

Managing the Past for the Present

International case studies

European legislation and international conventions are fostering new ways of protecting and managing the historic environment.

WHAT WE WORK WITH

European legislation and conventions

Both UNESCO and the CoE produce conventions specifically focused on protecting the historic environment. Much EU legislation, while not specifically targeted at the historic environment, can have considerable impact, often unforeseen by those drawing it up. There are also other international treaties such as the Ramsar Convention (see article on Ramsar, page 27) that can have repercussions.

The conventions produced by UNESCO and the CoE are international treaties. It is up to each state to decide whether or not to join a particular treaty. The table lists UNESCO and CoE conventions dealing with cultural heritage and whether or not the UK has ratified them,

which can be a lengthy process.

The CoE is developing a Framework Convention on the Value of Cultural Heritage for Society (see article on Rights and Responsibilities, page 19) while UNESCO is working on possible instruments dealing with cultural diversity.

Both organisations also produce recommendations on specific issues from time to time. These are not legally binding and are intended as recommendations of best practice to guide member states. Some of these deserve to be better known than is currently the case.

None of the conventions that the UK has joined have been ‘domesticated’ by incorporation in national legislation. It is therefore a matter of government policy how each of the conventions joined by the UK is implemented. Of those to which the UK currently belongs, the World Heritage Convention has had the most impact since it alone deals with specific

Some examples of EU legislation impacting on the historic environment

Habitats Directive (92/43/EEC) This aims to protect biodiversity but can, for instance, limit the extraction of slate from natural parks; it can also restrict the removal of intrusive vegetation disturbing historic monuments.

Energy Efficiency Directive (93/76/EEC) This aims to limit carbon dioxide emissions (greenhouse gas) by improving energy efficiency, but in the process requires the application of ventilation in old buildings.

Energy Performance in Buildings (2002/91/EC) Attempting to reduce the use of fuel has implications for the replacement of windows. An exemption for historic buildings has been written into Article 4.

Biocidal Products Directive (98/8/EC) Aims to ban the production of substances potentially dangerous

to health; however, a ban on wood tar causes difficulties in Scandinavia for the repair of historic ships and wooden churches.

Limitation of Volatile Organic Compounds (99/13/EC) Limitations on the use of ozone-depleting VOCs could place restrictions on the use of authentic paint and varnishes for historic renovation. As the result of lobbying, a clause has been inserted to reduce this threat.

Directive on Construction Products (89/106/EEC) Requires the standardisation of construction products. This can pose a threat to the use of traditional building materials and conservation methods that do not fall within the guidelines.

Machinery Directive (98/37/EEC) This is a health and safety rule about the proper securing of equipment that can cause challenges for building conservation work.

places and their protection and management. This is recognised by its incorporation into PPG 15 and the equivalent guidance in the other Home Countries.

The EU does not legislate directly on the historic environment but its activities in other areas can have considerable impact on cultural heritage. Much of the European legislation affecting the historic environment comes from initiatives designed to protect the environment, save energy, improve health and safety or involve the public in decision-making. Some more technical legislation, however, can also have an important bearing on conservation work. There is now a European expert group monitoring EU legislation as it develops.

Christopher Young and Anita Pollack
English Heritage

Rights and responsibilities

The CoE, through its Steering Committee for Cultural Heritage, has been working for some time on a draft 'Framework Convention on the Value of Cultural Heritage for Society'. Although still under discussion, its provisions are very relevant to thinking about heritage principles in England, and deserve to be better known.

At its heart is the concept not of cultural heritage, but of cultural heritages. The common heritage of Europe is valued in different ways by different groups. The new definition of cultural heritage goes well beyond the historic environment to include a set of resources that is an expression of 'values, beliefs, knowledge and traditions'. 'Heritage communities' are people who value specific aspects of heritage, and such communities may cross frontiers. More importantly, the

UNESCO and CoE conventions

Convention title	Purpose	UK position
<p>UNESCO</p> <p>1954 Convention on Protection of Cultural Property in times of conflict + First Protocol (1954) and Second Protocol (1999)</p>	Protection of cultural property, immovable and movable, in times of war or internal conflict	UK has decided to ratify but not likely to happen before 2007 as primary legislation may be needed
1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property	Prevention of illegal international trade in cultural property	UK ratified in 2002
1972 Convention concerning the Protection of the World Cultural and Natural Heritage	Protection of world's cultural and natural heritage of outstanding universal value, primarily through inscription of WHSs. Also contains general obligations to protect natural and cultural heritage	UK ratified in 1984
2001 Convention on Protection of Underwater Cultural Heritage	Protection of archaeological sites, wrecks and other cultural heritage under the sea	UK has not ratified
2003 Convention on Protection of Intangible Cultural Heritage	Protection of all forms of intangible cultural heritage	UK has not ratified
<p>CoE</p> <p>1969 European Convention on the Protection of the Archaeological Heritage – 'the London Convention'</p>	Dealt mainly with archaeological excavations and the information they provide	UK ratified in 1972 but it was superseded in 2002 when the Valletta Convention came into force (see below)
1985 European Convention on Offences relating to Cultural Property – 'the Delphi Convention'	Deals with the prevention of illicit trade and restitution of property	UK has not ratified and nor has any other state so the Convention has never come into force
1985 Convention for the Protection of the Architectural Heritage of Europe – 'the Granada Convention'	Provides for the protection of architectural heritage, adoption of integrated conservation policies, consultation and cooperation	UK ratified in 1987
1992 European Convention on the Protection of the Archaeological Heritage (revised) – 'the Valletta Convention'	Provides for protection of archaeological sites, regulation of excavations, integrated conservation and developer funding of excavation	UK ratified in 2002, currently developing a Statement of Principles for archaeological work
2000 European Landscape Convention – 'the Florence Convention'	Provides for the integrated protection of landscapes	UK is considering whether or not to ratify

convention links heritage and human rights: a right to benefit from heritage is matched with an equal obligation to respect the cultural heritage of others. It recognises the potential for conflict, and specifically addresses the ethics of how heritage is presented, the need for a diversity of interpretations and conciliation in dealing with conflicting cultural heritage issues.

There are other more familiar concepts: the role of heritage in sustainable development, the link to education, to skills, economics and the information society, as well as a call to states to accord value to heritage and recognise the public responsibility to care for it.

This is the first heritage convention to explore the rights and responsibilities that are attached to heritage. It is certainly a long way from the unexamined universal values of other heritage charters and principles. In many parts of the world, cultural-heritage sites have sparked conflict, precisely because they act as lightning rods for conflicting values. Yet every cultural-heritage site involves managing conflicting values of one kind or another; what is rarely discussed is whose values they are.

In discussion, the draft has been particularly welcomed by many of the Eastern European members struggling to create new and more relevant heritage structures out of the ashes of former centralised ones. At a time when multi-culturalism is being re-examined in Britain, and the role of heritage in bringing people together and creating respect for diversity has become vital, the ideas in this document would seem to be a powerful and important statement with as much relevance to the UK as to the rest of Europe.

Kate Clark

Deputy Director, Policy and Research, Heritage Lottery Fund

Charters: 75 years of thinking about conservation

It is now almost 75 years since the first international congress of architects and technicians drafted the document now known as the Athens Charter. Concerned by the loss of 'character and historical values of monuments', it called for a critical approach to restoration, as well as for legislation to protect monuments and the areas around them.

It was a pioneering attempt to capture the collective thinking behind conservation practice. Since then, ICOMOS has been formed: an interdisciplinary network of conservation professionals, whose mission includes 'collecting, evaluating and disseminating information about conservation principles'. They have

published a series of charters – voluntary agreements on conservation principles (www.international.icomos.org/charters.htm). These may not have the force of European conventions, but do represent the collective views of practitioners. Taken together, they are a history of conservation thinking; ideas that later emerge in more formal conventions are often first aired here.

The ICOMOS website lists 10 formal charters, 10 resolutions or declarations and 6 charters adopted by national committees. Between them they cover everything from archaeology to vernacular buildings, including landscapes, tourism, urban conservation and underwater heritage. They tackle issues ranging from philosophical principles and project management to legislation, cooperation and training.

Some charters have had more influence than others. 'Athens' remains a benchmark, despite our second thoughts on the use of reinforced concrete. 'Venice' deals with the monument as a single architectural work and again remains a much-quoted founding document. Urban conservation and its link to social and economic development is found in the Washington Charter, while the Australia ICOMOS's Burra Charter emphasises significance as the basis for conservation.

Re-reading them, it is possible to trace tensions – between, for example, unity and diversity, experts and communities, science and society. While some are silent on the social elements of conservation, 'Washington' states that urban conservation 'concerns their residents first', while benefits to the hosts is central to 'Tourism'. 'Vernacular Buildings' sees building as a process shared by the community and rooted in traditional expertise; the Nara declaration tackles cultural and heritage diversity head on, recognising that conservation is rooted in the values attributed to heritage, but then draws back – 'Authenticity is an essential qualifying factor concerning values'.

English Heritage is currently rethinking its own conservation principles. It is timely, therefore, to go back to the original text of 75 years ago, which recognises in heritage 'a certain right of the community in regard for private ownership' and anticipated then what remains a central issue today, the problems of 'reconciling public law with the rights of individuals – noting that due allowance to be made for the sacrifices which the owners of property may be called upon to make in the general interest'.

Kate Clark

Deputy Director, Policy and Research, Heritage Lottery Fund

International charters

The Athens Charter for the Restoration of Historic Monuments 1931
 The International Charter for the Conservation and Restoration of Monuments and Sites (The Venice Charter) 1964
 Historic Gardens (The Florence Charter) 1982
 Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter) 1987
 Charter for the Protection and Management of the Archaeological Heritage (Lausanne) 1990
 Charter on the Protection and Management of the Underwater Cultural Heritage (Sofia) 1996
 International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance 1999
 Principles for the Preservation of Historic Timber Structures 1999
 Charter on the Built Vernacular Heritage 1999
 ICOMOS Charter – Principles for the Analysis, Conservation and Structural Restoration of Architectural Heritage 2003
 ICOMOS Principles for the Preservation and Conservation–Restoration of Wall Paintings 2003

Charters adopted by ICOMOS national committees

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter 1999)
 Charter for the Preservation of Quebec's Heritage (ICOMOS Canada 1982)
 Appleton Charter for the Protection and Enhancement of the Built Environment (ICOMOS Canada 1964)
 First Brazilian Seminar about the Preservation and Revitalisation of Historic Centres (ICOMOS Brazil 1987)
 Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand 1992)
 A Preservation Charter for the Historic Towns and Areas of the United States of America (US/ICOMOS 1992)

Strategic Environmental Assessments

The Strategic Environmental Assessment Directive (SEA Directive 2001/42/EC) came into effect on 21 July 2004. It requires public authorities to assess at a strategic level the impact of their decisions on the environment. There are a number of exceptions to the SEA – defence and civil emergency, financial and budget plans or those proposals which affect 'small areas at local level' – but it is likely to have greatest impact on town and country planning, land use and waste management, and will also affect transport, water and energy sectors.

One of the key objectives of the directive is to inform decision-making, which means the results of the SEA must be taken into account together with other consultations before a plan is approved or adopted. The SEA therefore should take place at an early stage in strategic planning.

Although the directive has only recently been implemented, several SEAs have been undertaken. In August 2004 the DTi undertook a sectoral SEA on offshore energy projects around the British coast, in a process intended to inform ministerial decisions on environmental impact. In January 2005 the Environment Agency launched its consultation on river-basin management and several local authorities, including Norfolk and Shropshire, have commissioned SEAs to look at transport policy. One of the pioneering SEAs in which archaeology has had a significant contribution is the Sustainability Appraisal (incorporating SEA) of the Lower Lea Valley Regeneration Strategy carried out for the London Development Agency by Capita Symonds. The Museum of London Archaeology Service (MoLAS) and Pre-Construct Archaeology (PCA) provided the baseline data and consultation, while English Heritage provided the opportunity to fine tune many of the plan objectives.

The Centre for Sustainability provides information on SEAs (www.c4s.info) and several other organisations have provided guidelines for their preparation. Perhaps most useful are the Environment Agency's good practice guidelines on strategic environmental assessment (<http://www.environment-agency.gov.uk/aboutus/512398/830672/>) and ODPM's *The Strategic Environmental Assessment Directive: Guidance for Planning Authorities* (2004).

The implications of SEAs for archaeological and cultural heritage practice have not been analysed and current opinion among archaeologists is divided. Many fear that the SEA is at



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Olympic Park 2012 forms a significant part of the Lower Lea Valley regeneration proposals. As part of the Sustainability Appraisal to assess these proposals Capita Symonds, on behalf of the London Development Agency, used the archaeology and heritage baseline data collected by Museum of London Archaeology Service (MoLAS) / Pre-Construct Archaeology (PCA).

too rarified a level to have a significant impact. Others regard SEAs as a welcome opportunity to address the specific effects of strategic planning. Despite the disparity of views, SEAs are an opportunity to look at the impact of strategic planning on the landscape. They provide a direct link between cultural heritage initiatives such as historic landscape characterisation, intensive and extensive urban surveys, research frameworks and policy planning.

Implicit in the SEA process is a balancing act in which competing interests, including cultural heritage, will be assessed. More than ever the complexities of assessing significance and the role of cultural assets will be compressed into short value-laden text that could have wide-ranging and perhaps unforeseen implications. The SEA is an opportunity to think strategically about the significance of heritage issues, to take an overview of the relationship between heritage and development and to integrate heritage and cultural assets into longer-term planning. The particular importance of the SEA must lie in its distance from the pressures of specific development-led planning proposals.

Mike Dawson

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Planarch

EC directives and CoE conventions such as Valetta and Florence set out frameworks for the management of the historic environment. Individual countries, however, interpret how these frameworks should be implemented.

Planarch (developing best practice in spatial PLANning and ARCHaeology) (www.plan-arch.org) originated in 1999 from a recognition

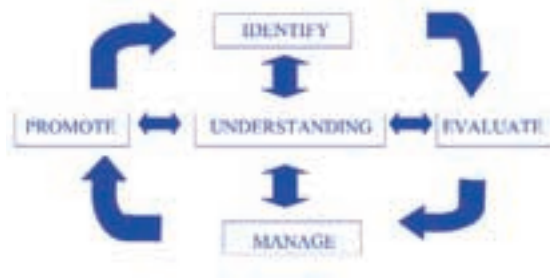
that the regions around the southern North Sea share a common archaeological heritage that needs to be better understood and more effectively managed. The partnership has underlined how, through working together, it is possible to develop better understanding of a transnational resource and improve approaches to its effective management through the spatial planning process.

Planarch 2, with a project value of €2.5 million, is part of the Interreg IIIB programme for North-West Europe. The project is led by Kent County Council and the partners are Essex County Council, the Dutch archaeological service (ROB), the Flemish institute for archaeological heritage (VIOE), Ghent University, the Ministry of the Walloon Region, the French service for development-led archaeology (INRAP) and the Rhineland archaeological service (RAB). English Heritage and the University of Manchester Environmental Impact Assessment Centre are associate partners. The ODPM has contributed to the match funding.

The role of Sites and Monuments Records in underpinning archaeological decision-making has been recognised by all of the partners. All have benefited from the experience of the others and Wallonia has been able to create a major new system. Steps have been taken towards common standards and terminology and each of the partners has contributed sites and regional summaries to the Planarch website.

A major Planarch 1 study assessed the effectiveness of field techniques in informing planning-related decision-making. A key output was the *Evaluation of Archaeological Decision-making Processes and Sampling Strategies* by Gill

Hey and Mark Lacey (2001). In Belgium and the Netherlands partners have looked at auguring in wetland environments; this has tied in with coastal survey work in Kent, Essex and Flanders. A review of fieldwalking in informing planning decisions is being undertaken in Essex and Flanders and partners are examining the role of air photographs.



The conceptual framework that underpins Planarch, and archaeological heritage management more generally, is based on an iterative process with 'understanding' at the centre.

Planning policy is a main focus. Kent and Essex are developing an historic environment strategy for the Thames Gateway, which should reinforce characterisation work commissioned by English Heritage. Comparisons will be made with the Dutch Belvedere philosophy (see article by Tom Bloemers, pp 6–8) and with strategies elsewhere in the Planarch region. A key initiative is examining the historic environment component of Environmental Impact Assessments (EIAs) in the Planarch area. Guidance for best practice in dealing with the historic environment in EIAs and SEAs is being developed.

One can highlight individual achievements of Planarch partners or our collective progress in archaeology and spatial planning. Perhaps more significant is the development of understanding of the common historic environment and approaches to it. If we are to manage this transnational resource effectively, at a time when cohesion is perhaps focusing on aspirations of social and economic equalisation within an expanding EC, all must engage constructively to safeguard, enhance and promote the heritage around us – a key social 'glue' which helps provide us with our sense of place and identity.

John Williams
Head of Heritage Conservation, Kent County Council and Project Leader for Planarch

Armed conflicts and disasters

During the last 21 years English Heritage teams have frequently offered specialist assistance and advice in the event of disasters to historic buildings and collections in England.

Increasingly, this expertise is also being sought internationally as pan-European and global projects are developed in response to changing climatic conditions and fluctuating political situations.

The 2004 fire in the WHS Goethe Library in Weimar resulted in the destruction of over 25,000 rare books and musical scores. The English Heritage fire-safety officer is part of the pan-Europe project called COST Action C17 set up by fire-safety and heritage professionals to look at ways of promoting fire safety, minimising fire spread, and reducing the impact of smoke and the effects of water used to extinguish the fire (<http://www.vtt.fi/rte/projects/yki4/cost/costc170.htm>). The project will publish its findings in 2007.

In 2002 floods devastated much of central Europe when water levels rose by as much as 6m in six hours. In Prague the damage was particularly acute as many major cultural institutions and historic buildings are located on the banks of the River Vltava. In the UK, the British Council convened a meeting of cultural property and heritage organisations to see how they could help. As a result, Sue Cole was seconded for 2½ years from English Heritage to the United Kingdom and Ireland Blue Shield (UKIRB), a branch of the International Committee of the Blue Shield set up to promote emergency planning, training and ratification of the 1954 *Hague Convention on the Protection of Cultural Property in the Event of Armed Conflict*. To begin with, emphasis was placed on providing information on grants for the repair of historic buildings, collecting books from across the UK for the Prague Archaeological Institute and co-ordinating the activities of

Right: Medieval statues engulfed by the River Otava at Pisek in the Czech Republic during the catastrophic floods of 2002.



TK: The Czech News Agency

other institutions. Later, the focus shifted to the delivery of emergency-planning training, raising the profile of the UKIRB and to lobbying the UK government to ratify the 1954 Hague Convention – which it eventually agreed to do in May 2004.

After the looting of the Baghdad National Museum in April 2004, English Heritage staff became involved in the reconstruction programme set in place by the Coalition Protection Authority and UNESCO. They have been working with UNESCO, the International Council of Museums and the Iraq State Board of Antiquities and Heritage to develop heritage data standards and to train antiquity and heritage service staff in modern surveying techniques in Jordan. They have also demonstrated current practices in site and object conservation, site display and archaeological techniques to three Iraqi interns sponsored by the DCMS to visit the UK.

Sue Cole

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MANAGING WORLD HERITAGE SITES

Management plans for UK World Heritage Sites

By joining the World Heritage Convention, the UK has undertaken to identify, protect, conserve, present and transmit to future generations its WHSs. It does this through the use of existing legislation and the planning system.

The UNESCO World Heritage Committee requires all WHSs, natural or cultural, to have outstanding universal value, authenticity and/or integrity, and effective legal protection and management, normally represented by a management plan. Since 1997, the UK government has submitted management plans with all new WHS nominations. It is government policy that all UK WHSs should have management plans that reveal how possible conflicts can be resolved and how conservation will be managed, administered, and monitored in the future.

The 26 UK WHSs (see table 1) include early-inscribed iconic ‘monuments’ such as Stonehenge, Hadrian’s Wall, the Giant’s Causeway, the Tower of London and Canterbury Cathedral, and a more recent range of increasingly complex cultural landscapes and townscapes that celebrate the importance of

industrial and imperial history in the UK.

There is still only limited guidance available for the preparation of WHS management plans for complex heritage sites in the World Heritage Committee’s *Operational Guidelines (2005)* and in *Management Guidelines for World Cultural Sites* (first published by ICCROM in 1993). As UK WHSs have become more complex, the preparation of their management plans has had to depend on learning from practical experience rather than formal guidelines. As a result, management plans for the WHSs in the UK have increasingly put emphasis on integrated site management objectives, and encouraged the formation of new partnerships and the proactive involvement of an array of stakeholders.

The essential principle that underlies a good WHS management plan is that its policies and objectives for the future must be drawn from a proper understanding of the significance of the site and potential changes that might occur there. UK experience shows that the preparation of the plan is best carried out in a series of

Table 1: UK World Heritage Sites

Early Sites	Inscription	Type
Giant’s Causeway & Causeway Coast	1986	N
Durham Castle & Cathedral	1986	C
Ironbridge Gorge	1986	C
Studley Royal Park including the Ruins of Fountains Abbey	1986	C
Stonehenge, Avebury & Associated Sites	1986	C
Castles & Town Walls of King Edward in Gwynedd	1986	C
St Kilda	1986–2005	N/C
Blenheim Palace	1987	C
City of Bath	1987	C
Hadrian’s Wall	1987	C
Westminster Palace, Westminster Abbey & St Margaret’s Church	1987	C
Henderson Island	1988	N
Tower of London	1988	C
Canterbury Cathedral, St Augustine’s Abbey & St Martin’s Church	1988	C
Old & New Towns of Edinburgh	1995	C
Gough & Inaccessible Islands	1995–2004	N
Recent Sites	Inscription Date	Site Type
Maritime Greenwich	1997	C
Heart of Neolithic Orkney	1999	C
Historic Town of St George and Related Fortifications, Bermuda	2000	C
Blaenavon Industrial Landscape	2000	C
New Lanark	2001	C
Saltaire	2001	C
Dorset & East Devon Coast	2001	N
Derwent Valley Mills	2001	C
Royal Botanic Gardens, Kew	2003	C
Liverpool – Maritime Mercantile City	2004	C

C = Cultural N = Natural



Table 2: Key issues arising from analysis of selected UK World Heritage Sites

Stonehenge

- Impact of arable agriculture on archaeology
- Impact of A303 on setting of Stonehenge
- Lack of visitor awareness of wider WHS archaeological landscape
- Poor visitor facilities

Tower of London

- Large visitor numbers impact on monument fabric
- Definition of buffer zone in relation to potential high-rise development

Royal Botanic Garden Kew

- Need for site development to accommodate collections/improved visitor facilities
- Revealing and interpreting historic assets of the site.
- Buffer zone/setting boundaries
- Visitor access to collections

Durham Castle & Cathedral

- Lack of coherent WHS Steering Group
- Condition and cost of restoration of fabric of the monuments
- Need for WHS boundary revision to include improved setting

Liverpool Maritime Mercantile City

- Large number of city centre stakeholders
- Balancing heritage conservation with regeneration development
- Reuse of extensive range of historic buildings
- Buffer zone and WHS boundary definition

Giant's Causeway

- Future structure of coherent WHS management body
- Impact of large visitor numbers on landscape/geology
- Poor visitor facilities
- Contribution to local economy

stages. These include the site description, analysis of the significance of the site, assessment of site vulnerability and opportunities for change, and a long-term vision that includes policy objectives and an action plan.

In reality, of course, every WHS is different. Whatever the core values of the site may be, the keys to a successful management plan are a multidisciplinary approach to its writing, the effective distillation of diverse and conflicting issues (see table 2), the facilitation of stakeholder and community involvement, and ensuring that its recommendations are capable of being enabled.

UK WHS management plans serve as useful exemplars of this approach, including those for Hadrian's Wall, Stonehenge, Liverpool, the Royal Botanic Gardens at Kew and the Giant's Causeway. Each site will, of course, be unique but there are a few principles or lessons that are worth reiterating and highlighting:

- a multidisciplinary approach to site analysis and distillation of key issues will encourage a focused and integrated plan that balances heritage with other values
- a comprehensive statement of Outstanding Universal Value (OUV) needs to identify

clearly the core values justifying inscription, as well as other relevant values, and be defensible in guiding site changes or enhancement

- choice of boundaries and buffer zones needs rigorous and detailed testing and must be justified in relation to the conservation of the core OUV values
- in the light of the non-statutory nature of WHS management plans, time and resources spent on establishing consensus and 'ownership' of the plan by all stakeholders will greatly assist implementation of plan policies
- the plan's vision and policy objectives need to combine an inspirational view into the future with a set of objectives that will be a long-lasting framework for delivering site conservation, enhancement and possible development change.

Chris Blandford
Chris Blandford Associates Ltd

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Blaenavon Industrial Landscape World Heritage Site

In December 2000 UNESCO inscribed the Blaenavon Industrial Landscape as a WHS. The World Heritage Committee considered this mountain-top landscape, with its relics of industry and former mineral working, to be a 'cultural landscape' that testified to the leading role played by South Wales in the early formative years of the Industrial Revolution through the production of iron, steel and coal.

World Heritage inscription has proved to be a catalyst for sustainable regeneration, heralding a revival in the town's fortunes. WHS status has changed perceptions and restored community pride. The historic iron town of Blaenavon suffered physical, social and economic decline as a result of the loss of the steel and coal industries. The accelerating spiral of decline during the last century has now been halted, however, and there are clear signs of revival.

WHS status does not bring with it any direct funding but the recognition of the site as being of 'outstanding universal value' has helped to secure some £25 million (€30 million) of investment over the last five years. Funding has been provided by the EC, the Wales Assembly Government and the Heritage Lottery Fund as well as the local authorities.

Torfaen County Borough Council leads the Blaenavon Partnership. The partnership's prime aims are to protect and conserve the Blaenavon Industrial Landscape so that future generations may understand the contribution that South Wales made to the Industrial Revolution, and to assist the area's economic regeneration by promoting it as a cultural tourism destination.

There have been five strands in the strategy to achieve the partnership's aims:

- **Protection and conservation of monuments** Regarded as the 'family silver' these monuments include Big Pit, now the National Mining Museum of Wales, which won the Gulbenkian prize for UK Museum of the Year 2005; the Ironworks (1789), the best-preserved example of their type and period in the world; St Peter's Church (1805); and St Peter's School (1815), now being restored as the UK's first World Heritage Centre.

- **Protection and restoration of the town's older housing** A 10-year housing renewal programme has been initiated that has brought about substantial upgrading of over 300 town-centre properties.

- **Protection and access to the historic landscape** Works are under way to protect the former mineral workings and to improve access and interpretation. A major feature is the 16-



Schoolchildren in period costume join in the 2005 Blaenavon World Heritage Day parade.

© Torfaen County Borough Council

km Iron Mountain Trail. Another is the establishment of a dedicated WHS warden service.

- **Marketing/branding** A marketing strategy, 'Destination Blaenavon', was agreed in May 2003 to build the Blaenavon Industrial Landscape World Heritage Site brand.
- **Community involvement** The partnership has sought to gain increasing community involvement within its management arrangements and in developing a calendar of events.

John Rodger, MBE
Blaenavon Project Director

A special grant scheme for World Heritage Site farmers at Stonehenge and Avebury

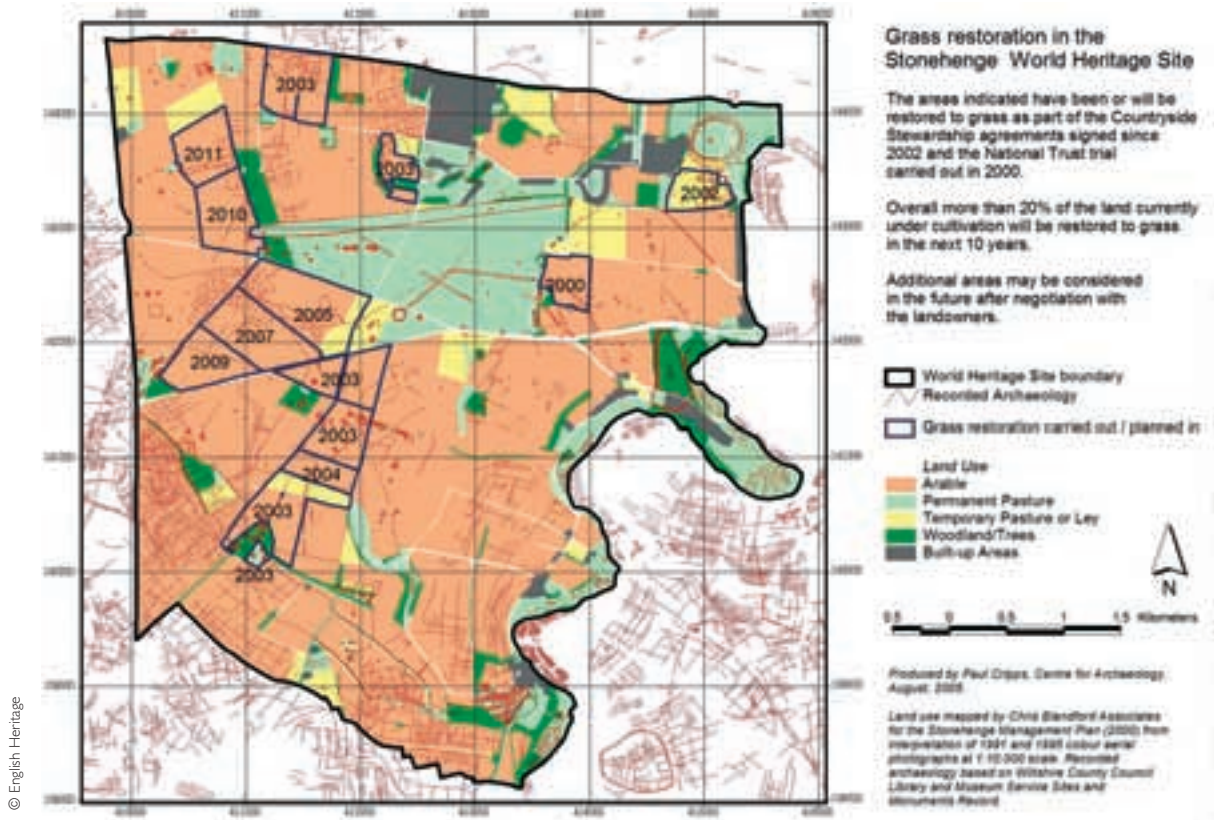
Stonehenge and Avebury became a WHS in 1986 for the two stunning stone circles and also for the unique concentration of prehistoric monuments surrounding them. Most of the ceremonial monuments and burial mounds have been eroded with time and successive ploughing, and are now hardly visible.

To help protect these features, farmers at Stonehenge and Avebury are encouraged to return arable fields to grass in the priority areas defined by the WHS coordinators. A special project was set up by Defra, under the Countryside Stewardship Scheme and in partnership with the National Trust and English Heritage. A rate, 50 per cent higher than the norm, was agreed for the WHS.

The scheme has been very successful, and since its launch in 2002, 10 farmers have signed the 10-year agreement at Stonehenge and Avebury. In total, 450 hectares of arable land will be returned to pasture and 125 ancient monuments will be protected. Look around you next time you visit Stonehenge or Avebury: many burial mounds are no longer isolated islands in a sea of crops; positive change is already happening on the ground.

In March 2005, the special grant scheme was

Stonehenge: map showing the arable areas that have been, or will be reverted to grass in the period 2000–12.



replaced by Defra’s new Environmental Stewardship scheme, which offers an even higher rate for grass reversion throughout the country and new opportunities to protect archaeological features.

Isabelle Bedu
Stonehenge World Heritage Site Coordinator, English Heritage

Ramsar

The Ramsar Convention on Wetlands (signed at Ramsar, Iran, in 1971) is the only global convention devoted to a specific ecosystem and addresses ‘wise use’ of wetlands in the context of integrated territorial and water-resource planning and management. The ‘wise use’ concept provides an ideal opportunity to extend the principles of conservation and protection employed in the workings of the Ramsar Convention to the wetland archaeological resource.

English Heritage has developed close links with the Bureau of the Ramsar Convention and we have worked together with it to promote the cultural and heritage values of wetlands and ensure that those values are recognised and taken into account in the workings of the convention.

We played an active part in the 8th Conference of Contracting Parties to the

Convention (Valencia 2002). We contributed to the drafting of guiding principles on cultural values, and the conference passed a resolution encouraging the adoption of those principles by national parties. The Ramsar Strategic Plan and

With its Ramsar partners, the Europae Archaeologiae Consilium is initiating international research into the heritage of wetlands.



operational objectives now place considerable emphasis on the cultural heritage values of wetlands, and their incorporation in the Ramsar management process. The designation of new Ramsar sites will in future require an assessment of cultural values and the Ramsar framework for wetlands inventory is now expected to include appropriate cultural heritage documentation. New Ramsar Management Planning Guidelines (which were adopted by the conference) fully incorporate all aspects of the cultural heritage and the new Integrated Coastal Zone Management Guidelines (also adopted by the conference) now recognise the importance of cultural values.

The protection and management of the biodiversity and historic environment values of wetlands have much in common. These advances (in a global context) represent a significant step forward in our corporate objective of developing close collaboration with natural environment agencies, and making common ground with nature conservation interests.

A Olivier

Strategy Director, English Heritage

World heritage and contemporary architecture

In recent years there has been a huge increase in the numbers of regeneration schemes in the cities of the UK and much of the western and developing world. In particular, tall building schemes, so long out of favour, are now regarded by many as landmark symbols that characterise a go-ahead, entrepreneurial spirit that declares that the place concerned is flourishing and open for business.

High-quality buildings of real distinction have emerged from this new-found confidence, such as the Swiss Re Building ('the Gherkin') in the City of London. But even beautifully designed buildings can clash with the distinctive character of historic towns and cities, let alone some less elegant structures that are being built. In England, this challenge was recognised when English Heritage and the Commission for Architecture and the Built Environment (CABE) published guidance in 2003 on tall buildings, clearly setting out the issues that should be considered when planning such structures. This guidance aims to ensure that cities and their skylines can evolve in a way

that does not damage the special qualities of the place concerned.

If that place is of such outstanding universal value as to be inscribed as a WHS then the challenges of accommodating contemporary architectural intervention can be particularly acute. UNESCO's World Heritage Committee has become increasingly exercised by the tall buildings issue and has taken a robust approach to new buildings that it believes damage the value of a WHS. In Cologne the dominant element of the WHS is the cathedral, a landmark rising from the low ground along the Rhine. On the axis of the cathedral across the river, plans for a cluster of tall buildings, some already built, caused dismay and an insistence from the World Heritage Committee that if plans were not stopped WHS status would be put at risk or even withdrawn.

Recognising that the issue affected many WHSs, the UNESCO World Heritage Centre organised a conference, hosted by the City of Vienna, in May 2005 to consider a memorandum entitled *World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape*. The memorandum, adopted by the World Heritage Committee at its meeting in Durban in July 2005, has much that is welcome. For example, there is recognition of the need for 'rehabilitation and contemporary development of the historic environment based on a proper inventory and assessment of its values, as well as adding high quality cultural expressions'. It further notes that the central challenge of contemporary architecture in the historic urban landscape is to achieve a balance between the need to facilitate socio-economic changes while respecting the inherited townscape. The need for continuing evolution and contributions from our own and future generations is thus explicitly recognised, and well rooted in a proper understanding of the past.

The headline principles of the Vienna memorandum will be open to different interpretations when individual cases are considered. In England, local planning authorities, English Heritage and the DCMS may take a view that a tall building proposal that responds to the CABE/English Heritage guidance in terms of its location, context and design can be supported without compromising the outstanding universal value of the WHS. But will the World Heritage Committee take the same view? Some of the presentations in Vienna set out well-constructed philosophical arguments against tall buildings *per se*, rather than considering whether or not they would have a detrimental impact on our ability to appreciate the

Lime Street Gateway in Liverpool, a regeneration project commissioned by English Partnerships and Liverpool Vision. The project's design team is made up of Urban Initiatives, Glenn Howells Architects and Martin Stockley Associates.



© Liverpool Vision/English Partnerships

WHS in or near which they were located. There is clearly a discordance between the remit of the World Heritage Committee, which is about conservation, and the necessarily broader remit of the central- and local-government planning systems. There is therefore a risk that, even where the planning processes are applied, the World Heritage Committee will take a harder line on tall buildings in WHSs than the UK government, carrying with it the potential for the great embarrassment of some UK WHSs being put at risk or even having their WHS status removed. This must also present a dilemma for the World Heritage Committee which, one would assume, would not want to take such a step lightly for sites with an otherwise exemplary record in conservation management.

This issue is by no means unique to the UK, as the Cologne example has demonstrated, but it could apply particularly in urban WHSs such as Liverpool, where there is an emerging view that a tall buildings policy, modelled around a cluster of such structures in the commercial core of the city (part of the WHS buffer zone) and another cluster well to the south of the WHS, will help meet the city's aspirations without compromise to the integrity and

authenticity of the WHS. Liverpool's draft tall buildings policy signalled another cluster at the Lime Street 'gateway' into the city, adjacent to St George's Hall. Here the City Council is considering amending the policy as a cluster could be detrimental to the setting of the wonderful civic buildings on the plateau. Instead a single, elegant tower, a landmark to a major point of arrival, would mark a significant improvement on the existing Concourse House.

Such schemes appear to respond to the principles and aims of the Vienna memorandum, but it is not clear as yet whether the World Heritage Committee will share this view.

Henry Owen-John

Regional Director, North West Region, English Heritage

BROWNFIELD REGENERATION AND INDUSTRIAL HERITAGE

Brownfield regeneration is a Europe-wide issue, not only in terms of creating jobs in deprived areas, but also for improving quality of life in areas where there are derelict remains of a former industrial age. It is not surprising, therefore, that there are a number of European-funded projects dealing with regeneration issues. Here we look at three projects taking industrial heritage forward into a new era. Two are funded under Interreg and one from Culture 2000.

SHARP practice: the working of a European project

Sustainable Historic Arsenal Regeneration Partnership (SHARP) is a two-year project to build upon experiences dealing with historic brownfield sites in different parts of Europe (www.sharp-europe.org).

English Heritage's London Region has been involved with the regeneration of the 31-ha former Royal Arsenal site at Woolwich for more than 10 years, commencing with a rapid survey of the 22 Listed and other buildings. Even before the approval of the development masterplan in 2000 by Greenwich Borough Council, the landowners, the London Development Agency (LDA), were engaged in an extensive remediation and basic building maintenance programme. English Heritage has been actively engaged in both a statutory and an advisory capacity in all aspects of the design and implementation of works on this nationally important site.

A seminar organised by English Heritage for stakeholders in 2001 reviewed what had been achieved and identified what still needed to be done. Key aspects to emerge were the need to raise the profile of the site and to share with a wider audience the approaches and methodologies that were emerging in dealing with its historic environment.

It was clear that a European project would fulfil this aspiration. Equal financial support from the LDA and the lead developer on site, Berkeley Homes (East London) Ltd, enabled the employment of a not-for-profit management company, 21st Century ERA Ltd, to take forward the drafted programme. The application for funding to run the project was approved last year by the Interreg managing authority at the first attempt, with English Heritage London Region as lead partner and

the LDA as a partner with active support from Berkeley Homes, Greenwich Borough Council and Oxford Archaeology.

Taking former arsenal sites as the common vehicle, our other partners are the University of Cadiz, Spain, The Malta Heritage Trust and the Estonian National Academy of Arts, supported by the Estonian National Heritage Board. The project launch was held in December 2004 at Woolwich, and two-day seminars have now taken place in each of the other three countries.

The work at the Royal Arsenal is the starting point for the development of a framework approach to the regeneration of historic brownfield sites. Each partner will be able to expand the key elements pertinent to their sites by focusing on themes such as public/private partnership working, masterplanning, archaeology, education, tourism and heritage conservation. The partners and their sites represent a diverse mix, which will give SHARP both richness and the strength to enable it to produce a robust blueprint for the overall theme of 'Regeneration through Heritage'.

English Heritage is currently engaged in a number of important regeneration issues in response to government initiatives. European government is also to review a range of its policies including sustainability, but currently without reference to the historic environment. SHARP is therefore in the right place at the right time to contribute to this wider debate.

Mark Stevenson

Archaeology Adviser, London Region, English Heritage



SHARP delegates visiting The Arsenal, No.1 Dock, Cottonera, Malta. Government-backed regeneration of No.1 Dock is but one project, some public, some private, within the area of the Three Cities.

Malcolm Woods © English Heritage

Working Heritage: a future for historic industrial centres



The Working Heritage project has its origins in the coming together in the mid-1990s of an informal group of specialists from many western European countries, all of whom were employed by official agencies and shared a common interest in the industrial heritage. A small Raphael Project, 'Europe de l'aire', on 1930s airports was later undertaken by some of these specialists, reinforcing the view that regular interchange between international colleagues, sharing experience and good practice, was extremely valuable. Accordingly it was agreed that the group should collaborate in Working Heritage, a Culture 2000 project examining the factors that influenced the successful regeneration of historic industrial districts.

The project, which was to run for only one year (from September 2003 to September 2004), involved eight partners in four countries. The organising partners were English Heritage (project leader) with Birmingham City Council; the Direction de l'Architecture et du Patrimoine at the French Ministry of Culture and Communication with the City of Roubaix in France (Nord); the Generalitat de Catalunya and the local authority of Colonia Guell representing Spain; and the municipalities of Schio and Terni in Italy.

The project was based upon the comparative analysis of several key sites where the industrial heritage has come to be seen as a positive asset, lying today at the heart of urban renewal strategies and new senses of community pride. It built on the experience gained in different European countries, combining the approaches

of 'specialists', professionally concerned with the assessment and statutory protection of the heritage, with those of local planning bodies.

The case studies examined by the project were the textile communities of Roubaix in northern France, Colonia Guell outside Barcelona and Schio in northern Italy, the sites of heavy industry around Terni in Umbria and the Birmingham Jewellery Quarter. These sites were each the subject of two- or three-day workshops involving lectures and site visits attended by the project partners together with other locally based heritage professionals and industrial archaeology students.

The project's findings have been disseminated by means of an exhibition shown at appropriate venues in each of the four partner countries, as well as on CD-ROM in the four languages. The exhibition, designed and collated by the French partners, presents an outline of the project and gives details of the protection and restoration of selected sites within each of the historic districts.

The other main product of the project will be a book detailing the experience of each partner district – their successes and tribulations – and analysing the factors influencing the various and diverse regeneration projects. The aim is to develop practical guidance for use by other organisations – whether national, regional or local – faced with the problem of regenerating historically significant industrial sites and communities.

John Cattell

Head of Architectural Investigation, English Heritage

The Spinning Mill, a historic textile-milling complex dating from 1891, at Colònia Güell, Catalonia. The photograph shows one of the original buildings where cotton bales were unpacked and the cotton spun into yarn. The building has recently been renovated and its large open spaces divided up to form offices. The exterior remains the same except for the addition of a new staircase.

Direcció General del Patrimoni Cultural, Departament de Cultura, Generalitat de Catalunya, Spain © Photographer: Pepo Segura



ERIH: creating a network of industrial heritage across Europe

The European Route to Industrial Heritage (ERIH) network (www.erih.net) will, by 2007, extend from Ironbridge Gorge in the UK, the birthplace of the Industrial Revolution, through to the Ruhr, the industrial powerhouse of North Rhine-Westphalia in Germany, and beyond. Designed to open up industrial landscapes in all their variety to both local people and tourists, sites on the route will each carry the ERIH logo.

The network will comprise two tiers. 'Anchor Point' sites of particular national or international importance form the main route. Examples include industrial WHSs such as Volkingen Iron Works in Saarland; the Zollverein Colliery and Coking Plant at Essen in the Ruhr; the Big Pit at Blaenavon in South Wales; and the Ironbridge Gorge World Heritage site, in Shropshire. In the UK, 23 identified Anchor Point sites have joined the network. The second tier comprises regional routes with sites of all sizes and types that will amplify the main Anchor Point route. These significant civil engineering monuments and structures, known as 'Key Sites', will demonstrate specific aspects of technology and innovation and offer good visitor and educational facilities. Pilot routes based on the regions of the four ERIH UK project partners are being created in South Wales, the East of England, the West Midlands and the North West of England.

The Ruhr Route of Industrial Heritage, opened in 1999, is the model for the ERIH route and North Rhine-Westphalia is the project lead partner. The Volkingen Iron Works, Saarland, is the other German partner. The UK partners comprise Torfaen County Borough, the Borough of Telford and Wrekin, the University of Manchester Field Archaeology Centre and Essex County Council. The Dutch partners are the Foundation for Industrial Heritage for the Netherlands and the Province of North Holland.

Ironbridge Gorge hosted the official launch of the ERIH transnational route on 12 September 2005, which included a speech by Sir Neil Cossons, the Chairman of English Heritage. Partners were joined at the event by representatives from other ERIH sites, heritage specialists and media representatives, and the first ERIH plaque was unveiled at the Museum of Iron.

The ERIH project is receiving European Regional Development funding through the Interreg IIIB Community Initiative and in the

UK from the ODPM. It is timely, given the growing recognition of industrial heritage and interest in the individuals and workers who contributed so significantly to industrial society. Organisations and sites in several other European countries have expressed an interest in joining ERIH and the current partners are considering how best to integrate them into the route in the future.

David Buckley
ERIH UK Co-ordinator



Ironbridge Gorge, Telford, World Heritage Site and ERIH Anchor Point.

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