



Australian Government

**Great Barrier Reef
Marine Park Authority**

Lady Elliot Island Lightstation

Draft Heritage Management Plan

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Draft

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Foreword

The *Environment Protection & Biodiversity Conservation Act 1999 (EPBC Act)* require any Commonwealth Agency that owns or manages one or more Commonwealth Heritage Places to prepare a Heritage Strategy and Heritage Management Plan in relation to those places.

On 24 March 2006 the then Minister for the Environment and Heritage (the Minister) approved the *Great Barrier Reef Marine Park Heritage Strategy* (the *Heritage Strategy*). In accordance with the requirements of the *EPBC Act*, the Great Barrier Reef Marine Park Authority (GBRMPA) has now developed this Heritage Management Plan for Lady Elliot Island Lightstation.

The document by Danvers Architects' - *Conservation Plan for Lady Elliot Island Lightstation, Queensland*, commissioned by the Australian Maritime Safety Authority in 1995 is frequently referenced in this Plan. It will hereafter be referred to as "*the Danvers Report*".

A document produced by the International Council on Monuments and Sites (ICOMOS) called *The Burra Charter: The Australian ICOMOS Charter for Places of Cultural Significance 1999 with associated Guidelines and Code on the Ethics of Co-existence* is frequently referred to in this Plan. It will hereafter be referred to as "*the Burra Charter*".

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1. Introduction

Lady Elliot Island is a comparatively small coral cay at the southern-most end of the Great Barrier Reef.* A lighthouse was built on the island in 1873, the third such navigation aid to be built by Queensland Authorities on the Great Barrier Reef. The Lady Elliot Island historic lighthouse precinct represents an important element in the establishment of navigational aids along the Queensland coast and the history of lighthouse technology, accommodation and associated services. The historical significance of Lady Elliot Island Lighthouse has been recognised through its inclusion on the Commonwealth Heritage List.

‘Places of cultural significance enrich people’s lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape... These places of cultural significance must be conserved for present and future generations.’

(Preamble - Burra Charter)

These words reveal the importance of buildings, places and sites, which played or are playing a part in Australia’s history. The Lady Elliot Island Lightstation is one such place of historic and cultural significance to Australians, and particularly to the coastal communities of Queensland, reflecting the colony’s development after separation from New South Wales. A navigational light has shone on Lady Elliot Island for 140 years, marking an area of danger and facilitating the safe passage of goods and people through the Great Barrier Reef.

As the owner of a place of such significance, the Great Barrier Reef Marine Park Authority (GBRMPA) on behalf of the Commonwealth of Australia, has a responsibility to protect and preserve the heritage values at Lady Elliot Island for current and future generations of Australians. This Heritage Management Plan sets out the framework and mechanisms the GBRMPA will use to protect the heritage values at Lady Elliot Island Lightstation.



Lady Elliot Island

* For information on other lighthouses, see www.lighthouse.net.au

2. Heritage Management Plan Objectives

The objectives of this Heritage Management Plan are to:

- Identify the proposed methods for conserving the Commonwealth Heritage values of the Lady Elliot Island Lightstation
- Identify the proposed methods for interpreting and promoting the Commonwealth Heritage values of the Lady Elliot Island Lightstation
- Identify the proposed methods to facilitate adaptive re-use of the lightstation
- Reinforce the involvement of stakeholders in the conservation process

In undertaking these objectives the Heritage Management Plan also aims to:

- Maximise heritage conservation while minimising any impacts on the natural environment by applying the relevant environmental management requirements to all heritage conservation activities
- Take into account the significance of the island as an abandoned guano-mining site
- Encourage site uses that have minimal impact on the historical fabric, infrastructure and general environment

The key performance indicators for the Heritage Management Plan are:

- The Commonwealth Heritage values of the lightstation are preserved for future generations, where possible ‘*in-situ*’
- Existing Commonwealth Heritage values that are unable to be preserved ‘*in-situ*’ to be documented and incorporated into the Lady Elliot Island Interpretive material
- Implementation and Maintenance Plan requirements relevant to the lightstation are met as per lease requirements
- Interpretive material on the Commonwealth Heritage values of the lightstation are available to visitors to Lady Elliot Island
- Heritage Management Plan published on the Great Barrier Reef Marine Park Authority Internet site



3. Statement of Significance of Heritage Values

Lady Elliot Island Lightstation was placed on the Commonwealth Heritage List in accordance with the EPBC Act on 22 June 2004.

Lady Elliot Island Lightstation is significant as a lighthouse built in 1873, using a timber framed substructure and cast iron external cladding. The use of timber framing for the staircase is a rare example of this construction method in lighthouses in Australia (Criteria B.2, D.2 and F.1). The lightstation is significant as portraying the historical development of the complex over time, with the changes made in lighthouse technology, accommodation and the addition of other service buildings (Criterion A.4). The Lady Elliot Island Lightstation is significant as a landmark feature, which along with the island marks the southern most island in the Great Barrier Reef Marine Park (Criterion E.1). The Lady Elliot Island Lightstation is significant as an important element in the establishment of navigational aids along the Queensland coast, which reflects the development of the coastal regions of Queensland after its separation from New South Wales (Criterion A.4).

The descriptions of the Commonwealth Heritage Values as found on the Australian Heritage Database (<http://www.environment.gov.au/heritage/ahdb/>) listing for Lady Elliot Island are as follows:



Lighthouse staircase. Image courtesy of Andrew Chapman

Criteria	Values
A Processes	<p>The Lady Elliot Island Lightstation is significant as an important element in the establishment of navigational aids along the Queensland coast, which reflects the development of the coastal regions of Queensland after its separation from New South Wales. The lightstation portrays the historical development of the complex over time, with the changes made in lighthouse technology, accommodation and the addition of other service buildings.</p> <p>Attributes The lighthouse, adaptations to the light, and all associated structures.</p>
B Rarity	<p>The use of timber framing for the staircase is a rare example of this construction method in lighthouses in Australia.</p> <p>Attributes The timber-framed staircase.</p>
D Characteristic values	<p>Lady Elliot Island Lightstation is significant as a lighthouse built in 1873, using a timber framed substructure and cast iron external cladding.</p> <p>Attributes The use of cast iron external cladding.</p>

E Aesthetic characteristics	The Lady Elliot Island Lightstation is significant as a landmark feature, which, along with the island, marks the southern end of the Great Barrier Reef Marine Park
	Attributes The prominence and location of the lighthouse
F Technical achievement	Lady Elliot Island Lightstation is significant as a lighthouse built in 1873, using a timber framed substructure and cast iron external cladding.
	Attributes All of the original fabric and in particular the use of a timber frame with external cast iron cladding.

4. History

4.1. Australia's lighthouses

Lighthouses bear a unique link to the cultural heritage of Australia in the fundamental role they played in the development of the nation. As an island nation, safe sea passage was vital for an emerging colonial economy entirely dependent on the sea for trade, communication and provisions.

Lighthouses were initially built and managed by the respective colonial governments (later to become the Australian states under Federation). However, the need for a national approach to marine navigation policy was apparent, particularly in circumstances where there was a need for navigation lighting in parts of the colony with comparatively low population numbers, and consequently insufficient funds for appropriate navigation aids.

Commonwealth responsibility for marine navigation aids was written into the Australian Constitution, and in theory came into force when the Commonwealth was proclaimed on 1 January 1901. However, it was not until 1 July 1915, when the *Lighthouses Act 1911* came into effect, that the Commonwealth officially accepted responsibility for the nation's lighthouses.

4.2. Lady Elliot Island

- 1864 31 August, a Select Committee report to Parliament made several general recommendations and touched on the concern over shipping accidents on the Great Barrier Reef (which had earlier prompted the 1843 survey by Blackwood). The report also addressed the continuing search for a safe shipping passage inside the reef, which would give quicker access to Torres Strait, Asia and India.
- 1866 The island was already occupied by the Askunas guano miners. A temporary light was erected, in the form of a tall mast. With continual increases in shipping traffic and the advent of improved technology in the form of steam driven ships and the construction of the Suez Canal in 1869, the route around the Queensland coast into Torres Strait was becoming increasingly busy.
- 1871 Commander Heath reported a severe storm to Parliament and continued to urge that a permanent lighthouse be built.

“At Lady Elliot's Island, during a very heavy gale in the early part of this year, several of the buildings belonging to the Guano Company were blown down, and the upper part of the flagstaff from which the temporary light was exhibited was carried away, so that the light, when exhibited at its reduced height, could not be seen, in every direction clear of the tops of the trees. It was some time before I heard of this, and could send the Maryborough pilot vessel with a shipwright to fit and send up a fresh topmast, and properly secure the flagstaff. This shows that the permanent light now being prepared for this position is urgently required, especially as the difficulty of communication and consequent delay much increases the danger that may arise from any accident.” Votes and Proceedings, 1871-2, p. 765

- 1872 June: Francis D. G. Stanley, Superintendent of Public Works, had plans developed for an iron lighthouse for Lady Elliot Island and tenders were called, to close on 28 June and 5 July. Stanley recommended that the J. and J. Rooney tender of £1,549, be accepted.

The use of cast iron was common in most lighthouses of the period, mainly in smaller structural elements and detail work such as lanterns, galleries, balconies and stairs. The potential of cast iron as a major (structural) building element became appreciated after the Industrial Revolution in England, when the use of coal in the manufacturing process of iron enabled production of large, flaw free and complicated castings.

Lady Elliot Island was the third lighthouse to be built by the Queensland authorities on the Great Barrier Reef. Bustard Head was completed in 1868 and Sandy Cape in May 1870. All were iron lighthouses using materials imported from England. Lady Elliot Island Lighthouse was the first where the cast iron was mounted on a timber frame. In other words, the iron was solely used as cladding and became a non-structural element of the lighthouse.

This method of construction was cheaper than that at Sandy Cape and Bustard Head and the system employed at Lady Elliot Island became the new construction technique used in Queensland. Timber frames were prefabricated in Brisbane and then erected on site. The iron plate, lens and apparatus were imported from England, but the lighthouses were designed and built by the Queensland Government (Executive Services, Maritime Safety Division). Lady Elliot Island Lighthouse shares this in common with Low Isles (1878), Cape Cleveland and Dent Island (1879), Double Island Point (1884) and Booby Island (1890).

- 1873 The Rooneys completed construction of the lighthouse and the keeper's cottage. Only one light-keeper was originally required on the lightstation because the man in charge of the guano mining operations occasionally acted as keeper. However, when the mining company closed its operations and removed their personnel from the island without notice in 1873, the light keeper and his wife were left by themselves. A second light-keeper had to be posted to the island to assist the resident keeper.

Reporting to Parliament, Commander Heath referred to the necessity of placing a second keeper at Lady Elliot and reported that the works had been completed. A tower replaced the temporary light 45 feet (13 metres) high, consisting of a hardwood frame clad with 18 gauge cast iron plates imported from England and standing on a concrete foundation. A revolving fourth order light, providing 4,000 candelas with oil wick burner, was placed in the tower.

The clockwork mechanism, which provided the power to the revolving apparatus, was giving trouble by the early 1890s, and was running with irregularity. The system was successfully repaired in Queensland, rather than being replaced by a new mechanism that would have had to be imported from England.

By 1904 the ravages inflicted on the island by the guano mining were beginning to be reversed.

- 1912 Commander Brewis, in his report to Federal Parliament on the lighting of the Queensland coast made some recommendations concerning Lady Elliot Island:

- a) *The power of the light be increased from 4,000 c.p. to 15,000 cp., by installing a 55 mm, incandescent mantle. Illuminant, vaporised kerosene. Visible-14 nautical miles.*
- b) *An acetylene Morse lamp be provided so that communication may be established with passing vessels in case of emergency.*

Commonwealth Parliamentary Paper, 1912/12

- 1923 The light was upgraded to 23,000 candelas, using vaporised kerosene and a Chance Brothers 250 mm focal radius lens and lantern of 67.75".

- 1928 The light was again upgraded to 85,000 candelas.

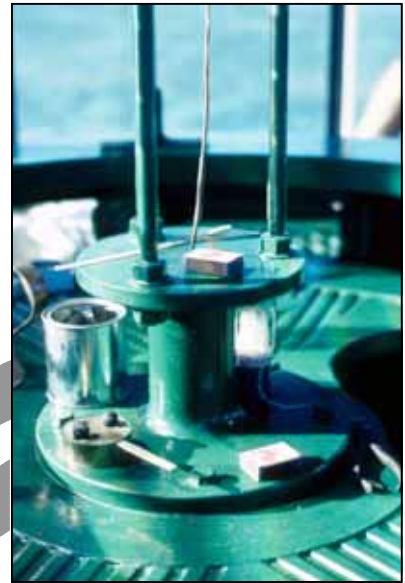
- 1969 The construction of the airstrip improved conditions on the island by allowing for quick and safe emergency transport to and from the island and generally reduced some of the isolation experienced by light-keepers living there.

- 1981 An automated acetylene gaslight was installed, although one keeper was left on the island. The gas-powered system apparently came from a mainland lighthouse in Western Australia. In the early 1900s the original light-keeper's cottage was replaced with two slightly improved structures. The three residences now on the island were built in 1927.

- 1989 The acetylene light was replaced with a solar-powered automatic electric light, giving a range of fifteen nautical miles. This light was hung off the balcony of the light tower and was only ever going to be a temporary solution as the light was not visible from all points of the compass.

- 1995 A new lattice frame tower was built adjacent to the light tower and the solar-powered light was placed upon it at an elevation of 34 metres.

(The Danvers Report)



The following information is sourced from GBRMPA records:

- 2003 Ownership of Lady Elliot Island transferred to the GBRMPA and management commenced.
- 2004 1 July: *Great Barrier Reef Marine Park Zoning Plan 2003* came into effect.
- 2005 The GBRMPA entered into new lease arrangements with tenants of Lady Elliot Island that included heritage provisions.
- QBuild General Maintenance Report and Building Management Plan prepared for Lady Elliot Island.
- Asbestos sealed in the lightstation residences as a result of the maintenance report.
- 2006 *Great Barrier Reef Marine Park Heritage Strategy* approved by the then Minister for the Environment and Heritage.
- 2007 Review and amendment to the QBuild General Maintenance Report and Building Management Plan conducted.
- Exterior of the lightstation residences and ancillary building painted.
- Interior of lightstation residences cleaned, refurbished and painted.
- Repair and removal of rust from external balustrade, base and painting of external lighthouse walls and entrance.

5. Lady Elliot Island and Reef

“Lady Elliot Island is situated at the southernmost end of the Great Barrier Reef approximately 90 kilometers north-east of Bundaberg and 150 kilometers east-south-east of Gladstone (24' 07' S, 152' 43' E). The island, which occupies a surveyed area of 34.67 hectares, is Australia's most southerly coral cay and is situated at the southerly end of a drying platform reef of about 142 hectares. While it is now regarded as separate from the Bunker and Capricorn Groups of cays and reefs which straddle the Tropic of Capricorn immediately to the north, Lady Elliot is part of that distinctive geomorphic province characterised by mostly medium sized reefs in late stages of growth.

The reefs and associated cays of the province lie on the western marginal shelf and rise from a ridge at about 60 metres deep, which broadens into submerged shoals, emergent reefs and coral cays extending through the southern region of the Great Barrier Reef. All the cays are very recent, forming since the sea reached its present level about 6000 years ago and becoming stable vegetated ecosystems much more recently. The 15 cays that comprise the province vary widely in size and in composition. The largest is North West Island with an area of about 105 hectares and the smallest is North Reef Cay, which is only 1.0 hectare in area. Lady Elliot Island is the third largest of the cays (approximately 35 hectares) behind Masthead Island (40 hectares).

Apart from size the most significant differences in the ecology of the cays in the province are determined by the substrate, which itself is an expression of the geomorphic processes that formed them. Like the cays of the southern Bunker Group, Lady Elliot Island is a relatively

large cay on a small reef. In contrast with the northerly cays of the Capricorn Group such as Heron Island, Masthead Island and North West Island, which are sand cays resulting from relatively low energy tidal deposition, the Bunker cays and Lady Elliot Island are the consequence of storm-deposited shingle berms. They are located close to the windward sides of the reef edges. The major berms on the island are laid approximately perpendicular to the line of prevailing storm winds, although there is some tendency for the ends of the berms to curl.

Shingle cays such as Lady Elliot Island therefore have few areas in which deep sandy soils can form. On Lady Elliot Island, deeper soils have formed on the southwest corner in the vicinity of the lighthouse and in the middle of the existing resort area. In the southwest, the deeper sands represent a lower energy tidal deposition of finer sediments in the lee of the reef. Within the resort, the area of deeper sands represents a lower energy deposition site that would have been active in the lee of some of the bigger berms in the early stages of cay formation. The ridges of the berms themselves remain, as can be seen on Lady Musgrave Island, as slabs of shingle, poorly vegetated with succulent herbs, small shrubs, and the occasional stunted sandpaper fig. Taller woody vegetation, notable the characteristic *Pisonia grandis* occupy the swales between the berms.” (The Danvers Report).

Lady Elliot Island is one of the most important sites in the Great Barrier Reef World Heritage Area for seabird nesting. The diversity of seabirds breeding is the second highest of any island on the Great Barrier Reef. The island is home to a number of threatened bird species; it is one of only two breeding sites on the Great Barrier Reef for the red tailed tropicbird, and an important site for nesting roseate terns. As well as an important breeding site for these birds and other seabirds such as the blacked-naped terns, bridled tern, crested tern, wedge-tailed shearwater, black noddy and common noddy, it is a roosting site for the lesser and greater frigate bird and brown booby. It is also a site for migratory birds covered under international migratory bird treaties such as Pacific golden plover, bar-tailed godwit, and grey-tailed tattler. The Capricorn white-eye is confined to the southern most Great Barrier Reef, and there is a resident breeding population on Lady Elliot Island. The island's location as the southern-most island on the Great Barrier Reef provides an important site for seabirds to access food in the waters of the southern Great Barrier Reef and beyond.

After thousands of years of seabird nesting, the island was recognised as a rich source of guano in 1863 by Mr J. Askunas. Large scale guano mining was undertaken on the island until the mid-1870s. Foraging by feral goats prevented recovery of the native vegetation until a revegetation project was initiated in the mid-1960s by aviator Don Adams (Walsh 1987).

The island is also a significant foraging and nesting site for green and loggerhead turtles. The turtles that use Lady Elliot Island are an important component of the turtle populations of the southern Great Barrier Reef.



6. Lady Elliot Island Lightstation*

The lightstation precinct occupies an area of approximately 0.8 hectares along the western side of the island. It comprises the lighthouse, a group of three fibro clad residences and associated structures, four fibro clad and brick service and store buildings, boat shed and miscellaneous items such as solar panels and weather recording apparatus. The lighthouse is no longer used as a navigational aid as a separate facility has been built.

The current lease areas are set out on Survey Plan 142787, Queensland Department of Natural Resources and Water. The private lessee has leased and is responsible for Lot 2 and Lot 3 (see Appendix 4). The current lease is predominantly for tourism and education purposes. The lightstation buildings are used as follows: the current use of the light keeper residences is for staff accommodation and the other buildings are used for storage purposes, or not used.

A lease to the Australian Maritime Safety Authority (the public lessee) relates only to Lot 1, a small 65m² portion on which the working marine navigation light tower sits.-

The lightstation heritage area comprises the following two precincts:

Lighthouse Precinct

This is the area in the immediate vicinity of the lighthouse and contains:

- Building 1 – Lighthouse
- Building 6 – Power house
- Building 7 – Workshop
- Building 8 – Old power house
- Building 9 – Fuel store and oil drum platform
- Aerial



Image courtesy of Andrew Chapman



Residential Precinct

This precinct lies to the north of the Lighthouse Precinct and includes:

- Building 2 – House 1
- Building 3 – House 2
- Building 4 – House 3
- Building 5 – Boat shed
- Water tanks
- Clothes hoist
- Concrete loading dock



Image courtesy of Andrew Chapman

* The building numbers and descriptions on this page refer to the site plan in Appendix 1

7. Condition of the heritage values

“The architectural integrity of the lightstation is good. The integrity of the structure of the lighthouse is high, although the lens and apparatus have been removed. Only three architectural elements have been added to or removed from the building internally and externally, compared with the original plans. First, a small skillion-roofed structure at the base of the tower was added to create an entrance porch. Secondly, the aerials and light at balcony level were removed and relocated to the new tower, and the final change to the Lighthouse was the placement of a ring of stainless steel around the base of the tower.

The houses generally have a fair integrity. Principal changes to these buildings since 1927, have been the enclosure and subdivision of verandas, the replacement of original casement windows with awning sash windows, the partitioning of a second bedroom to create a corridor, and alterations to bathrooms presumably to accommodate an internal toilet (earlier access to bathrooms was from Bedroom 2)” (the Danvers Report).



Image courtesy of Andrew Chapman

In July 2005, the Queensland Government Department of Public Works (QBuild) presented a Maintenance Assessment Report on the condition of the built environment at Lady Elliot Island to the Environmental Protection Agency. Some points from that report in relation to the condition of the lightstation, and therefore the Heritage values, are as follows:

- The curved steel sheeting to the lighthouse is rusting into holes
- The handrail and external deck to the lighthouse is rusted and corroded
- The roof to the entry of the lighthouse has rusted into holes
- The internal and external paintwork to the lighthouse and all Lightstation buildings is in a poor condition
- The concrete stumps to the lightstation accommodation buildings are in poor condition
- The sanitary drainage systems to the lightstation accommodation buildings are in poor condition.

The QBuild report recommends a series of actions that are being implemented to repair and maintain the lightstation. The actions are being addressed by five year management plans implemented by the private lessee under the guidance of the GBRMPA.



Image courtesy of Andrew Chapman

The lessee has recently renovated the bathroom and re-painted the entirety of House 1. Plans have been made to repaint and renovate Houses 2 and 3 including new fire safety systems, bathrooms and laundry tubs. The brick shed is used for storing old furniture, and currently no access is allowed to the generator shed due to asbestos risk. The stainless steel ring at the base of the lighthouse has had the effect of increasing the corrosion in that area, however the GBRMPA together with the private lessee undertook rust repairs to this ring, and the external lighthouse. The private lessee also project managed repainting of the external lighthouse with funds provided by the GBRMPA.

8. Management arrangements

Section 2 of the Heritage Strategy identifies that any action the GBRMPA might take that is likely to impact on the heritage values of a Commonwealth Heritage place it manages will be consistent with the Commonwealth heritage management principles. The management arrangements in place for Lady Elliot Island reinforce this policy.

Use of the historic precinct is covered under several existing management controls. These include Commonwealth Island zoning, the leases and the existing Environmental Management System for Lady Elliot Island. Ongoing consultation with the private lessee takes place as part of these controls to ensure any new proposals for use or pressures on the precinct are addressed through the appropriate management framework.

8.1. Statutory requirements

Various statutory documents have been sourced to prepare the Heritage Management Plan including:

8.1.1. Commonwealth legislation

The Heritage Management Plan has been prepared in accordance with the requirements of the *EPBC Act* and the *EPBC Regulations*, and with consideration for the *Great Barrier Reef Marine Park Act 1975* and the *Great Barrier Reef Marine Park Regulations 1983*.

The Heritage Management Plan is a subordinate document to the Heritage Strategy. The *EPBC Regulations* require that a Heritage Strategy set out several policies, including:

- How an agency will identify any Commonwealth heritage values of the places it owns
- How and who the agency will consult with on heritage matters
- Resolution of conflict over management of heritage
- Staff education on heritage issues
- How Commonwealth heritage values will be included in the agency management and planning processes.

A Heritage Strategy must be consistent with the Commonwealth heritage management principles (*EPBC Regulations* s341V) allowing for effective management of a heritage place prior to a Heritage Management Plan being prepared. A Heritage Management Plan is intended to be the realisation of a Heritage Strategy when applied to a specific site as distinct from broad policy areas.

The GBRMPA intends to link all Heritage Management Plans through the Heritage Strategy to streamline management processes, policy-making and implementation, while allowing for public involvement.

8.1.2. Great Barrier Reef Marine Park Zoning

Under the *Great Barrier Reef Marine Park Zoning Plan 2003*, Lady Elliot Island is designated a Commonwealth Island Zone and may be used or entered without permission for low impact (non-extractive) activities, photography, filming, sound recording, traditional use of marine resources, and limited educational programs. All other activities including camping and research require written permission. The waters surrounding Lady Elliot Island are designated a Marine National Park (Green) Zone. This Heritage Management Plan is consistent with the objectives of the Commonwealth Islands Zone to ensure minimal environmental impact. (See Figure 1 – page 13).

8.1.3. State legislation

Lady Elliot Island is a Commonwealth Island; therefore Queensland heritage legislation does not apply. Other state legislation may apply to protect the natural values of the site, complementing the overarching Commonwealth legislative framework.

8.1.4. GBRMPA management requirements and agency mechanisms

Effective heritage management has been incorporated within the GBRMPA's administration of the Marine Park since it was established. At its meeting in September 2005 the Marine Park Authority board included aims for good heritage management consistent with the EPBC Act heritage requirements within the GBRMPA Corporate Plan 2004 – 2009. One such corporate aim is “to recognize the heritage values of the Great Barrier Reef Marine Park and the Authority's responsibility to identify and care for those values, consistent with current best practice.”

The Heritage Strategy has been prepared under the requirements of the GBRMPA Corporate Plan. It echoes the strategic outcomes required by the corporate aims and reflects the corporate aim to ensure “that its actions, if likely to impact on the heritage values of the heritage places it manages, will be consistent with the Commonwealth Heritage management principles.”

This Heritage Management Plan is set in a subordinate relationship to the Heritage Strategy to ensure consistency with relevant corporate aims.

The GBRMPA has several mechanisms in place to ensure appropriate implementation of the Heritage Management Plans. Chapter 3 and Attachment 3 of the Heritage Strategy describe the organisational structure of the GBRMPA in relation to Heritage Management. The protection of heritage values is recognised at all levels of the agency's corporate planning.

In relation to Lady Elliot Island and in addition to this Heritage Management Plan, conservation of heritage values are addressed through:

- Commonwealth Island zoning, including permits and impact assessment requirements
- Setting out policy for protection and values of Lady Elliot Island
- Management and conservation programmes for Commonwealth Islands, which includes Lady Elliot Island
- Lease requirements for the protection of heritage values.



Lighthouse maintenance. Images courtesy of Wayne Fox

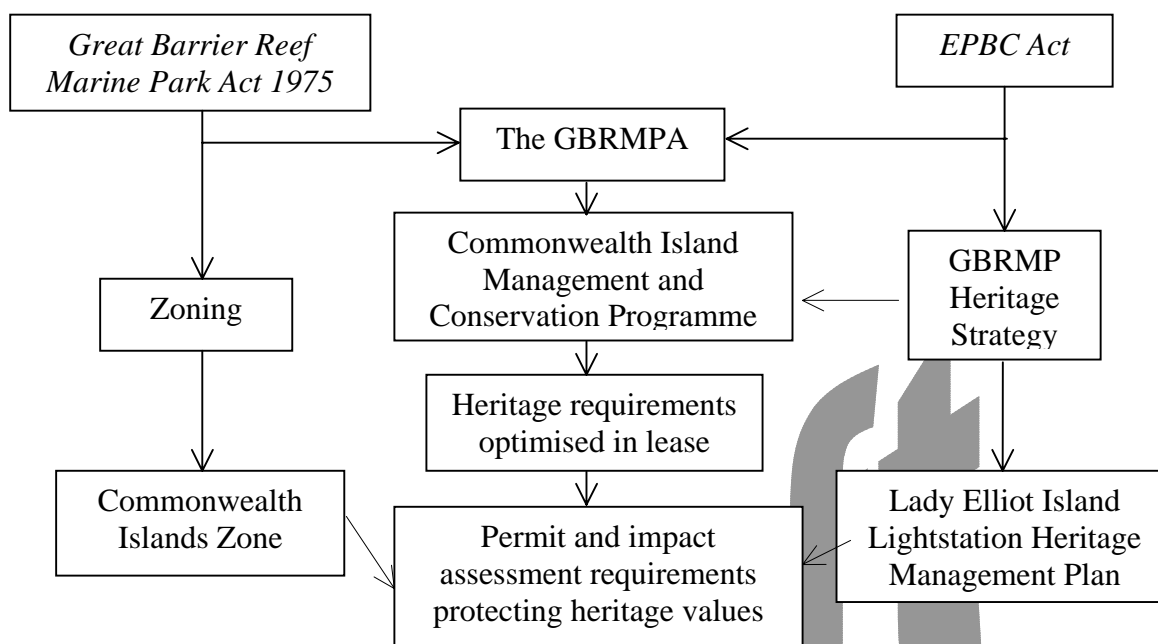


Figure 1 – Management framework

8.2. Lady Elliot Island lease arrangements

Two lessees have lease arrangements with the GBRMPA for Lady Elliot Island. The lease agreements require the lessees to comply with the requirements set out in this Heritage Management Plan.

- The private lease relates to the use of the island for resort purposes and commenced on 1 December 2005 – the private lease.
- A second lease relates to the ongoing presence of a navigation light and commenced on 27 May 2003 – the public lease.

8.2.1. Resort

The private lessee is aware of the significance of the lightstation and this is reflected in their lease agreement with the GBRMPA. Conditions of the lease ensure that the lessee must assist with conserving and maintaining the historic precinct to the reasonable standard required by a Heritage Management Plan. They must give the GBRMPA prior notice before commencing any structural works that may be required. The lessee is currently using the lightstation accommodation as staff quarters and the associated buildings are used for storage. This use is considered appropriate and should continue. A potential future use is for tourist accommodation, although this is not expected until at least 2009. The lighthouse itself is not being used for any purpose at this stage. The lease does provide that the lessee must notify the GBRMPA when and if they intend to use the lighthouse for any purpose. A proposed future use for the base of the lighthouse is a historic heritage interpretation centre.





8.2.2. Navigation light

The Australian Maritime Safety Authority (AMSA) relinquished management of the light station historic precinct in 2003. However, they lease a small area proximate to the lighthouse. This contains the current marine navigation light and AMSA must transit the historic precinct in order to access this light. Easements over the surrounding lease permit this. The AMSA are aware of the historical significance of the lightstation and are expected to comply with the Heritage Management Plan when transiting the precinct to conduct observations or maintenance of the navigation light facility. The AMSA lease is for a standard 99-year term.

9. Heritage Management Policies

As previously identified, the GBRMPA's actions with respect to heritage places will be consistent with the Commonwealth heritage management principles. The following items are the policies to be adopted in relation to specific requirements of the Heritage Management Plan for the Lady Elliot Island Lightstation.

9.1. Management and conservation strategies

For the conservation policies below, the terms in italics have been taken from the *Burra Charter*, as described in Appendix 2.

1. The lightstation is to be *conserved* to protect and enhance its historical significance.
2. All significant *fabric* of the lightstation should be *maintained* and *preserved* in order to prevent further deterioration. Notwithstanding this, elements of the *fabric* of the lightstation, which are deemed harmful (for example, asbestos related materials or lead-based paint), shall be removed or modified in accordance with relevant legislative requirements and Australian standards applicable to such work.
3. The character of the lightstation should be *preserved*, including existing buildings, layout and look and feel. Notwithstanding this, *adaptation* of the *fabric* shall be permitted provided the historical significance of the lightstation is not excessively affected. Such *adaptation* may include but is not limited to the following:
 - Modification of the fabric in accordance with current occupational health and safety requirements
 - Upgrading of kitchen and bathroom facilities
 - The installation of air-conditioning.
4. The lighthouse is to be *conserved* in order to retain its high degree of cultural significance. This includes current colour scheme and look and feel.

5. Any activities that are approved for the lightstation buildings and site should require no major structural changes or alterations likely to reduce historic significance. *Uses* that maintain the original fabric of the site are desirable.
6. Prior to and immediately following any *conservation, maintenance, preservation* or *adaptation* work, photographic evidence of the *fabric* shall be collected for historical records and interpretive use.
7. Where practicable, the interpretive qualities of the lightstation should be retained and enhanced. Possible mechanisms to achieve this might include:
 - Use of the lower floors of the lighthouse as an interpretive facility
 - Interpretive signage and use of historical photographs as part of the resort's interpretive content.
8. For the purposes of *conservation*, it is proposed to provide and maintain a viable economic use for the lightstation in order to ensure the continued *maintenance* of all significant fabric and its protection from non-action. The lessee of the lightstation may be allowed to implement reasonable use of the lightstation, provided the above conservation policies are followed. Any proposals for development or adaptive reuse must be approved in writing by the GBRMPA. The lessee must also comply with:
 - The approved General Maintenance Programme
 - The Building Management Plan
 - The Vegetation Management Plan
 - The Environmental Management System.

The above has been adopted from the Danvers Report (3.2, 6.0, 7.2).

9.2. Access and security arrangements

The relative remoteness of Lady Elliot Island makes access challenging and provides the lightstation with a natural security buffer. Most visitors to the island arrive by aircraft, with some trawlers anchoring up in the leese of the island to escape poor weather, and other vessels as part of organised live-aboard dive voyages. Access to the island and precinct is limited by the Commonwealth Island zoning, lease and permit requirements.

The private lessee controls access to the buildings within the historic precinct.

AMSA regularly accesses the historic precinct to service the marine navigation light on their adjoining lease. This lease area, containing the light, associated solar panels and powerhouse, is secured within a cyclone fence and restricted to AMSA staff and its contractors only. It is a requirement for maritime navigational safety that this access continues.

9.3. Consultation and liaison process

The initial development of a Heritage Management Plan contains a major step involving stakeholder and public consultation. Figure 2 below describes the Heritage Management Plan process and identifies the level of consultation involved. The requirements and method for consultation are detailed in the *EPBC Regulations* (Part 10 Div 5 10.03C). This Heritage Management Plan is part of that procedure. Once a Heritage Management Plan has been approved and implemented, consultation becomes part of the monitoring process of the Plan. During reviews of the Heritage Management Plan, further consultation will be entered into in

accordance with the *EPBC Regulations*. The GBRMPA has a range of established methods of community and stakeholder consultation, which it continues to use to satisfy this process.

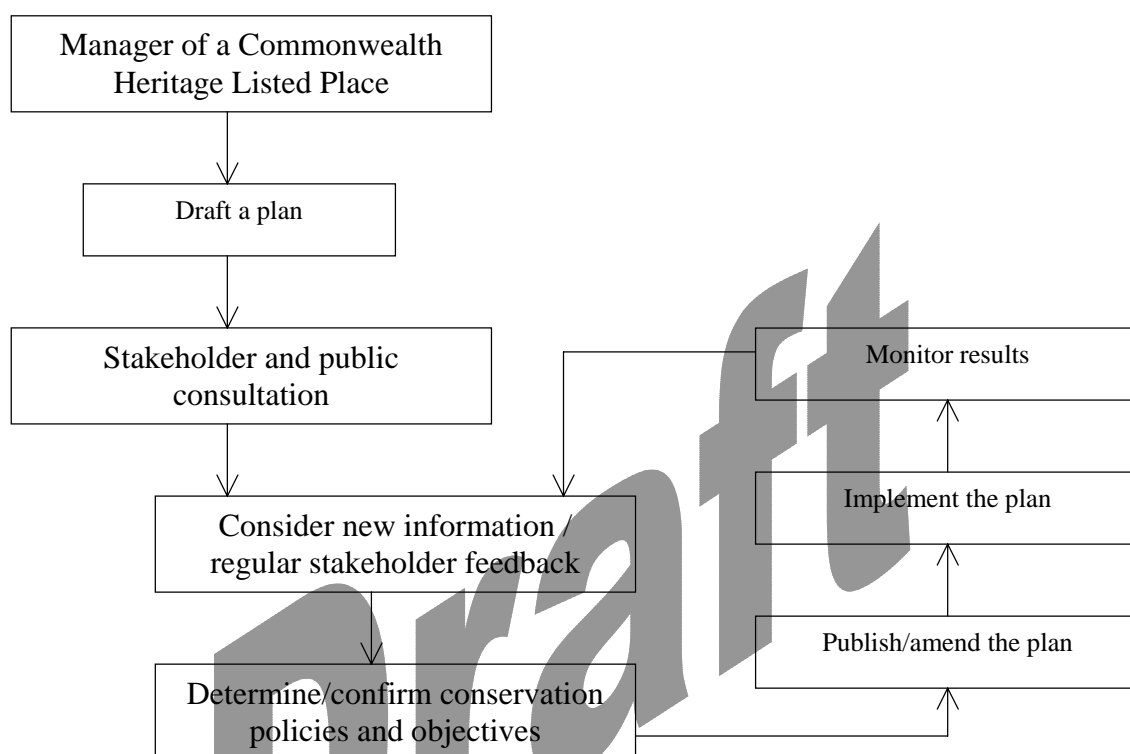


Figure 2 – Process for the development and review of the Lady Elliot Island Lightstation Heritage Management Plan

9.3.1. Stakeholders and the community

The GBRMPA aims to provide Australians with effective and meaningful consultation in heritage matters related to the Great Barrier Reef Marine Park. Part of this important process is achieved through regular meetings with the relevant Reef Advisory Committee (RAC) representing expertise-based stakeholders (Conservation, Heritage & Indigenous Partnerships RAC) and the relevant Local Marine Advisory Committees representing the local communities. Communication with stakeholders also takes place as ongoing interaction between both the public and private lessee and the GBRMPA, and through a broader community engagement process.

More information on RACs and LMACs may be found on the GBRMPA website under Marine Park Management:

http://www.gbrmpa.gov.au/corp_site/management/consultation_community_involvement

9.3.2. Government

The GBRMPA recognises that maintaining strategies for liaison with all Commonwealth and State agencies with a relevant interest in heritage matters in the Great Barrier Reef Marine Park is crucial to the effective management of heritage values. Consequently, an ongoing action for the GBRMPA is to maintain this contact through formal and informal mechanisms.

Ongoing consultation with the Department of the Environment, Water, Heritage and the Arts and the AMSA occurs for the purposes of heritage management, environmental management and ongoing maintenance of navigational aids.

9.3.3. Indigenous consultation and participation

The GBRMPA values the importance of involving Traditional Owners in the management processes of the Great Barrier Reef Marine Park. This recognition has been enshrined in the Heritage Strategy and the GBRMPA Corporate Plan 2004 - 2009. These documents identify that the traditional affiliations, culture, heritage values and rights in relation to Traditional Owners must be taken into account in the management of the Marine Park.

The data available to the GBRMPA indicates there are no identified Indigenous affiliations with Lady Elliot Island. However, the locality and the surrounding area are culturally significant to the Taribelang Bunda, Bailai, Gooreng Gooreng, and Gurang Aboriginal Traditional Owner groups. At the time of writing, the senior anthropologist from the Gurang Land Council (the representative body for these Traditional Owner groups) was preparing a paper on their cultural links to Lady Elliot Island and other islands in the region. Their traditional estates range from the mouth of the Fitzroy River in the north, to the town of Childers in the south, including both inland and offshore areas.

As mentioned earlier, available data indicates there are no identified Traditional Owner affiliations with Lady Elliot Island. Notwithstanding this, the GBRMPA will maintain consultation with Traditional Owners through existing arrangements to ensure their continued involvement in the Heritage Management Plan. Traditional Owner consultation for the Lady Elliot Island area is achieved in many ways, one of which is through the Gurang Land Council as part of future act notifications prior to permits being granted for works on the island. The GBRMPA's Indigenous Partnerships Liaison Unit regularly meet with Traditional Owners and their representative bodies. The GBRMPA is also required to notify possible actions in relation to permit applications in accordance with the *Native Title Act 1993*.

More information on Indigenous Partnerships in the Great Barrier Reef Marine Park may be found on the GBRMPA website under Conservation, Heritage and Indigenous Partnerships: http://www.gbrmpa.gov.au/corp_site/key_issues/conservation/indigenous_partnerships

9.4. Management of sensitive information

Standard Commonwealth Privacy and Security requirements, in place within the GBRMPA, will be met in relation to the management of sensitive information.

9.5. Planning and management of works

As required under the GBRMPA Act, any approved activities on the island are managed to reduce the potential for adverse affects on the heritage values of the lightstation. Potential activities on Lady Elliot Island are detailed in the lease agreements. The private lessee will continue to use the accommodation buildings for staff accommodation and aims to use them for tourist accommodation. Any proposals for development or adaptive reuse must be approved in writing by the GBRMPA.

9.6. Unforeseen discoveries or disturbances

The Environmental Management System implemented under the lease and permit on the private lessee for Lady Elliot Island outlines the response to emergencies and new discoveries on the island. The lease sets up the The Lady Elliot Island Operations Committee, which includes the GBRMPA Manager (Commonwealth Islands) and the Managing Director under the private lease lead this committee and will resolve any issues that arise. Well-documented records of the lightstation assist in this process.

In the case of potential or actual damage to the heritage values of the lightstation or archaeological discoveries, the GBRMPA will seek heritage advice as detailed below.

9.7. Heritage advice

At certain times, advice may be sought from the Australian Heritage Council, Department of the Environment, Water, Heritage and the Arts - Heritage Division or the Minister. This would occur in circumstances whereby significant impact on the heritage place is expected or there is conflict between the management of different heritage values.

The GBRMPA will seek heritage advice, where required, upon receipt of any proposals for development, adaptive reuse, or notification of damage to the heritage values of the lightstation or archaeological discoveries. This ensures that the integrity of the heritage values of the lightstation is maintained. Advice may be from an internal source, other Government agencies, the Minister or from an independent expert source, as appropriate.

9.8. Monitoring and reporting on Commonwealth heritage values

The success of Commonwealth heritage values conservation will be monitored through regular reporting, inspections and the use of the GBRMPA heritage register and associated databases.

The private lessee is required to report to the GBRMPA on the state of the Commonwealth heritage values on an annual basis. This is detailed in the existing lease agreement with the lessee. Visual inspections of the heritage values will be conducted at a minimum of once every two years by relevant GBRMPA representatives, however are more likely to be carried out at more regular (six monthly) intervals in conjunction with other requirements.

9.9. Records of intervention and maintenance

In accordance with the *EPBC Act* (s341ZB), the GBRMPA will maintain a heritage database for all Commonwealth heritage places it manages including the Lady Elliot Island Lightstation. Items that will be included on this database are:

- A description of the Commonwealth heritage values
- The current condition of the Commonwealth heritage values as reported by the tenants and from inspections by the GBRMPA representatives
- A record of all work carried out on the lightstation – this will include photographs, written documentation and drawings/plans
- A record of all proposals for development or adaptive reuse of the lightstation
- A record of all actual developments or adaptive reuse of the lightstation
- A record of all past and present Heritage Management Plans for the lightstation.

All the above information will be entered into the database as soon as practicable after receipt.

9.10. Improving management

The GBRMPA supports the continued development of its staff to improve management of the Marine Park. In addition to the corporate management training programme, relevant staff will be trained in the legislative requirements relative to heritage matters. Where necessary, appropriate training through internal (or external where relevant) courses on heritage matters will be held for managers and administrators who have responsibility for heritage management including relevant stakeholders. Any specific Commonwealth heritage training, which may be available and relevant, will also be included in the set of courses offered.

The GBRMPA has a list of information needs for management available for searching at http://www.gbrmpa.gov.au/corp_site/info_services/science/research_priorities/database/. Several questions pertain to management of islands and cays, some of which are applicable to Lady Elliot Island. The GBRMPA reviews this list regularly and information needs in relation to Commonwealth heritage matters will be added as required.

9.11. Interpretation and promotion of heritage values

The GBRMPA endorses the view of the Australian International Council on Monuments and Sites (authors of the *Burra Charter*) that the simplest form of interpretation is conservation. The heritage values of the Lady Elliot Island Lightstation are based around the buildings, with emphasis on the lighthouse. Taking into account its current use, the entire site is still presented as a Lightstation and this is consistent with the heritage values. Conservation of the lighthouse is seen to be the primary interpretation method currently in practice.

The GBRMPA maintains a comprehensive website, develops a range of information products for communicating messages to the wider community, and uses the ReefHQ aquarium and the Community Partnerships programme to further promote Commonwealth heritage awareness in the broader community.

Other interpretation measures for discussion as part of this Heritage Management Plan include:

- Signage, publications or organised events to raise community awareness of the lightstation
- Adaptive re-use possibilities:
 - Using the keeper's accommodation as specialised holiday homes or a restaurant
 - Decorating the interiors with historical pictures/information to help to transmit the heritage values of the place to future generations
 - Utilising the lighthouse as a lookout/museum, subject to relevant safety issues and provided any use would not damage the structure or the heritage values associated with it.
- Some of the equipment for the lightstation has been upgraded over time, for example the lamp mechanism. If they still exist it may be possible to locate these items and use them to aid in raising awareness of the historical values.

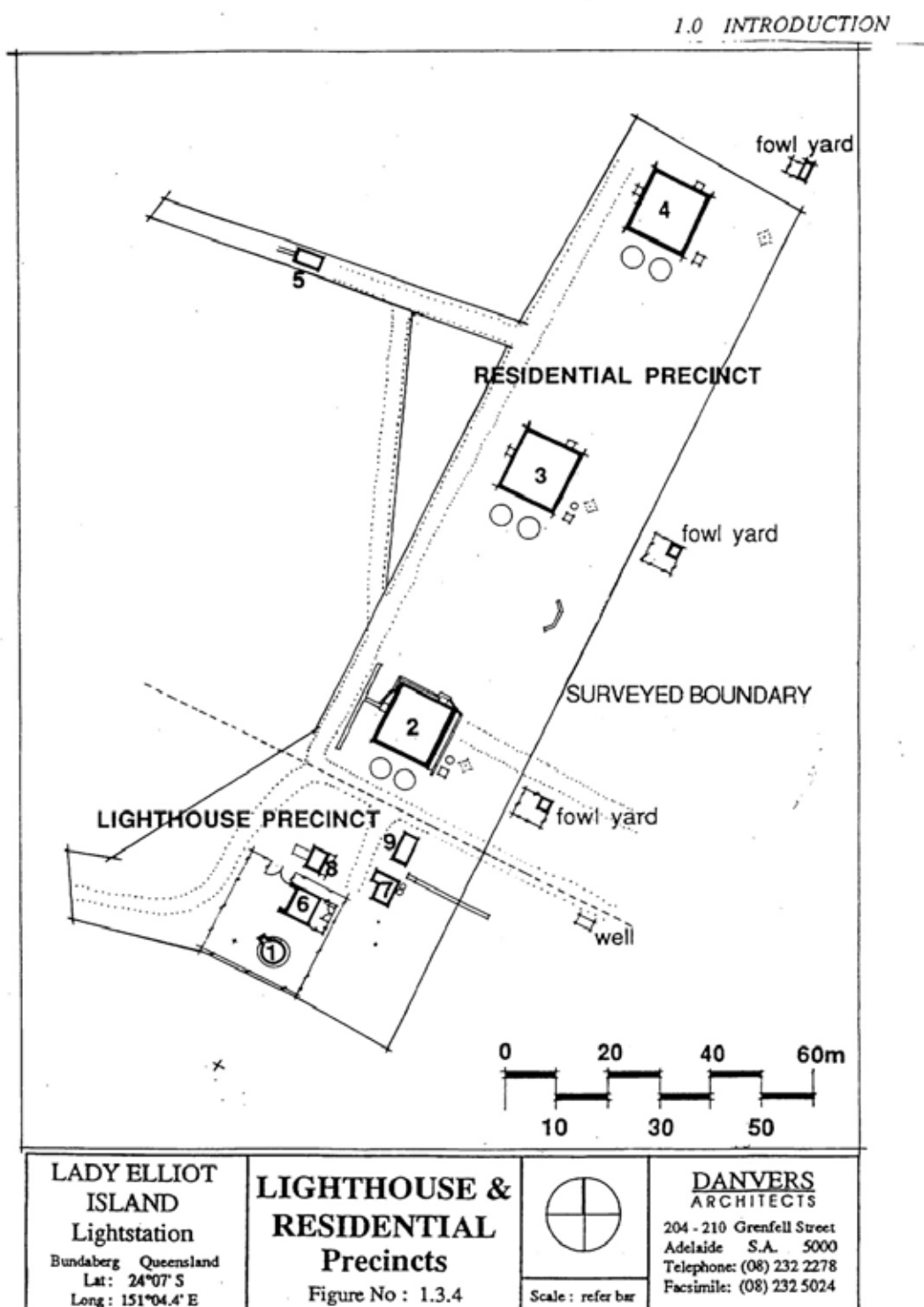
10. Implementation plan

Action Item	Description	Who is Responsible	Timeline	Priority	Status
1	Prepare, conduct public consultation and have approved the Lady Elliot Island Heritage Management Plan in accordance with the EPBC Regulation 10.03C	Manager, Commonwealth Islands and Manager, Planning	2007-2008	High	Underway
2	Conduct Infrastructure Audit Against Q Build General Maintenance Plan and Building Management Plan	Manager, Commonwealth Islands	2008	Medium	Ongoing
3	Undertake rust repairs and repaint the lighthouse	Manager, Commonwealth Islands and Private lessee	2008	High	Completed
4	Remove trees from outside the lightstation residences as necessary for protection of the buildings in case of storms or falling limbs	Manager, Commonwealth Islands and Private lessee	2009	Medium	Commenced
5	Notify key positions of their responsibilities in relation to the Heritage Management Plan	CHIP Director and Manager, Commonwealth Islands	2008	High	Complete
6	Implement the Management and Conservation Policies for the lightstation	GBRMPA and Private lessee	2009	Medium	Ongoing
7	Instigate appropriate interpretation measures	Manager, Commonwealth Islands and Private lessee	2009	Medium	Commenced
8	Review and update this Heritage Management Plan every five years	GBRMPA	2013	Low	
9	Identify information needs for management	Manager, Commonwealth Islands and CHIP Director	2009	Medium	Yet to begin

11. References

- Australian ICOMOS 2000, *The Burra Charter: The Australian ICOMOS Charter for Places of Cultural Significance 1999 with associated Guidelines and Code on the Ethics of Co-existence*, Australia ICOMOS, Burwood.
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- QBuild Wide Bay Regional Office 2005, *Maintenance Assessment Report for Lady Elliot Island*, QBuild, Wide Bay.
- Reid G 1988, *From Dusk Till Dawn: A History of Australian Lighthouses*, Macmillan, Adelaide.
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- Walker M & Marquis-Kyle P 2004, *The Illustrated Burra Charter: Good Practice for Heritage Places*, Australia ICOMOS Inc, Burwood.
- Walsh A 1987, *Lady Elliot: first island of the Great Barrier Reef*, Boolarong Publications, Bowen Hills.

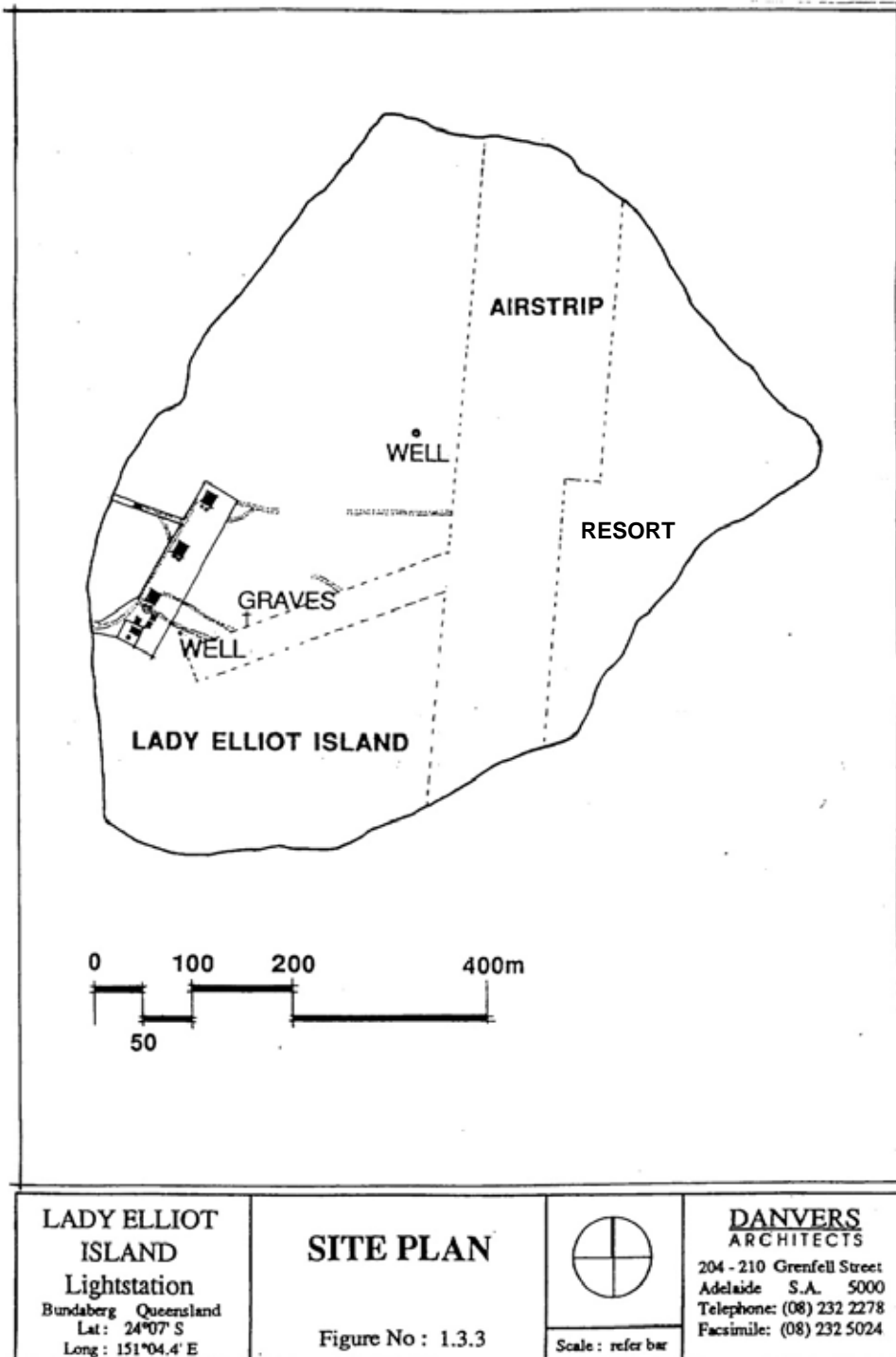
Appendix 1 – Danvers Architects Site Plans



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See section 6 (page 9) for building descriptions

Source: Danvers Report



Adapted from the Danvers Report

Appendix 2 – Extracts from the *Burra Charter*

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

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

Conservation means all the processes of looking after a *place* so as to retain its cultural significance.

Maintenance means the continuous protective care of the fabric and setting of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction* and should be treated accordingly.

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

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

Reconstruction means returning a *place* to a known earlier state and is distinguished from restoration by the introduction of new material into the *fabric*.

Use means the functions of a *place*, as well as the activities and practices that may occur at the *place*.

Adaptation means modifying a *place* to suit the existing *use* or a proposed *use*.

Appendix 3 – Table of relevant EPBC legislation & links within HMP

EPBC Regulation Reference	Lady Elliot Island Heritage Management Plan Reference
<i>(EPBC Regulations 10.03B Schedule 7A (a))</i> Establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place.	<i>Section 2 – Heritage Management Plan Objectives</i>
<i>(EPBC Regulations 10.03B Schedule 7A (b))</i> Provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place.	<i>Section 8 – Management Arrangements</i>
<i>(EPBC Regulations 10.03B Schedule 7A (c))</i> Provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses.	<i>Section 4 - History</i> <i>Section 5 – Lady Elliot Island and Reef</i> <i>Section 6 – Lady Elliot Island Lightstation</i>
<i>(EPBC Regulations 10.03B Schedule 7A (d))</i> <i>Provide a description of the Commonwealth Heritage values and any other heritage values of the place.</i>	<i>Section 3 – Statement of Significance of Heritage Values</i>
<i>(EPBC Regulations 10.03B Schedule 7A (e))</i> Describe the condition of the Commonwealth Heritage values of the place.	<i>Section 7 – Condition of the heritage values</i>
<i>(EPBC Regulations 10.03B Schedule 7A (f))</i> <i>Describe the method used to assess the Commonwealth Heritage values of the place.</i>	<i>Section 3 – Statement of Significance of Heritage Values</i>
<i>(EPBC Regulations 10.03B Schedule 7A (g))</i> <i>Describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place.</i>	<i>Section 8 – Management Arrangements</i>
<i>(EPBC Regulations 10.03B Schedule 7A (h))</i> Have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following: <ul style="list-style-type: none"> ▪ <i>The management and conservation processes to be used; (EPBC Regulations 10.03B Schedule 7A (h)(i))</i> ▪ <i>The access and security arrangements, including access to the area for indigenous people to maintain cultural traditions; (EPBC Regulations 10.03B Schedule 7A (h)(ii))</i> ▪ <i>The stakeholder and community consultation and liaison arrangements; (EPBC Regulations 10.03B Schedule 7A (h)(iii))</i> ▪ <i>The policies and protocols to ensure that indigenous people participate in the</i> 	<i>Section 9 – Heritage Management Policies</i> <i>Section 9.1 – Management and conservation strategies</i> <i>Section 9.2 – Access and Security arrangements</i> <i>Section 9.3 – Consultation and liaison process</i> <i>Section 9.3.3 – Indigenous consultation and participation</i>

EPBC Regulation Reference	Lady Elliot Island Heritage Management Plan Reference
<p><i>management process; (EPBC Regulations 10.03B Schedule 7A (h)(iv))</i></p> <ul style="list-style-type: none"> ▪ <i>The protocols for the management of sensitive information; (EPBC Regulations 10.03B Schedule 7A (h)(v))</i> ▪ <i>The planning and management of works, development, adaptive reuse and property divestment proposals; (EPBC Regulations 10.03B Schedule 7A (h)(vi))</i> ▪ <i>How unforeseen discoveries or disturbance of heritage are to be managed; (EPBC Regulations 10.03B Schedule 7A (h)(vii))</i> ▪ <i>How, and under what circumstances, heritage advice is to be obtained; (EPBC Regulations 10.03B Schedule 7A (h)(vii))</i> ▪ <i>How the condition of Commonwealth Heritage values is to be monitored and reported; (EPBC Regulations 10.03B Schedule 7A (h)(ix))</i> ▪ <i>How records of intervention and maintenance of a heritage places register are kept; (EPBC Regulations 10.03B Schedule 7A (h)(x))</i> ▪ <i>The research, training and resources needed to improve management; (EPBC Regulations 10.03B Schedule 7A (h)(xi))</i> ▪ <i>How heritage values are to be interpreted and promoted; (EPBC Regulations 10.03B Schedule 7A (h)(xii))</i> 	<p><i>Section 9.4 – Management of sensitive information</i></p> <p><i>Section 9.5 – Planning and management of works</i></p> <p><i>Section 9.6 – Unforeseen discoveries or disturbances</i></p> <p><i>Section 9.7 – Heritage advice</i></p> <p><i>Section 9.8 – Monitoring and reporting on Commonwealth heritage values</i></p> <p><i>Section 9.9 – Records of intervention and maintenance</i></p> <p><i>Section 9.10 – Improving management</i></p> <p><i>Section 9.11 – Interpretation and promotion of heritage values</i></p>

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