

1. DEVELOPING A NATIONAL CONSERVATION PLAN

Historic Lighthouses are a unique part of the national heritage, to be treated differently from other assets, as they are a strong symbol of the World maritime heritage and hold great significance to local and national communities. As a consequence of the reduction in short range aids to navigation and the requirement to conserve historic lighthouses there is a need to find alternative uses for surplus property

Lighthouse Authorities have a duty to protect their historic lighthouses and by way of alternative uses, funds can be raised to finance their conservation. Alternative use should be adapted to the lighthouse and not the other way round. This point was a significant recommendation of the Preservation of Historic Lighthouses by Alternative Use Workshop held in Norway, May 2000.

The cultural heritage of lighthouses extends beyond the architectural value of the buildings, to the whole area of maritime traditions and history, including shipping trading patterns, navigational safety and wrecks; this needs to be explained and evidence documented for the benefit of future generations.

Recording present traditions and changes is also important, as they will become part of the cultural heritage for future generations.

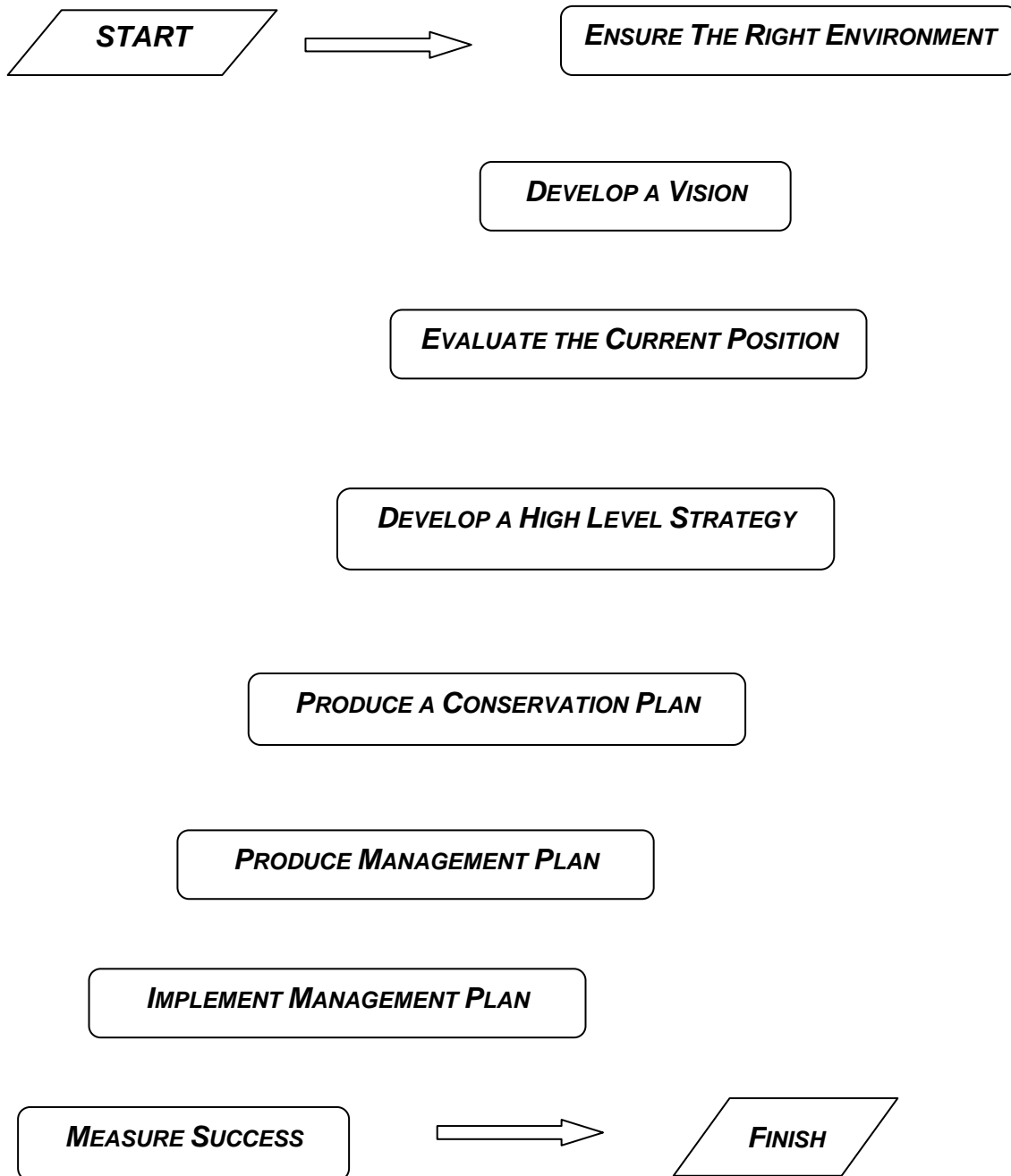
The following chapter steers a path through the various stages of the preparation of a conservation plan, posing questions that need to be considered. It is not claimed to be an exhaustive list but coupled with the information contained in the complete manual, provides a good starting point.

This chapter is not only applicable to the preparation of a National Plan but can be equally applied to the preparation of any Conservation Plan.



Isle of May in the Forth Estuary, Scotland, is the site of the first recorded lighthouse in the country, in the background and the new light built by the Robert Stevenson in 1816 in the foreground. This was the first light in Scotland to be powered by electricity in 1886.

Developing a National Conservation Plan - Consider the following stages:



1.1 THE PLANNING PROCESS

1.1.1 Ensuring the right environment

- Consider political and public reaction from the International to local community level.
- Examine the scope and limitations of the existing legal and cultural frameworks and if necessary, consider any requirements for new legislation to provide flexibility.
- Gain a good understanding of the economic environment to assess whether any development will be sustainable in the longer term.
- Gain co-operation and support of heritage bodies.

1.1.2 Developing a vision

- Where applicable, keep aids to navigation operational.
- Promote tourism, raise public and cultural awareness and enhance education.
- Enable access and public enjoyment.
- Reflect cultural values.
- Encourage economic sustainability within the lighthouse estate.
- Develop an alternative revenue source.
- Protect the lighthouse heritage and conserve the surrounding landscape environment.
- Provide a repository for historic lighthouse equipment.

1.1.3 Evaluating the current position

- Determine what value the state places on its maritime, technical and industrial heritage.
- What are your organisation's future plans with respect to the lighthouse properties and are they sustainable?
- Who are the organisation's stakeholders? (*see Annex A for examples*)
 - Political - international, national, regional and local community;
 - Social - Public Interest, heritage and environmental, special interests, employees, contractors and suppliers;
 - Economic - Taxpayers or service payers, fund managers/government departments, tourism bodies, local businesses.
- What are the stakeholders' interests?

Who are the stakeholders and what are their interests?

- Safe and expeditious navigation;
 - Provision of the aids to navigation service at the least cost;
 - Job satisfaction: new challenges for staff;
 - Heritage and environmental conservation;
 - Economic regeneration of local communities;
 - Education and public enjoyment.
- Are there any other external influences?
 - Identify potential partnerships (including the need for external expertise), and the benefits.
 - List the "enablers" and the "blockers".
 - Identify the strengths, weaknesses, opportunities and threats (SWOT analysis).
 - Purposes of Public Access – to:
 - Interpret the Lighthouse/Maritime Cultural Heritage;
 - Enable the conservation of buildings and objects;
 - Educate, inform and raise awareness;
 - Provide supplementary income for conservation work.



A large tanker owned by one of the major stakeholders in lighthouses in the UK and Ireland, passes Roches Point on the approaches to Cork Harbour. Through Light Dues the ship owners are very interested in the costs of running Aids to Navigation

1.1.4 *Developing a high level strategy*

- Where does your organisation want to be in 3 to 5 year's time and beyond?
- Build a strategy to achieve the goals based on the strengths of your organisation.
- Evaluate the benefits of retaining ownership of historic lighthouses for alternative use over the longer-term, against any immediate gain from disposing of some or all of the property.
- Identify any scope for flexibility – is there a minimum requirement?
- Assess the impact on your organisation's resources and the possibility of inter-government agency or other co-operation.
- How will each of the stakeholders react?
- What are the options for funding?

Develop a strategy to achieve the vision and satisfy the stakeholders.

1.1.5 Producing a conservation plan for historic lighthouses

- Evaluate the Lighthouse Estate:
 - initial “desk-top” evaluation and data gathering;
 - detailed profiling of properties;
 - ownership / rights of way;
 - buildings / environmental designations;
 - historical value;
 - operational and non-operational areas.
- The conservation philosophy and the definition of an historic lighthouse is largely a matter for each nation depending on their political, cultural and social environment; each country will have its own policies, acts, traditions and culture.*
- Develop criteria for classification within a conservation plan for each lighthouse in consultation with heritage bodies and others.
 - Navigational significance; part of a tower or current AtoN systems:
 - Maritime cultural history.
 - Present and previous use; operational aid to navigation?
 - Is the lighthouse station a single entity including buildings, equipment etc?
 - Artefacts, antennae, gardens etc.
 - Community relationship : human factors - way of life.
 - Architectural significance and type of construction.
 - Authenticity.
 - Accessibility.
 - Vulnerability.
 - How representative is it of the country's lighthouse heritage (e.g. age).
 - Function (e.g. coastal, fairway, harbour), use, materials and style.
 - International / regional importance.
 - Symbol of technological advancement.
 - Physical condition.
 - Landscape setting.
 - Flora and fauna, marine wildlife.
 - Geology/ecology.

This is not an exhaustive list.

- Record the significance and vulnerability of the Lighthouse stations to be preserved:
 - Survey the sites.
 - Develop conservation statements.
 - Agree conservation policies: keep the estate intact; avoid part disposals; examine alternative use; enable public access and enjoyment.

- Review heritage and environmental regulations.
- Identify whether an environmental impact assessment and "clean-up" operation may be necessary.
- Assess priorities in terms of heritage significance and the potential for public access to a given site.

1.1.6 *Producing a management plan for the conservation of historic lighthouses*

- Decide how to maintain the significance of the station and resolve any conflicts.
- Incorporate alternatives for surplus properties where applicable:
 - Balance opportunities against risks and liabilities.
 - Identify opportunities for leisure, education and partnerships.
- Evaluate options for additional tasks for Light keepers:
 - Lighthouse tours.
 - Management of other aids to navigation in the area.
 - Wardens for parks or bird sanctuaries.
 - Weather observation.
- Clarify responsibilities (including obligations in respect of registered or listed buildings):
 - Lighthouse Authorities as owners are responsible for conserving the buildings and/or administering the plan.
 - Heritage bodies set down the conservation framework and ensure some standards are maintained.
- Ensure all other impacted organisations concur with you management framework to ensure consistency.
- Develop sustainable solutions:
 - Business Plan for Commercial Revenue.
 - Legal framework.
 - Analysis of opportunities and threats.
 - Financial plan (including grant applications).
 - Marketing plan.
 - Partnerships.
 - Organisational structure.
 - Public finance, non-commercial.
 - Enable public access and enjoyment.

The management plan should become part of the normal management processes of your organisation.

- Any income used for conservation.
 - Controlled disposal.
 - Lease surplus estate to responsible bodies.
 - Reserve rights of access.
 - Ensure property maintained and conserved.
 - Grant aided only.
 - Enable public access and enjoyment.
 - Grant monies and other income used for conservation.
 - Confirm any conditions attached to grant.
 - Temporary Closure (Mothballing).
 - Temporary solution.
 - Minimal maintenance to prevent deterioration.
 - Outright disposal.
 - Sell or lease to responsible body.
 - Keep station intact as a single entity if possible with responsibilities written into the deeds.
- Produce timetable with critical path milestones.

1.2 IMPLEMENTATION OF MANAGEMENT PLAN

1.2.1 Identifying the potential and limitations of the station

- Length of the visitor season.
- Weekly/daily opening periods (conflicts with local residents / adjacent occupiers).
- Size of accommodation.
- Need for interpretative display panels - cooperation among interested parties.
- Energy sources / requirements.
- Access - car parking, boat landings, foot and air.
- Toilets, first aid and rest room facilities.
- Security and fire prevention.
- Sale of merchandise.
- Resources available for guided tours.
- Training requirements for personnel.
- Vulnerability to damage of the buildings and the environment.
- Visitor potential (market survey).
- Determine visitor flow plan for the premises.

This section gives guidance on practical tools for public access.

Refer to other chapters for additional information.

1.2.2 Risk assessment

- Appropriate resources to accommodate anticipated number of visitors.
- Health and safety.
- Environmental impact.
- Need for directional and cautionary notices.
- Assess legal liability.
- Assess insurance requirements.

1.2.3 *Legal agreements with partners*

- Transfer of liabilities.
- Reserve rights of access.
- Ensure non-interference with aids to navigation functions.
- Permit public access for education and enjoyment.
- Decide whether it is a profit or non-profit venture.
- Provide for the apportionment of revenue income and costs.
- Provide for agreement of visitor entrance charges.
- Impose an obligation to comply with any conservation requirements.
- Transfer responsibility to local level for complying with legislation in respect of catering, cinema (video films), disability discrimination and social inclusion.
- Clarify intellectual property (trademarks, copyright etc) ownership.
- Specify accounting arrangements including ticketing.
- Reversion Clause.



1.2.4 *Publicity and educational material*

- Produce marketing plan.
- Design and distribute marketing leaflets / posters.
- Establish audio / visual interpretation.
- Provide brochure on history of the lighthouse and present day operations.
- Arrange media coverage.
- Displays, exhibitions and information.
- Education and support – materials.
- Databases, enquiries and publications.
- Scholarships and research.
- Special interest and corporate hospitality.

1.2.5 Transportation

- Consider bus routes or special access arrangements.
- Arrange access by boat to island / offshore stations.

This exhibit of a cross-section of Fastnet Lighthouse is on display at Mizen Head Visitor Centre, Ireland. It is part of an exhibition, which shows the history, and construction of the famous offshore light, approximately 8.9nm south east of Mizen Head.

1.3 POINTERS TO

This section sets out the key issues and stages that need to be followed if the project is to be a success. It also indicates where support and involvement of outside bodies will be needed during the development phase.

SUCCESS

- Develop a strategy.
- Evaluate the potential.
- Analyse conservation needs.
- Ensure alternative uses are workable within the aims of conservation.
- Work in partnership.
- Implement the plan in phases.
- Work with experts in the relevant fields.
- Satisfy all the stakeholders.
- Communicate effectively.
- Seek sponsorships and grants.
- Risk Analysis.



Landing Stores and lightkeeper relief's in early 1900's Flannan Isles, Scotland. Modern Health and Safety legislation can have a great impact on allowing public access in boats, on steps and jetties.

1.4 MEASUREMENT OF SUCCESS

1.4.1 *Monitoring and Review*

- Produce benchmarks for measuring success.
- Provide actual examples of alternative use.
- Periodically review strategy, plans and procedures and adapt to the changing environment.

1.4.2 *How your organisation may measure success*

- Lighthouse Authority
 - Self supporting - even partially.
 - Revenue generation for re-investment in conservation.
 - Reduction in maintenance costs.
 - Increase in number of stations actively involved in alternative use.
 - Increase (or stabilise) number of visitors - access and enjoyment factors.
 - Increased political awareness with economic benefits.
 - Formation of strategic alliances - including inter-departmental service level agreements - through partnerships, which have helped to achieve conservation goals.
 - Co-operation among military and civil administrations regarding the "common maritime inheritance".
- Conservation Authorities
 - Met conservation standards and managed visitor access to contain numbers where appropriate (each country will have its own conservation standards).
 - Created a shared understanding of cultural heritage values - measured through special visitor surveys and media response.
- Local Community
 - Job creation and economic regeneration.
 - Strengthened community spirit and increased local identity.
 - "Put them on the map" in a positive way!
 - Increased understanding following a sharing of values among the community.
 - Number of schools visits increased to prove the attraction as a valuable educational resource.
 - Greater awareness of cultural and environmental responsibilities - children can influence society and change a generation's attitudes.

- Tourism
 - Job creation and economic regeneration
 - Improved variety and quality of visitor attractions in the area
 - Extension of visitor season
 - Customer satisfaction guaranteed!

1.5 ANNEX A – STAKEHOLDERS

(Those bodies with a potential interest in historic lighthouses)

International

- IALA
- International Council on Monuments and Sites (ICOMOS) advise UNESCO on cultural World Heritage sites.
- The International Committee on the Industrial Heritage (TICCIH) advise ICOMOS.
- Lobby groups : Friends of the Earth / Greenpeace / World Wildlife Fund.
- Tourism networks that reach across national boundaries.
- Lighthouse Societies throughout the world.
- International Tourism Association.

National

- Government Departments/Agencies.
- Aids to Navigation Authority.
- Environmental Management Department.
- Cultural Heritage Department.
- Maritime Transport Department.
- Ministries of Tourism / Trade / Economic Development.
- Ports Department.
- Fisheries Department.
- National Trail Networks.
- Employees, contractors and suppliers.
- Lifesaving organisations.
- Housing Associations.
- Meteorological organisations.

Provincial, State, District

- Ports & Harbours.
- User Groups – Leisure, Fishing, Commercial Shipowners / Pilots.
- Regional Trail Networks.

- Local Government/Councils – Tourism/Heritage/Museum Services.
- Local Government: Planning Authority (often has heritage responsibilities).

Municipalities

- Ports & Harbours.
- User Groups.
- Coastal Cultural Groups.
- Diving Clubs.
- Conservation Interest Groups (“Friends” and Historical Societies).
- Environmental Groups.
- Local Government/Councils – Tourism/Heritage/Museum Service).
- Local Government: Planning Authority (often has heritage responsibilities).
- Local Trusts and Community Groups.
- Bodies’ involved in particular heritage conservation projects (e.g. Nordic countries).



The Pater Noster project was presented at the IALA Seminar on Lighthouse Preservation held in Gothenburg in August 2005. The principal reason that the project has progressed to date is the involvement of many sources of funding and bodies who have contributed to it e.g. Bohusläns Museum, Pharmadule Emtunga, Alucrom AB, Tjörns Commune, International Paints and The Swedish Maritime Authority (Sjöfartsverket)

1.6 ANNEX B - CHECK LIST

This provides a list of the various stages that must be addressed in preparation of a National Conservation Plan. It provides a record of those that are applicable to the project and can be used to plot the progress through the various stages.

Items to be considered	Is Item Applicable? Yes/No	Comment
Planning Process		
Ensure right environment		
Develop vision		
Evaluate present position		
Develop high level strategy		
Produce a conservation plan		
Produce a management plan		
Implement Management Plan		
Identify potentials and limitations		
Carry out risk assessment		
Complete legal agreement with partners		
Produce publicity and educational materials		
Review transportation		
Identify the Pointers to Success		
Monitor and Review Success		
For lighthouse authority		
For conservation authority		
For local community		
For tourism		