of physical ability or income. 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.

The Site requires a strategic overview and a co-ordinated approach to interpretation within the range of visitor facilities. 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, and a network of local centres and on-site interpretation focussing on more specific elements at the broad range of mining heritage assets. There is potential for much greater use of the Site in teaching both existing National Curriculum subjects such as local history, geography and technology and specially developed study schemes, such as Cornwall County Council's "Sense of Place" initiative. The Site also has relevance for further and higher education audiences. The international significance of the Site to the study of mineralogy and geology is reflected in field trips for academic study by Universities and colleges. 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.

There are already a great number of organisations, companies and individuals involved in the marketing of mining heritage-related land, attractions and cultural assets within the Site. It is vital that these facilities work together to ensure that the full range of values and significances of the Site are communicated to target audiences, to a quality that is consistent with World Heritage status and in line with the mission principles, particularly equality and sustainability. The World Heritage Site marketing strategy will deliver greater co-ordination of marketing, interpretation and education by incorporating promotional activity into a strategic approach to sustainable visitor management.

One of the poorest regions in the United Kingdom, Cornwall is benefiting from Objective One funding from the European Union, while West Devon is in receipt of Objective Two funding. An Economic Impact Assessment was commissioned by the Bid Partnership in 2003 to assess the potential economic benefits arising from World Heritage Site inscription. 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 were broadly considered to be tourism and building/conservation industry related, although other positive social benefits were indicated. 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 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.

Outreach

Successful management of the Site will depend on the ongoing support and involvement of local communities in debating World Heritage Site policies and their implementation. 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 input is secured as these strategies are further developed.

There is a significant research interest in Cornish Mining which generates much of the understanding of and knowledge about the nominated Site. Research is fundamental to the management of the Site, as knowledge underpins effective decision making. A research programme, covering all aspects of managing the Site, will be devised and implemented during the period covered by this Management Plan. Further research will bring benefits for the management of the physical resource within the Site. There is also a particularly strong demand for the outputs of research into the social history of Cornish mining and the personal stories of those involved in the industry. It will be important to forge closer links with the Combined Universities in Cornwall and work with academics at the Institute of Cornish Studies and staff at the Cornwall and Devon Local Education Authorities to develop this, and other, aspects of the research programme.

The industrialisation of Cornish Mining had profound social and cultural consequences. By the mid-nineteenth century Cornwall and West Devon had spawned a proud and assertive regional identity, associated most closely with the mining region. This took on a wider global significance in the wake of mass migration across the United Kingdom and overseas. This Plan contains a range of measures to protect and enhance those landscapes which are the physical manifestation of Cornish Mining culture. However the less material cultural elements are vulnerable to the globalisation and homogenisation of culture in the twenty-first century. Protection of these 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 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 proposed Cornish Mining World Heritage Site both to contribute to the understanding of the diversity of cultures and to celebrate our cultural connections and shared inheritance. In recent years informal links have been made with Cornish mining communities overseas, primarily through projects funded by the European Union. However, recognition of the World Heritage value of the Cornish Mining landscape will provide additional motivation and political justification for proactively building a closer working partnership with Cornish Mining site managers and communities across the world. During the lifespan of the Management Plan the Partnership will pursue joint projects to celebrate shared cultural identity, and exchange information and research to inform greater advocacy for the increased protection of mining landscapes as places to be cherished.

Administration

With over 19,000 hectares within its boundaries and a wide range of stakeholders who have an interest in the management of the Site, there is a need for a management structure that encompasses all these interests whilst ensuring a consistent, co-ordinated approach. Monitoring achievement of the Management Plan aims is a key responsibility of the Partnership and the executive body that it will appoint to oversee decision making and review implementation of the Plan. One of the priorities for action is, therefore, to develop a useful and comprehensive set of monitoring indicators to measure progress.

A World Heritage Site Office was established in 2003 to complete the bidding process and co-ordinate delivery of the Management Plan actions. It comprises a Co-ordinator and Research Officer, Planning and Agri Environment Advice, Historic Environment Record and administrative support. It has a budget of £200,000 in 2004/5 with which to pursue the shared strategic initiatives outlined above. One of its early priorities will be an assessment of the overall resource requirements of managing the Site in line with the agreed Aims and policies, to inform a long term financial plan.

Conclusion

Implementation of the Management Plan will maximise the opportunities presented by inscription as a World Heritage Site and seek to mitigate the threats to its Outstanding Universal Value. It will do this by pursuing the Strategic Actions (section 5.2) that have been identified for 2005-10. In the period before potential inscription by UNESCO the immediate priorities focus on developing strategies and initiatives to achieve the longer term aims, including an assessment of the long term financial requirements and a review of the governance arrangements that were established for the Bid. This will provide a strong base from which to implement the remainder of the Plan and monitor the achievements resulting both from those joint initiatives undertaken by the Partnership and the implementation of the Policies by the stakeholders.



1 Purpose

Part One. Purpose of the Management Plan

This section establishes long term vision and aims for the proposed World Heritage Site, sets out the purpose of this Management Plan and provides historic context for the World Heritage Site Bid.

1.1 Vision and Aims

Our Vision for the World Heritage Site

We believe that by protecting, conserving and enhancing the outstanding universal value of the Cornwall and West Devon Mining Landscape World Heritage Site it will reinforce cultural distinctiveness, and become a significant driver for economic regeneration and social inclusion.

Our Mission in this Management Plan

To deliver this vision we will manage the Site in accordance with the following cross-cutting themes:

- conservation of the outstanding universal value
- recognise that this is a distinctive living landscape which continues to evolve
- promote a sustainable approach that integrates conservation with regeneration, and the needs of communities with visitors
- promote equality of opportunity to access and enjoyment
- build and maintain strong partnerships between the community, local, regional, national and international organisations.

Our Aims for the next 30 years and beyond

We recognise that the management of the Site requires a long-term view steered by the following aims:

- To protect, conserve and enhance the historical authenticity, integrity and historic character of the Site for current and future generations
- To communicate the distinctiveness of Cornish mining culture and identity
- To promote opportunities within the Site for heritage-led regeneration

- To promote public access to sites, collections and information
- To undertake and facilitate research to increase knowledge and understanding
- To interpret and present the history and significance of Cornish mining to the highest quality
- To promote educational use of the Site
- To optimise the contribution of the Site to the local economy.

1.2 Need for and purpose of the Management Plan

UNESCO and the United Kingdom government require a Management Plan to be produced for all United Kingdom World Heritage Sites. In the past the Management Plan has been produced post-Inscription but it is now necessary to demonstrate that adequate arrangements are in place to safeguard the conservation, promotion and development of the Site as part of the nomination process.

The Cornwall and West Devon Mining Landscape nominated Site is a complex and large (serial nomination) cultural landscape encompassing 10 discrete but complimentary areas. It is vital that viable management arrangements can be demonstrated. Although the UNESCO World Heritage Committee will not assess the Nomination until 2005 and Inscription cannot take place until 2006, the process of management has already started. For this reason the Management Plan has a life cycle of 2005 to 2010. The structure and content of this Management Plan builds on the example of existing plans.

This Management Plan has been produced in consultation with key stakeholders on the World Heritage Site Bid Officer Working Group on behalf of the wider World Heritage Site Bid Partnership to ensure it can be effectively supported and implemented. It is important to achieve consensus across the wide range of organisations and communities (its stakeholders) that have a responsibility for and interest in the Site in order to ensure that it can be managed in a co-ordinated and consistent way.

This Management Plan is aimed at managing those components within the Site that demonstrate its outstanding universal value, defined within the Statement of Significance.

This Management Plan will work in harmony with other strategic community, development, environmental and economic plans. As well as articulating a Vision and Aims for the proposed World Heritage Site as a whole, this Management Plan has been written with the following objectives:

- To acknowledge the issues facing the management of the Site
- To provide policies for the management of the historic landscape, monuments, and collections associated with the Site, to enable the outstanding universal value to be protected, conserved and enhanced
- To set out means for promoting the Site by raising public awareness, and increasing both interest and understanding, through educational and leisure use.
- To establish a prioritised programme of action in pursuit of these aims within the current life cycle of the Plan.

1.3 The development of the World Heritage Site Nomination

The survey and conservation of historic mine sites and related landscapes has been taking place for many years, and with it a growing recognition of the significance of Cornish mining. In putting this Management Plan in context it is necessary to document briefly the important steps that have allowed this Nomination to reach maturity.

Over many decades students of the mining history of the Cornubian Orefield have carried out historical research and surveys of many mine sites, and in some instances carried out archaeological excavations. There is an extensive corpus of published and unpublished historical research available in learned journals and public and private archives. Programmes of large scale field surveys of both mining landscapes and whole mine sites began in the 1980s. They happened as a result of the following developments:

Availability of public funds (Derelict Land Grants) to remediate and make safe abandoned mining land.

Archaeological surveys in advance of works helped ensure that the historic remains were conserved and made safely accessible. Traditionally the purpose of these remedial works was to remove the historic

remains in order that the sites could be used for agriculture, forestry, housing and commercial development. This approach changed radically in the mid-1980s with funds being directed towards conservation and access. Over 100 surveys have been carried out since then and the conservation work carried out on these mine sites provide vital and attractive proof of management competence and good intent.

Availability of national employment creation schemes (Manpower Services Commission). Large scale survey projects using public funds became possible outside the usual heritage budgets, for example the Caradon Mining District and Luxulyan valley were surveyed in 1987-8. The direct results were that a Countryside Service was established in the Caradon Mines Area and in due course the Luxulyan Valley became a Local Authority Country Park.

Estate Surveys. The National Trust in Cornwall began the systematic archaeological survey of their extensive holdings. This began with Wheal Coates in 1985 and developed into the survey of the St Just Mining District. The acquisition, for permanent preservation, of the St Just mining coast became the Cornwall Region's Centenary Project in 1995. The whole of the Cornwall County Council-owned Kit Hill Country Park was surveyed on being gifted by HRH The Duke of Cornwall to celebrate the birth of Prince William.

English Heritage supported the total **landscape survey** (for management) of Bodmin Moor and northern West Penwith (with the National Trust). The extensive mining remains (including the early remains of tin stream works) were recorded as part of these large projects.

By 1988 it was clear that in order to encourage the continuing flow of public investment in mine site surveys and conservation works it was necessary to demonstrate that such sites could become part of a new recreational resource that would benefit the local economy. A project (The Mineral Tramways Project) outlining the potential recreational and conservation value of historic mineral tramways and railways and their associated mine sites was developed in 1988-9. This led to an assessment of the economic potential of developing historic mining remains in the Camborne – Redruth area. From this emerged an increase in the conservation of mine sites by the newly created Kerrier Groundwork Trust and the foundation of the Trevithick Trust. The latter organisation soon put together a portfolio of mining heritage attractions in the west of Cornwall.

Since 1990, a large number of mine sites with their mine buildings have been conserved and made available to the public throughout Cornwall and West Devon. The Cornish mining industry was included on the United Kingdom Tentative List of World Heritage Sites published in 1999. This was a significant step in gaining credibility for the international significance but did not provide any means of actually preparing or submitting a nomination to UNESCO.

In 1999 Cornwall became an European Union Objective One Area and the Single Programming Document was produced which included the World Heritage Site Bid as a priority because of the contribution to local distinctiveness and economic benefits it would bring. This was a major step because it allowed access to funds to produce a nomination. An application was made for funding from the Objective One Office and other partners and approved. In 2001 a Bid team, hosted by Cornwall County Council's Historic Environment Service began work on mapping and drafting a Nomination Document and Management Plan for a Cornwall and West Devon Mining Landscape World Heritage Site.

In the later 1990s Historic Landscape Characterisation was evolving as a method of recognising time depth in the current landscape as an aid in understanding why the landscape today looks as it does. This approach was pioneered in Cornwall and has since been applied in Devon, and from this work emerged the understanding that the significance of Cornish mining was demonstrated by more than discrete sites. The legacy also included mining settlements, associated industries, the parks and gardens of the mineral lords and entrepreneurs as well as swathes of miners smallholdings taken out of moorland as the nascent industrial population began to grow from c1800. This is clearly an organically evolved and continuing cultural landscape as defined by the UNESCO World Heritage Committee. Concurrent with this understanding of the landscape, English Heritage's Monument Protection Programme began to assess mine sites for statutory protection as Scheduled Monuments and Listed Buildings.

Since 1985 we have seen significant changes nationally in archaeological theory, practice and heritage management, in part influenced by the work on Cornwall's historic landscape and mining heritage, which include:

- Greater appreciation and protection of industrial archaeological remains
- Development of landscape archaeology and characterisation
- Evolving national and international policy on understanding and protecting cultural landscapes.

This Nomination is built upon strong foundations of almost 20 years momentum, experience, commitment and development. The submission of the World Heritage Site nomination in 2005 marks a point in time at which methods, policy and funding have combined to facilitate this momentous step forward.

A great many thanks are due to those organisations and individuals who have contributed to the funding of the bid and the establishment of a World Heritage Site Office, and for their considerable time, knowledge and support towards the preparation of documentation for the bid and the long-term future of the Site.