



Historic England

The Protection & Management of World Heritage Sites in England

On 1st April 2015 the Historic Buildings and Monuments Commission for England changed its common name from English Heritage to Historic England.

Revision Note June 2015

With the introduction of the National Planning Policy Framework in 2012 and the subsequent Planning Practice Guidance, this guidance document was cancelled and has no formal status in the planning process. However, as it still contains some information about World Heritage that remains relevant and useful, we have left it on our website for reference purposes.

We welcome feedback. Please email any comments to guidance@HistoricEngland.org.uk

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The Protection & Management of World Heritage Sites in England

English Heritage Guidance Note to Circular for England on the Protection of World Heritage Sites

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1 Introduction

- 1.1 World Heritage Sites are places of Outstanding Universal Value, as set out in of the 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention).¹ As a State Party to the Convention, the United Kingdom is required to protect, conserve, present and transmit to future generations its World Heritage Sites². In the United Kingdom, this is done primarily through the spatial planning system which is currently undergoing change. This Guidance Note supports and amplifies the Planning Circular for England on the Protection of World Heritage Sites.
- 1.2 World Heritage Sites can be important for social cohesion and can help to foster a sense of pride. They can also act as the focus for education, tourism and economic regeneration.
- 1.3 The Guidance explains what World Heritage Sites are in international and national contexts, the role of the UNESCO World Heritage Committee and World Heritage Centre and the role of the UK Government. It sets out the importance of the planning system and sustainable community strategies in protecting and sustaining World Heritage Sites. It continues by explaining the function of World Heritage Site Management Plans and the methods used to prepare them.
- 1.4 The document focuses primarily on the protection and management of World Heritage Sites. It does not cover other World Heritage Site activities such as nomination, tourism or education as these activities fall outside the planning process.

2 Overview of World Heritage Sites

- 2.1 World Heritage Sites are places of Outstanding Universal Value, recognized as such under the terms of the 1972 World Heritage Convention. In 2009 there were 890 World Heritage Sites ranging from the Great Barrier Reef, the Great Wall of China, the Sydney Opera House to Stonehenge. They can be either natural or cultural or mixed.
- 2.2 Outstanding Universal Value is defined by the UNESCO World Heritage Committee as cultural and/or natural significance “which is so exceptional as to transcend national boundaries and of importance for present and

¹ The text of the World Heritage Convention can be found at <http://whc.unesco.org/en/convention>

² The list of UK World Heritage Sites both here and overseas can be found at <http://whc.unesco.org/en/statesparties/gb>

- future generations of all humanity". It is the duty of the international community to cooperate to ensure the permanent protection of this heritage.
- 2.3 World Heritage Sites are nominated by their national government to the World Heritage Committee, evaluated by international Advisory Bodies (see section three below) to the Convention and inscribed on the World Heritage List by the intergovernmental UNESCO World Heritage Committee, a process that takes at least 18 months from nomination.
 - 2.4 In order to be inscribed on the List, a site has to demonstrate and meet one or more of ten criteria (six cultural, four natural) established to assess Outstanding Universal Value, satisfy requirements of authenticity and/or integrity, and supported by a study of comparable international and national World Heritage and other sites which demonstrates the site's importance. Sites must have in place adequate legal protection and management systems to protect their Outstanding Universal Value, including authenticity and integrity. The international Advisory Bodies evaluate nominated sites against the criteria before making recommendations to the World Heritage Committee. The Outstanding Universal Value of a World Heritage Site is defined by the UNESCO World Heritage Committee at the time of inscription and subsequent changes can only be made by the Committee.
 - 2.5 Before a site can be nominated to the World Heritage Committee, it must first be included on the Tentative List of its national government. A Tentative List is a list of sites which a government might consider nominating over a ten year period.

3 The International Context

The World Heritage Convention

- 3.1 The World Heritage Convention is best known for the establishment of the World Heritage List although it covers conservation of cultural and natural heritage as a whole. (The full range of duties can be found in Annex 1)

World Heritage Committee

- 3.2 Implementation of the Convention is overseen by the World Heritage Committee. The Committee is responsible for the implementation of the Convention. At its annual meeting it:
 - determines and keeps under review the strategy for the implementation of the World Heritage Convention;
 - decides on nominations for inscription as World Heritage Sites;

- monitors the conservation of World Heritage Sites through Reactive Monitoring and Periodic Reporting and decides whether Sites should be placed on the List of World Heritage in Danger or deleted from the World Heritage List;
 - considers requests for International Assistance;
 - raises awareness of World Heritage and promotes educational activities.
- 3.3 The Committee is advised by the three international bodies ICOMOS³, IUCN⁴ and ICCROM⁵ who advise on nominations, state of conservation of properties and also on strategic issues and international assistance applications. They can draw on the expertise of other bodies as required. The Committee is supported by the World Heritage Centre executive which acts as its secretariat.⁶ It periodically publishes Operational Guidelines for the Implementation of the World Heritage Convention. The most recent edition was published in January 2008.⁷ The Guidelines amplify the provisions of the Convention and explain how they are operated on a day-to-day basis.
- 3.4 Other State Party delegations, experts, and international organisations may attend the annual World Heritage Committee meetings as observers.

4 The National Context

- 4.1 The United Kingdom joined the World Heritage Convention in 1984 and now has 28 World Heritage Sites. 18 of these are in England in whole or in part. These vary considerably in size and type and include archaeological sites, major country houses and their parks, urban centres and industrial sites. Hadrian's Wall is part of the transnational Roman Frontier World Heritage Site. In England there is one natural site (the Dorset and East Devon Coast) inscribed for its geological value. The World Heritage Sites also vary greatly in the number of owners and occupiers they have from, for example, Blenheim Palace which is in single ownership through to Bath with many thousands of owners and occupiers.

³ The International Council of Monuments and Sites (ICOMOS), whose principal functions are to evaluate the nominations of cultural sites, and to report on the state of conservation of cultural properties on the List

⁴ The World Conservation Union (IUCN (International Union for Conservation of Nature)), whose principal functions are to evaluate the nominations of natural sites, and to report on the state of conservation of natural properties on the List

⁵ The International Centre for the Study of the Preservation and Restoration of Cultural Property (the Rome Centre) (ICCROM), whose principal concern is training

⁶ UNESCO World Heritage Centre is based in Paris <http://whc.unesco.org>

⁷ See <http://whc.unesco.org/en/guidelines>

- 4.2 The United Kingdom government works closely with UNESCO on many issues including World Heritage. There is a permanent British delegation to UNESCO. The Department for Culture, Media and Sport (DCMS) is the lead government department on World Heritage issues and is responsible for ensuring that the UK as a State Party fulfills its obligations under the World Heritage Convention. DCMS liaises with the Devolved Administrations, the Ministry of Justice, which acts on behalf of Crown Dependencies, and the Foreign and Commonwealth Office which is responsible for the UK Overseas Territories on the nomination, conservation and protection of UK World Heritage properties and on matters of policy as appropriate.
- 4.3 Other government departments in England also have important roles relating to the implementation of the World Heritage Convention and include
- Communities and Local Government (CLG) covers spatial planning and the roles of local authorities
 - The Department for Environment, Food and Rural Affairs (DEFRA) funds Natural England which is responsible for the national designations which protect England's only natural World Heritage Site

Other departments such as the Ministry of Defence occupy parts of some English World Heritage Sites.

- 4.4 At regional level, both Regional Government Offices and Regional Development Agencies can play a significant role in promoting and protecting World Heritage Sites through Regional Spatial Strategies and through provision of funding to individual World Heritage Sites.
- 4.5 At local level, local authorities play an important role. They are responsible for spatial planning as well as having important roles in communication, management, promotion and as owners, in some cases, of parts of World Heritage Sites.
- 4.6 Religious buildings form a key part of many World Heritage Sites. The Cathedrals Fabric Commission regulates repair and development activities of cathedrals although Westminster Abbey as a 'Royal Peculiar' is not subject to any regulation. Diocesan authorities operate a system of control for parish churches.
- 4.7 The UK government has access to advice from a number of bodies on World Heritage matters.
- 4.8 The United Kingdom National Commission for UNESCO is an independent body that acts as focal point in the UK for UNESCO-related policies and activities. It is the principal adviser to, and works closely in partnership with, the UK government, enabling it to engage UK organisations in education,

science, culture and communication and information to promote UNESCO's aspirations of peace, mutual understanding and equitable, sustainable human development.

- 4.9 English Heritage is the Government's statutory adviser on the historic environment. Responsibilities include the understanding and conservation of archaeology on land and under water; historic buildings, sites and areas; designed landscapes and the historic aspects of the wider landscape, as well as the management of an estate of more than 400 historic properties. English Heritage is DCMS's principal advisor on all matters relating to World Heritage.
- 4.10 Natural England was established by government in 2005 to work for people, places and nature, to enhance biodiversity, landscapes and wildlife in rural, urban, coastal and marine areas; promote access, recreation and public well-being; and contribute to the way natural resources are managed so that they can be enjoyed now and in the future. Natural England is responsible for the national designations which protect England's only natural World Heritage Site - the Dorset and East Devon Coast. It is also responsible for monitoring the management of SSSI's within other World Heritage Sites and plays an essential role in relation to agreeing and administering agri-environmental grants.
- 4.11 There are also a number of Non-Government Organisations with a particular involvement in World Heritage. ICOMOS UK, the national ICOMOS committee, currently provides advice on the development of World Heritage Sites nominations and management plans as well as promotion and capacity building under an agreement with English Heritage⁸.
- 4.12 The Local Authority World Heritage Forum (LAWHF) is a network of local authorities in the UK that have the whole or part of an Inscribed World Heritage Site or Tentative Site within their administrative boundaries. LAWHF exists to help local authorities play their part in protecting, conserving and presenting UK World Heritage Sites.

⁸ ICOMOS UK is an independent professional organisation; as such it may comment on planning applications affecting World Heritage Sites and is not funded to do so by English Heritage

5 Protection and management of World Heritage Sites in England

- 5.1 English World Heritage Sites are complex assets mostly in multiple ownership and often very large. The English approach is based on the use of the spatial planning system to protect World Heritage Sites and the development of World Heritage Management Plans to provide a holistic approach to their overall management by ensuring effective and active involvement of all key stakeholders.
- 5.2 The key elements of the English approach to the protection and management of World Heritage Sites are:
- Designation of specific assets within World Heritage Sites (listed buildings, scheduled ancient monuments, parks and gardens, conservation areas, Areas of Outstanding Natural Beauty etc)
 - World Heritage Sites are a key material consideration in the determination of planning applications
 - Planning authorities should include policies in their local plan to protect the Outstanding Universal Value, authenticity and integrity of World Heritage Sites
 - Each World Heritage Site should have an agreed Management Plan
 - Regional and Local authority commitment to the protection, promotion and management of World Heritage Sites in their area
 - A stakeholder steering group and support from the key partners, including major owners, managers and communities.
 - Effective coordination, normally by a dedicated Coordinator

6 World Heritage Sites in the Planning System

- 6.1 PPG15⁹ and PPG16¹⁰ explain core national policy on the conservation of the historic environment of which World Heritage Sites are part¹¹. Government policy on the protection of World Heritage Sites is set out in Circular 07/2009 which is supplemented and supported by this Guidance Note. There is also additional specific government policy advice and regulation on World Heritage Sites which is summarized below.

⁹ PPG 15: Planning and the Historic Environment September 1994 Planning Policy Statements/ Guidance (PPS/ PPG): <http://www.communities.gov.uk/publications/planningandbuilding/ppg15>

¹⁰ PPG16: Archaeology and Planning November 1990:

www.communities.gov.uk/publications/planningandbuilding/ppg16

¹¹ Both PPG 15 and 16 are likely to be replaced in the near future by a new PPS covering the historic environment.

- 6.2 PPS1: Delivering Sustainable Development¹² sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. It says:

“The Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas. Planning policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. A high level of protection should be given to most valued townscapes and landscapes, wildlife habitats and natural resources. Those with national and international designations should receive the highest level of protection”.

- 6.3 PPS22: Renewable Energy says

“Planning permission for renewable energy developments likely to have an adverse effect on a site of international importance for nature and heritage conservation (Special Protection Areas, Special Areas of Conservation, RAMSAR Sites and World Heritage Sites) should only be granted once an assessment has shown that the integrity of the site would not be adversely affected”

Call In Regulations

- 6.4 The Town and Country Planning (England) Direction 2009¹³ requires local planning authorities are required to refer to the Secretary of State any development proposals affecting World Heritage Sites which they are minded to approve but to which English Heritage has objected, that objection not having been withdrawn. This applies to development which would have an adverse impact on the Outstanding Universal Value, integrity, authenticity and significance of a World Heritage Site or its setting, including any buffer zone or its equivalent¹⁴.

Other Regulations

- 6.5 World Heritage Sites are classed as “sensitive areas” for the purposes of the Environmental Impact Assessment (EIA) regulations. Environmental Impact Assessments for development within World Heritage Sites should consider the impact of the proposal on the World Heritage Site and its Outstanding Universal Value.

¹² [Planning Policy Statements/ Guidance \(PPS/ PPG\):](#)

www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1

¹³ See www.communities.gov.uk/publications/planningandbuilding/callinresponses

¹⁴ Buffer zones are sometimes known by another name

- 6.6 Development proposals within World Heritage Sites also require Design and Access Statements¹⁵.

Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008 (GPDO)¹⁶

- 6.7 World Heritage Sites have been added to Article 1(5) Land in the General Permitted Development Order 1995. This limits permitted development rights within World Heritage Sites and is intended to control small scale changes which over time could erode the Outstanding Universal Value, authenticity, integrity and character of the Site.
- 6.8 Local authorities also have the power to make Article 4 Directions to limit other classes of permitted development within World Heritage Sites while minerals authorities can make Article 7 Directions to limit permitted development rights for mineral extraction activities.

Reform of UK heritage designation legislation

- 6.9 Work has been taking place on revising heritage legislation in England which would for the first time give statutory recognition of World Heritage Sites by including them in the Register of Historic Assets. It would also require World Heritage Sites to be included in local authority Historic Environment Records. World Heritage Sites would also benefit from the possibility of being included at least in part in Heritage Partnership Agreements¹⁷. Draft legislation was prepared in 2008 but lack of legislative time precluded its inclusion in the November 2008 Queen's speech. The Government remains committed to its introduction when parliamentary time is available.

English Heritage Guidance

- 6.10 English Heritage publishes guidance and policy documents on the protection and management of the historic environment which can be found on the English Heritage¹⁸ and HELM¹⁹ websites. As the government's principal advisor on the World Heritage Convention, English Heritage's advice on all World Heritage Site matters will be in accordance with its own guidance. This should therefore inform decision-making on matters where English Heritage is a relevant consultee.

¹⁵ Guidance on Design and Access Statements can be found at: www.cabe.org.uk/publications

¹⁶ See www.opsi.gov.uk/si/si2008/uksi_20082362_en_1

¹⁷ See www.culture.gov.uk/reference_library/publications/5075.aspx

¹⁸ English Heritage: www.english-heritage.org.uk

¹⁹ HELM (Historic Environment Local Management): www.helm.org.uk

- 6.11 In April 2008 English Heritage published *Conservation Principles*²⁰ This sets out the values and framework which English Heritage use to assess significance and to make decisions on all casework (further details are set out in Annex 3). This value-led approach conforms well with the value-focused approach of the World Heritage Convention and the need to define and protect the Outstanding Universal Value, authenticity and integrity of World Heritage Sites.
- 6.12 The Principles also set out the policies which English Heritage will apply on appropriate routine management and maintenance, periodic renewal of elements of significant places, repair of significant places, interventions to increase knowledge, restoration, the addition of new works to significant places, the management of change which is potentially harmful, and enabling development.
- 6.13 The English Heritage/ CABE *Guidance on Tall Buildings* includes World Heritage Sites and their settings among the criteria against which proposals for tall buildings should be assessed.
- 6.14 English Heritage has published a consultation draft *Seeing the History in the View*. This is a methodology for assessing heritage significance within views and should be particularly relevant to World Heritage Sites²¹. Many views of World Heritage Sites are important as they demonstrate tangibly the Outstanding Universal Value of the Site.

7 Use of the planning system to protect World Heritage Sites

- 7.1 Regional, Unitary, County and District planning authorities play a central role in managing change, protecting and conserving World Heritage Sites via the spatial planning system. The system is plan-led and, since the Planning and Compulsory Purchase Act (2004), depends on a hierarchy of national guidance, Regional Spatial Strategies, and Local Development Frameworks. These set out policies according to which planning authorities determine planning applications for planning permission, listed building consent and conservation area consent. Individual scheduled ancient monuments and listed buildings within World Heritage Sites are protected under specific designations. World Heritage Sites, in whole or in part, may also benefit from protection by other designations including Green Belt, National Parks, Areas of Outstanding Natural Beauty, registered parks and gardens, and conservation areas.

²⁰ Conservation Principles: www.english-heritage.org.uk/conservationprinciples

²¹ See www.english-heritage.org.uk/historyinviews

- 7.2 Planning authorities should ensure that appropriate policies to protect and conserve World Heritage Sites and their settings, including any defined buffer zone or its equivalent, and maps are included in both Regional Spatial Strategies²² and Local Development Frameworks which together form the development plan for each planning authority. During the transition to the new planning system, appropriate policies from old Structure or Local Plans should be 'saved' to ensure protection of World Heritage Sites in the transitional period.
- 7.3 The policies in the development plan should clearly identify the need to protect the Outstanding Universal Value, including authenticity and integrity, for which the site was inscribed on the World Heritage List. Policies enabling control of development in the setting of each World Heritage Site, including any buffer zone, in order to protect its Outstanding Universal Value, including authenticity and integrity, should also be included.
- 7.4 It is essential that appropriate policies are included in the Core Strategy of the Local Development Framework. The Core Strategy can be complemented by a variety of other documents including area action plans and supplementary planning documents. These may cover a range of issues, both thematic and site specific, which may expand policy or provide further details to policies in a development plan document. Depending on the nature of the specific World Heritage Site, it may be appropriate to supplement policies in the Core Strategy in either Area Action Plans (AAP) or Supplementary Planning Documents (SPD). It is essential that both AAP and SPD are directly related to a policy in the development plan. Given the need to protect the setting of World Heritage Sites, appropriate policies should be included as appropriate in the Local Development Frameworks of planning authorities bordering a World Heritage Site as well as of the authority in which the site is located.
- 7.5 Setting is defined in the English Heritage *Conservation Principles* as '*the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape*'. This is defined in the World Heritage Site planning circular for the purposes of World Heritage as the area around a World Heritage Site (including any buffer zone) in which development is capable of having an adverse impact on the World Heritage Site, including an adverse impact on views to and from the Site.
- 7.6 Planning authorities may wish to initiate projects to assess which views of the World Heritage Sites encapsulate its Outstanding Universal Value. Typically this will involve a baseline study undertaken by planning authorities, in which the heritage significance is assessed and evaluated. The study will be publicly consulted upon before adoption by planning

²² references to Regional Spatial Strategies should be taken to refer to Regional Strategies once the Local Democracy, Economic Development and Construction Bill is enacted and brought into force

authorities. The impact of development proposals can be assessed by developers and others against this baseline study. Specific guidance is, for example, being developed in London.

- 7.7 As recommended by the UNESCO Operation Guidelines World Heritage Sites may have buffer zones where necessary and the need for this is carefully examined on a case by case basis. A buffer zone is defined in the Operational Guidelines as “an area surrounding the World Heritage Site which has complementary legal restrictions placed on its use and development to give an added layer of protection to the World Heritage Site”. This is achieved through the planning system in the same way as for the World Heritage Site itself and World Heritage Sites and their buffer zones should be identified clearly in Local Development Framework maps and the regional spatial strategy plans. Buffer zones can often differ from the setting of the World Heritage Site which may be much larger. All boundaries should be notified to the Government Mapping Geographical System MAGIC²³, to English Heritage and to the relevant Local Authority Historic Environment Record or Sites and Monuments Record. Changes to the boundaries of World Heritage Sites and their buffer zones can only be made by the UNESCO World Heritage Committee following submission of a proposal of the national government (see section 10).
- 7.8 Local planning authorities may wish to consider whether Article 4 or Article 7 Directions might be appropriate ways of improving protection of World Heritage Sites. They should also consider impact on World Heritage Sites when giving screening opinions on whether Environmental Impact Assessments are needed.

Handling Development Proposals within World Heritage Sites

- 7.9 Change within World Heritage Sites is inevitable, if only as a result of the passage of time. Change can be neutral or beneficial in its effect on the Outstanding Universal Value, authenticity and integrity of a World Heritage Site. The impact of development proposals on World Heritage Sites can sometimes be considerable and can cause damage to their Outstanding Universal Value, authenticity and integrity. Such proposals require careful handling.
- 7.10 When considering planning applications within World Heritage Sites or their settings, including any buffer zone, planning authorities should carefully consider the impact on the Outstanding Universal Value, authenticity and integrity of the World Heritage Site. English Heritage staff in the respective regional offices can provide advice on cases likely to have a significant impact of Outstanding Universal Value, authenticity and integrity of .the

²³ www.magic.gov.uk

World Heritage Site (see annex 4 for contact details of English Heritage offices).

- 7.11 It is essential to consider the impact of each development proposal on the Outstanding Universal Value. For many significant development proposals this can be done as part of an Environmental Impact Assessment. Such issues should also be considered in Design and Access Statement. In all cases likely to have a significant impact of Outstanding Universal Value, authenticity and integrity of the World Heritage Site, pre-application consultation and discussions should be carried out with the planning authority and regional English Heritage staff to ensure that all the implications are fully understood and explicitly portrayed in supporting illustrative material. Applicants should detail the impact their proposals will have on the Outstanding Universal Value and indicate fully how they believe these effects should be acceptable in the context of the protection of the Outstanding Universal Value, authenticity and integrity of the site.
- 7.12 The UNESCO World Heritage Committee has asked to be informed by national governments of proposals for major restorations or interventions which may affect the Outstanding Universal Value of a World Heritage Site. They ask for notice to be given as soon as possible so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved. This process raises considerable problems in terms of defining whether developments will have an adverse impact on Outstanding Universal Value and of timing since the World Heritage Committee meets only once a year while in the UK planning decisions are normally taken more rapidly. In some cases, it may be appropriate to refer cases before submission of an actual planning application.
- 7.13 The decision on whether or not to refer cases to UNESCO is taken by DCMS. They will first seek the advice of English Heritage and it is helpful for English Heritage staff in the relevant regional office to be consulted at an early stage by planning authorities on all cases with significant potential impact on Outstanding Universal Value. All cases for which English Heritage requests call-in because of impact on Outstanding Universal Value will be considered for potential referral to the UNESCO World Heritage Committee. English Heritage will also advise DCMS on whether cases should be referred at an earlier stage of their development (see Section 10 also).

8 Sustainable Community Strategies (SCS)

- 8.1 The Local Government Act 2000 placed on local authorities a duty to prepare community strategies for promoting or improving the economic, social and environmental well-being of their areas, and contributing to the achievement of sustainable development in the UK. It gave them broad new powers to improve and promote local well-being as a means of helping them to promote those strategies²⁴. In some cases, local authorities may prepare local community plans within a wider strategy (see annex 3).
- 8.2 There are clearly methodological links between SCS and the way in which World Heritage Site Management Plans are developed by key stakeholders with the involvement of local and other interested communities. There will also be areas of common interest and linkages should be encouraged.

9 World Heritage Site Management Plans

- 9.1 World Heritage Sites are required to have effective management systems in place specifying how the Outstanding Universal Value, authenticity and integrity of each site is to be maintained. The Operational Guidelines recognize that effective management systems vary according to the nature of the site as well as the legal system of the state party concerned and Management Plans should contain both long-term and day-to-day actions to protect, conserve and present the Site.
- 9.2 Effective conservation is concerned with the successful management of change. Change is inevitable if the Site is to respond to the needs of present-day society. Conserving each World Heritage Site to sustain its Outstanding Universal Value is fundamental. Effective management of a World Heritage Site is therefore concerned with identification and promotion of change that conserves and enhances the Outstanding Universal Value, authenticity and integrity of the Site, and also with the modification or mitigation of any changes that might damage the Outstanding Universal Value. Policies for the sustainable use of the site for the benefit of the local population and economy are also necessary
- 9.3 Sustainable uses may be economic, social or educational or a mixture of all three. However, new uses should not compromise the Outstanding Universal Value.

²⁴ See *Preparing Community Strategies: Government Advice to Local Authorities*; Communities and Local Government:

www.communities.gov.uk/publications/localgovernment/preparingcommunitystrategies

- 9.4 It is UK government policy that the need for management systems should be met by the preparation of a World Heritage Site Management Plan. All UK World Heritage Sites have Management Plans, many of which are on their second or third iterations.
- 9.5 An effective management system includes²⁵:
- A thorough shared understanding of the property and its significance by all stakeholders;
 - A cycle of planning, implementation, monitoring, evaluation and feedback
 - The involvement of partners and stakeholders;
 - The allocation of necessary resources;
 - Capacity building;
 - An accountable, transparent description of how the management system functions are discharged;
- 9.6 Most English World Heritage Sites are complex and large and generally in multiple ownership. There can also be large numbers of official bodies with an interest in the Site. World Heritage Site Management Plan Steering Groups provide fora to identify and resolve potentially different positions in order to achieve in the Management Plan the appropriate balance between conservation, access and interpretation, the interests of the local community, and sustainable economic use of the Site. World Heritage Site Management Plans should be prepared on a participatory basis by a Steering Group or Committee made up of the key stakeholders in each Site. These will vary according to the site but should include representatives of the owners, managers, regional authorities, local authorities including parish councils, DCMS, English Heritage (or Natural England in the case of a natural site) and other official bodies or NGOs with an interest in the site. ICOMOS UK is normally a member of Steering Groups. The leader of the Group will also vary according to the nature of the site but is often the relevant local authority or the key owner of the site.
- 9.7 As far as possible, Plans should be based on consensus and involve all the stakeholders in each Site and be subject to public consultation. Implementation mechanisms and resources should also be identified. Steering Groups and Management Plans are most effective when there is a World Heritage Site Coordinator in place. For a complex site, this is likely to be a full time function. On sites in single ownership, the coordinating function can often be combined with other roles.
- 9.8 UNESCO and the Advisory Bodies recommend that World Heritage Site Management Plans should have an overall vision for the Site, long-term

²⁵ UNESCO World Heritage Committee *Operational Guidelines*

aims looking forward 30 years, and policies for around five years. Annual work plans can be developed from these policies informed by the aims and setting out a timetable and framework for implementation for review by the Steering Group.

9.9 Successful World Heritage Site Management Plans are focused on the identification, conservation and sustainable use of the Outstanding Universal Value of the site as well as its national, regional and local values. To achieve a successful outcome, it is necessary to know:

1. What is there; description of the site, covering all its aspects, including uses, and not confined just to those which give its Outstanding Universal Value;
2. What is important and why; identification of the Site's values through analysis of the description. The Outstanding Universal Value as agreed by the UNESCO World Heritage Committee should be identified as well as other national, regional and local site values and these should be prioritised where necessary. It may be helpful to follow the methodology set out in English Heritage Conservation Principles (see appendix 2);
3. What makes the values vulnerable; Identification of ways in which the values (particularly its Outstanding Universal Value, authenticity and integrity) of the Site are vulnerable, and also of ways in which they can be enhanced and used sustainably;
4. What policies need to be in place to protect the values; development of policies to counter the vulnerabilities and to enhance the character of the Site and its sustainable use, including education, promotion and access;
5. How will the policies be implemented and monitored; identification of the ways in which the Plan will be implemented, and of arrangements to monitor and review its effectiveness.

9.10 This is the same basic methodology as is used for Conservation Management Plans²⁶ but expanded to include proposals for sustainable beneficial use. A World Heritage Site Management Plan will normally be at a higher and less detailed level than a Conservation Plan. In complex sites World Heritage Site Management Plans can be supplemented by Conservation Plans which deal with parts of complex sites, such as specific assemblages of ruins or individual buildings.

9.11 In the policy section of the Management Plan it can be helpful to group policies under four headings:

1. Protecting the Site's Outstanding Universal Value: Protection of a site is about the prevention of activities which might damage its

²⁶ Heritage Lottery Fund guidance can be found at www.hlf.org.uk.

Outstanding Universal Value, authenticity and integrity either in the site itself or through the effects of development in its setting, including any buffer zone.

2. **Conserving the Site:** Conservation is about the positive actions needed to conserve and enhance the site. They can include works such as repair of buildings or ruins, changes to agricultural regimes to protect buried archaeology, or landscape works to improve the setting of the site.
3. **Using the Site:** sustainable use of a site is often the best way of conserving it. The way in which the site is used varies from site to site and depends on the nature of the site and its context. What is appropriate in an urban centre will be very different to what may be needed on an archaeological site. On any site proper provision and interpretation for visitors is essential.
4. The primary focus of sustainable use is clearly the conservation of the Site's Outstanding Universal Value, authenticity and integrity. All projects should be designed and implemented with this in mind. It is also important, though, that any use of a site should be economically sustainable. Policies for use of the Site should include not just economic use but also education, outreach, promotion and access.
5. **Managing the Site:** clear policies for implementation of the Management Plan are essential if it is to be effective. It is essential that all key stakeholders are involved in the management process. That process must provide for this involvement, and allow all interests to develop consensually an appropriate balance between conservation, access, sustainable use, including tourism, and the interests of the local community.

9.12 The process by which the Plan is developed and put into effect is as important as its content. Essentially the development of the Plan will go through three stages:

1. The preparation of a draft Plan through involvement of all stakeholders; discussion and participation through this process is essential to develop consensus on the policies of the Plan. Public consultation on the draft Plan is the last step of this stage although there may be public meetings and consultations throughout the preparation process as required;
2. Publication of the agreed Plan and its adoption by all the key stakeholders; this is a key stage in the process since it presents a programme of work and an agreed vision and direction for the management of the site;
3. **Implementation:** without agreed means for implementation, the Management Plan will be of little use. It is essential that someone is responsible for implementing the Plan and acts as its champion. The Management Plan Coordinator should also be responsible for

reviewing and monitoring the effectiveness of the Plan on a regular basis on behalf of the Steering Group.

- 9.13 Many World Heritage Sites are affected by natural or man made emergencies. The UNESCO World Heritage Committee have requested that Management Plans should assess the possible impact of climate change and the likely risk of flood, fire and other emergencies and prepare mitigation strategies as appropriate for the World Heritage Sites.²⁷ Steering Groups are advised to consult closely with the relevant Regional Resilience authority and with County and Local Authority emergency planners and encourage owners within the World Heritage Site to make their own preparations. English Heritage and the Museums, Libraries and Archives Commission can also provide valuable advice.
- 9.14 Successful management planning is key to the satisfactory conservation and sustainable, beneficial use of World Heritage Sites. Essentially the process is cyclical. The success of the Plan should be reviewed on a regular basis (normally every five to six years) and the Plan revised in line with the results of the monitoring and review. Continued research and analysis of the history and significance of the Site, and of how it is used is also essential to ensure that the importance of the Site is fully understood and protected. Improved understanding also enables the site manager to improve interpretation for visitors.
- 9.15 The Planning Circular on the Protection of World Heritage Sites advises that relevant policies in World Heritage Site Management Plans are key material considerations in making plans and planning decisions, and that Management Plans should be taken fully into account when devising core strategies and other documents in the Local Development Framework documents. It may be appropriate in some cases to develop the section of the Management Plan dealing with development control in such a way as to allow adoption of that section within a local development document following appropriate public consultation and examination. It is therefore essential that Management Plans should be subject to full public consultation. Once completed, Management Plans should be formally endorsed or adopted by the bodies that have to put them into effect.
- 9.16 Management Plans may be subject to European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the Strategic Environmental Assessment (SEA) Directive). Advice on how to establish whether the Directive applies, and on its requirements, is in A Practical Guide to the SEA Directive²⁸, published in September 2005.

²⁷ Many World Heritage Sites contain important collections that help demonstrate the importance of the Site. These may be pictures, books, or archives. Emergency or disaster plans for World Heritage Sites should contain policies to protect such collections.

²⁸ See www.communities.gov.uk/publications/planningandbuilding/practicalguidesea

10 Involvement of the UNESCO World Heritage Committee in individual World Heritage Sites

- 10.1 As set out above the UNESCO World Heritage Committee may become involved with individual sites in various ways. All correspondence with the World Heritage Centre, Advisory Bodies and the World Heritage Committee is conducted by DCMS who involve individual sites as appropriate.
- 10.2 The following changes to World Heritage Sites must be approved by the World Heritage Committee:
- Any statement setting out current understanding of Outstanding Universal Value as previously agreed by the World Heritage Committee;
 - Any alteration to the definition of the Outstanding Universal Value of a World Heritage Site; this requires a re-nomination which goes through the full evaluation process;
 - Addition of new criteria to an inscribed World Heritage Site; this requires a re-nomination which goes through the full evaluation process;
 - Changes to the boundaries of a World Heritage Site; minor changes can be achieved relatively simply. Significant changes require a re-nomination which goes through the full evaluation process;
 - Addition of a buffer zone or changes to the boundaries of an existing buffer zone; while buffer zones, or their equivalent, are not part of the World Heritage Site, the Committee wishes to approve such proposals.
- 10.3 The need for such actions may be identified through the revision of the Management Plan or as a result of the cyclical Periodic Reporting (see 10.9 below). Steering Groups should develop proposals for consideration by DCMS who will decide whether or not to submit them for consideration by the World Heritage Committee. Before doing so, the Department will seek the advice of English Heritage on the validity of the proposal. It is advisable, too, for Steering Groups to consult English Heritage and the Department before starting work on such revisions as the Department is unlikely to support proposals requiring full re-nomination since this is a lengthy and expensive process. At present such re-nominations would also preclude nomination of a new site in the same Committee cycle.
- 10.4 In the case of a trans-national site, any proposals for changes to the items set out in 10.2 must also be approved by the State Parties responsible for the other parts of the Site.
- 10.5 The World Heritage Committee is also involved in the monitoring of the state of conservation of World Heritage Sites. Governments are asked to notify

- the World Heritage Centre of major events (such as natural emergencies)²⁹ which affect World Heritage Sites as well as major restorations or new developments which might affect the Outstanding Universal Value of a World Heritage Site³⁰. The World Heritage Centre also receives communications from third parties on concerns over the state of conservation of individual World Heritage Sites.
- 10.6 The World Heritage Centre will if necessary, follow up notifications by seeking further information (if necessary) from the national government. In such cases, DCMS will pass on the request to the relevant World Heritage Site and to English Heritage as soon as possible to seek the necessary information to compose a reply.
- 10.7 Submitted information is then referred by the World Heritage Centre to the relevant Advisory Body for their views. If necessary, the Centre then makes a State of Conservation report to the annual meeting of the World Heritage Committee. The Committee can offer advice to the relevant government. It can also seek further information from the national government and may consider sending a mission to investigate the issues of concern. In very serious cases, the Committee can place a site on the World Heritage in Danger List, or if it is considered that its Outstanding Universal Value has been lost, can remove it from the World Heritage List altogether (see Operational Guidelines paragraphs 169 – 198). DCMS will notify individual World Heritage Sites of decisions by the Committee and advice from the advisory bodies and agree with them any necessary follow up action. If the Committee decides to send a reactive monitoring mission DCMS will make the necessary arrangements in liaison with the Site.
- 10.8 Notifications of proposed developments by the national government are dealt with in section 7.12 above. In the event of a natural or other emergency, the World Heritage Site Coordinator, or equivalent, should notify the DCMS and English Heritage as soon as possible. The DCMS will then agree with English Heritage and the Coordinator whether a report should be submitted and, if so, what information is needed.
- 10.9 The World Heritage Committee also reviews all World Heritage Sites on a cyclical basis. This process, known as Periodic Reporting, was carried out for Europe in 2004 and 2005. The next European Periodic report is likely to take place from 2012 to 2013.
- 10.10 From time to time the World Heritage Committee initiates areas of research and contacts national governments in order to arrange Site participation.

²⁹ UNESCO World Heritage Committee *Operational Guidelines* 2008 paragraph 169

³⁰ UNESCO World Heritage Committee *Operational Guidelines* 2008 paragraph 172

Annex One The World Heritage Convention³¹

The World Heritage Convention:

- Provides for the identification of places of Outstanding Universal Value and inscribing them on the World Heritage List
- Requires each member state to identify, protect, conserve, present and transmit such places to future generation.
- Requires each government to adopt policies to give cultural and natural heritage generally a function in the life of the community; to integrate its protection into comprehensive planning programmes; to provide appropriate legal, scientific, technical, administrative and financial measures to identify, protect, conserve, present and rehabilitate that heritage; and to set up appropriate services for the protection, conservation and presentation of that heritage;
- Sets up a system for international cooperation for protection of World Heritage, supported by a World Heritage Fund
- Outlines a system for the monitoring of the condition of World Heritage, with provision for a World Heritage in Danger List and for eventual deletion of sites from the World Heritage List if Outstanding Universal Value has been lost
- Establishes the General Assembly of member states of the Convention to elect the World Heritage Committee and set the levels of contributions to the World Heritage Fund
- Establishes the intergovernmental World Heritage Committee as the governing body of the Convention, elected from the member states of the Convention
- Identifies three Advisory Bodies to the Convention
- Creates a Secretariat for the Committee within UNESCO
- Calls for educational activities and information programmes to promote awareness of World Heritage and threats to it

³¹ UNESCO World Heritage Centre *Operational Guidelines* 2008:
<http://whc.unesco.org/en/guidelines>

Annex Two English Heritage Conservation Principles³²

1.0 These set out a logical approach to making decisions and offering guidance about all aspects of England's historic environment.

Principle 1: The historic environment is a shared resource

Principle 2: Everyone should be able to participate in sustaining the historic environment

Principle 3: Understanding the significance of places is vital

Principle 4: Significant places should be managed to sustain their values

Principle 5: Decisions about change must be reasonable, transparent and consistent

Principle 6: Documenting and learning from decisions is essential

1.1 Conservation is defined as the process of managing change to a significant place in its setting in ways that will best sustain its heritage values, while recognizing opportunities to reveal or reinforce those values for present and future generations.

1.2 The *Principles* identify a range of heritage values which may be attached to places. These are:

- Evidential value: the potential of a place to yield evidence about past human activity.
- Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative.
- Aesthetic value: relating to the ways in which people derive sensory and intellectual stimulation from a place.
- Communal value: relating to the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

1.3 The *Principles* set out a process for assessing the heritage significance of a place:

- Understand the fabric and evolution of the place;
- Identify who values the place, and why they do so;
- Relate identified heritage values to the fabric of the place;
- Consider the relative importance of those identified values;
- Consider the contribution of associated objects and collections;
- Consider the contribution made by setting and context;
- Compare the place with other places sharing similar values;
- Articulate the significance of the place.

³² English Heritage www.english-heritage.org.uk/conservationprinciples

1.4 The *Principles* explain how to make decisions about change to significant places by:

- Considering whether there is sufficient information to understand the impacts of potential change;
- Considering authenticity and integrity;
- Considering sustainability;
- Considering reversibility;
- Comparing options and making the decision;
- Applying mitigation;
- Monitoring and evaluating outcomes.

1.5 The *Principles* also set out the policies which English Heritage will apply on appropriate routine management and maintenance, periodic renewal of elements of significant places, repair of significant places, interventions to increase knowledge, restoration, the addition of new works to significant places, the management of change which is potentially harmful, and enabling development.

Annex Three Sustainable Community Strategies

1.0 A SCS should meet four objectives:

- Allow local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities;
- Co-ordinate the actions of the council, and of the public, private, voluntary and community organisations that operate locally;
- Focus and shape existing and future activity of those organisations so that they effectively meet community needs and aspirations; and
- Contribute to the achievement of sustainable development both locally and more widely, with local goals and priorities relating, where appropriate, to regional, national and even global aims.

1.1 A SCS must have four key components:

- Along-term vision for the area focusing on the outcomes that are to be achieved;
- An action plan identifying shorter-term priorities and activities that will contribute to the achievement of long-term outcomes;
- A shared commitment to implement the action plan and proposals for doing so;
- Arrangements for monitoring the implementation of the action plan, for periodically reviewing the SCS, and for reporting progress to local communities.

(Preparing Community Strategies: Government Advice to Local Authorities, Communities and Local Government:

www.communities.gov.uk/publications/localgovernment/preparingcommunitystrategies)

Annex Four English Heritage Regional Offices

<p>London Office 1 Waterhouse Square 138-142 Holborn London EC1N 2ST Telephone: +44 (0)20 7973 3000</p>	<p>Swindon Office (including National Monuments Record Centre) Kemble Drive Swindon SN2 2GZ Telephone: +44(0)1793 414 700</p>
<p>Regional Offices</p> <p>East Midlands 44 Derngate Northampton NN1 1UH Telephone: +44 (0)1604 735 400</p>	<p>South East Eastgate Court 195-205 High Street Guildford GU1 3EH Telephone: +44(0)1483 252 000</p>
<p>East of England Brooklands 24 Brooklands Avenue Cambridge CB2 8BU Telephone: +44 (0)1223 582 700</p>	<p>South West 29 Queen Square Bristol BS1 4ND Telephone: +44 (0)117 975 0700</p>
<p>North East Bessie Surtees House 41-44 Sandhill Newcastle Upon Tyne NE1 3JF Telephone: +44 (0)191 261 1585</p>	<p>West Midlands 8th Floor The Axis 10 Holliday Street Birmingham B1 1TG Telephone: +44 (0)121 625 6820</p>
<p>North West Suites 3.3 & 3.4 Canada House 3 Chepstow Street Manchester M1 5FW Telephone: +44 (0)161 242 1400</p>	<p>Yorkshire and Humber 37 Tanner Row York YO1 6WP Telephone: +44 (0)1904 601 901</p>

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