



# **THE UNITED KINGDOM'S WORLD HERITAGE**

Review of the Tentative List of the United Kingdom  
of Great Britain and Northern Ireland

Independent Expert Panel Report  
to the Department for Culture, Media and Sport

March 2011



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Independent Expert Panel Report

To the Department for Culture, Media and Sport

March 2011

John Penrose MP  
Minister for Tourism and Heritage  
Department for Culture, Media and Sport  
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1<sup>st</sup> March 2011

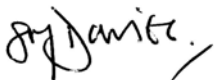
Dear Minister

**Report of the Expert Panel to review public applications for inclusion on the UK's Tentative List for potential nomination for UNESCO World Heritage Status**

In March 2010, following extensive public consultation on the UK's policy on World Heritage, the Minister for Heritage announced that she intended to renew the UK's Tentative List in consultation with colleagues from the Northern Ireland Assembly, the Scottish Government and the Welsh Assembly Government. Nominations were invited from local authorities and others throughout the UK, the Overseas Territories and the Crown Dependencies by public advertisement. Thirty-eight nominations were received.

I am pleased to submit to you the Report of the Independent Expert Panel set up in response to the invitation to review the applications and make recommendations. The Panel has met on three occasions and has recommended 11 sites for the consideration of DCMS Ministers and Colleagues from Northern Ireland, Scotland and Wales, and other Government Departments. Four sites are in England, three in Scotland, one in Wales and three in the Overseas Territories. Cultural and natural sites are represented. We believe that these sites would add greatly to this Country's representation on the UNESCO World Heritage List, and are a significant contribution to the world's heritage.

I would like to record my thanks to all our colleagues on the Panel for their assistance, knowledge and support during an exciting and stimulating process. I would also like to thank colleagues from the UK's heritage agencies and organisations, and Government departments and the Devolved Administrations for their support.



**Sue Davies OBE**  
**Chair of the Expert Panel**

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# Executive Summary

The Government is committed to implementing the World Heritage Convention and supporting the achievement of UNESCO's goals and aspirations. The United Kingdom ratified the World Heritage Convention in 1984. Since then 28 sites from the UK and its Overseas Territories have been inscribed on the World Heritage List. Of these, four are natural and one mixed which compares well to the rest of Europe.

Government reviewed its policy on World Heritage in early 2009. In the light of the response to public consultation, the Government announced in January 2010 that it would continue to nominate from a new shorter and more focused Tentative List, but not necessarily every year. This is in line with UNESCO's policy to invite well-represented states voluntarily to reduce the number of their nominations.

On 22 January 2010, the Government announced a competition to identify more exceptional cultural and natural heritage places of global importance in the UK and advertised for applications to the new Tentative List. Government also stated that these applications would be evaluated by an independent expert panel, drawn from across the UK.

All World Heritage Sites must have Outstanding Universal Value (OUV), which means that they should be of truly global significance. This also means that the standards for any new UK nominations must be very high.

Thirty-eight applications for the new Tentative List were received. Seventeen were for sites in England, four for sites in Northern Ireland, six for Scotland, two for Wales, four for sites in the Overseas Territories and two for a Crown Dependency. Two were on the borders of England and Wales, with one transnational nomination (England-France). Three of these sites were proposed as part of transnational nominations yet to be firmly prepared. Thirty sites were submitted under cultural criteria for Outstanding Universal Value, seven were submitted as mixed sites and there was a single site in Scotland submitted solely on natural criteria. Eleven of the cultural and mixed sites were also submitted as cultural landscapes.

The Expert Panel assessed the sites individually and during discussion in two meetings, and arrived at a consensus list of recommendations using their professional judgement.

## **Sites recommended for the new Tentative List**

The Panel considered that eleven sites have the potential to demonstrate Outstanding Universal Value and form a credible Tentative List. The Panel therefore recommends to the following sites to DCMS Ministers for inclusion on the new Tentative List (C Cultural site; CL Cultural Landscape; N natural site):

**Chatham Dockyard and its Defences, England (C)**  
**Creswell Crags, England (C)**  
**England's Lake District, England (CL)**  
**Gorham's Cave Complex, Gibraltar (C)**  
**The Island of St Helena (N)**  
**Jodrell Bank Observatory, England (C)**

**Mousa, Old Scatness & Jarlshof, Scotland (C)**  
**Slate Industry of North Wales (CL)**  
**The Flow Country, Scotland (N)**  
**The Forth Bridge (Rail), Scotland (C)**  
**Turks & Caicos Islands (N)**

Four sites were on the 1999 Tentative List (Chatham, the Lake District, The Flow Country and the Forth Bridge). The Lake District was also on the 1986 List, as was part of the Island of St Helena.

### **Next steps**

The Panel considers it important that:

- Before the new Tentative List is submitted to UNESCO, it is essential to confirm with all applicants that they are still willing and able to proceed with a potential nomination. This recommendation is made in the light of the current economic position and because many applicants do not seem to recognise the potential cost of preparing a nomination and subsequent management. (Recommendation 6)
- Those compiling the Tentative List do so in consultation with the applicants for each site selected (Recommendation 5).
- The initial stage of the nomination process (once a site is on the Tentative List) should be a feasibility study of its viability, including the preparation of a draft Statement of OUV (Recommendation 8).

The Panel also recommends to DCMS Ministers that four sites should be considered for adding to the new Tentative List if firm proposals for transnational nominations are fully developed by the other countries involved. Three of these (Gracehill Conservation Area, Northern Ireland; the Royal Sites of Ireland – Navan Fort; and Tynwald Hill and Environs, Isle of Man) were put forward as part of potential transnational nominations. In the case of the Fountain Cavern, Anguilla, British West Indies, the Panel concurs with thematic studies of the Caribbean which identify the site as best fitting a transnational nomination. In the Panel's view, none of these applications demonstrated the potential for OUV as stand-alone sites. For them to be part of a successful transnational nomination, it would be necessary to demonstrate that they could make a substantial contribution to the OUV of the series of sites as a whole and the Government would need to be satisfied of this before adding any of them to the UK Tentative List. (Recommendation 4)

The Panel considers that some other sites may have the capacity to be re-submitted for either this new List or a future List. Firstly, at a national level there is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. Three sites put forward on this occasion (The Birth of the Railway Age, the Great Western Railway World Heritage Site and Merthyr Tydfil) may be capable of making a contribution to such a proposal but not in their current form. The Panel recommends that if such a coherent proposal can be developed, the Government should consider adding it at a future date to this new Tentative List, provided that it has the potential to demonstrate OUV and that effective management systems are in place. (Recommendation 2)

Secondly, the Panel thought that in the case of Former RAF Upper Heyford, there is a need for research to establish the extent to which the site may have a truly global significance. The Cold War undoubtedly was of global significance but research would establish which places provide the best physical evidence of this. (Recommendation 1)

Thirdly, two sites (City of York: subsurface archaeological deposits and the Wye Valley & Forest of Dean) might consider a future application to the next UK Tentative List with substantially revised component parts.

The Panel judged that 17 cultural and mixed sites application sites did not have the potential to demonstrate OUV. They comprise nine in England, two in Northern Ireland, three in Scotland, one in Wales, one on the England/Wales borders, one in the Isle of Man and one transnational site.

However, in considering the case of Merthyr Tydfil, the Panel felt that while the town has undoubtedly made a nationally and internationally significant contribution to industrial history, the evidence remaining is now very fragmentary. For this reason the Panel could not judge the proposed site as having the potential to demonstrate OUV. But the Panel recommends that a more holistic approach to the preservation of the iron and steel industrial heritage of South Wales might be developed, based not just on the Blaenavon WHS but also on other significant sites including Merthyr Tydfil. (Recommendation 3)

In the case of two further sites, the Panel commended that Arbroath Abbey and Merton Priory should consider applying for inclusion on the UNESCO Memory of the World Register, considering this to be a better form of commemoration for them.

The Panel made a number of observations on the process of developing a new list and on the applications. As a result there are 11 recommendations attached for consideration by the Government and Devolved Administrations, the DCMS, the national cultural and natural heritage agencies and others.

In particular, the Panel noted with some concern that despite all the available guidance and background studies, some applicants had not fully grasped the likely costs of nominating or managing World Heritage Sites. It is essential that key stakeholders, including planning authorities, are fully committed both to resourcing World Heritage Sites and to the protection of their OUV.

In the course of its work, the Panel received informal advice from IUCN about how it assesses natural site nominations. This helps to identify the challenge that will face those developing a successful nomination for the three natural sites that the Panel is putting forward. IUCN also drew attention to several other sites that they hoped might be nominated by the UK in due course. The Panel recognises the importance of this advice and its proposals seek to address the points raised by IUCN.

Finally the panel considered lessons learnt from this review which might be applied in the future. The very open process this time undoubtedly had great value, but applicants did not always fully consider the wider global context of their sites. Any future review should combine an open approach with a thematic framework identifying areas, both natural and cultural, in which the UK can potentially make a true contribution to global heritage. The Panel recommends some topics on which it would be helpful to carry out research before the next review of the Tentative List. (Recommendations 1 and 10)



## List of General Recommendations

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**Recommendation 1:** The Panel recommends that in order to inform future Tentative Lists, the Government and national heritage bodies explore the possibilities of developing research in appropriate ways into the following topics:

- Early 20<sup>th</sup> century architecture and architects
- The physical remains of the Cold War
- The representation of Sport on the World Heritage List.

**Recommendation 2:** The Panel recommends that the Government, working with the national heritage agencies, should commission a study of early railway remains in order to identify possible sites with the potential to demonstrate OUV and sufficient coherence to be manageable, and that it should consider adding such a proposal to the new Tentative List subject to the completion of a satisfactory feasibility study as recommended in 7.9.

**Recommendation 3:** The Panel recommends that a study of the industrial heritage of South Wales should be undertaken to examine the potential for developing a more holistic approach to preservation and presentation of the iron and steel industrial landscapes, building on the positive impact achieved by the inscription of the Blaenavon World Heritage Site.

**Recommendation 4:** The Panel recommends that the Government add UK elements of potential transnational sites to the Tentative List as and when a transnational nomination becomes a firm proposal, provided that they are satisfied that the place could make a substantial contribution to the OUV of the series of sites as a whole, and that the place is able to prepare a satisfactory feasibility study.

**Recommendation 5:** The Panel recommends that those compiling the Tentative List do so in consultation with the applicants for each site selected for the List, some of whom might require assistance even at this stage, as well as the national heritage agencies (cultural or natural as appropriate) and other relevant advisors.

**Recommendation 6:** The Panel recommends that applicants are asked to confirm that they are still willing and able to proceed with a potential nomination before the new Tentative List is submitted to UNESCO

**Recommendation 7:** The Panel recommends that the Government should establish a clear process for deciding the future programme of nominations and give as much notice as possible of that programme to allow time for effective preparation of nominations. This programme will need to be reviewed regularly in consultation with applicants as well as the national heritage agencies (cultural or natural as appropriate) and other relevant advisors.

**Recommendation 8:** The Panel recommends that the initial stage of this nomination process should be a feasibility study of the viability of each site included on the Tentative List. The feasibility study should include:

- the preparation of a draft Statement of OUV (including authenticity and/or integrity)
- a sufficient international comparative study
- assessment of legal protection and management arrangements, and
- assessment of the commitment of local authorities and other major stakeholders to future resourcing and sustainable management of the site.

**Recommendation 9:** The Panel recommends that more support should be made available to Overseas Territories in the development of proposals for cultural and natural sites from this Tentative List and for future Lists.

**Recommendation 10:** The Panel recommends that the Government, working with the national heritage agencies (both cultural and natural) and IUCN UK and ICOMOS-UK should identify opportunities for research on at least some of these thematic areas (see 7.12) to identify potential themes for a future Tentative List.

**Recommendation 11:** The Panel recommends that the Government of the day should consider combining a more thematic approach (based on the results of appropriate research) seeking applications in specific subject areas with an open application process for the next Tentative List Review.

# 1 Background and the context of the Tentative List Review

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## What is World Heritage?

- 1.1 World Heritage is an international system of mutual cooperation between states set up to identify, protect, manage, present and transmit to future generations places of Outstanding Universal Value (OUV) to all humanity, according to the terms of the 1972 UNESCO Convention concerning the Protection of Cultural and Natural Heritage (the World Heritage Convention). The Convention also encourages states to develop systems for the conservation of their natural and cultural heritage generally.
- 1.2 The best known aspect of the Convention is the World Heritage List of (currently) 911 places judged to be of OUV. World Heritage properties are the heritage of all humanity and it is the responsibility of the international community to safeguard them. This does not preclude change provided that the OUV of the property, including its authenticity and integrity, is not adversely affected.
- 1.3 Ten criteria have been agreed by the UNESCO World Heritage Committee as the basis for assessing OUV (Annex A). The Committee will consider a site as having OUV if it meets one or more of the ten criteria. World Heritage properties must also have integrity and, if cultural, authenticity, as well as adequate legal protection and an appropriate management system to protect their OUV. World Heritage properties can be natural or cultural or mixed (both natural and cultural). A sub-category of cultural sites is the cultural landscape which represents the 'combined works of nature and man' (World Heritage Convention, Article 1). Detailed advice on these and other requirements for nomination can be found in the Operational Guidelines for the implementation of the Convention.

## The Global Context

- 1.4 The World Heritage Convention recognises that the primary responsibility for the care and conservation of world heritage belongs to individual states. By joining the Convention, each government recognises its duty to protect World Heritage.
- 1.5 The operation of the Convention is overseen by UNESCO's intergovernmental World Heritage Committee, made up of 21 states elected in rotation by the 187 member states of the Convention. At its annual meeting, the World Heritage Committee decides which nominated sites shall be inscribed on the World Heritage List. The Committee also monitors how well World Heritage Sites are conserved and can intervene with individual governments if they consider there are potential threats to OUV. This is an increasing part of the Committee's workload as the number of World Heritage properties increases, and as the Committee endeavours to address some of the underlying problems and weaknesses that contribute to threats.
- 1.6 The World Heritage Committee is advised on nominations and the conservation of existing World Heritage properties by the International Union for the Conservation of Nature (IUCN) on natural sites, and the International Council on Monuments and Sites

(ICOMOS) on cultural sites. The International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), the third Advisory Body to the Convention, deals primarily with training. The secretariat for the Committee is provided by the UNESCO World Heritage Centre in Paris.

- 1.7 The World Heritage Committee has been concerned almost since it began work by the difficulties of achieving an appropriate geographical and thematic balance in the World Heritage List and between natural and cultural heritage. Generally Western European countries, including the UK, are perceived as being well- if not over-represented on the List. Over the years the Committee has provided assistance to under-represented countries and encouraged well-represented countries to slow down nominations. Since 2000 countries have been limited in how many nominations they can submit (currently a maximum of two per year).
- 1.8 In 1994 the Committee agreed a global strategy on nominations which set very broad priorities. For cultural sites, the general priorities were human co-existence with the land, and human beings in society. ICOMOS and IUCN have both analysed the World Heritage List and produced gaps studies (Annex H). The ICOMOS study does not identify specific cultural heritage priorities or provide direct guidance on specific types of heritage that should be nominated, but contains an important analysis of current representivity. The IUCN study identifies specific gaps in natural heritage sites. These provide clear priorities for nominations. ICOMOS and IUCN also publish thematic studies of particular categories of heritage which provide useful guidance.

### **The Nomination Process and Tentative Lists**

- 1.9 Sites can only be nominated for inclusion on the World Heritage List by a national government. Once nominated, they are rigorously evaluated by either ICOMOS (for cultural sites) or IUCN (for natural sites) or both (for mixed sites and cultural landscapes). ICOMOS and IUCN recommend to the World Heritage Committee whether or not a site should be inscribed on the World Heritage List. Only the Committee can actually decide whether or not a site has OUV and should be placed on the List. Success is by no means assured and over the years several UK nominations have failed or had to be revised and re-submitted.
- 1.10 Before any site can be nominated it must first be on the national Tentative List. This is a list of places which the Government considers that it might nominate over future years and has to be formally submitted to UNESCO. UNESCO expects Tentative Lists to be reviewed about once a decade.

### **World Heritage in the UK**

- 1.11 The United Kingdom ratified the World Heritage Convention in 1984. Since then 28 sites from the UK and its Overseas Territories have been inscribed on the World Heritage List (see Annex B for list). Of these, four are natural and one mixed which compares well to the rest of Europe. The Government is committed to implementing the World Heritage Convention and supporting the achievement of UNESCO's goals and aspirations. The Department for Culture, Media and Sport (DCMS) is responsible for the implementation of the World Heritage Convention. It works with other Government Departments, with the devolved Governments in Scotland and Wales and Northern Ireland with the support of Historic Scotland, Cadw and the Northern Ireland Environment Agency. It also works with English Heritage and the Joint Nature

Conservation Committee, as its official advisors, to achieve the proper management of the UK World Heritage Sites, and the UK National Commission for UNESCO which has a broader remit as advisor to Government on all UNESCO-related matters. A range of other cultural and natural heritage bodies, including the national UK committees of IUCN and ICOMOS, contribute to this work.

- 1.12 The protection and management of the World Heritage Sites is based on specific designations, and the use of the spatial planning system, with local authorities having the required planning policies and documents in their local plans. World Heritage Management Plans are required for each site to provide a holistic approach to their overall management by ensuring effective involvement of all key stakeholders. Normally, each property has a co-ordinator or co-ordinating unit.
- 1.13 The UK prepared Tentative Lists in 1986 and 1999 (see Annex C for lists).

### **The Government Review of UK World Heritage Policy**

- 1.14 In December 2008, the Government announced a review of its policy on World Heritage (Annex H). One of the four objectives of the Review was to make recommendations on future policy for nominations. In the light of UNESCO objectives for a credible and balanced World Heritage List, the Review offered three options:
- i) continue to nominate annually from our existing Tentative List;*
- ii) suspend new nominations for a period and focus instead on making the most of the sites we already have; or*
- iii) draw up a shorter and more focused Tentative List, streamlining the application process and spacing out our nominations so that we are not necessarily proposing a new site each year. (Annex H).*
- 1.15 The Policy Review was the subject of widespread public consultation which informed the Government's final decisions on policy. In the light of the public response, the Government announced in January 2010 that it would adopt option (iii) and continue to nominate from a new shorter and more focused Tentative List, but not necessarily every year. This is in line with UNESCO's policy to invite well-represented states voluntarily to reduce the number of their nominations (UNESCO 2008, para. 59)
- 1.16 The Government announced on 22 January 2010 that it was launching a competition to identify more cultural and natural heritage places of global importance. At the same time the Government stated that it would shortly advertise for applications to the Tentative List. Government also announced that the 2010 applications would be evaluated by an independent expert panel, drawn from across the UK, and asked for expressions of interest from relevant professionals. The Panel was to include experts on a range of cultural heritage sites, cultural landscapes and natural heritage sites and advise Ministers on the applications.
- 1.17 This report makes recommendations for a new Tentative List to DCMS Ministers and their colleagues, who will then decide which sites to include.

## 2 Aims and Objectives

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- 2.1 The overarching aim of Government in making the public announcements was to produce a new shorter Tentative List in tune with UNESCO and UK objectives. It intended:
- That the List would be developed in as open a way as possible with UK applications invited from local authorities and others across the UK and from the Overseas Territories and Crown Dependencies.
  - To put forward fewer UK nominations supported by a more streamlined application process to help ensure success.
  - That the selection process for sites would be rigorous to identify at an early stage those applications with a strong likelihood of success.
  - To complete the new Tentative List for submission to UNESCO in 2011 with the first nominations able to go forward from 2012.
- 2.2 In contrast to the previous UK Tentative List (1999), no thematic structure was developed before the invitation of nominations. The competition was open to all applications so that all proposals could be judged on an equal footing by the Expert Panel. The Government announced that no sites on the 1999 Tentative List should be carried through automatically to the new Tentative List. For technical reasons it subsequently proved necessary to carry forward two sites which have already been nominated to UNESCO for World Heritage status (Darwin's Landscape Laboratory and The Twin Monastery of Wearmouth – Jarrow). Darwin's Landscape Laboratory was deferred in summer 2010 by the UNESCO World Heritage Committee after the Government's announcement on the creation of a new Tentative List and is now under active discussion with UNESCO. The Twin Monastery is the UK's current nomination, submitted in January 2011. Descriptions of the sites are in Annex G. Any other sites on the 1999 List had to re-apply if they wished to remain in contention.
- 2.3 Local authorities and others throughout the UK, including the Overseas Territories and Crown Dependencies, were invited to nominate sites for assessment by an independent Expert Panel. The Application Pack and Information Sheets were published in March 2010 with a closing date for applications of 11th June, 2010 (Annex D). Thirty-eight applications were received (Table 4.1; Figures 1 and 2).
- 2.4 The application form was the first stage of a process designed to produce a list of sites in the UK, Crown Dependencies and Overseas Territories, capable of proceeding to nominations which could succeed to be inscribed on the World Heritage List by the UNESCO World Heritage Committee.
- 2.5 The second stage was the evaluation of the application forms by the Expert Panel. The membership of this nine-strong Expert Panel was announced on 30 November 2010 (Annex F). Members of the Panel were appointed in a personal capacity and not as representatives of any body with which they happened to be connected. The role of the Panel was to:
- Evaluate the applications using a standard template
  - Ensure the selection process for sites was sufficiently rigorous to identify at an early stage those applications with a strong likelihood of success.

- Make recommendations to DCMS Ministers and their colleagues of sites which could be included in the new Tentative List. (see Annex E for the Panel's Terms of Reference)
- 2.6 The third stage of the review will be the decisions of DCMS Ministers and their colleagues on the Panel's recommendations. The final stage will be the submission to UNESCO of the 2011 UK Tentative List and the announcement of the successful sites.
- 2.7 The process was led by the DCMS with support from the UK National Commission for UNESCO. DCMS was also supported by a Tentative List Steering Group with membership from the UK National Commission for UNESCO, other Government departments including the Ministry of Justice (responsible for Crown Dependencies), the Foreign and Commonwealth Office (responsible for Overseas Territories), the devolved Governments of Scotland, Wales and Northern Ireland, and English Heritage and the Joint Nature Conservation Committee (the official advisors to the DCMS on cultural and natural heritage respectively). The Steering Group was developed from a long standing Inter Departmental Liaison Group which has contained representation from both natural and cultural heritage bodies. The Panel suggests that it would be helpful if natural heritage bodies could be more actively involved in future liaison arrangements across Government.
- 2.8 Meetings of the Panel were attended by the Steering Group and an observer from ICOMOS-UK. Further contextual advice was received from IUCN UK, while one member of the Panel also provided a link to it. The Secretariat for the Review was provided from within the Steering Group by the DCMS and English Heritage (Annex F).

### 3 Methodology used to develop the list of sites recommended for the Tentative List

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- 3.1 The key elements in the development of the new Tentative List are the application form and the discussions and recommendations of the Expert Panel. The application form provided the basic information on each of the 38 sites in a standard format designed to provide essential information (the questions are listed at the front of Appendix 1). The Panel provided the professional judgement to assess the applications and draw up the list of sites recommended for inclusion on the Tentative List on the basis of consensus.

#### **The Process**

- 3.2 The Panel met three times. Their meetings were also attended by members of the Tentative List Steering Group, the Secretariat and an Observer from ICOMOS-UK (Annex F). The first meeting was used for induction and an initial introduction to the application sites. Between the first and second meetings Panel members completed a form detailing their initial assessment of each site. At the end of this initial appraisal, Panel Members scored the applications numerically against ten criteria using an on-line system. The assessment forms were used to aid a detailed discussion of the sites in the second Panel meeting. This debate resulted in initial recommendations on sites to be included in the Tentative List. The Panel also discussed more general matters around the whole process. After the second meeting the first draft of the Panel report was produced for comment and for use as a basis for further discussion at the Panel's third and final meeting. At that meeting, the recommendations to Ministers for the new Tentative List were finalised. After the meeting the final draft of the Panel's report was prepared and agreed by correspondence with Panel members.

#### **The Application Form**

- 3.3 The application form was the key document since it was designed to elicit basic and consistent information on each of the ten criteria assessed by Panel members:

##### ***Essential Criteria:***

Potential to demonstrate Outstanding Universal Value  
Demonstrable Authenticity  
Demonstrable Integrity

##### ***Necessary Criteria:***

Support of principal owners  
Support of local authorities  
Is the site potentially sustainable as a WH property?

##### ***Desirable Criteria:***

Support of the local community and other stakeholders  
Inscription would enhance conservation and management  
Inscription would bring demonstrable benefits  
Inscription would support UNESCO's policy for a balanced World Heritage List.

## Using the Forms

- 3.4 The forms were used first to assess the applications by each Panel member working on their own. The results of the initial scoring were then uploaded onto a Sharepoint system managed by the DCMS. The scores were weighted so that more prominence was given first to the essential criteria and then to the necessary ones and least to those which were considered desirable rather than necessary or essential (multi-criteria analysis). The available scores were used at the second meeting of the Panel to inform discussion. Panel members had a number of misgivings about the extent to which the scoring system provided a clear and objective pointer to the worth of a particular site since essentially it was using a quantitative means to assess qualitative issues. While the assessment forms including scores undoubtedly provided a useful structure for discussion, Panel members were unanimous that the key element of the assessment process was the use of their professional judgement both in completing the forms and in discussion with other professionals on the Panel to achieve a consensus view on each application.

## The Sequential Process

- 3.5 Panel members also agreed that the process was essentially sequential going through the following steps to assess first the necessary, then the essential, and lastly the desirable criteria:
- Has the application demonstrated potential OUV?
  - If so, what criteria for OUV might be satisfied?
  - Have conditions of Authenticity/ Integrity been demonstrated?
  - Has an adequate initial comparative analysis been undertaken?
  - Are satisfactory legal protection/ management arrangements in place?
  - Are there other demonstrable benefits such as contributing to UNESCO's objectives and priorities?
  - How do applications relate to policy context and priorities for the UK?
- 3.6 In most cases the basic judgement made by the Panel was whether a site had the potential to demonstrate OUV, including the conditions of authenticity and/or integrity. If it did not do so, there was little point in considering its other qualities. If it did satisfy this basic test, then it was useful to look at the other aspects to decide whether or not the site should be recommended for inclusion in the Tentative List.
- 3.7 There were two exceptions to this. Firstly, in the case of the four sites proposed as part of potential transnational nominations or considered by the Panel as being more appropriate for a transnational approach (see Table 5.2), the effective test was whether the application had the potential to make a substantial contribution to the overall OUV of the transnational proposal. Secondly, in a number of other cases, the Panel felt able to suggest that in future a differently structured application might have the potential to demonstrate OUV and so could be considered for a future Tentative List.



## **Criteria for Outstanding Universal Value**

- 3.8 Once the Panel had decided that a site did have the potential to demonstrate OUV, it considered the World Heritage criteria for OUV (see Annex A) under which it might eventually be nominated. The Panel then recommended appropriate criteria which have been included later in this report (Table 5.1 and Appendix 1). In many cases these were fewer in number than those proposed by the applicant and in some cases the Panel judged that only parts of the case put forward could be substantiated, particularly when sites had been proposed under both natural and cultural criteria.

## **Other recommendations**

- 3.9 Apart from the recommendations on individual sites, the Panel discussed a number of more general issues which are summarised later in this report. Some of these have resulted in specific recommendations which are summarised in Section 7.
- 3.10 Finally, the Panel noted that Darwin's Landscape Laboratory and The Twin Monastery of Wearmouth – Jarrow (see Annex G) from the 1999 Tentative List must be included in the new Tentative List for technical reasons (see 2.2 above)

## 4 The Application Sites

4.1 Thirty-eight applications were received by the deadline in June 2010. These are listed in Table 4.1 below, along with the criteria against which Applicants sought to demonstrate potential Outstanding Universal Value (OUV). Appendix 1 contains, in Part A of each entry, more detail on the individual applications including the Applicants' descriptions of their sites (some abbreviated), and relevant parts of their arguments for OUV, authenticity, integrity and the criteria. Part B of the entries summarises the Panel's views on each application and the Panel's recommendations (see also Tables 5.1, 5.2, 5.3).

**Table 4.1 Applications for inclusion on the UK Tentative List of Potential Sites for World Heritage Nomination, showing OUV criteria proposed**

ID No.	Site name on application form	Country	Cultural Criteria						Natural Criteria				C L	
			i	ii	iii	iv	v	vi	vii	viii	ix	x		
	<b>CL = Cultural Landscape</b>													
1	Arbroath Abbey	Scotland						x						
2	Blackpool	England			x	x	x	x						x
3	Brontë Landscape and Haworth Village	England						x						x
4	Chatham Dockyard and its Defences	England		x		x								
5	Chester Rows	England		x	x	x								
6	City of York: subsurface archaeological deposits	England	x	x	x	x	x	x						
7	Colchester - Camulodunum and Colonia Victricensis	England		x	x	x		x						
8	Creswell Crags	England			x									
9	England's Lake District	England		x	x	x		x						x
10	Former RAF Upper Heyford	England				x								
11	Gorham's Cave Complex	Gibraltar		x	x	x	x							
12	Gracehill Conservation Area	N Ireland		x				x						
13	Historic Lincoln	England		x		x		x						
14	Island of Saint Helena	St Helena						x						x
15	Jodrell Bank Observatory	England	x	x		x		x						
16	Malone and Stranmillis Historic Urban Landscape	N Ireland	x		x	x		x						
17	Merthyr Tydfil	Wales	x	x	x	x	x	x						x
18	Merton Priory	England	x	x	x			x						
19	Mousa, Old Scatness and Jarlshof: The Crucible of Iron Age Scotland	Scotland	x	x	x	x								x
20	Offa's Dyke England/Wales Border Earthwork	England/Wales			x	x		x						
21	St Andrews, Medieval Burgh and Links (Home of Golf)	Scotland			x	x		x						x
22	Slate Industry of North Wales	Wales		x	x	x	x	x						x
23	The Birmingham Jewellery Quarter	England			x	x								
24	The Birth of the Railway Age: genesis of modern transport	England	x	x		x								
25	The Buildings of Charles Rennie Mackintosh	Scotland	x	x		x								
26	The Dover Strait	England/France		x	x	x	x	x	x	x	x			x
27	The Flow Country	Scotland										x	x	

28	The Forth Bridge (Rail)	Scotland	x			x												
29	The Fountain Cavern - Anguilla, British West Indies	Anguilla	x	x	x													
30	The Great Western World Heritage Site: Genesis of Modern Transport	England	x	x		x												x
31	The heroic period of civil and marine engineering in England 1822-1866: serial nomination of four interrelated sites within the City of Bristol	England	x	x		x				x								
32	The Hill of Derry – Londonderry	N Ireland				x		x										
33	The Laxey Valley	Isle of Man		x				x										x
34	The Norfolk and Suffolk Broads	England						x	x								x	x
35	The Royal Sites of Ireland – Navan Fort	N Ireland			x	x		x										x
36	Turks and Caicos Islands Cultural and Natural Heritage	Turks & Caicos	x	x	x	x	x	x	x	x	x	x	x	x				
37	Tynwald Hill and environs: Norse Assembly Sites of North West Europe	Isle of Man			x	x		x										
38	Wye Valley and Forest of Dean	England/Wales	x	x	x	x		x	x	x	x	x						x

### Geographical distribution and types of site

- 4.2 Of the 38 sites, slightly below 50% were for sites in England. Four applications were received for sites in Northern Ireland, six for Scotland, two for Wales and six for sites in the Overseas Territories or the Crown Dependencies. Two were on the borders of England and Wales, with one transnational nomination (England-France). Three sites were proposed as part of transnational nominations yet to be firmly prepared.
- 4.3 Thirty sites were submitted under cultural criteria for OUV, seven were submitted as mixed sites and there was a single site in Scotland submitted solely on natural criteria. Eleven of the cultural and mixed sites were also submitted as cultural landscapes. The geographical breakdown – which is a good spread of areas - and type of sites was:

**Table 4.2 Geographical distribution and types of site**

Country	Cultural site	Natural site	Mixed site	Also as a Cultural landscape	Totals
England	15	0	2	4	17
Northern Ireland	4	0	0	1	4
Scotland	4	1	1	1	6
Wales	2	0		2	2
England and Wales	1	0	1	1	2
England and France	0	0	1	1	1
Overseas Territories and Crown Dependencies:					
Anguilla	1	0	0		1
Gibraltar	1	0	0		1
Island of St Helena		0	1		1
Isle of Man	2	0	0	1	2
Turks and Caicos Islands		0	1		1
<b>Totals</b>	<b>30</b>	<b>1</b>	<b>7</b>	<b>11</b>	<b>38</b>

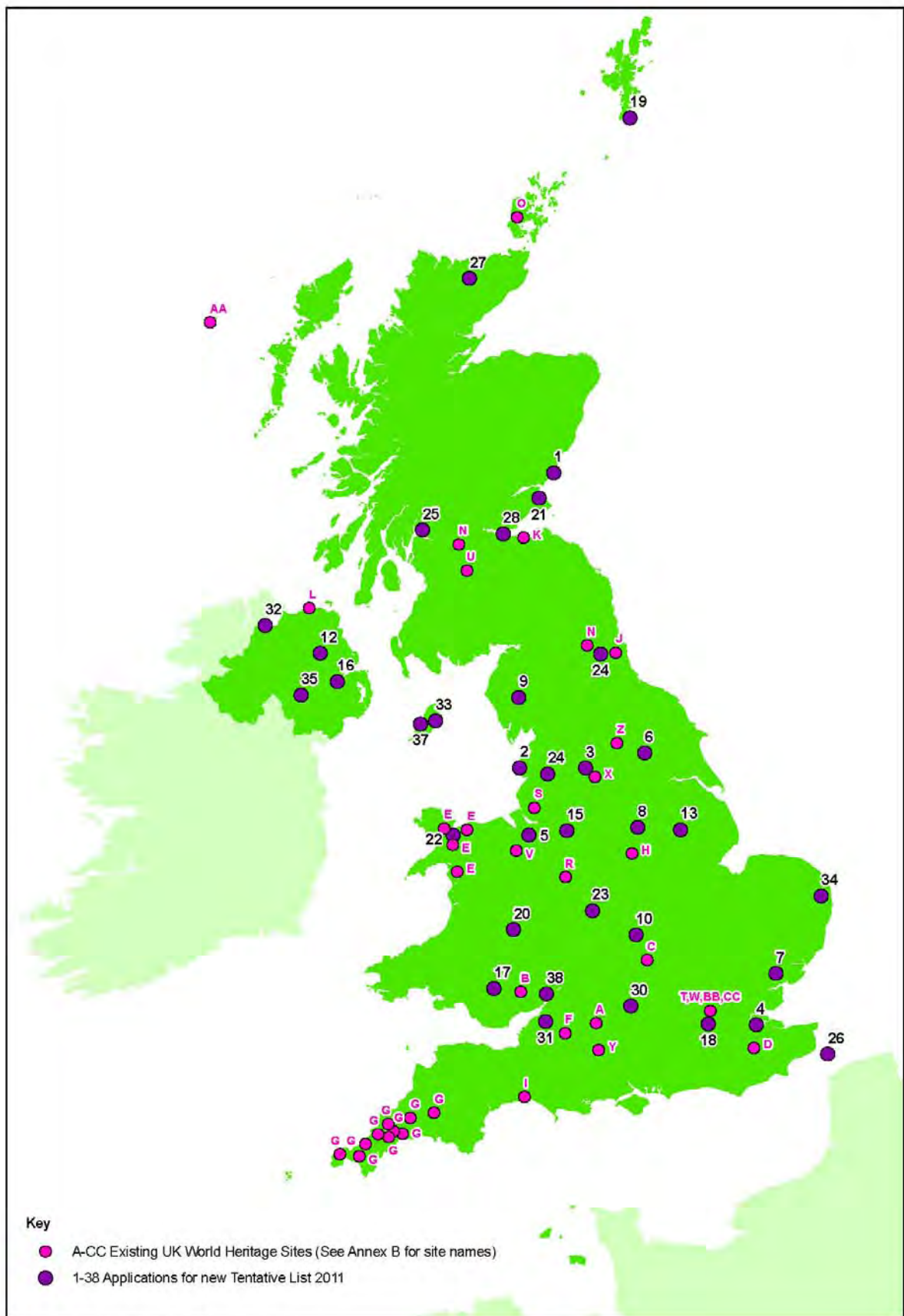


Figure 1: UK and Crown Dependencies

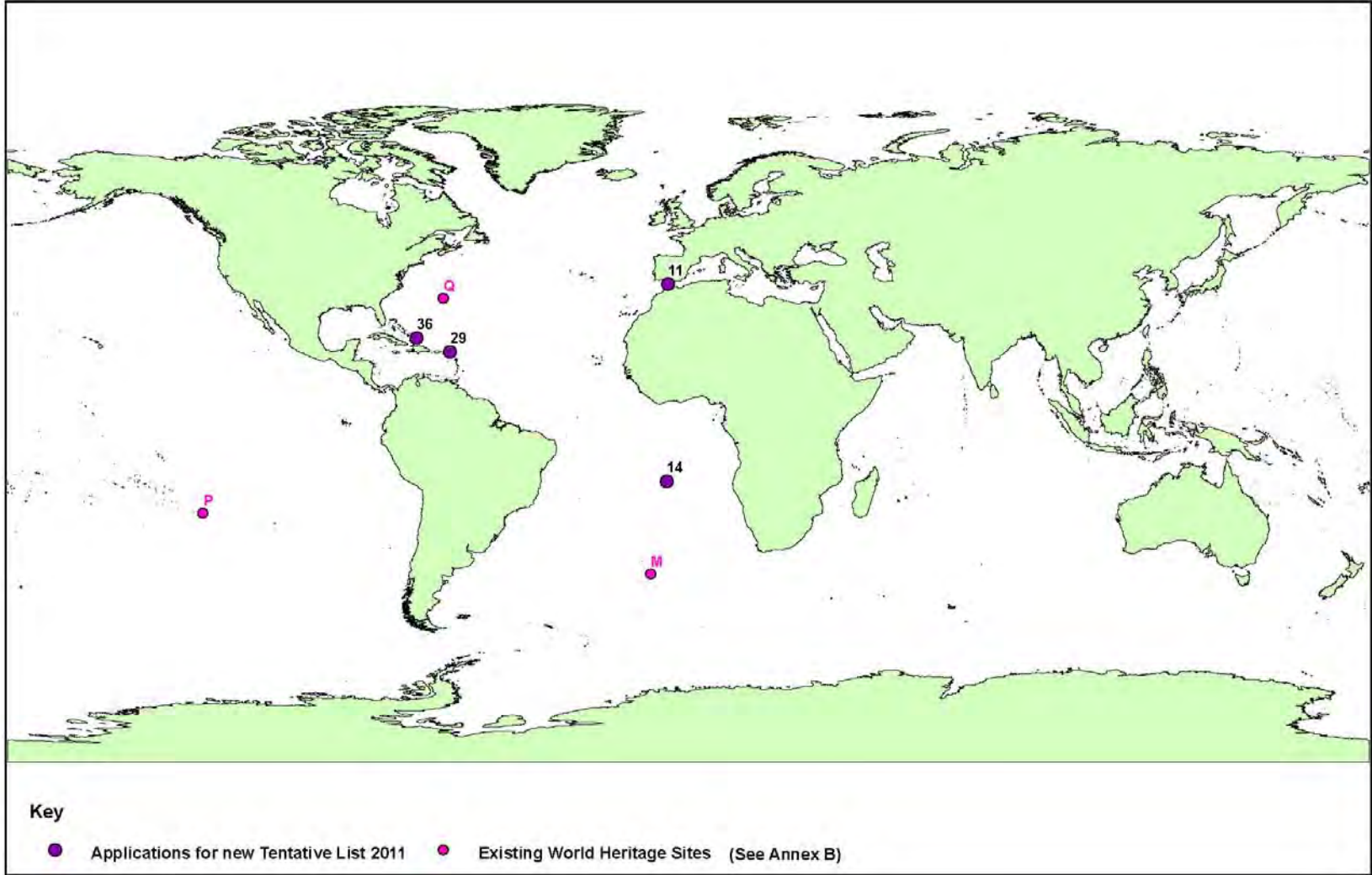


Figure 2: Overseas Territories

## **Natural and mixed sites**

- 4.4 Over 20% of the applications proposed the use of natural criteria either on their own or as part of a mixed site. This proportion was higher than the percentage of UK natural and mixed sites currently on the World Heritage List (17%) and close to the global average on the List. However, many of the proposals for use of natural criteria lacked understanding of what was required and tried to apply them to features only of national or regional significance.
- 4.5 None of the proposed properties lie within the strictly defined IUCN priority biomes of Tropical Grassland/Savannah; Lake Systems; Tundra and Polar Systems; Temperate Grasslands; and Cold Winter Deserts, even though IUCN specifically recommended two British Overseas Territories in their priority list of candidate sites (South Georgia and Chagos Atoll). The Panel noted that over the last half century very considerable amounts of data have been built up on the condition, significance and survival of various types of natural heritage. IUCN make use of this data in their assessment of natural nominations. Because of the nature of natural heritage comparisons are always made on a global scale in contrast to the more relativistic approach needed for cultural heritage. This may exclude consideration of some smaller but important biomes although there exist other international instruments (e.g. UNESCO Biosphere Reserves, the RAMSAR wetland convention and – in Europe - the Natura 2000 network) which can be used to recognise their international significance.
- 4.6 The Panel recognised that there were difficulties with regard to natural nominations from the mainland UK, including Northern Ireland and Crown Dependencies, since these are landscapes long settled and heavily modified by humans. While the Panel considered that there were some habitats such as blanket bog (represented in the applications for the Flow Country), intertidal flats and salt marshes, and temperate rain forests which might have the potential for future nominations, they would need to demonstrate OUV in a global context and have sufficient integrity. It is probably from the Overseas Territories, some of which are much less heavily modified by humanity, that future successful natural or mixed nominations might come. These point up a need, further discussed in Section 7, for a more systematic approach to identifying potential candidates before the next Tentative List review.

## **Cultural sites**

- 4.7 The sites being considered under cultural criteria showed a wide range in period, from two representatives of the later Palaeolithic (60,000 to 20,000 BC), through later prehistoric, Roman and medieval sites and a number of industrial and modern sites. Some of these relate to categories perceived to be gaps in the current World Heritage List, including the Palaeolithic cave sites (Creswell Crags, England and Gorham's Cave Complex, Gibraltar), the northern European Iron Age (Mousa, Old Scatness & Jarlshof), the early medieval period and the industrial and modern periods (for example Slate Industry of North Wales, Former RAF Upper Heyford).
- 4.8 Urban and rural sites were submitted, as well as a small number of serial nominations (separately located but related sites in which the series as a whole has OUV). A number of themes relating to the cultural heritage was evident. These included:

- Early humans - both Neanderthal man and Late Palaeolithic modern humans - artistic values and exploitation of their landscapes (eg Gorham's Cave Complex, Gibraltar and Creswell Crags, England).
- Early architecture and society (eg Mousa, Old Scatness and Jarlshof)
- The development of nationhood, democracy and parliamentary systems (eg Arbroath, Lincoln, Merton Priory, Tynwald Hill, the Royal Sites of Ireland, Offa's Dyke).
- Pilgrimage (eg St Andrews)
- Indigenous peoples of the Caribbean (eg Fountain Cavern, Anguilla).
- Commercial/ retail buildings and adaptations (eg Chester Rows).
- Naval power at a time of European expansion and technological advancement (eg Chatham Dockyard).
- Industrialisation and social change (eg Blackpool, Merthyr Tydfil, the Laxey Valley and Slate Quarries of North Wales).
- The development of tourism (eg Blackpool, Lake District, Wye Valley and Forest of Dean).
- Science, technology and engineering (eg Chatham Dockyard, Forth Bridge, Jodrell Bank, the Birth of the Railway Age, the Great Western Railway, the Heroic Period of Civil & Marine Engineering ).
- Cultural landscapes combining qualities of a working landscape, its contribution to the Picturesque and Romantic movements and to the development of conservation (eg Wye Valley & Forest of Dean, the Lake District).
- Late 19<sup>th</sup> & early 20<sup>th</sup> century architecture (eg Buildings of Charles Rennie Mackintosh, Malone and Stranmillis).

### **The nature of the applications – quality, achievability**

- 4.9 The Panel made a number of observations on the applications. The quality and completeness, and cogency of argument were highly variable. Some of this may be attributable to the nature of the form and restrictions on word length, but there were clear divisions between some (but not all) applications where a substantial amount of work has already been undertaken and those at the beginning of the process. The Panel did make allowances for this, and were indeed surprised to note that some applications which have been in hand for a number of years were not better focussed and more coherent.
- 4.10 The intention of a standard form was to focus applicants on key issues, the most significant being whether a site has the potential to demonstrate OUV, everything else being dependant upon this in a sequential process. Despite the guidance available to applicants it is clear that the concept of OUV is not well understood and is one which many find difficult to express with clarity or cogency. This is also reflected in the choice of criteria. Some sites have applied under only one or two criteria; others have covered all options and used all ten criteria which potentially detracts from the arguments for OUV. Many of the proposals lacked understanding of what was required and tried to apply criteria to places and features of only national or regional significance. Additionally there was a lack of reference to the guidance in the Operational Guidelines and to published thematic studies undertaken for the World Heritage Committee by ICOMOS and IUCN, as well as a lack of awareness of the current UNESCO World Heritage List or of the global strategy. Some applications did not appear to understand the concept of serial sites. Most applications had not made

sufficient use of the considerable amount of guidance that is available, for example on the websites of the World Heritage Centre, ICOMOS or IUCN.

- 4.11 A small number of applications contained the same elements or themes – causing overlap and confusion. For example the Great Western World Heritage Site and the Heroic Age of Civil and Marine Engineering overlapped in component parts. This is perhaps an inevitable result of a bottom-up process where individual applicants cannot co-ordinate or communicate as they are unaware of other applications.

### **Cultural landscapes**

- 4.12 There were eleven applications proposing sites as cultural landscapes. The Panel noted that there is considerable guidance on World Heritage cultural landscapes - 'the combined works of man and nature, illustrative of the evolution of human society and settlement over time' (Operational Guidelines, para 47 and Annex 3; see also Fowler 2004, UNESCO 2004a, 2004b, 2008, 2009). Unfortunately, this did not appear to have been much used by applicants. The result was that many of the aspirations towards cultural landscapes were misplaced. As a long and heavily-settled country, the UK has considerable potential for sites to be nominated as cultural landscapes and this needs to be further developed before the next Tentative List is developed (see Section 7).

### **Motivation for seeking World Heritage Status – perceived benefits**

- 4.13 The Panel noted that a considerable number of applications appeared to see World Heritage nomination and inscription as a means of driving up conservation and management standards for a site – or even its preservation. This approach is fundamentally flawed. Nomination documents must demonstrate that effective conservation and management regimes are already in place.
- 4.14 The benefits section of the application appears to have caused some confusion. Many applicants ticked all boxes but rarely were the perceived benefits explained adequately. More clarity of thought should have been given to potential benefits. This inadequacy may be a function of the form which suggested some potential benefits, but it is a cause for concern given the study of benefits (PWC 2007), again available to all applicants on the DCMS website. This area is one which for future Lists might have a greater profile in any application. Many applicants did not recognise that World Heritage status relates primarily to the protection and conservation of, and access to sites for global benefit (including education and sustainable use).
- 4.15 The Panel also noted with some concern that a number of applications had not fully grasped the likely costs of either the initial nomination or of ongoing management once a property was inscribed on the List. PWC (2007) considered that preparation of a nomination file could cost between £425,000 and £550,000, while a Management Plan might cost around £250,000. These costs include staff time and are likely to be spread over several years but are still substantial. It is essential that adequate resources are provided from the outset. Costs do not end with inscription as there is then a commitment to a very high standard of ongoing management monitored through periodic reporting to the UNESCO World Heritage Committee. Annual management costs were judged by PWC to range from the order of £13 - £26,000 right up to over £600,000 per annum, depending on the character of the individual



property. The Panel believes that Government and national heritage bodies should test very carefully the commitment of bid partnerships to provide the necessary resources for nomination and for subsequent management before serious work starts on any proposal.

- 4.16 Other weaknesses included the section on comparative studies, which is essential in the formal process of nomination. In an initial application it is perhaps not reasonable to expect a fulsome comparative study and by their very nature applicants will want to stress the unique qualities of their sites. But this area is one which should be taken forward in depth at an early stage in any site's progress, as part of a feasibility study in order to ensure the site satisfies the requirements of the guidance on comparative analysis (see 5.21-2 below).

### **Relevance to UK Government Policy**

- 4.17 UK Government policy is to support the objectives of the Convention and the wish of the UNESCO World Heritage Committee to achieve a more balanced World Heritage List, both geographically and thematically. The number of applications from Overseas Territories would support the development of the World Heritage List in under-represented parts of the world such as the Caribbean. This is also true of one of the three proposals for transnational sites which could include a South African component. Natural sites are discussed above. There were few cultural applications for Gothic cathedrals or walled medieval towns. As noted in 4.3 above, some of the cultural applications could help to fill obvious gaps on the World Heritage List.

### **Relevance to wider UNESCO objectives and priorities**

- 4.18 Few of the applications appreciated the need to consider UNESCO's wider objectives for a credible and balanced list, or UNESCO's greater aspirations and goals and the contribution the sites might make in those areas. UNESCO's primary objective is to contribute to peace and security by promoting collaboration among the nations through education, science and culture. Its Medium Term Strategy includes strengthening the contribution of culture to sustainable development and sustainably protecting and enhancing cultural heritage.

### **The need for continuing support in preparatory work**

- 4.19 The Panel noted above (4.10) the need for adequate resourcing of nominations and ongoing management of candidate sites. Some of this may come from national or voluntary heritage bodies, natural and or cultural depending on the nature of the site. Those bodies also have a very important role in guiding the development of nominations and management plans both in assisting and advising on the preparation of drafts, and also in evaluating documentation before it is completed and sent to UNESCO. The national committees of ICOMOS and IUCN also have a role to play here. The Panel noted that Overseas Territories will also need special support in this area.

## 5 Recommendations for the new Tentative List

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- 5.1 The Panel has made recommendations for the application sites under three categories:
- 1 Sites with clear demonstrable potential OUV recommended for inclusion in the Tentative List (11 sites; Table 5.1)
  - 2 Sites that might have the potential to be part of a transnational nomination in the future (4 sites; Table 5.2)
  - 3 The remaining sites not recommended for this new Tentative List, but some of which may have the capacity to be re-submitted in some form for a future Tentative List if further work is done ( 23 sites; Table 5.3)
- 5.2 Table 5 provides a brief summary of the views and recommendations of the Panel. These are extracts from the more detailed summary of the applications and the responses of the Panel in Appendix 1.
- 5.3 Sites in the first category are recommended by the Panel to DCMS Ministers for consideration for inclusion in the new UK Tentative List. Following discussions with colleagues in other Government departments and the Devolved Administrations, the sites to be included in the new Tentative List will be announced.

### **Sites recommended for inclusion on the new UK Tentative List**

- 5.4 There are 11 sites recommended for consideration for inclusion in the new Tentative List: Chatham Dockyard and its Defences, Creswell Crags, England's Lake District, Gorham's Cave Complex, Gibraltar, the Island of St Helena, Jodrell Bank Observatory, Mousa, Old Scatness & Jarlshof: the Crucible of Iron Age Scotland, the Slate Industry of North Wales, the Flow Country, the Forth Bridge (Rail) and the Turks & Caicos Islands.
- 5.5 As recommended by the Panel the sites comprise eight cultural sites and three natural sites. Four sites are in England, three in Scotland, one in Wales and three in the Overseas Territories. The natural sites are in Scotland, St Helena and the Turks and Caicos Islands. All sites in England and Wales are cultural sites, including two cultural landscapes – England's Lake District and the Slate Industry of North Wales. The remaining Scottish sites are all cultural sites, and one Overseas Territory is also recommended for inclusion as a cultural site: Gorham's Cave Complex, Gibraltar.
- 5.6 Themes represented by the cultural sites include:
- Early humans - both Neanderthal man and Late Palaeolithic modern humans - artistic values and exploitation of their landscapes (Gorham's Cave Complex, Gibraltar and Creswell Crags, England).
  - Early architecture and society (Mousa, Old Scatness and Jarlshof)
  - Naval power at a time of European expansion and technological advancement (Chatham Dockyard).
  - Industrialisation and social change (Chatham Dockyard, Slate Industry of North Wales).
  - Science, technology and engineering (Chatham Dockyard, Forth Bridge, Jodrell Bank).

- Cultural landscapes combining qualities of a working landscape, its contribution to the Picturesque and Romantic movements and to the development of landscape conservation (Lake District, Slate Industry of North Wales).

5.7 Of the sites recommended for inclusion, four were on the 1999 UK Tentative List (Chatham, Lake District, Flow Country and the Forth Bridge). Two, the Lake District and part of St Helena, were on the 1986 List. The Lake District has been previously nominated and deferred by UNESCO (1987 and 1990). High Peak and Diana's Peak on St Helena was nominated in 1987 but UNESCO recommended deferral and the nomination was not pursued. The other six sites have not been on previous UK Tentative Lists. Further details of previous Lists are set out in Annex C.

**Sites which might have potential to be part of a transnational nomination in the future (but which are not recommended for inclusion in this new Tentative List at present)**

5.8 Four sites (the Fountain Cavern, Anguilla, the Royal Sites of Ireland – Navan Fort, Gracehill Conservation Area (both Northern Ireland) and Tynwald Hill, Isle of Man) are recommended for future consideration for inclusion at a future date on the new Tentative List should firm transnational nominations be prepared. Three of these were put forward as potential transnational sites. The fourth (the Fountain Cavern, Anguilla) has been identified in regional thematic studies of the Caribbean as best fitting into a transnational nomination rather than going forward on its own. The Panel noted that Navan had previously been on the 1986 Tentative List, but was turned down by the World Heritage Committee. The Panel did not consider that these four sites on their own demonstrated potential OUV. For them to be part of a successful transnational nomination, it would be necessary to demonstrate that they could make a substantial contribution to the OUV of the series of sites as a whole and the Government would need to be satisfied of this before adding any of them to the UK Tentative List. Further work would also be required on authenticity and integrity.

**Sites which may have the capacity to be re-submitted in some form for a future Tentative List once further work is done**

5.9 The Panel considered that some sites may have the capacity to be re-submitted for a future Tentative List, but would require substantial further work or amendment to the areas defined.

5.10 In the case of Former RAF Upper Heyford, there is a need for research to establish the extent to which the site may have a truly global significance. The Cold War was undoubtedly of global significance but research would establish which places provide the best physical evidence of this.

5.11 At a national level there is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. The two sites put forward on this occasion (The birth of the Railway Age and the Great Western Railway World Heritage Site and Merthyr Tydfil) may be capable of making a contribution to such a proposal but not in their current form. The Panel recommends that if such a coherent proposal can be developed, the Government should consider

adding it at a future date to this new Tentative List, provided that it has the potential to demonstrate OUV and is manageable.

- 5.12 Two sites (City of York: subsurface archaeological deposits and the Wye Valley & Forest of Dean) might consider a future application to the UK tentative List with substantially revised component parts.

### **Sites which do not offer demonstrable potential OUV**

- 5.13 Seventeen sites were considered not to have the potential to demonstrate OUV. They include cultural and mixed sites - nine in England, two in Northern Ireland, three in Scotland, one on the England/Wales borders, one in the Isle of Man and one potential transnational site. The detailed reasons are set out in Appendix 1.
- 5.14 In considering the case of Merthyr Tydfil the Panel recognised that the town has undoubtedly made a nationally and internationally significant contribution to industrial history and to the early development of railways. But the evidence remaining is now very fragmentary. For this reason the Panel could not judge the proposed site as having the potential to demonstrate OUV. The Panel recommends that a more holistic approach to the preservation and presentation of the iron and steel and railway industrial heritage of South Wales might be developed, based not just on the Blaenavon WHS, but also on other significant sites including Merthyr Tydfil. One way might be to extend the European Route of Industrial Heritage (ERIH), for which the former is a hub, to include Merthyr Tydfil. (Section 7, Recommendation 3)
- 5.15 The Panel recommended that Arbroath Abbey and Merton Priory should consider applying for inclusion on the UNESCO Memory of the World Register, considering this to be a better form of commemoration for them.

### **Next stages – some observations on process**

- 5.16 The Panel understands that once DCMS Ministers have agreed which sites will go forward to the new UK Tentative List, it will be necessary to draw up the formal Tentative List for submission to UNESCO. This will need to be in UNESCO's specified format. This requires information on location, description, justification of OUV, including criteria met, statements of authenticity and / or integrity, and comparison with other similar properties for each site. In some cases this will require more information than has been provided in the application. The Panel therefore considers that it will be essential for those compiling the Tentative List to do so in consultation with the applicants for each site selected for the Tentative List, some of whom might require assistance even at this stage, as well as the national heritage agencies (cultural or natural as appropriate) and other relevant advisors.
- 5.17 The Panel also considers it essential to confirm with applicants that they are still willing and able to proceed with a potential nomination before the new Tentative List is submitted to UNESCO. This is particularly important in the current economic situation since many applications have been promoted by local authorities. Some may not be able to proceed immediately but would hope to be able to do so in a number of years.
- 5.18 Once the draft Tentative List is completed, it will be sent to the UNESCO World Heritage Centre in Paris. The Centre will check that the Tentative List fulfils their

technical requirements, and that all the necessary information has been supplied. If this is the case, the Centre will then register the Tentative List at which point it will come into force. The Centre will transmit the List to ICOMOS and IUCN for information, as well as to the World Heritage Committee for noting.

- 5.19 It is for the Government to decide when and if sites from the Tentative List are nominated to the World Heritage List. The order and timescale for future nominations will be decided in discussions between DCMS, other Government departments, the devolved administrations and the various national heritage bodies (natural and cultural), and the applicants. Decisions will clearly depend on a number of factors including Government policy on UNESCO and the World Heritage Convention, the state of readiness of individual proposals, published guidance from ICOMOS and IUCN and the ability to resource the preparation of nominations and management plans. It is Government policy that any nomination going forward to UNESCO must have a management plan in place before the nomination is submitted.
- 5.20 Inevitably the information provided in the application form is in most cases an initial assessment of the case for World Heritage. On the basis of that information, the Panel has only been able to make a high level assessment of whether a place has the potential to demonstrate OUV. Very considerable work is needed to move from this stage to a full nomination supported by an effective management system, including a management plan. The dossier will need to demonstrate the potential for OUV, which will need to be tested not just nationally but against international comparators in a comparative analysis, but also that there is authenticity and/ or integrity, adequate legal protection and an appropriate management system to protect OUV and use the site sustainably. Advice from ICOMOS and IUCN will be an invaluable source. Ideally this system should be in place and fully operational before a site is nominated to UNESCO.
- 5.21 It is essential that any nominations going forward are thoroughly prepared and have the support of all the relevant stakeholders, including the Government. Nomination can take several years and it is essential that it is done thoroughly to minimise the risk of failure. The case for any site should be tested thoroughly before the applicants start to work up a full nomination which can take several years. The Government should therefore establish a process to carry out an initial evaluation (subsequently referred to here as a 'feasibility study') before agreeing that work begins on a full nomination. On the basis of this assessment, the Government should then establish the potential order of nominations for as far ahead as possible.
- 5.22 This test should be applied to all sites on the new Tentative List. The initial evaluation should include:
- a draft Statement of Outstanding Universal Value, including authenticity and/or integrity,
  - an outline comparative study sufficient to show the international context of the proposal,
  - a clear assessment of actual and proposed legal protection and management arrangements,
  - demonstration of local authority commitment to protect the candidate site,
  - support of all major stakeholders,

- an indication of the resources likely to be available for preparing a nomination, and for future management of the site.

This should be evaluated by the Government and the relevant heritage body and/or other advisors before further work is undertaken on developing a nomination. Proceeding in this way should minimise the risk of wasting resources on proposals which are found on closer examination not to be viable. It is better to establish that a site does not demonstrate the necessary qualities for a credible nomination at an early stage than after the expenditure of prodigious amounts of time and money on developing a nomination which then fails when it reaches the World Heritage Committee

- 5.23 The Panel recommends that the Government should, in liaison with the applicants, establish a clear process for deciding the future programme of nominations and give as much notice as possible of that programme to allow time for effective preparation of nominations. This programme will need to be reviewed regularly.
- 5.24 The Panel strongly recommends therefore that the initial stage of this process should be a feasibility study of its viability, including the preparation of a draft Statement of OUV, including authenticity and integrity, a sufficient international comparative study, assessment of legal protection and management arrangements, and of the commitment of local authorities and other relevant stakeholders to future resourcing and sustainable management of the site

**Table 5: Summary of recommendations of the Expert Panel**

Details of the applications and of the Panel's views and recommendations may be found in Appendix 1.

Key: C = cultural; CL = Cultural Landscape; N = natural; Mixed = having both natural and cultural values  
Criteria = Possible criteria for sites proposed for Tentative List recommended by Panel

<b>Table 5.1: Sites recommended for inclusion on the Tentative List</b>			
<b>Site No</b>	<b>Site name; and type as recommended by Panel</b>	<b>Criteria</b>	<b>Brief comments and recommendations by the Panel</b>
4	<b>Chatham Dockyard and its Defences</b> , England (C)	ii, iv	An outstanding example of a naval dockyard at a time when naval power was crucial to the rise to global power of European nations and also in its time one of the largest integrated industrial complexes anywhere. It is important to ensure that the site can be managed sustainably given development pressures in the area.
8	<b>Creswell Crags</b> , England (C)	iii	Great importance as evidence of human activity at the northern edge of their range during and after the Ice Age. There needs to be a very thorough comparative study of sites of this period in northern Europe. The potential for long-term commercial operations in the vicinity would need to be dealt with in any nomination.
9	<b>England's Lake District</b> , England (CL)	ii, vi and consider v CL	There is potential for OUV in a combination of the qualities of the working landscape, its contribution to the picturesque and romantic movements, and to the development of conservation. The case for having coterminous boundaries with the National Park should be carefully reviewed. There are similar landscapes across Europe which had also inspired the conservation movement and there needs to be a good

			comparative study supporting any nomination, and developing a solid case for associative values.
11	<b>Gorham's Cave Complex</b> , Gibraltar, British Overseas Territory (C)	iii	The complex is very important because of the long sequence of occupation and the evidence for the end of Neanderthal humans, and the arrival of modern humans. It is essential that future archaeological work is controlled by a peer-reviewed research design and management plan to ensure that the potential OUV is not damaged by excessive investigation.
14	<b>Island of St Helena</b> , British Overseas Territory (N)	x	Potential OUV under natural criteria only because of the high number of endemic species and genera and the range of habitats, from cloud forest to desert, representing a biome of great age which exists nowhere else on earth. There should be further investigation of the cultural values to see if there is a case for future nomination as a cultural landscape under cultural criteria. Questions of integrity will need to be addressed in the nomination, especially as a previous nomination failed on that score. Future sustainable management will have to be carefully managed if access to the Island is improved.
15	<b>Jodrell Bank Observatory</b> , England (C)	i, ii, iv, vi	Jodrell Bank is tangible evidence of a major modern scientific development which has greatly enlarged human understanding of the universe. The proposed boundaries should be carefully reviewed with regard to the inclusion of the Arboretum. The activities of other States Parties in the field of World Heritage and Astronomy should be considered.
19	<b>Mousa, Old Scatness and Jarlshof: the Crucible of Iron Age Scotland</b> , Scotland (C)	iii, iv	The site has great importance for its monumental Northern European Iron Age architecture outside the Roman Empire. The three sites preserve the outstanding examples of broch architecture and its development over time and should be included under cultural criteria only. The title of the application is misleading.
22	<b>Slate Industry of North Wales</b> , Wales (CL)	ii, v	The physicality of the landscape is impressive and is good evidence of an industry of international significance and its supporting social structure. It would be necessary to define carefully which areas should be included in any nomination. The case would need support from a thorough comparative study.
27	<b>The Flow Country</b> , Scotland (N)	ix, x	This is the best and largest surviving example of a blanket bog system, the most globally important ecosystem in mainland Britain, with a wide range of different mire types and continuous undisturbed transition of vegetation types from post-glacial tundra, through woodland, to blanket peat formation. In any evaluation it will be important to demonstrate the global importance of the site and to demonstrate its integrity.
28	<b>The Forth Bridge (Rail)</b> , Scotland (C)	i, iv	The Forth Bridge is a major and pioneering bridge design, as the first monumental scale steel cantilever bridge ever built. It is essential that the agreement of the owner is obtained before any nomination is developed
36	<b>Turks and Caicos Islands</b> , British Overseas Territory (N)	x	The Turks and Caicos have a high number of endemic species and others of international importance, partially dependent on the conditions created by the oldest established salt-pan development in the Caribbean. There is work to be done to establish the OUV of these species concentrations. The site is recommended on natural grounds only, though a feasibility study should consider further the case for inscription as a mixed site.

<b>Site No</b>	<b>Site name and type as in application</b>	<b>Comments and recommendations by the Panel</b>
12	Gracehill Conservation Area, Northern Ireland (C)	Gracehill provides excellent evidence of a socio-religious system – the Moravians – which, unusually for its time was highly tolerant. The international importance of the Moravians is high and there is potential for a transnational nomination of Moravian sites. This site was judged not to have the potential to demonstrate OUV on its own. The Government should consider adding Gracehill to this Tentative List in the future if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.
29	The Fountain Cavern – Anguilla, British Overseas Territory (C)	This is a monument to Amerindian culture and religious beliefs in the Caribbean before contact with Europeans. This site could help fill a major gap in the World Heritage List which has no Caribbean pre-contact sites. Comparative studies on archaeology and rock art in the Caribbean have suggested that this could best be part of a transnational nomination. Any nomination would need to pay particular attention to physical and virtual access to the Cave which can only be accessed through its roof and down a ladder. The Government should consider adding the Fountain Cavern to this Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.
35	The Royal Sites of Ireland – Navan Fort, Northern Ireland (CL)	While Navan Fort does not have potential OUV on its own, it has the potential to make a substantial contribution to the OUV of a transnational nomination of the Royal Sites of Ireland, as has been proposed by the Irish Government. The Government should consider adding the Royal Sites of Ireland-Navan Fort to this Tentative List once there are firm proposals to proceed with a transnational nomination of the Royal Sites of Ireland provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.
37	Tynwald Hill and environs: Norse assembly sites of North West Europe, Isle of Man (C)	This site was judged not to have demonstrable potential OUV on its own and there are concerns over the authenticity of the site. But the Panel considered that Tynwald might make a substantial contribution to the OUV of a future transnational nomination of Norse parliamentary sites in North West Europe. The Government should consider adding Tynwald to this Tentative List should there be firm proposals to go ahead with such a transnational nomination provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

<b>Site No</b>	<b>Site name and type as indicated in application</b>	<b>Comments and recommendations by the Panel</b>
1	Arbroath Abbey, Scotland (C)	Proposed because of the worldwide importance of the Declaration of Arbroath. The Panel thought that there was insufficient tangible evidence linking the Declaration to the site, and considered that it could have potential for inclusion on the UNESCO Memory of the World Register.
2	Blackpool (CL)	Blackpool is undoubtedly one of the first places marking the rise of the popular seaside holiday but the surviving major buildings are a half century later. More information was needed on comparators to these and on nominations such as spas, also part of the rise of tourism. The relationship with the sea, its main claim to cultural landscape, had been changed by the new sea defences.
3	Brontë Landscape and Haworth	The application demonstrated the influence of their environment on the work



	Village, England (CL)	of the Brontë sisters, but did not sufficiently make the case for the exceptional global importance of their writing.
5	Chester Rows, England (C)	The Rows are undoubtedly of national significance but the case for wider significance was not substantiated.
6	City of York: subsurface archaeological deposits England (C)	There were severe reservations about this application which proposed only the sub-surface deposits of York, even though much of the text dealt with above-ground structures. The Panel considered that a more holistic approach to the second city of England dealing with heritage above and below ground could be considered for a future Tentative List.
7	Colchester – Camulodunum and Colonia Victricensis, England (C)	Colchester had undoubted importance in the late Iron Age and then followed a development trajectory common across western Europe and better represented elsewhere. The application had not included the most visible elements of the late Iron Age oppidum – the Colchester Dykes
10	Former RAF Upper Heyford, England (C)	Cold War sites should in time be represented on the World Heritage List since this period had affected all humanity. Upper Heyford could not be considered on its own and the proposal currently does not have the support of either owner or local authority. An international approach on both sides of the former Iron Curtain would be needed, perhaps starting with research on possible components. Upper Heyford might eventually form part of such an international approach
13	Historic Lincoln, England (C)	The application did not demonstrate potential OUV. It was of two disparate elements and ignored other parts of the town which might also have been important. Magna Carta was best commemorated by its current inclusion in the UNESCO Memory of the World Register.
16	Malone and Stranmillis Historic Urban Landscape, Northern Ireland (CL)	The site did not have potential OUV but was clearly of local (NI) importance. The main concern of the applicants was to protect the buildings and character of the suburb but this should be achievable through the planning framework and conservation system already in place.
17	Merthyr Tydfil, Wales (CL)	The site has similarities to Blaenavon and is more fragmentary and less coherent. Of undoubted national importance, there is potential for a more holistic approach to the industrial heritage of South Wales (see 5.14).
18	Merton Priory, England (C)	The application was based entirely on associative values of the Statute of Merton. Little survived of the Priory. There were no clear links between physical fabric and intangible values. There could be potential for inclusion of the Statute of Merton on the UNESCO Memory of the World Register.
20	Offa's Dyke England/ Wales Border Earthwork, England/ Wales (CL)	This is one of a number of such Dykes, though the only one firmly associated with a named person. It does not compare favourably with other sites defining politico-cultural borders and its physical survival is not complete. A more effective way forward would be to achieve more holistic management between the Welsh and English authorities.
21	St Andrews – Medieval Burgh and Links (Home of Golf), Scotland (CL)	There was no coherent narrative linking the disparate parts of the proposal. The main pilgrimage site had been largely destroyed at the Reformation while the application itself said the origin of Scottish traditional golf was disputed.  The Panel considered that the representation of Sport on the World Heritage List needed further consideration internationally. Ways of doing the necessary research should be explored by the Government with UNESCO/ICOMOS.
23	The Birmingham Jewellery Quarter, England (C)	The concept of basing a site on this kind of manufacturing industry was a good one, but the site was fragmented and parts of it poorly preserved. The activities which were a large part of its interest are declining. There were better examples elsewhere. It should be possible to protect the site through the planning system.
24	The Birth of the Railways: genesis of modern transport, England (C)	These sites are very important as evidence of the origins of the railways in the UK. There are doubts about the coherence of the case, combining colliery tramways with mainline railways. There were also concerns about achieving an effective common management system for such a disparate collection of sites, and one key owner did not support any nominations of working railways.  The Panel were concerned by the overlapping proposals in this area (see also no.30). There is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. If such a coherent proposal can be developed, the Government should consider adding it at a future date to the new Tentative List, provided that it has the potential to demonstrate OUV

25	The Buildings of Charles Rennie Mackintosh, Scotland (C)	Two of Mackintosh's surviving buildings had been proposed. The Panel considered that at this stage the case had not been made for potential OUV. Mackintosh was influential within Europe but often through designs which were never executed. There was uncertainty about the overall significance of his work and that of contemporary architects. Any future proposal based around his work would need to be supported by a thorough and comprehensive study of the work of architects in this era. This might be an area for research.
26	The Dover Strait, England/ France (Mixed)	The case was not made. The application was very thin on the French side and written largely from an English perspective
30	The Great Western World Heritage Site: the Genesis of Modern Transport, England (CL)	Although a substantially similar proposal had been included in the 1999 Tentative List, the Panel did not consider that the 'string-of-pearls' approach could adequately represent the significance of the GWR. There was confusion over whether the proposal focused on the railway or Brunel. The opposition of the principal owner was insuperable. There is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. If such a coherent proposal can be developed, the Government should consider adding it at a future date to the new Tentative List, provided that it has the potential to demonstrate OUV (see also no 24 above).
31	The heroic period of civil and marine engineering in England 1822 – 1866: a serial nomination of four interrelated sites within the City of Bristol, England (Mixed)	The proposal was confused as to whether it was based on the quality of the four components or the reputation of Brunel. It had missed other aspects of the development of Bristol as a port and lacked coherence. One element, the SS Great Britain and the Western Dock, had been previously nominated and had been considered to lack authenticity and to fall outside the scope of the World Heritage Convention because, technically, the ship is movable.
32	The Hill of Derry ~ Londonderry, Northern Ireland (C)	It was recognised that working up a nomination could support the peace process. However, it was not clear that evidence for peace and reconciliation was coherently present in the physical fabric of the site. It might be difficult to demonstrate the significance of the site beyond the UK and the Irish Republic.
33	The Laxey Valley, Isle of Man (CL)	It was noted that there are many examples of the lead industry and mining landscapes. The Laxey Valley was of local and national interest rather than international.
34	The Norfolk and Suffolk Broads, England (Mixed and CL)	It was considered that the Broads were not of global standard as a coastal wetland in natural terms, while the Norwich School of Painters was not of global importance. The case for it being nominated as a cultural landscape had not been made. There were similar man-made lakes elsewhere in Europe, though constructed for different reasons. External factors, such as climate change and sea level rise, could endanger the fresh-water nature of the water systems.
38	Wye Valley and Forest of Dean, England/ Wales (CL)	It was thought that the proposal as structured did not make a case for potential OUV or as a cultural landscape. There might be merit to a future nomination of the Wye Valley on its own because of its association with the picturesque and romantic movements.

## 6 Issues identified and lessons learnt

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- 6.1 The clearest lesson learnt from Panel discussions and from past experiences of individual Panel members is that the process of nomination to the World Heritage List has never been easy and is getting more difficult. World Heritage inscription is an exceptional status which should be given only to places of truly Outstanding Universal Value (OUV). Any review of the 1986 and 1999 Tentative Lists shows that a considerable proportion of those sites nominated (and many did not even get that far) were unsuccessful or only achieved inscription on a second or third attempt (Annex C). The Panel has therefore been as rigorous and realistic as it can be in its consideration of the 38 applications from the information supplied. The application form and accompanying information attempted to guide applicants to important areas, but this had varying success. Out of this consideration, the Panel has come to a number of conclusions which need to be kept in mind by those dealing with future nominations to the World Heritage List, in addition to those outlined in Section 5 of this report.

### **Understanding Outstanding Universal Value**

- 6.2 One inevitable issue is the general lack of understanding of what constitutes OUV. Despite the clear statements in the public announcements and in guidance for applicants, many of the sites considered are of national or even international importance rather than truly exceptional on the global stage. This is far from surprising, and an issue common to most countries. Understanding may also have been complicated because the nature of heritage which is perceived to be capable of having OUV changes through time. It is also possible that some of the criteria used to assess OUV can be misinterpreted. That is to an extent demonstrated by the applications and criteria chosen. Perseverance with education and raising awareness of the meaning of OUV and of the UNESCO Convention might over time remedy this lack of understanding. In the area of natural sites, it should also be noted that there are other international instruments that may be more suitable – eg RAMSAR sites, Biosphere Reserves or Natura 2000 sites.

### **Need for clear and reasonably comprehensive documentation**

- 6.3 Apart from actually having a genuine case for OUV, including authenticity and/or integrity, it is also essential that the case for inscription is clearly and cogently put and that the nomination dossier provides sufficient evidence. In addition it is important to demonstrate as far as practicable that the nominated property has and will have adequate legal protection and management. It was also pointed out in the information to applicants that a good comparative analysis of sites of the same type, both on and off the World Heritage List, is essential to make the case for inscription. It was noted that such studies are difficult to do and a frequent stumbling block in preparing nominations. This was reflected in the applications.

### **Commitment and support from stakeholders**

- 6.4 Alongside adequate documentation, it is equally essential that a nomination is supported by the genuine commitment of the key stakeholders, particularly the principal owners and local authorities. It is not only achieving World Heritage status

that takes effort and commitment; maintaining it is more challenging and more of a commitment. Doing so may well mean foregoing other potential ways of using a place, not just the nominated property but also its setting, which in some cases can be very extensive. Development proposals in World Heritage properties or their setting with the potential to harm OUV are an ongoing matter of concern for the UNESCO World Heritage Committee, particularly in relation to urban sites. This does not mean that nothing can change but that change must respect the OUV of the particular World Heritage property. It is therefore essential that the OUV is clearly defined and properly understood by all involved in managing change. The Panel noted that in some cases, enthusiasm for World Heritage can fade once inscription on the List is achieved. This should be avoidable if all stakeholders, including the planning authorities, clearly understand from the outset of the nomination process the need to maintain OUV and the implications of this for management. If the UK is to maintain its credibility and reputation for good heritage management standards, then this is a key area in which to invest.

### **Motivation for applications, understanding commitments and resources**

- 6.5 The Panel noted too that a considerable number of applications appeared to see World Heritage nomination and inscription as a means of driving up conservation and management standards for a site – or even its preservation. This is the wrong way round. Experience suggests that successful World Heritage properties are those that had effective management and conservation in place before nomination to the List, based on partnership, co-ordination and involvement of stakeholders, including the local community. The Panel noted that the most effective nominations, provided that potential OUV was judged to be present, were those which could describe an effective and operating system of legal protection and management. An essential part of this is commitment of the local authorities not just to have appropriate policies in place for the site's protection but also to use them to full effect. Designation should not be seen as primarily a way of driving regeneration but as a way of maintaining commitment to conservation and sustainable use.
- 6.6 The Panel also noted with some concern that a number of applications had not fully grasped the likely costs of either the initial nomination or of ongoing management once a property was inscribed on the List. It is essential that adequate resources are provided from the outset and these can be considerable. Costs do not end with inscription as there is then a commitment to ongoing management (see 4.14). The Panel believes that Government and national heritage bodies should test very carefully the commitment of bid partnerships to provide the necessary resources for nomination and for subsequent management.

### **Natural Sites and the United Kingdom**

- 6.7 A UNESCO World Heritage Committee priority is to increase the number of natural sites on the World Heritage List. This raises particular issues within the mainland UK, including Northern Ireland and the Crown Dependencies, since these are relatively small territories which have been inhabited for millennia. With the possible exception of areas such as the Flow Country and some others (see below), the natural environment of the British Isles has been heavily modified over time by human activity. IUCN's approach to natural World Heritage properties inscribed under Criteria ix (ecosystems) and x (biodiversity) tends to favour places with minimal human intervention, though it has strongly supported the inscription of a number of

WH Cultural Landscapes for the natural values that they contain (even if those values are not of OUV in their own right). The possibilities for future natural inscriptions from the mainland UK is also potentially inhibited by the very clear priorities set out in the IUCN 2004 Gap Study (see 4.5 above). Twenty specific sites are named in the Study (see also para. 6.9). While this does not preclude natural nominations from the UK it does complicate the issue, and shows how hard it will be to inscribe new natural sites within the UK Mainland on the World Heritage List. In that context it is important that all relevant non-Governmental bodies are encouraged to enhance links between cultural and natural stakeholders in World Heritage matters.

- 6.8 IUCN's methods enjoy broad support internationally. They have been published and are widely used by other countries in support of their nominations. While the Panel was made aware that some international nature conservationists have reservations with regard to both the view attributed to IUCN about human-modified sites and their gap analysis, the central role of IUCN in the assessment process means that its advice needs to be given proper weight. Notwithstanding this, there may be some examples of areas in Great Britain and Northern Island (in addition to the Flow Country) which could potentially demonstrate OUV in natural terms and would fill important gaps. Perhaps the most obvious is the linked complex of intertidal flats, salt marshes and other coastal temperate grasslands. These are of world importance to migrant and wintering water-birds, from breeding grounds spreading from arctic Canada to Siberia, in some cases moving on to Africa. Such a site (or serial site) should include several relevant coastal areas, rather than be restricted to one. It would, though, need to stand comparison with, for example, the recently-inscribed Wadden Sea (Netherlands and Germany). Another neglected global ecosystem is temperate rain forest, with good sites on the west coast of Scotland, though integrity questions and issues of comparative value alongside areas in other countries would certainly arise.

### **The Overseas Territories**

- 6.9 Potentially there is more scope for natural inscriptions from the Overseas Territories. Indeed two of the specific site proposals from the IUCN Gaps Study are British Overseas Territories (South Georgia and Chagos Atoll) though neither has been proposed for this Tentative List. Proposals for natural sites have come forward from Overseas Territories for this List and these are commented on elsewhere. The Overseas Territories also have potential to generate proposals for cultural sites, again evidenced in applications for this List. However, it is clear that expertise is lacking to develop cases for both natural and cultural proposals and also that legislative protection and management may be lacking in some cases. The Panel recommends that more support should be made available to Overseas Territories in these areas.

### **Cultural Sites and Associative Values**

- 6.10 The Panel noted that the view of the UNESCO World Heritage Committee on the use of criteria can change over time. There are particular issues around associative values when a place is judged to have OUV because of its association with particular events or ideas. These focus very much on the use of criterion vi whether on its own or in combination with other criteria. In fact, many of the criteria have associative elements. Criterion ii is about influence and how it is manifested by a site. iii is about testimony to a cultural tradition or civilisation, and iv is about links to stages in history such as crucial events. Associations are often a crucial part of the justification for a

tangible structures such as the Jodrell Bank Observatory, put forward because of its role in the development of radio-astronomy. Therefore associative values cannot be divorced from tangible attributes. Nonetheless the Panel noted that at present the World Heritage Committee is tending to be cautious on nominations which are primarily associative in their approach to OUV.

### **Transnational Sites**

- 6.11 The Panel noted a considerably increased interest in transnational nominations with three applications predicated on the basis that they would be part of a transnational site and a fourth which the Panel considered would be best treated on a transnational basis. On their own, these sites were not judged to demonstrate the potential for OUV but the Panel considered that they could make a substantial contribution to the overall OUV of a transnational nomination. The Panel recommends therefore that the Government should be prepared to consider adding these sites to the Tentative List as and when a transnational nomination becomes a firm proposal. This was done with the Antonine Wall during the life of the 1999 Tentative List in order to nominate it as an extension to the Frontiers of the Roman Empire transnational property. In deciding to do so, the Government would have to be satisfied in each case that the UK component really did have the potential to make a substantial contribution to the OUV of the series as a whole. It would also be necessary that the site went through the same feasibility process as recommended for sites included in the Tentative List (see paras. 5.21 and 5.22). The Panel noted also that before this was done, the UNESCO World Heritage Committee's approach to transnational properties would have to be clarified, particularly with regard to the application of In Danger Listing to them. There are also issues around the development of common management systems for transnational sites spread across many countries with differing legal and management systems. These would need to be examined as part of the feasibility study.

### **Reflections on the process of this review**

- 6.12 This Review adopted a bottom-up, open process to proposals for the new Tentative List in line with the outcomes of the Government's review of World Heritage Policy (Annex H). This contrasts with the approaches adopted in 1986, when there was no public consultation whatsoever, and in 1999 when in England a thematic approach was developed by an expert committee. The thematic framework and proposals for sites illustrating it were then put out to public consultation and a large number of sites were suggested and considered before the final list was published.
- 6.13 The bottom-up approach has undoubted advantages, particularly in demonstrating local support for proposals and public engagement. It has also resulted in some clear themes emerging in those sites recommended for inclusion on the Tentative List including, not surprisingly, the continuing one of industrialisation and social change and technology and engineering.
- 6.14 However, the bottom-up approach has also led to confusion and overlap in some areas. For example with early railways (clearly a strength in the UK's heritage – but difficult to define in terms of coherent tangible remains), two competing and overlapping proposals were received. Possibly it has also led to a lack of nominations in other thematic areas where the UK might be well placed to put forward sites. The Panel believes that it would be appropriate for the next Tentative List Review to adopt

a more thematic approach combined with an open process of application, which still allows other types of site to be put forward. It recommends that the Government of the day should consider this when the time comes.

## 7 Summary of General Recommendations

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- 7.1 Recommendations on the specific applications are summarised in Section 5, Table 5, and more detail on them can be found in Appendix 1. In the course of its discussions, the Panel also reached a number of general conclusions and recommendations which are summarised in this Section. These have to do with developing understanding of the thematic context for World Heritage nominations and the implementation of the Convention, particular issues around transnational sites, as well as with the process of this review and what needs to happen once the Government has published a new Tentative List. They also touch on the planning of the next review of Tentative List, presumably in around ten years time.

### Thematic Studies

- 7.2 Particularly on the cultural side, the definition of World Heritage is continually evolving as new aspects of human heritage are recognised as having potential Outstanding Universal Value (OUV) and being worthy of inscription in recognition of their exceptional global significance. The increasing number of technological and industrial sites on the World Heritage List is one example of this. Another is the agreement in 1992 to develop the concept of the World Heritage Cultural Landscapes in order to give better expression on the List to ‘the combined works of nature and man’ (World Heritage Convention, Article 1). In part this was a discussion stimulated by previous nominations of the Lake District. One way of developing understanding of what is appropriate for nomination in these new thematic areas has been the preparation of thematic studies by ICOMOS or (for industrial heritage) TICCIH.
- 7.3 The Panel’s consideration of the applications for this Tentative List has identified several new areas in which it would be helpful to have guidance from research carried out on the international scale. Former RAF Upper Heyford flagged up the need for a wider understanding of the physical remains of the Cold War so that appropriate nominations of relevant sites could be made in the future. St Andrews brought to the fore the concept of sport as something potentially to be recognised on the World Heritage List. In discussing The Buildings of Charles Rennie Mackintosh, the Panel thought that it would have been helpful to have had guidance on the relative significance of architects on the world stage in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries and also a more considered overall judgement on which are their truly outstanding buildings. The Panel noted that the relevant ICOMOS International Scientific Committee is planning to work on this last topic. The Government is recommended to draw these areas to the attention of the UNESCO World Heritage Committee as requiring further work but it would be unrealistic to expect resources to be available from UNESCO in the foreseeable future for thematic studies since there is already a long list of outstanding studies. It may be possible to find other bodies, such as universities which would undertake the necessary research to inform future nominations in these thematic areas.

**Recommendation 1: The Panel recommends that the Government and national heritage bodies explore the possibilities of developing research in appropriate ways into the following topics:**

- **Early 20<sup>th</sup> century architecture and architects**
- **The physical remains of the Cold War**



- **The representation of Sport on the World Heritage List.**

7.4 The Panel also noted there should be a thematic study within the UK on early railways. The UK was the starting point for railway transport and its origins in this country are therefore of the highest importance. The global significance of the development of rail transport and travel is self-evident. But the only inscriptions are of hill railways in the Alps and Austria, and in India, the earliest being 1848, the latest 1904. However the Panel were unable to recommend an early railway site for the UK Tentative List partly because of confusion and overlap among the applications, as previously noted. But there are also issues in the UK of authenticity and integrity, and coherence in sites nominated. There is of course an excellent international thematic study of railways carried out by TICCIH, but the Panel believes that this needs to be supplemented by a more specific examination of British possibilities. In particular, such a study should focus on physical remains of early railways which have the potential to demonstrate OUV and are sufficiently coherent to be manageable. Such a proposal could contain some elements of the early railway applications for this Tentative List. The Panel also considered that, if such a proposal could be developed, the Government should be prepared to add it to the new Tentative List, subject to the completion of a satisfactory feasibility study as recommended in 7.9.

**Recommendation 2: The Panel recommends that the Government, working with the national heritage agencies, should commission a study of early railway remains in order to identify possible sites with the potential to demonstrate OUV and sufficient coherence to be manageable, and that it should consider adding such a proposal to the new Tentative List subject to the completion of a satisfactory feasibility study as recommended in 7.9.**

7.5 The Panel also had one further more geographically-limited recommendation. The Merthyr Tydfil application showed a degree of overlap with the existing World Heritage property of Blaenavon (and with the Forest of Dean). The Panel considered that there was potential for more holistic recognition of the industrial heritage of South Wales.

**Recommendation 3: The Panel recommends that a study of the industrial heritage of South Wales should be undertaken to examine the potential for developing a more holistic approach to preservation and presentation of the iron and steel industrial landscapes, building on the positive impact achieved by the inscription of the Blaenavon World Heritage Site.**

### **Transnational Sites**

7.6 Issues concerning transnational nominations are discussed in Section 6. As noted the number of potential transnational sites is growing with three applications this time. The Panel identified a fourth application which might best be treated as part of a transnational nomination. None are recommended by the Panel as stand-alone nominations. However should any of these proposals come forward, the British component will need to be added to the UK Tentative List, provided that the Government is satisfied that it could make a substantial contribution to the OUV of the series of sites as a whole.

**Recommendation 4: The Panel recommends that the Government to add UK elements of potential transnational sites to the Tentative List as and when a transnational nomination becomes a firm proposal, provided that they are satisfied that the place could make a substantial contribution to the OUV of the series of sites as a whole, and that the place is able to prepare a satisfactory feasibility study (see 7.9 and 7.10 below)**

### **Next Steps**

7.7 Section 5 discussed what needs to be done once the Government has announced which sites will be included on the new Tentative List. In drawing up the Tentative List in the approved UNESCO format additional information will be required.

**Recommendation 5: The Panel recommends that those compiling the Tentative List do so in consultation with the applicants for each site selected for the List, some of whom might require assistance even at this stage, as well as the national heritage agencies (cultural or natural as appropriate) and other relevant advisors.**

**Recommendation 6: The Panel recommends that applicants are asked to confirm that they are still willing and able to proceed with a potential nomination before the new Tentative List is submitted to UNESCO.**

7.8 The Panel also noted that preparation of nominations normally needs a long lead-time and thought that applicants should have as much certainty as possible during the process.

**Recommendation 7: The Panel recommends that the Government should establish a clear process for deciding the future programme of nominations and give as much notice as possible of that programme to allow time for effective preparation of nominations. This programme will need to be reviewed regularly in consultation with applicants as well as the national heritage agencies (cultural or natural as appropriate) and other relevant advisors.**

7.9 The Panel also noted that once work starts on a nomination, the information gathered can change understanding of a site and also that a good comparative analysis is essential. The Panel was of the view that a feasibility study of the case for a site, should be carried out at the beginning of the process. This feasibility study should include a comparative analysis and be informed by advice from ICOMOS and IUCN. The Panel considered that the involvement of national heritage bodies at this stage was essential. The heritage bodies would also need to assist the Government in evaluating the studies in order to determine which sites could go forward to a full nomination.

**Recommendation 8: The Panel recommends that the initial stage of this nomination process should be a feasibility study of the viability of each site included on the Tentative List. The feasibility study should include:**

- **the preparation of a draft Statement of OUV (including authenticity and/or integrity)**
- **a sufficient international comparative study**
- **assessment of legal protection and management arrangements, and**

- **assessment of the commitment of local authorities and other major stakeholders to future resourcing and sustainable management of the site.**

7.10 The Panel was concerned to ensure that the Overseas Territories have sufficient support both in the development of cultural and natural sites included in this Tentative List, and also for putting forward proposals for future Lists.

**Recommendation 9: The Panel recommends that more support should be made available to Overseas Territories in the development of proposals for cultural and natural sites from this Tentative List and for future Lists.**

### **The next Tentative List**

7.11 Section 6 (6.12 – 6.14) noted the advantages and disadvantages of the bottom-up process adopted for this Tentative List Review compared to the more thematic approach used in 1999. There are obviously major gains from using such an open process in terms of public involvement and commitment but these have been at the expense of a possibly more ordered thematic approach which might, for example, have produced a viable early railways application. No doubt the next full Review of the Tentative List is at least ten years in the future but it is important that its process should be informed by the lessons learnt in this Review.

7.12 A number of areas of thematic research relating to applications made for this Tentative List are identified in 7.3 above. The Panel also consider that it would be sensible to identify other possible themes where the UK has made a significant contribution to global heritage. Possible themes could include:

#### **Natural Heritage**

- Estuarine and Coastal wetlands
- Temperate rain forests

#### **Cultural Heritage**

- Cultural landscapes as the ‘interaction of the works of nature and man’
- Landscape parks and gardens
- Garden cities and suburbs, and the new town movement
- Manufacturing industry related to transport, including motor vehicles, aircraft and ship-building
- Civil nuclear power.

**Recommendation 10: The Panel recommends that the Government, working with the national heritage agencies (both cultural and natural) and IUCN UK and ICOMOS-UK should identify opportunities for research on at least some of these thematic areas (see 7.12) to identify potential themes for a future Tentative List.**

**Recommendation 11: The Panel recommends that the Government of the day should consider combining a more thematic approach (based on the results of appropriate research) seeking applications in specific subject areas with an open application process for the next Tentative List Review.**

# Appendix 1: Application Sites

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## Sites

1. Arbroath Abbey
2. Blackpool
3. Brontë Landscape and Haworth Village
4. Chatham Dockyard and its Defences
5. Chester Rows
6. City of York: subsurface archaeological deposits
7. Colchester – Camulodunum and Colonia Victricensis
8. Creswell Crags
9. England's Lake District
10. Former RAF Upper Heyford
11. Gorham's Cave Complex
12. Gracehill Conservation Area
13. Historic Lincoln
14. Island of St Helena
15. Jodrell Bank Observatory
16. Malone and Stranmillis Historic Urban Landscape
17. MerthyrTydfil
18. Merton Priory
19. Mousa, Old Scatness and Jarlshof: the Crucible of Iron Age Scotland
20. Offa's Dyke England/ Wales Border Earthwork
21. St Andrews – Medieval Burgh and Links (Home of Golf)
22. Slate Industry of North Wales
23. The Birmingham Jewellery Quarter
24. The Birth of the Railway Age: genesis of modern transport
25. The Buildings of Charles Rennie Mackintosh
26. The Dover Strait
27. The Flow Country
28. The Forth Bridge (Rail)
29. The Fountain Cavern – Anguilla, British West Indies
30. The Great Western World Heritage Site: the Genesis of Modern Transport
31. The heroic period of civil and marine engineering in England 1822 – 1866: a serial nomination of four interrelated sites within the City of Bristol
32. The Hill of Derry – Londonderry
33. The Laxey Valley
34. The Norfolk and Suffolk Broads
35. The Royal Sites of Ireland – Navan Fort
36. Turks and Caicos Islands Cultural and Natural Heritage
37. Tynwald Hill and environs: Norse assembly sites of North West Europe
38. Wye Valley and Forest of Dean

This Appendix summarises for each site the information provided by the Applicants and the Expert Panel's discussions and recommendations. Each entry begins with basic data such as the site name and location. This is followed by a section summarising the case presented by the application (**Part A**). This presents data for the site as set out by the applicants though this has been summarised where necessary. Each entry concludes (**Part B**) with a summary of the Panel's discussion, its **recommendation** on whether or not the site should be included in the Tentative List, and also any other recommendations about the specific application.

Applicants were asked to indicate on the forms:

- The type of site (cultural, natural or mixed, cultural landscape)
- Brief Description (200 words)
- Brief History (200 words)
- Why the site should be inscribed as a WHS (200 words)
- Why the site has OUV and specify the main features which underpin its importance (200 words)
- Which of the ten UNESCO criteria for OUV were chosen and why? (100 words per criterion)
- Authenticity (200 words)
- Integrity (200 words)
- Are there other examples of this kind of site on the WH List? (If yes, 100 words)
- What distinguishes this site from other similar sites? (150 words)
- How does the site contribute to meeting UNESCO's priorities for a balanced WH List? (200 words)
- What benefits would WHS inscription bring?
  - Tick-boxes for education, tourism, conservation, protection, regeneration and other
  - Please describe (100 words)
- Known threats to the proposed WH Site?
  - Tick-boxes for development, environmental and other
  - 100 words for each issue
- Legal protection (200 words)
- List main owners of site where possible, plus indication of owners' support
- List local authorities with interest in site, plus indication of local authority support
- Is the site protected in local plans by specific policies? (200 words)
- List main parties with interest in site (100 words)
- How will the site be managed, including where the responsibilities lie? (200 words)
- How would the nomination be funded? (100 words)
- How would future management be funded? (100 words)

## **SITE 1 ARBROATH ABBEY**

Location: Arbroath, Angus, Scotland  
On previous Tentative List: No

### **A. Summary of case made by application**

Proposed as cultural site under criterion vi

*Brief description of site:* Arbroath Abbey was founded in 1178 by King William I of Scotland. The Abbey grew in importance. It was the richest abbey in Scotland by the time of the Reformation. The burgh of Arbroath grew up alongside the Abbey, and a harbour was built in 1394. The Abbey is now a ruin and less than half the building survives above ground.

On 6<sup>th</sup> April 1320 a letter, signed and sealed by the majority of the Scottish nobles, was sent from Arbroath Abbey to Pope John XXII. Known as "The Declaration of Arbroath", it is seen as the Declaration of Scottish Independence. The original Scottish copy of this document has survived in The National Archives of Scotland in Edinburgh. There is some doubt as to whether a gathering did take place, and even the authorship is far from clear but the final paragraph clearly states "Given at the monastery of Arbroath in Scotland, in the year of Grace 1320, and in the fifteenth year of the King."

*Proposed Justification of Outstanding Universal Value:* The Declaration of Arbroath provides a strong impression of the patriotism of the nobles of Scotland and emphasises their 'Scottishness'. It states that if King Robert should fail or agree to be subject to the King of England, that the nobles will drive him out and choose another King. Many see the Declaration as Scotland's first step towards democracy. In World terms this must also rank as a momentous step towards the democratic way that people wish to be governed.

*Proposed criteria for inscription:*  
vi The Abbey is directly associated with the Declaration of Arbroath, which is seen as the beginning of democracy in Scotland, and has also been used by many as an expression of political independence, including being linked with the American Declaration of Independence.

*Other considerations:* The application is supported by the owner and by the local authority

### **B. The Panel's response**

The case was not adequately made for the global importance of the Declaration and there was insufficient tangible evidence linking it to Arbroath. It was noted that the Declaration was only issued from Arbroath because the Abbot of Arbroath was also Chancellor of Scotland and that the link was essentially bureaucratic. While the Declaration is clearly of great importance for Scottish and United Kingdom history, its international significance is not demonstrated. The Panel noted the Declaration was held in Edinburgh.

### **Recommendation**

The Panel judged that Arbroath Abbey did not have the potential to demonstrate OUV and recommends that Arbroath Abbey should not be included on the Tentative List.

The Panel recommends that there was potential for UNESCO Memory of the World designation for the Declaration of Arbroath.

## **SITE 2 BLACKPOOL**

Location: Lancashire, England  
On previous Tentative List: No

### **A. Summary of case proposed by application**

Proposed as a cultural landscape under criteria iii, iv, v and vi

*Brief description of site:* the resort of Blackpool has a unique history as a centre of popular culture and recreation, with a considerable legacy of seaside architecture, public spaces, accommodation and entertainment traditions. The proposed site encompasses those parts that commemorate and perpetuate Blackpool's identity as the world's first working-class seaside resort, including the promenade, the town centre with its high density of heritage buildings, and Stanley Park. Apart from the promenade with its Golden Mile, beach lift and pioneering electric tramway, other key buildings are Blackpool Tower, the Winter Gardens, the Grand Theatre, three pleasure piers, the Carnegie Library, Grundy Art Gallery and the Pleasure Beach amusement park. Also significant are extensive areas of 19<sup>th</sup> and 20<sup>th</sup> century boarding houses and hotels.

Blackpool grew quickly from humble origins into a world leader in tourism. Visitors first arrived in the 1730s, increasing rapidly from the arrival of the railway in 1846. By 1914, there were 4 million visitors. The town developed rapidly to meet the needs of the visitors and this period saw immense investment in infrastructure, transport, cultural and leisure facilities, including the building of the promenade. Up to the present day the living traditions associated with the resort, such as music, variety, cabaret, dance, magic, comedy and circus, have continued. Blackpool still remains the UK's premier resort, attracting c.10 million visitors annually.

*Proposed Justification for Outstanding Universal Value:* tourism is arguably the world's most pervasive and dynamic industry. The beach holiday, a significant component of tourism, is a British invention, and Blackpool its most compelling example. Blackpool was a product of the world's first industrial revolution and pioneered the working class incarnation of this phenomenon. It has extraordinary built heritage as surviving evidence on the ground of this development. It represents a continuing cultural tradition of popular entertainment, continuously adapting to the changing desires of its audiences.

*Proposed criteria for inscription:*  
iii Blackpool exemplifies the sea-side holiday as a mass destination, catering overwhelmingly for the working class cultural identity, an important aspect of modern industrialised culture and one that was exported all over the world.  
iv Blackpool has an impressive ensemble of surviving architecture dedicated to seaside leisure. Buildings such as the Tower, the Winter Gardens, the Grand Theatre

and the Pleasure Beach are outstanding examples of seaside architecture.

v Blackpool's historic seafront is the first example of mass-interaction with the coastal environment for leisure, recreation and amusement, still performing its original function and evolving to meet the needs of contemporary residents and visitors.

vi Blackpool is a meeting point and melting pot of contested and contradictory spaces and a living, evolving expression of the industrial archaeology of the popular seaside holiday and entertainment industry.

*Other considerations:* The application is supported by the principal owners and the local authority

### **B. The Panel's Response**

The Panel agreed that tourism is a part of the development of industrialised societies which should be represented on the World Heritage List. Blackpool is undoubtedly one of the first places marking the rise of the popular seaside holiday, but the surviving major buildings are a half century later. Structures such as the main railway station, which were key to the whole concept of mass leisure, had been demolished. More information was needed on comparators to the surviving buildings and on nominations such as spas, also dealing with the rise of tourism. The Panel were not convinced by the case for a cultural landscape, which would have placed less reliance on the monumental buildings of Blackpool. They considered that the historic relationship with the sea, its main claim to OUV as a cultural landscape, had been changed by the new sea defences

### **Recommendation**

The Panel judged that Blackpool had not demonstrated potential OUV and recommends that Blackpool should not be included on the Tentative List

## **SITE 3 BRONTË LANDSCAPE AND HAWORTH VILLAGE**

Location: West Yorkshire, England  
On previous Tentative List: No

### **A. Summary of case proposed by application**

Proposed as a cultural landscape under criterion vi

*Brief Description of site:* the proposed cultural landscape encompasses the villages of Haworth and Stanbury, Haworth and Stanbury Moors and connecting areas of upland pasture in the Pennines. Haworth lies within the folds of the Pennine moorlands and is one of England's finest hill villages. Its rugged and sturdy appearance is characterised by the predominant use of locally quarried stone for walls, roofs and street surfaces. Stanbury by contrast is dramatically located on a high ridge between two valleys. Haworth and Stanbury Moors are uninhabited although signs of previous settlement are scattered throughout. The landscape around Haworth owes its present appearance to its geology, the climate and the cumulative effects of human exploitation. From 1820, Haworth Parsonage was home to the Brontë family which remained central to the lives of the Brontë sisters and the majority of their works were composed there. The buildings and landscape associated with them are well-preserved.

*Proposed Justification for Outstanding Universal Value:* the fiction and poetry of the Brontë sisters is of world class and still has major resonance across the globe, having been translated into all the world's major languages. The sisters and their work were shaped and influenced by their unique domestic and landscape environment which provided a vital touchstone for work regarded as shocking, vital and innovative. The novels of Charlotte and Anne Brontë in particular have been seminal texts in the struggle for women's liberation.

### *Proposed criteria for inscription*

vi The Brontës provide a rare instance of creative practice cutting across national boundaries and historical periods. The landscape and buildings in which they lived survive to provide tangible evidence of the unique context which shaped their personalities and lives.

*Other considerations:* the application is supported by the principal owners and the local authority.

### **B. The Panel's response**

The Panel recognised the influence of their environment on the work of the Brontës but considered that the application does not present a convincing case for the exceptional global importance of the Sisters' works which undoubtedly have a national importance, and have (like many other authors) been translated and inspired a range of cultural activities. The Panel concluded that the site did not have potential OUV and considered that the proposed site was primarily of local and national value.

### **Recommendation**

The Panel judged that Brontë Landscape and Haworth Village did not have the potential to demonstrate OUV and recommends that Brontë Landscape and Haworth Village should not be included on the Tentative List.

## **SITE 4 CHATHAM DOCKYARD AND ITS DEFENCES**

Location: Chatham, Kent, England  
On previous Tentative List: Yes (1999)

### **A. Summary of case proposed by application**

Proposed as a cultural site under criteria ii and iv

*Brief Description of site:* Chatham Dockyard evidences the Royal Navy's investment from the 17<sup>th</sup> to 19<sup>th</sup> centuries in an array of shipbuilding and repair facilities and the rapid evolution in technology, architecture and working practices made possible by this investment. Massive and complex fortifications were needed to protect the Dockyard. Essential support facilities were also required, including ordnance facilities, barracks and accommodation for the civilian workforce. The proposed World Heritage Site includes the River Medway, Chatham Historic Dockyard itself, Brompton Barracks (home to the Royal Engineers), Brompton Village (founded to serve the needs of the naval, army and civilian personnel), Fort Amherst and the Chatham Lines, Kitchener Barracks, Old Gun Wharf (the major ordnance depot) and Upnor Castle, Barracks and Ordnance Depot (central to the manufacture and storage of gunpowder for the navy and army).

In the mid-17th century, Chatham was the Royal Navy's main fleet base, and heightened fear of invasion led to significant investment in fortified land defences. Fort

Amherst and the Chatham Lines were begun in 1756. In the 18th century, Chatham took on new significance as a centre for shipbuilding and repair. This led to new dockyard facilities and a resultant increase in facilities for the rapidly-increasing military and civilian workforces. Continued naval victories fuelled Britain's international trade and naval investment, and kept Britain at the forefront of international maritime capability. To maintain and increase dockyard productivity Chatham continued to develop incomparable naval facilities, with rapid developments in technology, particularly linked to mechanisation and steam power.

*Proposed Justification for Outstanding Universal Value:* Chatham Dockyards is an outstanding example of a complete industrial military complex from the age of sail (1700 – 1820) and the early days of steam (1820 – 1865). It was one of the foremost naval shipbuilding and repair dockyards, protected by sizable fortifications and barracks. It helped enable Britain to achieve naval supremacy and exert political, cultural and economic influence on a world scale and exemplifies the long history of European nations investing in naval power to dominate global trade and shape international geopolitics. At that time, dockyards such as Chatham were the largest industrial complexes in the world. Their contribution to the Industrial Revolution is evidenced by significant investment in the facilities and defences of Chatham

*Proposed criteria for inscription:*

- ii The site exhibits an important interchange of ideas relating to industrial, naval and military technology and architecture. Through a variety of means, including sanctioned inspections, espionage, captured enemy ships, the work of pioneering architects and engineers and interchange between the Royal Dockyards and private industry, Chatham was at the forefront of development and its techniques were exported throughout the world.
- iv Chatham Dockyard and its Defences bear exceptional testimony to the significant stage in human history which saw maritime nations transforming strength at sea into territorial and commercial advantage. The comprehensive range and quality of the facilities and structures, and their exceptional survival very clearly demonstrate the facilities needed by a major power in pursuit of home defence and international expansion.

*Other considerations:* the application is supported by the principal owners and the local authority. The site was included in the 1999 Tentative List and a considerable amount of work has been done towards developing a nomination dossier.

## **B. The Panel's response**

The Panel considered that Chatham Dockyard and its Defences were an outstanding example of a naval dockyard and its associated features at a time when naval power was crucial to the rise to global power of European nations. It was also in its time one of the largest integrated industrial complexes anywhere. The Panel considered this to be a well-written application and agreed that the site had potential OUV. They noted that considerable work had already been done on developing a nomination dossier which had substantiated the case for OUV made in the 1999 Tentative List. They expressed concerns that the site could be vulnerable to

development pressures particularly on the opposite bank of the Medway. It would be important to ensure that the site can be managed sustainably given these pressures.

Criteria suggested by the Panel:

- ii The site exhibits an important interchange of ideas and human values relating to industrial, naval and military technology and architecture at a time when naval power was crucial to the rise to global power of European nations including Britain.
- iv Chatham Dockyard and its Defences bear exceptional testimony to the significant stage in human history which saw maritime nations transforming strength at sea into territorial and commercial advantage. The comprehensive range and quality of the facilities and structures, and their exceptional survival very clearly demonstrate the facilities needed by a major power in pursuit of home defence and international expansion.

## **Recommendation**

The Panel judged that Chatham Dockyard and its Defences did have the potential to demonstrate OUV and recommends that Chatham Dockyard and its Defences should be included in the Tentative List.

The Panel recommends that the management system for the site must be sufficiently robust to ensure that it can be managed sustainably.

## **SITE 5 CHESTER ROWS**

Location: Chester, North West England  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural site under criteria ii, iii and iv

*Brief Description of site:* Chester is a settlement of Roman origin that preserves a unique historic system, known as the Rows, which comprise buildings fronting the city's four main streets, with upper level public walkways running through them. They existed as a fully integrated system by 1300, and the form has survived for over 700 years. The walkways pass above shops at street level and give access to a second level of shops with domestic accommodation set behind and on the floors above. The Rows are contained within buildings of exceptional quality, many containing important medieval fabric, behind facades of varying dates and architectural styles. The essential motivation for them was trade.

The evolution of the Rows reflects Chester's history as a centre of international trade. Critical to this story is Chester's use as a military base for Edward I's Welsh campaign, when the city was host to an army of skilled craftsmen and engineers. This created a reservoir of expertise in construction and a period of prosperity that lasted until the mid C14 during which the Row system was established. Further periods of prosperity occurred in the C17 and the C18. In the Victorian and Edwardian periods antiquarianism spawned a new era of inventive timber framed buildings incorporating galleries.

*Proposed Justification for Outstanding Universal Value:* The Rows are of outstanding architectural and archaeological interest. The continuous system of galleried buildings has existed as a unique urban typology for over 700 years. Whilst two-level commercial



buildings have existed in other British and European towns, Chester differed in adopting this common form along all its principal streets, allowing a continuous system to evolve. The Chester Rows were adopted as a model for C20 multi-level retail developments in Britain and throughout the world, and remain in active use.

*Proposed criteria for inscription:*

- ii The Chester Rows, which continue in active retail use, have served as an exemplar for C20 multi-level shopping centres in Britain and have subsequently influenced town planning practice throughout the world.
- iii This remarkable urban typology dating from the late C13 and early C14 reflects the collective values of the medieval merchant community.
- iv The Rows are a unique urban form of galleried buildings along the city's four principal streets, and one of the greatest concentrations of medieval town houses in the UK, preserving intact the spatial arrangements and structures typical of successive stages of their history.

*Other considerations:* The application is supported by the principal owners and the local authority.

**B. The Panel's response**

The Panel considered that the case for potential OUV was not met. While the Rows are undoubtedly of local and national importance, the application did not substantiate the case for wider significance.

**Recommendation**

The Panel judged that Chester Rows did not have the potential to demonstrate OUV and recommends that Chester Rows should not be included on the Tentative List.

**SITE 6 CITY OF YORK: SUB-SURFACE ARCHAEOLOGICAL DEPOSITS**

Location: York, England  
On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii, iii, iv, v and vi

*Brief Description of site:* York, one of the largest, deepest, most complicated and best-preserved archaeological sites in the UK, is a compact walled city with ancient suburbs. The proposed World Heritage Site includes all of the Central Historic Core Conservation Area. The city, intensively occupied for 2000 years and surrounded by ancient burial grounds, has generated thick archaeological deposits, many preserved in anoxic conditions, which provide a uniquely representative and well-preserved record of human urban settlement over two millennia. A thriving modern city, York has a near-complete set of stone defences, two castles, a Gothic cathedral, four medieval guildhalls, 20 ancient churches, the King's Manor, 18th century architectural masterpieces, and the UK's first Mansion House, set within a street and property pattern mostly 1000 to 2000 years old.

York emerged as an urban centre when in AD71 a Roman legionary fortress, Eboracum, was built, later becoming capital of Britannia Inferior. A focus for Anglo-Saxon settlement in the 5th and 6th centuries, the church

established by Paulinus in AD627 has been the seat of a bishopric or archbishopric ever since. From AD866 York was the chief city of a Viking kingdom with a succession of Viking kings ending with the death of Eric Bloodaxe in AD954. Chief city in the north and second city of England, it was captured by William I in AD1067. For the next 1000 years York has remained at the centre of political, military, ecclesiastical, economic, social and cultural affairs and has been associated with many of the prominent personalities of English medieval, post-medieval, and modern history.

*Proposed Justification for Outstanding Universal Value:*

York is a continuously inhabited 2000-year-old city with a central role throughout its history. It combines a key Roman legionary fortress, colonial capital, Anglo-Saxon metropolitan cathedral city, Viking capital and medieval regional capital and cultural focus. Critically, however, York lies in a limited European zone where wet ground conditions, combined with intensive human occupation, have produced anoxic burial environments that produce exceptional preservation of organic materials. The presence within a compact urban area of deep, well-preserved, artefact-rich archaeological deposits (including anoxic deposits and burials) dating from the Roman period to the 20th century provides a unique and unparalleled academic, educational and cultural resource. Combined with this are outstanding surviving Roman monuments, an unbroken span of buildings, well-preserved ancient urban plan forms, associated architectural and cultural masterworks, extensively preserved ancient archives and an exemplary modern documentation.

*Proposed criteria for inscription*

- i Masterworks include: the Anglo-Saxon York Helmet; York Minster; the outstanding collection of medieval glass, including the York Minster East window of 1405-08, the finest, largest and most complete story window of its period; the York Assembly Rooms, conceived within the same urban culture which produced the deep archaeological deposits which form the proposed World Heritage Site.
- ii The archaeological deposits preserved below the city illuminate successive episodes of town-planning carried out by different cultural groups (Roman, Viking, Norman, Victorian). Uniquely, three of these episodes have produced archaeological deposits which preserve within them timber architectural structures. These episodes have subsequently influenced town-planning in Europe and beyond.
- iii The archaeological and anoxic deposits which date from the Roman period and from the 9th, 10th and 11th centuries provide an outstanding archaeological record of Roman and Viking town life.
- iv The preservation of deep archaeological deposits across the city has ensured that the proposed York World Heritage Site preserves evidence of a wide range of domestic and other structures from the 1st century AD onwards. These illustrate the development of urban life over 2000 years.
- v Urban settlement has characterised European culture for the past two millennia. York, with near continuous occupation throughout, provides the most complete and best archaeologically-preserved exemplar of a number of the main innovations and phases of urban development.
- vi The urban culture manifested in the deep archaeological deposits of the proposed World Heritage

Site is mirrored in the production of artistic, literary, scientific and sociological works and events of universal significance.

*Other considerations:* the application is supported by the principal owners and the local authority.

### **B. The Panel's response**

The Panel had severe reservations about the application and thought that it was potentially misleading because people would assume that it applied to the whole heritage of York. While it claimed to be about sub-surface deposits, much of the text referred to visible structures above-ground. The archaeological significance of above-ground structures such as the city walls and town plan had not been recognised as the upstanding component of the buried deposits; the two could not reasonably be divided. The Panel was also concerned that the significance of the below-ground deposits was actually insufficiently known. There were also concerns whether this resource could be managed effectively, particularly with regard to development pressures. The State Party's obligation to present WHS would be difficult in this case. The Panel recognised that York was an English city of great importance, with excellent evidence for its development from its Roman foundation, through the Anglian, Viking and medieval periods to modern times but thought that it would not be possible to proceed in the way proposed.

The Panel recognised that the application was brave original thinking but that it was flawed by the failure to include in it the above ground heritage which was clearly referenced in the text. The Panel considered that a more holistic application for the second city of England would have been much stronger and recommended that a nomination of the whole city above and below ground could be considered for a future Tentative List

### **Recommendation**

The Panel judged that City of York: subsurface archaeological deposits did not have the potential to demonstrate OUV and recommends that City of York: subsurface archaeological deposits should not be included in the Tentative List.

The Panel recommends that a nomination of the whole historic City, above and below ground, could be considered for a future Tentative List.

## **SITE 7 COLCHESTER – CAMULODUNUM AND COLONIA VICTRICENSIS**

Location: Essex, England  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural site under criteria ii, iii, iv and vi

*Brief Description of site:* Colchester is Britain's oldest recorded town, dating, as Camulodunum, to at least the 1<sup>st</sup> century BC. A principal objective of the Roman invasion of AD43, by AD 49 it was re-founded as a Colonia, for a short time the capital of Roman Britannia, containing the only known circus and the largest classical temple in Britain. Colchester's renaissance occurred in the 11<sup>th</sup>-12<sup>th</sup> centuries AD, including the construction of

the largest Norman castle keep and St Botolph's Priory, the first Augustinian priory in England.

The major centre of Iron Age Camulodunum was the Gosbecks site, later the location for a Roman theatre and temple. The Colonia underlies the medieval town built within the partially surviving Roman defences. The town is now a busy market town while the Gosbecks site is undeveloped agricultural and park land.

*Proposed Justification for Outstanding Universal Value:* Colchester was the first location of the urban revolution in Britain. For the first time Britain crossed the threshold from rural to urban culture. Gosbecks and the modern town, overlying its Roman predecessor, retains significant remains indicative of its status within the Empire

*Proposed criteria for inscription:*

- ii Colchester is the site of the first urban revolution in Britain and the beginning of a new hybrid Romano-British culture.
- iii Gosbecks was the major administrative and religious centre in the pre-Roman period while the Romanised Gosbecks and the Colonia together provide unique evidence for rural Iron Age and urban Roman cultures and their interrelationship.
- iv Colchester possesses the remains of an ensemble of Roman buildings, indicative of its status within the Empire and illustrative of the introduction of civilisation and Roman culture.
- vi Colchester is directly and tangibly associated with the defining events of the British Iron Age and Roman period – the surrender of the British kings to the Emperor Claudius and the revolt of Boudicca.

*Other considerations:* The application is supported by the principal owners and the local authority

### **B. The Panel's response**

The Panel considered that the case of potential OUV was not made. While the area had been particularly significant in the late Iron Age, it had in fact followed a development trajectory from then to the modern period which is common across western Europe and better represented elsewhere. It was also noted that the application had in fact not included the Colchester Dykes which were the key visible evidence of its late Iron Age significance.

### **Recommendation**

The Panel judged that Colchester – Camulodunum and Colonia Victricensis did not have the potential to demonstrate OUV and recommends that Colchester – Camulodunum and Colonia Victricensis should not be included on the Tentative List.

## **SITE 8 CRESWELL CRAGS**

Location: north-east Derbyshire/ north Nottinghamshire, England  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural site under criterion iii

*Brief Description of site:* Creswell Crags is an enclosed limestone gorge within the central uplands of England,

where a cave complex preserves internationally unique evidence demonstrating how early prehistoric populations lived at the extreme northern limits of their territory during the last Ice Age (Late Pleistocene). The network of caves and rock shelters within the 0.5 km long limestone gorge preserves rich sequences of archaeology and palaeontology, providing a rare opportunity to illustrate how our early human ancestors responded to long term climatic and environmental change on the geographical edge of their known world. Intact sequences of sub-aerial and fluvial deposits in the caves and gorge contain assemblages of Neanderthal and Late Palaeolithic tools, rich assemblages of Late Pleistocene mammals, birds, fish, plant macro- and micro-fossils. Three caves contain the only UK examples of *in situ* Late Palaeolithic rock art.

The sediments accumulated within the caves preserve rich sequences of palaeoenvironmental evidence from previous warm interglacial and glacial episodes. The evidence indicates persistent hyaena occupation within the caves over the last 120,000 years. Uniquely, against this environmental back-drop, the gorge and the caves attracted three phases of habitation as small bands of hunter-gatherers, adapted to northern ice age climates, seasonally exploited their northern hunting territories. The main phases of human occupation were Neanderthal (60,000 – 40,000 years ago) evidenced through stone tools, modern Human (Gravettian) hunter gatherers (28,000 years ago) and Late Magdalenian hunters (13,000 years ago) who re-colonised the UK after the intense cold of the last glacial period, providing the richest archaeological evidence including the earliest rock art.

*Proposed Justification for Outstanding Universal Value:* uniquely, Creswell Crags bears exceptional testimony to the adaptive response of early human hunter-gatherers to late Ice Age climatic fluctuations in one of the most northerly latitudes, through a combination of cultural and palaeoenvironmental evidence, in a landscape that enables people to visualise the lifestyle of late glacial peoples. OUV is demonstrated firstly by the outstanding landscape of a narrow limestone gorge containing a complex of caves having long-intact palaeoenvironmental cave sediment sequences reflecting the composition of plant and animal communities and long- and short-term past climatic changes and animal and plant population responses to them, and secondly by *in situ* Palaeolithic rock art on the walls and ceilings of caves, dated to 13,000 years ago, providing direct cultural associations with Late Magdalenian human groups operating at extreme northern latitudes.

*Proposed criterion for inscription:*

iii The wealth and range of archaeological and palaeoenvironmental evidence from Creswell Crags provide a unique testimony to the adaptive response of hunter-gatherers across north-west Europe who colonised extreme northern geographical landscapes during the Ice Age.

*Other considerations:* The application is supported by the principal owner and the local authority. The site is managed by the dedicated Creswell Heritage Trust.

## **B. The Panel's response**

The Panel agreed that the site has potential OUV, since it has great importance as evidence of intermittent human activity at the extreme northern edge of their range from 60,000 to 13,000 years ago during the last Ice Age, despite the absence of physical remains of hominids. The site has also produced evidence of cave art.

The Panel noted the good state of conservation and preservation of the site and the major improvements in its management over the last 20 years. Nevertheless, the Panel expressed concern about the potential for long-term commercial operations in the vicinity and this would need to be addressed in any future nomination to the World Heritage List.

The Panel also considered that a very thorough comparative study of early hominid sites in Northern Europe would be needed before this site went forward

Criterion suggested by the Panel

iii The wealth and range of archaeological and palaeoenvironmental evidence from Creswell Crags provide a unique testimony to the adaptive response of hunter-gatherer cultures across north-west Europe who colonised extreme northern geographical landscapes during the last Ice Age.

## **Recommendation**

The Panel judged that Creswell Crags did have the potential to demonstrate OUV and recommends that Creswell Crags should be included on the Tentative List.

The Panel recommends that any nomination must be preceded by a very thorough comparative study

## **SITE 9 ENGLAND'S LAKE DISTRICT**

Location: Cumbria, England

On previous Tentative List: Yes (1986, 1999)

### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria ii, iii, iv and vi

*Brief Description of site:* the Lake District is a compact glaciated upland landscape of radiating U-shaped valleys, many containing long narrow lakes. Rocky mountain tops, open fell pasture and heather-covered slopes contrast with native woodland, exotic plantations and stone-walled fields in the valley bottoms. The dominant use is upland pastoral farming which reached a peak of prosperity in the 17<sup>th</sup> and 18<sup>th</sup> centuries. The resulting landscape has aesthetic unity marked by contrast in detail: mountains, moors, lakes, woods, streams, fields, stone walls, farms, villages and small scale industry, reflecting its relative geographical isolation and gradual development.

In the medieval period, fields in the valley bottoms were separated from the open grazing on the fells and this basic pattern continues. In the 18th century the Lake District was a destination for those in search of the Picturesque while the farming landscape and its community provided inspiration to the Romantic Poets, Wordsworth, Coleridge and others. The perceived relationship between farmers and the environment led

the Lakes Poets to an early formulation of the concept of human ecology. The threat of industrialization sparked a popular movement to protect the Lake District's landscape beauty. This played a crucial role in the formation of the National Trust in the late 19<sup>th</sup> century and developing the case for National Parks in the 20<sup>th</sup> century.

*Proposed Justification for Outstanding Universal Value:* the OUV is expressed in four principal themes: rural landscape and farming traditions; development of the Picturesque aesthetic; the cradle of Romanticism; and the landscape conservation movement. The special significance of the Lake District lies in the interaction between social, economic, cultural and environmental influences. This significance results from an alliance between the aesthetic appeal of its natural environment and unique character of its farming culture inspiring the writers and artists to show how the landscape could appeal to the higher senses and be open to all. This led to the development of a conservation movement to protect this cultural landscape.

*Proposed criteria for inscription:*

- ii the design of the Lake District landscape exhibits an important interchange of human values not only because of the impact of a significant agricultural tradition but also because of important influences resulting from the picturesque, aesthetic and the early conservation movement.
- iii The Lake District Landscape bears a unique testimony to cultural traditions both living and disappeared, having been shaped by upland farmers whose continuing traditions stretch back for generations.
- iv The Lake District holds the physical remains of a unique story of how the human view of the landscape developed. The foundation is a farming tradition that developed in a beautiful natural setting, leading in the 18<sup>th</sup> century to interest from the picturesque movement and a crucial influence on the Romantic view of the landscape. Concern for protection of the Lake District in the face of industrial pressures led to the early landscape conservation movement, including the internationally significant National Trust.
- vi The Lake District is associated with ideas as well as artistic and literary works. Its special significance was launched by a remarkable alliance between the aesthetic appeal of its environment and unique character of its farming culture with the output of writers and artists, such as William Wordsworth, who showed how it could appeal to the higher senses and be accessible to all. This was accompanied by the development of an internationally significant conservation movement to protect this highly-valued cultural landscape.

Other considerations: the application is supported by the principal owners and the local authority. The site was on the 1999 Tentative List and considerable work has been done on developing the basis for nomination.

## **B. The Panel's response**

The Panel noted the influence of previous nominations of the Lake District on the development of the concept of World Heritage cultural landscapes. It was agreed that the site would not qualify under natural criteria. There was considerable discussion on the basis of the case made for potential OUV, a combination of the qualities of the working landscape, its contribution to the picturesque

and romantic movements, and the impetus and lead which the Lake District had given to conservation. The Panel recognised that this could be a viable way forward for the application. Some Panel members did not consider that the landscape itself had demonstrable potential for OUV and that more work was needed to develop the case for associated values. The Panel noted that there were similar landscapes across Europe which had also inspired the conservation movement. The nomination would therefore need to be supported by a full comparative study. The Panel considered that the application could have been more clearly developed given the amount of work done on previous nomination dossiers.

It was noted that such upland working landscapes were becoming rare in other parts of Europe and that the comparative analysis in the application was disappointing. It would be essential to keep the site as a working landscape which is the aim of the National Trust and Park Authority. The Panel were not convinced that the boundaries of a World Heritage nomination should be coterminous with those of the National Park since they were not convinced that the qualities justifying the potential OUV of the site were present in all parts of the National Park. The application was therefore recommended with strong caveats, especially on boundaries.

Criteria suggested by the Panel:

- ii the design of the Lake District landscape exhibits an important interchange of human values not only because of the impact of a significant agricultural tradition but also because of important influences resulting from the picturesque, aesthetic and the early conservation movement
- vi The Lake District is associated with ideas as well as artistic and literary works. Its special significance was launched by a remarkable alliance between the aesthetic appeal of its environment and unique character of its farming culture with the output of writers and artists, such as William Wordsworth, who showed how it could appeal to the higher senses and be accessible to all. This was accompanied by the moves to protect this highly-valued cultural landscape, which has subsequently had a world-wide influence in two ways: the development of landscape stewardship through responsible ownership (the National Trust model) and landscape protection through special measures of public policy (the Protected Landscape model).

The Panel also suggested that v could be considered.

## **Recommendation**

The Panel judged that England's Lake District did have the potential to demonstrate OUV and recommends that England's Lake District should be included on the Tentative List as a cultural landscape.

The Panel recommends that the case for making the WH site coterminous with the National Park should be carefully reviewed.

The Panel recommends that careful attention should be given to the comparative study needed to support the nomination and to develop a good case for associative values.

## **SITE 10 FORMER RAF UPPER HEYFORD**

Location: Oxfordshire, England  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural site under criterion iv

*Brief Description of site:* there has been an airfield here since World War I. In 1950, the airfield was taken over by the US Air Force and became one of their most important major bases during the Cold War, housing reconnaissance, bomber and fighter aircraft. USAF enclosed an area of c540ha, bisected by a public road, including both military and residential facilities. From 1979, the airfield was 'hardened' to minimise damage from a first strike nuclear attack. North of the road the airfield includes nuclear bomb stores, hardened aircraft shelters and other structures. The physical remains are much as they were left by USAF in 1994.

*Proposed Justification for Outstanding Universal Value:* The potential of nuclear holocaust represents the greatest threat so far to human existence. It would be of universal value to have a better understanding of how the super-powers and their allies were equipped at a scale sufficient to destroy humanity several times over. Recognition of the airbase at Upper Heyford would realize the potential of the site in the context of international heritage.

*Proposed criteria for inscription*  
iv Upper Heyford represents the best preserved Cold War remains in the UK. It was the largest base and includes all the components of both Mutual Assured Destruction and Flexible Response in a landscape contained within an intact and un-scalable security fence. Its nuclear capability and state of preservation makes it the outstanding example of its type.

*Other considerations:* the application was not supported by the owner of the site or by the local authority. Planning consent has recently been granted for housing development south of the public road.

### **B. The Panel's response**

The Panel considered that the Cold War should in due course be represented on the World Heritage List. However, Upper Heyford could not be considered on its own, but needed to be considered in the context of other surviving remains from both sides of the conflict. There was possibly potential for an international approach as a serial nomination (East and West) in the future. The Panel were also concerned about possible planning developments on the site and the fact that there was no current support from the local authority or owner. The Panel considered that the proposal might have potential for a future Tentative List but any further proposal would need to be preceded by research on the possible components which could form the basis for an international approach as the basis for a transnational serial nomination.

### **Recommendation**

The Panel judged that Former RAF Upper Heyford alone did not have the potential to demonstrate OUV and recommends that Former RAF Upper Heyford should not be included on the Tentative List.

The Panel recommends that future consideration of Former RAF Upper Heyford should be part of an international approach and should be preceded by research on the possible components for a transnational serial nomination.

## **SITE 11 GORHAM'S CAVE COMPLEX**

Location: Gibraltar  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a mixed site under criteria ii, iii, iv and v

*Brief Description of site:* The Complex contains four sea caves - Bennett's, Gorham's, Vanguard and Hyena - lying at the base of the eastern face of the Rock of Gibraltar. The caves lie within the youngest of five tectonic uplift blocks of the Jurassic limestone of the Rock. This lowest block has been securely dated by a range of techniques and represents the last 250,000 years of the history of the western Mediterranean. Four of the five caves are filled with wind-blown sands mixed with organic material and archaeological and palaeontological deposits. The most spectacular are those of Gorham's (18-metres in depth) and Vanguard (17-metres). These deposits were formed largely during periods of lowered sea levels, when the coast was up to 4.5 kilometres away from the caves, and reveal the rich ecology of the caves' surroundings. The deposits provide a unique climatic and environmental sequence in the western Mediterranean, spanning the period from 55 to 15 thousand years ago, thus including the Last Glacial Maximum.

Gorham's Cave has the most complete sequence of human occupation of the caves (the only one of its kind anywhere in the western Mediterranean) within the complex. The greater part of the sequence, from 55,000 to 28,000 years ago, represents occupation by Neanderthals. This cave is the last known site of Neanderthal occupation in the world. Modern Humans entered it around 20 thousand years ago. Two cultures are represented – the Solutrean and the Magdalenian. Parietal art, in the form of a painted deer and hand imprints dated to around 20 thousand years ago, was the product of the Solutrean people. The stratigraphic sequence is completed by a sporadic occupation by Neolithic fishermen and a Phoenician-Carthaginian level dated to between 800 and 400 BC when the cave was used as a coastal shrine. The prehistoric levels, particularly those associated with Neanderthals, are providing a wealth of information about their behaviour, including hitherto unknown exploitation of marine resources.

*Proposed Justification for Outstanding Universal Value:* The Gorham's Cave Complex is the last known site of Neanderthal survival, around 28,000 years ago, in the world; it provides one of the most detailed sequences in southern Europe, combining evidence of climate, sea-level and ecological change, of the critical period leading to the Last Glacial Maximum; It contains a rich archive of plant and animal fossil material allowing a detailed reconstruction of ecological change and the subsistence ecology of Neanderthals. The material from the excavations includes the largest collection of fossil bird

species from this period anywhere in Europe. This complex also provides an insight into the arrival of Modern Humans to their last European outpost. The presence of Solutrean parietal and mobile art adds to the site's significance; and the rich Phoenician and Carthaginian collections are a unique testimony to the presence of these ancient eastern and central Mediterranean cultures at the end of their world. It is especially important given the global significance of the Pillars of Hercules, where the shrine was located, to history.

*Proposed criteria for inscription*

- ii The site represents one of the great inflexions in human history, marking the end of the Neanderthal world and the arrival of modern humans. It captures this change and provides a unique opportunity to understand their cultural differences and values. It additionally, provides a window to the first case of globalisation in history - the arrival of the Phoenician civilisation from the eastern Mediterranean and its contact with the native Bronze Age peoples of the western Mediterranean.
- iii The site is the last known site where the Neanderthals lived and it records their presence there for close to 30,000 years. It, additionally, provides exceptional testimony of the religious beliefs and mode of worship of the ancient Phoenicians.
- iv The reconstruction of the last Neanderthals' landscape, from the evidence contained in the site, illustrates a significant stage in human history.
- v The latest published evidence from the Gorham's Cave Complex revealed that Neanderthals were regular users of the coast and exploited marine resources, including seals and dolphins. There is no other site in the world with evidence of this type. The complex is thus an outstanding example of a traditional sea-use which is representative of the Neanderthals.

*Other considerations:* the application has the support of the owner and the Gibraltar government. The complex is the subject of a major programme of archaeological research including excavation.

**B. The Panel's response**

The Panel considered that the arguments for potential OUV were compelling because of the long sequence of occupation and the evidence for the end of Neanderthal humans and the arrival of modern humans, but as a cultural site only and not a mixed one. The Panel considered that the later Phoenician/ Carthaginian occupation was primarily of regional value. The Panel noted that continuing research could have an impact on the OUV of the site through removal of core deposits. Future archaeological work would need to be controlled by a peer-reviewed research design and management plan to ensure that the potential OUV is not damaged by excessive investigation. It was noted that the ICOMOS thematic study on early hominid sites was about to be revisited which could have an eventual effect on the viability of this site.

*Criteria suggested by the Panel*

- iii The site is the last known site where the Neanderthals lived. It bears exceptional testimony to their culture for close to 30,000 years, and also to the arrival of modern humans.

**Recommendation**

The Panel judged that Gorham's Cave Complex did have the potential to demonstrate OUV and recommends that Gorham's Cave Complex should be included on the Tentative List

The Panel recommends that future archaeological work should be controlled by a peer-reviewed research design and management plan to ensure that the potential OUV is not damaged by excessive investigation.

**SITE 12 GRACEHILL CONSERVATION AREA**

Location: County Antrim, Northern Ireland

On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a cultural site under ii and vi

*Brief Description of site:* Situated two miles to the west of the town of Ballymena in County Antrim, Gracehill village dates from 1759. The only complete Moravian Settlement in Ireland, it is characterised by classic Georgian architecture with a grid-like street plan and central square similar in style and layout to other historic Moravian sister settlements in South Africa, North America and Europe. The Moravian Church remains central to the village, facing the square and flanked by the Manse and the Warden's House. The Brothers and Sisters Walks on either side meet behind the church at the burial ground or "God's Acre".

18th century Gracehill was highly structured. Moravian values called for a community-based way of life. 250 years ago there was a village doctor, access to education and many houses had fresh running water. There were for some time, day and boarding schools for both boys and girls in the village. Elementary education was offered to children of all religious denominations from the surrounding districts. All the inhabitants of Gracehill itself belonged to the church and were divided into different groups or "choirs" each with specific duties and dwelling places. An important feature of the village is the settlement diaries. Updated at least weekly over the last 250 years, they record not only aspects of the social life of the village but also the effects of national and international events

*Proposed Justification for Outstanding Universal Value:* each Moravian settlements is important in its own right while the world wide network to which they each contribute represents a unique historic interchange of ideas and values, across countries and continents, going back more than two centuries, which has a truly international significance for all mankind. The Moravian Congregations developed a distinctive way to plan and build their settlements. They have spread the congregations and built such settlements in several continents, always creatively adapting the planning and architectural ideas to local conditions while retaining their core principles.

Moravian settlements are outstanding examples of the unity of spiritual, individual and community values and their relationship to the environment. Their cultural heritage is an inseparable part of the identity of a living town, contributing to its quality of life. Spiritual values,

expressed in buildings and their spatial organisation in the landscape, indivisibly and dynamically link people to their heritage.

#### *Proposed criteria for inscription*

ii Gracehill and its sister settlements demonstrate a world-wide interchange of human values for more than 250 years, including their ethos of the Moravians in relation to education, architecture and town planning  
vi Bishop John Amos Comenius, an innovative 17th century Moravian Bishop, pioneered a new style of teaching, encouraging education for all regardless of sex or class. Moravians carried this ethos wherever they went.

Other considerations: the application is supported by the principal owners of the site and by the local authority. It has been put forward as one element of a possible transnational nomination with the sites of Christianfeld (Denmark), Zeist (Netherlands) Elim (South Africa), and Bethlehem (United States of America). So far, only the Danish site is on its national Tentative List.

#### **B. The Panel's response**

The Panel considered that Gracehill did not have potential OUV in its own right but recognised that the settlement provided excellent evidence of a socio-religious system which, unusually for its time, was highly tolerant and provided universal education for all regardless of gender or religion. The importance of the Moravians as an international movement was noted and the Panel thought that any potential OUV for Gracehill would be recognition of specific attributes of that movement and its physical manifestations. There was potential for transnational nomination with South Africa, USA, the Netherlands and Denmark although only the Danish site is on its national Tentative List (and in architectural terms is the most impressive).

The Panel concluded that the site should not be nominated on its own. They advised that the Government should consider adding Gracehill Conservation Area to the UK Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

#### **Recommendation**

The Panel judged that Gracehill Conservation Area did not have the potential to demonstrate OUV on its own and recommends that Gracehill Conservation Area should not be included on the Tentative List.

The Panel recommends that the Government should consider adding Gracehill Conservation Area to the UK Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

#### **SITE 13 HISTORIC LINCOLN**

Location: Lincolnshire, England  
On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria ii, iv and vi

*Brief Description of site:* In Castle Square it is possible to see 900 years of architectural development and detect the influence of a further 1000 years: a Roman city, Lindum Colonia, and a medieval city that dates to William the Conqueror's arrival, when it became the centre of a diocese stretching from the Humber to the Thames. Lincoln's Castle and Cathedral are the two most important buildings in the city, dating from 1068 and 1072 respectively. The Castle and Cathedral face each other across the square, one demonstrating the might of the monarchy, the other the power of the deity. There is a powerful visual mix of architectural styles throughout the site demonstrating the changes through eras; from Roman, through Romanesque and gothic, to the buildings of Castle Square and the Cathedral Close, dating from the medieval through to the 20th centuries.

The Castle has a keep, a complete curtain wall, east and west gates and a series of 18th century buildings, still housing the Crown Court. Parts of the prison within the Castle include the 19th century chapel, designed for the 'Separate System' (every seat is enclosed).

The Cathedral's imposing West Front incorporates the first Romanesque building of 1072, but mostly dates from the 12th and 13th centuries when it was rebuilt in new gothic style. It has two major rose windows, an uncommon feature in English medieval architecture. The south window is one of the largest medieval examples of curvilinear tracery. Further to being a spectacular example of Romanesque and gothic architecture, the Cathedral also has the library designed by Sir Christopher Wren. The Cathedral is the only place in the world where exemplars of the 1215 Magna Carta and its 1217 appendix Charter of the Forest can be seen together. Magna Carta is included in the UNESCO Memory of the World Register.

*Proposed Justification for Outstanding Universal Value:* the themes of Accountability, Power and Justice are intermingled here at Lincoln and visually represented through the Castle and Cathedral. Perhaps most important are the sites' direct and very tangible links to Magna Carta. The then Bishop of Lincoln, Hugh of Wells, was one of the signatories to the historic document. Magna Carta is the beginning of a 'line of thought' that since 1215 people worldwide have turned to as a symbol of democracy standing firm against tyranny. The completeness of these two buildings is quite unique, with both in continuous use as places of justice, learning and worship, and they remain a dynamic site that continues to be an important discernible part of the life of the city.

#### *Proposed criteria for inscription*

lii The Cathedral is visible from up to 30 miles away, demonstrating the use of spectacular landscape design in projecting the power of the Church to the people for miles around.  
iv The Cathedral demonstrates vividly a variety of architectural styles, from the Gothic and Romanesque styles, to the classical and Baroque features of the Wren library. The Castle remains a superbly preserved example of an early Norman castle, one of few to continue to be used as a Crown Court today.  
vi Cathedral and Castle are directly and tangibly associated with the Magna Carta, which has played a

significant role in the development of constitutional law throughout the world

*Other considerations:* the application is supported by the two principal owners of the site and by the local authorities.

### **B. The Panel's response**

The Panel considered that the application, as it stands, did not demonstrate potential OUV, since it is the nomination of two disparate elements in the historic city; and there is no recognition of the immense importance of the Lower Town in Lincoln. There is also little reference to the importance of the city in the Angevin period and there might be mileage in a future serial nomination with Rouen. The association with Magna Carta is important but better dealt with by the existing inclusion of the Charter in the UNESCO Memory of the World Register. This nomination would reinforce an over-represented area on World Heritage List and would not help to fill thematic gaps on the World Heritage List.

### **Recommendation**

The Panel judged that Historic Lincoln did not have the potential to demonstrate OUV and recommends that Historic Lincoln should not be included on the Tentative List.

## **SITE 14 ISLAND OF ST HELENA**

Location: South Atlantic

On previous Tentative List: Yes, in part (1986)

### **A. Summary of case presented by application**

Proposed as a mixed site under criteria vi and x.

*Brief Description of site:* Saint Helena sits in the Atlantic trade winds, over 1,200 miles from the nearest landmass. Previously uninhabited, it was discovered and occupied by the Portuguese in 1502. From 1659 it has been a British possession, apart from a short Dutch interlude in 1673. A vital staging post to India and the British Empire and visited by a thousand ships annually, by the late 18th century the island was heavily fortified. Impressive fortifications survive along its rugged coastline, forming a network of cliff top batteries and fortresses. The island's capital, Jamestown, forms the centre of a virtually complete East India Company landscape. The island played a significant part in the Anglo-Boer War and the suppression of slavery, with large cemeteries of both Boer Prisoners and Freed Slaves. The exiled Emperor Napoleon lived here from 1815 until his death. With the opening of the Suez Canal in 1856 Saint Helena slipped into relative obscurity.

The spectacular rugged scenery of Saint Helena, shaped by volcanic activity 16 million years ago, has fascinated visitors since its discovery. The island is ringed by precipitous cliffs that give no hint of the lush, forested mountainous interior. It is an island of contrasts, including barren deserts, pastureland and cloud forest. In 1502 Saint Helena was a pristine wilderness, with six endemic land birds and extensive forests of endemic plants. Although within a century much of it had been denuded by settlers and wild goats, it was recognised by Darwin as having no biological parallel anywhere in the world. The long period of isolated evolution has led to over 400 endemic plants and invertebrates and the Wirebird, with

many higher taxa (genera and above as well as species) which are also unique to the Island. The past three decades have been marked by concerted efforts to conserve the remaining endemics and restore tracts of native forest.

### *Proposed Justification for Outstanding Universal Value:*

Due to its remoteness Saint Helena has retained an internationally important wealth of history and biodiversity over its 47 square miles, including its extensive coastline fortifications, its well preserved Georgian capital, its plantation houses, its rugged scenery and its hundreds of unique endemics. Saint Helena has played a key role as a stepping stone between empires and as a crossroads between cultures. It represents a living relic of the now-vanished age of maritime empires. At one time it was on the motorway of world history, and the authentic wealth of fortifications and historic infrastructure remaining bears living testament to that significance.

The island is synonymous with the concept of remoteness and separation, most famously as the place of exile for Napoleon. That physical inaccessibility has contributed to the remarkable preservation of the island's historic monuments, many of which possess the sense of having just been abandoned. It also retains its own unique cultural heritage, including its own customs and patois. The island's significant role in the fight to end global slavery is another important aspect of its universal significance.

Saint Helena is repository to some of the world's rarest biodiversity, including species that have been dramatically rediscovered in recent decades. It is an outdoor museum which retains the unique evolutionary characteristics that led Darwin to deem it without parallel in the natural world. He said that 'St Helena versus the world would perhaps be the first division of a phytogeographical system', a recognition of the unique evolutionary conditions derived from the island's remoteness.

### *Proposed criteria for inscription:*

vi Saint Helena remains a living testament to the zenith of the vanished great age of seafaring, and the heyday of the British Empire. The island was a vital stepping stone to the great maritime empires. Napoleon was exiled to Saint Helena because of its remoteness. The liberation of tens of thousands of slaves was another key event.

x The island remains a treasure trove of endemic biodiversity, with over 400 known globally unique species in its 47 square miles, including tree ferns, giant tree daisies and desert-dwelling nocturnal spiders. Yet due to habitat loss much of this extraordinary biodiversity is now restricted to a handful of fragments, with a high proportion extremely endangered and species only kept from extinction by continued conservation effort.

*Other considerations:* the application has the support of the principal owners, including the French Government, and of the St Helena Government.

### **B. The Panel's response**

The Panel noted that High Peak and Diana's Peak had been nominated previously under natural criteria, and had been withdrawn because of an adverse evaluation by IUCN in 1987. At that time, IUCN considered that in terms of evolutionary science St. Helena "was of much



less significance than many other oceanic islands groups where the level of endemism and the variety of species present are much higher". IUCN's report noted that only one of at least nine indigenous bird species survived and many plants species were verging on extinction. It considered that the very small areas nominated in 1986 might be large enough to be an effective plant conservation site but not a functioning ecosystem.

The new site is far larger than the site nominated in 1987. Also much good work has been done on the science of St Helena since that date, revealing that areas of natural desert, for example, are far less damaged than had been thought previously. Moreover there has been great progress in the conservation of endemic species and successful programmes of habitat restoration.

In the light of these changed circumstances, the Panel considered that the Island as a whole did have potential OUV under natural criteria since it demonstrates different ecosystems and climatic zones despite concerns about massive reduction in endemic species over time. There are a high number of endemic species and genera, and an exceptional range of habitats, from cloud forest to desert representing a biome of great age which exists nowhere else on earth. The Panel also noted that in recent years, dedicated conservation work had done much to stabilise the position while some ecosystems are known to be essentially little modified by humans. However the Panel notes that IUCN's previous assessment is an indication that questions of integrity will still be critical in establishing an effective case for inscription. The case will be strengthened if it can be shown that habitats that were previously lost have been effectively restored over wide area

The Panel were not convinced by the case for potential OUV under cultural criteria. There should be further investigation of the cultural values to see if there is a case for future nomination as a cultural landscape under cultural criteria. There were also concerns that the thrust of the application seemed to be to increase tourism which could raise future management issues especially if an airport is built. It would be important in any nomination to demonstrate that the value of the site could be maintained through such changes. Future sustainable use will have to be carefully managed if access to the Island is improved.

Criteria suggested by the Panel:

x The island remains a treasure trove of endemic biodiversity, with over 400 known globally unique species in its 47 square miles, including tree ferns, giant tree daisies and desert-dwelling nocturnal spiders.

#### **Recommendation**

The Panel judged that the Island of St Helena did have the potential to demonstrate OUV under natural criteria and recommends that the Island of St Helena should be included on the Tentative List, though successful inscription will depend upon being able to demonstrate the integrity of the site.

The Panel recommends that there should be further investigation of the cultural values to see if there is a case for future nomination as a cultural landscape under cultural criteria.

The Panel recommends that any nomination should ensure that future sustainable use of the site would have to be carefully managed if access to the Island is improved.

#### **SITE 15 JODRELL BANK OBSERVATORY**

Location: Cheshire, England

On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii, iv and vi

*Brief Description of site:* The Jodrell Bank Observatory, part of the University of Manchester, is dominated by the monumental Lovell Telescope, 76m in diameter and the first large fully steerable radio telescope in the world, which still operates as the 3rd largest on the planet. The 35 Hectare site includes both spaces open to the general public and spaces that are used solely for Astrophysics research. The research space is home to three other radio-telescopes and the purpose-designed 'Control Building', which is now the hub of the UK's national network of radio telescopes 'e-MERLIN'. The site also includes several other original buildings.

The radical developments in Astrophysics generated by the emergence of Radio Astronomy are overlaid on the landscape of the Jodrell Bank Observatory site. Experiments began in 1945, using WWII radar equipment to study meteor showers. Astronomers then began building the world's largest radio telescopes in succession. The Transit Telescope (1947), made the revolutionary first identification of a radio object outside our own galaxy – the great nebula in Andromeda (1950). Subsequently, the Lovell Telescope was built (1952-1957). Its first act was to track the carrier rocket of Sputnik I - witnessing the dawn of the Space Age - the only instrument in the world then capable of this, though in fact it works predominantly on scientific research. At the forefront of Astrophysics since its inception, it is world leading in the research of quasars, pulsars, gravitational lensing and in the development of interferometry.

#### *Proposed Justification for Outstanding Universal Value:*

The Jodrell Bank Observatory is a unique site which combines the heritage of pure science, the authenticity of ongoing scientific research and accessibility to the general public. Founded in 1945, Jodrell Bank Observatory was a pioneer of a completely new science: the exploration of the invisible universe using radio waves instead of visible light, thus creating a new awareness of the Universe of which we are a part. The new radio telescopes discovered previously undreamt of things – quasars, pulsars, gravitational lenses and the fading glow of the Big Bang, and allow us to see out to galaxies outside our own and back in time almost 14 billion years to the origin of the Universe itself. This has resulted in a philosophical shift as radical as the realisation that the Earth orbits the Sun : that our Sun is one of 100 billion stars in our own Galaxy, the Milky Way, and that our own Galaxy is one of 100 billion galaxies in the known, expanding, Universe.

The Lovell Telescope is a feat of master engineering, inspired by a creative scientific genius that encapsulates the move from the lone scientist to modern 'Big Science' – cooperative endeavours that push back the frontiers of

knowledge. Jodrell Bank currently does just this as it acts as the hub of the UK's e-MERLIN network of radio telescopes.

*Proposed criteria for inscription*

- i The development of the entire Jodrell Bank Observatory, and the Lovell Telescope in particular, was an inspired leap of imagination, largely driven by one man's energy and creative scientific genius.
- ii The development of radio astronomy is mapped out across the Jodrell Bank Observatory site. Dominated by the Lovell Telescope, the site encapsulates the move from the lone scientist to modern 'Big Science' – cooperative endeavours that push back the frontiers of knowledge with teams that now often span the planet itself.
- iv The Lovell Telescope, within the context of the Jodrell Bank Observatory, is the unique site, globally, that exemplifies the transition from optical astronomy – seeing the skies only with the human eye – to modern Astrophysics. Astrophysics now extends the range of the human eye to the radio, infra-red, gamma and x-ray areas of the electromagnetic spectrum - allowing us to see beyond our own Galaxy and out to the edges of the known Universe.
- vi The Jodrell Bank Observatory is directly associated with the establishment of the idea that our place in the Universe is defined by our position on a small rocky planet orbiting a star that is one amongst 100 billion in our Galaxy – and that our Galaxy, the Milky Way, is one amongst 100 billion in the known Universe.

*Other considerations:* The application has the support of the site's owner and the local authority

**B. The Panel's response**

The Panel welcomed this innovative application. They considered that Jodrell Bank had clear potential OUV as impressive tangible evidence of a major modern scientific development which had greatly enlarged human understanding of the universe. The site had clear management potential although the inclusion of the arboretum would need to be justified. There may be future potential for a transnational nomination, but Jodrell Bank has potential OUV in its own right. Any nomination should be developed within the context of the ICOMOS/IAU thematic study on astronomy, and the activities of other States Parties in the field of World Heritage and Astronomy should be considered.

Criteria suggested by the Panel:

- i The Jodrell Bank Observatory, and the Lovell Telescope in particular, is a masterpiece of human creative genius creating the then-largest radio telescope in the world which transformed our understanding of the universe and captured the imagination of a generation
- ii Jodrell Bank reflects the interchange of human values leading to the international development of radio-astronomy as a major scientific discipline which has transformed our understanding of the universe. The Observatory demonstrates the development of the team approach to modern 'Big Science'.
- iv The Lovell telescope and other structures on the site are outstanding examples of a technological ensemble which exemplify the transition from optical astronomy to modern Astrophysics, which has allowed us to see out to the edges of the known universe.

- vi The Jodrell Bank Observatory is directly associated with the establishment of the idea that our place in the Universe is defined by our position on a small rocky planet orbiting a star that is one amongst 100 billion in our Galaxy – and that our Galaxy, the Milky Way, is one amongst 100 billion in the known Universe.

**Recommendation**

The Panel judged that Jodrell Bank Observatory has the potential to demonstrate OUV and recommends that Jodrell Bank Observatory should be included on the Tentative List.

The Panel recommends that the boundaries of any nomination should be carefully reviewed with regard to the Arboretum.

**SITE 16 MALONE AND STRANMILLIS HISTORIC URBAN LANDSCAPE**

Location: Belfast, Northern Ireland  
On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a cultural landscape under criteria i, iii, iv, v and vi

*Brief Description of site:* the Malone and Stranmillis Historic Urban Landscape is a Victorian and Edwardian leafy suburb in south Belfast. Large villas, set in landscaped grounds and dating primarily from c1850 – 1950, include many examples of the 'Arts and Crafts' movement, integral to its spirit of place.

*Proposed Justification for Outstanding Universal Value:* the site is of exceptional cultural landscape importance, with its villas in their landscaped setting and the rhythm of the streetscapes. It is an exceptional global example of a historic urban landscape, comprising a group of outstanding individually and artistically crafted villas, primarily dating from the Victorian and Edwardian periods, exceptionally and coherently designed within their landscaped setting.

*Proposed criteria for inscription*

- i The site represents a masterpiece of Victorian and Edwardian creative genius.
- iii Internationally this is a unique site which bears an exceptional and lasting testimony extensively to the civilization of Victorian and Edwardian era.
- iv This site is a truly internationally outstanding example of the typology of a Historic Urban Landscape comprising an ensemble of villa buildings in their landscape setting primarily dating from the significant Victorian and Edwardian periods in history.
- v This Historic Urban Landscape site has become vulnerable under the impact of irreversible change primarily arising from development pressures.
- vi The villas display unique craftsmanship and articulation of artistic works.

*Other considerations:* The site is in multiple ownership and it has not been possible to obtain the views of all owners. The views of the local authority are not stated

**B. The Panel's response**

The Panel considered that the site did not have potential OUV. It clearly had local (NI) value and should be

capable of being protected. This appeared to be the main concern of the applicants but protection should be possible through the comprehensive town planning framework and conservation system.

### **Recommendation**

The Panel judged that Malone and Stranmillis Historic Urban Landscape did not have the potential to demonstrate OUV and recommends that Malone and Stranmillis Historic Urban Landscape should not be included on the Tentative List.

### **SITE 17 MERTHYR TYDFIL**

Location: South Wales

On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria i, ii, iii, iv, v and vi

*Brief Description of site:* Merthyr Tydfil occupies a natural basin at the head of the Taf Valley, approximately 20 miles to the north of Cardiff. The primarily late 18th to 19th Century landscape comprises copious relict remnants and foci including an Ironmaster's house with ice-house, kitchen garden and meadows located within rolling parkland overlooking its formerly associated furnace bank within a plateau containing water power leats, bridges, tram-roads, limekilns and viaducts.

South of these workings lies Merthyr Tydfil Town Centre, the focal point to the main Ironworks of the town, providing a commercial centre, characterised by narrow side streets and attractive facades. The town rises prominently to the east overlooking the vast mineral resource of Cwm Glo, separated from it by the River Taf and former Glamorganshire Canal. This scarred extractive and industrial landscape displays a complex evolution of works such as scouring, quarrying, pit works and transport infrastructure.

The rapid growth of coal and iron industries in the 19th Century transformed Merthyr Tydfil from a modest village in the 1750s to the largest iron-making town in the world by 1801. The first Ironworks at Cyfarthfa (1765) was the first in Merthyr Tydfil to change to bar iron production, leading to it becoming the largest in the world by 1806. It was quickly followed by others at Dowlais (1759), Plymouth (1763), and Penyarden (1784).

Merthyr Tydfil's geographical constraints led to major engineering innovation to maintain an edge over its rivals. Innovations included early railway structures, a complex water infrastructure, and the first industrial use of the Bessemer conversion process for manufacturing in 1857. The town continued to develop until 1861, when both population and iron production declined due to its increasingly disadvantageous inland location.

*Proposed Justification for Outstanding Universal Value:* The site clearly exemplifies a key component of the Industrial Revolution, the effective beginnings of mass production. The human relationship with the landscape in the 18th Century is demonstrated by large swathes of remarkably untouched extraction landscapes, intact components of the iron-making processes, exemplar by-products of the wealth created by the production of iron

and steel, evidence for the transformation from agriculture to industry and a number of 'World's First' engineering feats and processes.

Intense activity substantially changed the landscape. Semi-natural elements, engineering feats, enhanced conurbation and industrial remnants have a group value, rare on a world scale. They include water management infrastructure, including primitive hydroelectric technology, engineering projects such as viaducts, tunnels, bridges, railways and canals, which formed part of an innovative and advanced mineral transportation system, ironmasters and workers housing and the civic core of Merthyr Tydfil which displays the living conditions of workers and the beginning of mass conurbations.

#### *Proposed criteria for inscription*

i The cultural landscape retains exemplars of a number of human and engineering firsts, such as pioneering iron manufacturing processes and groundbreaking engineering projects.

ii The landscape of Merthyr Tydfil provides significant evidence of the communications of Ironmasters with people and the adjoining landscape. Pioneering technology within the area has had a lasting influence, altering the course of the Industrial Revolution and influencing the rest of the world. The hurried development of housing and industry influenced and characterised what followed in later industrialised areas.

iii Merthyr Tydfil retains the quintessential character of a unique working class culture, synonymous with the South Wales coalfield. Its history interprets the relationship between powerful Ironmasters and their workers, as demonstrated by the sub-sized industrial workers housing and living conditions resulting in a remarkably complete surviving landscape depicting the relationship between workers needs and economic gain.

iv a number of pioneering technology and engineering feats scattered across the town include internationally important architectural features, such as the furnace banks at Cyfarthfa Ironworks, Cefn Viaduct and Cyfarthfa Castle. The landscape, which forms an essential context to relict features, displays the evolution of Cyfarthfa to the largest Ironworks in the World.

v The landscape displays a clear exploitation of mineral and natural resources for human gain. The relation between people, industry and landscape is clearly defined and Merthyr Tydfil displays the long lasting results of irreversible change caused by a particular industry of worldwide importance.

vi The monuments and rare landscape of Merthyr Tydfil are a symbol of the effects of the industrial revolution. The Ironworks in Merthyr Tydfil, the largest in the World at the time, are a true interpretation of living traditions of the industrial working class. Events resulting from the tensions between employer and employee are still interpreted by standing buildings and pathways alongside a subplot of literary, religious and poetic importance.

*Other considerations:* the application has the support of the principal owners and the local authority

#### **B. The Panel's response**

The Panel noted that in relation to the iron and steel industry the site is complementary in terms of importance to Blaenavon World Heritage Site but its survival is fragmented and less coherent. The site would not justify nomination on its own. Of undoubted national

importance, its technological developments and world influence could more realistically form part of a holistic celebration of the South Wales iron, steel and coal industry through liaison with the European Route for Industrial Heritage, building on the success and impact of the existing property at Blaenavon.

The Panel considered that the application did not demonstrate fully the importance of the technological developments and the social activities that took place here and that more could have been made of the social history of the site. The Panel also noted that Merthyr Tydfil had played an important role in the development of early railways.

#### **Recommendation**

The Panel judged that Merthyr Tydfil did not have the potential to demonstrate OUV and recommends that Merthyr Tydfil should not be included in the Tentative List.

The Panel recommends that the possibility of liaison with Blaenavon World Heritage Site and the European Route for Industrial Heritage should be explored to enable the undoubted importance of Merthyr Tydfil to be celebrated as a component within the protected industrial landscapes of South Wales.

#### **SITE 18 MERTON PRIORY**

Location: London, England  
On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii, iii and vi

*Brief Description of site:* The site lies on the western side of the valley of the River Wandle. It was cleared for redevelopment in the 1980s and is now occupied by a supermarket and associated carpark, a trunk road, an electricity pylon and fast food outlets. Partial remains of Merton Priory, including the Chapter House are preserved and displayed under the trunk road.

Merton Priory, a House of Augustinian Canons, was founded on the site in 1117. The Priory was dissolved in 1538. In 1236 King Henry III and his nobles, senior clerics and others held the first English Parliament at Merton Priory. At the Parliament the Statute of Merton was passed. This was England's first Statute Law. By the 19<sup>th</sup> century the site was an industrial base, housing factories for William Morris and Liberty's. The site was the centre of the Arts and Crafts movement which influenced design in fabrics, ceramics, glass and metalwork across the world.

*Proposed Justification for Outstanding Universal Value:* Merton Priory was the site of the first English Parliament where the first English Statute Law was passed. From this sprang the systems of government and lawmaking which formed the basis of English government and legislature, which then spread around the world so that more than 3 billion people live under systems born at Merton Priory. The physical remains of Merton Priory are therefore the locus of origin for one of the most significant developments in the evolution of global government.

#### *Proposed criteria for inscription*

- i The first Parliament of England was the beginning of a masterpiece of human creative genius: democracy. That first Parliament initiated an extraordinary change in the process of government, transferring power from kings to the people.
- ii Merton generated parliamentary and bi-cameral systems which have had a profound effect on the architecture of governance across the globe. This width of influence is clear. From the designs of the Palace of Westminster, the architecture of the US Capitol, the parliament in Hungary this is manifest and recognised.
- iii The meeting of the first English Parliament and the passing of the first English Statute law is the core of legal and governmental systems which cover the globe.
- vi in legal and governmental terms this site is the most important in the world. The first English Parliament and the passing of the first English Statute law formed the basis of an intangible structure which has provided world governance to the present day.

*Other considerations:* the views of the owners of the site are not known, and the application is not supported by the local authority

#### **B. The Panel's response**

The Panel considered that the case made was based entirely on associative values. There was little surviving fabric with which any values could be associated so that the site could not demonstrate clear links between physical fabric and intangible values.

The Panel thought that there was potential for inclusion of the Statute of Merton on UNESCO Memory of the World Register.

#### **Recommendation**

The Panel judged that Merton Priory did not have the potential to demonstrate OUV and recommends that Merton Priory should not be included in the Tentative List.

The Panel recommends that there is potential for nomination of the Statute of Merton in the Memory of the World Register.

#### **SITE 19 MOUSA, OLD SCATNESS AND JARLSHOF: THE CRUCIBLE OF IRON AGE SCOTLAND**

Location: Shetland, Scotland  
On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a mixed site under criteria i, ii, iii, iv and x

*Brief Description of site:* This is a serial application with three separate locations, proposed as a mixed site, with both cultural and natural values.

Brochs, 2000 year old drystone towers, are the crowning achievement of prehistoric people in Northern Europe. At 13 metres, Mousa is the best surviving example. Old Scatness, a Broch and Iron Age Village, is possibly the most accurately dated site in Europe, and demonstrates how broch society developed and flourished. Jarlshof is internationally renowned for its well preserved remains spanning 4,000 years of human achievement, and encapsulating the transition from this complex Iron Age

society into an exceptional Viking Village. The sites are a tribute to the capacity of humans to adapt and live in a harsh, windswept, environment.

Then, as now, the seas and cliffs teemed with life: 1% of the global storm petrel population, the world's largest colony, nest in Mousa Broch and its environs. The hinterland of Old Scatness and Jarlshof includes the uniquely accessible seabird cliffs: puffins, gullimots, razor bills, shags, kittiwakes nest at Sumburgh Head, wading birds breed in intertidal muds at Pool of Virkie and Mousa is internationally important for pupping common seals. Mousa Broch was built around 400-200BC. Modified during the Iron Age it was used as a refuge in the Viking period. The Broch at Old Scatness was constructed between 400-200BC. The village of roundhouses, and later Pictish wheelhouses continued until c850AD. Eventually windblown sand buried Old Scatness. Jarlshof was settled from the Neolithic/Bronze Age to the 1600s, with exceptional Iron Age, and Pictish remains and an outstanding Viking village.

*Proposed Justification for Outstanding Universal Value:* These exceptionally well preserved Iron Age sites demonstrate human achievement 1000-2000 years ago in finding complex engineering architectural solutions to create multi storied towers up to 13m high within a treeless landscape. They demonstrate the inventiveness of a sophisticated society and how this was passed on and adapted over successive generations. Together the three sites provide a detailed picture of Iron Age society in Northern Europe, its progression and eventual transition into a time of Viking settlement, and a very different culture. Mousa is the most complete Broch in the world, while Old Scatness is unique, demonstrating how the broch style developed into the construction of huge single skinned roundhouses and how values changed architecturally and culturally as the village became Pictish. Jarlshof is internationally renowned for encapsulating 4000 years of settlement, including the transition from Iron Age/Pictish to Viking, transforming the culture and lifestyle: a cultural upheaval which strongly influences life today.

Mousa Broch is also worthy of natural inscription because nowhere else in the world are storm petrels, which primarily live out at sea, so accessible. The wider island includes outstanding access to an internationally important colony of breeding common seals. The hinterland of Scatness and Jarlshof includes the spectacular bird cliffs of Sumburgh Head, where people can easily get extremely close to the 35,000 birds which inhabit it.

*Proposed criteria for inscription*

- i The virtually intact Mousa Broch is a masterpiece of creative genius representing the crowning achievement of Iron Age people in Northern Europe 2000 year ago, in creating complex drystone towers, 13m high, in a treeless landscape.
- ii The three sites combine to exhibit the important interchange of human values throughout 1000 years from the point at which they perfected their drystone skills and created massive drystone brochs (Mousa), then adapted these skills in order to create large roundhouses with narrow walls, 13m internal diameter (Old Scatness) and corbelled wheelhouses (Jarlshof), which are also

significant feats of drystone work, creating monumentality with the limited materials available to them.

iii Brochs are the pinnacle of architectural achievement in the North Atlantic Iron Age. Mousa is the outstanding example: the only broch to survive near to its full height of 13m. The complex Iron Age and Pictish village at Old Scatness and the Pictish and Viking settlement at Jarlshof bear exceptional testimony to the Iron Age civilisation of 2000 years ago, the Picts, and the advent of the Vikings: a time of great cultural upheaval.

iv Brochs are outstanding feats of drystone work, due to their height, durability and their incorporation of primitive relieving lintels, while Old Scatness contains exceptional examples of huge single walled roundhouses. Jarlshof includes the best surviving example of a wheelhouse as well as an outstanding example of a Viking village in a treeless landscape. These incredible structures represent the height of prehistoric achievement, and represent the zenith of prehistoric achievement in the North Atlantic world.

x Mousa hosts 1% of the world's breeding population of storm petrels (6% of the UK& Ireland population), and is the largest single colony in the world. It is also the only place where people can readily see them.

Other considerations: the application has the support of the principal owners and the local authority.

**B. The Panel's response**

The Panel considered that the site had potential OUV under cultural criteria. The site had great importance for its monumental Northern European Iron Age architecture over a long period and because it demonstrated what was happening in Europe outside the Roman Empire. It also stood proxy for a whole era of European architecture which has not survived elsewhere because it was in timber. The Panel did not think that the application overlapped thematically with either Neolithic Orkney or St Kilda World Heritage Sites. The Panel considered that the natural values were marginal in the World Heritage context and that it should not be nominated under natural criteria. The Panel thought that the proposed name of the site was misleading.

Criteria suggested by the Panel:

- iii The Broch at Mousa, the complex Iron Age and Pictish village at Old Scatness and the Pictish and Viking settlement at Jarlshof bear exceptional testimony to the development over many centuries of Iron Age civilisation of 2000 years ago, the Picts, and the advent of the Vikings.
- iv Brochs are outstanding feats of drystone work, due to their height, durability and their incorporation of primitive relieving lintels, while Old Scatness contains exceptional examples of huge single walled roundhouses. Jarlshof includes the best surviving example of a wheelhouse as well as an outstanding example of a Viking village in a treeless landscape. These incredible structures are outstanding examples of their types, representing the zenith of prehistoric architectural achievement in the North Atlantic world.

**Recommendation**

The Panel judged that Mousa, Old Scatness and Jarlshof: the Crucible of Iron Age Scotland had the potential to demonstrate OUV and recommends that Mousa, Old Scatness and Jarlshof: the Crucible of Iron

Age Scotland should be included on the Tentative List under cultural criteria only.

## **SITE 20 OFFA'S DYKE ENGLAND/ WALES BORDER EARTHWORK**

Location: English/ Welsh border  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural site under criteria iii, iv and vi.

*Brief Description of site:* Offa's Dyke consists of a massive bank and western ditch, facing the Welsh. The dyke runs on a north-south course between Treuddyn (Flintshire) and Sedbury Cliffs (Gloucestershire). It follows an alignment close to (and sometimes forming) the modern border between England and Wales. It is cleverly designed to exploit strategically the topographical interface of the Welsh uplands and the English lowlands. The dyke has inevitably been subject to localised erosion, removal and damage, but overall its continuous character and landscape presence remain remarkably intact.

Offa's Dyke is a product of the migration of the Anglo-Saxon peoples into and across southern Britain in the post Roman period. It was built in the later 8th century to define the cultural and political border between the Anglian King Offa's midland-centred kingdom of Mercia and the native British peoples/kingdoms in what is now Wales. In later centuries, the dyke exerted a lasting influence on the way the local populations came to define their cultural identity. This indelible English line on the landscape contributed to a new sense of common unity among the British peoples to the west – the Welsh, and sections of the monument were formally designated as the national border in the 16th century. In the mid 20th century, it was the inspiration for the creation of the Offa's Dyke Path National Trail, which follows much of the ancient monument.

*Proposed Justification for Outstanding Universal Value:* Offa's Dyke directly represents a key period of Western European history when migration, cultural interaction, and territorial competition resulted in the tangible beginnings of the languages, cultural identities and nation states with which we still live with today. Little visible evidence of the peoples and historical processes of the early medieval period now remains. Offa's Dyke is not only the largest, most impressive, and most complete purpose built early medieval monument in Western Europe. In its linear scale, its careful design as a powerful expression of political and cultural exclusion, and its context marking a cultural/national border which remains to this day, Offa's Dyke precisely exemplifies these core historical developments, and their lasting effect on the landscapes, peoples and cultures of Western Europe. It has Outstanding Universal Value not just as a unique evidence of the cultural origins of modern Europe, but as rare monumental evidence of the origins of cultural identity generally

#### *Proposed criteria for inscription*

(iii) Offa's Dyke provides unique testimony both to the lost culture of the Anglo-Saxon peoples, and to the living culture of the English and Welsh peoples. The largest civil engineering project ever undertaken by an Anglo-

Saxon state, it is the best example of the distinctive Anglo-Saxon monumental dyke building tradition, and directly represents core aspects of Anglo-Saxon culture. (iv) Offa's Dyke is an outstanding illustration of a key stage of Western European history when processes including migration and territorial conflict created the languages, cultural identities and nations which still exist today. Offa's Dyke is unique monumental evidence not just of the genesis of England and Wales, but of the political basis of modern Europe.

(vi) Offa's Dyke is directly associated with the development of profoundly rooted ideas of English and Welsh cultural identity. Over the last thousand years, the enduring landscape presence of the dyke has continually re-affirmed the living tradition of English and Welsh origins for the peoples on either side of the monument.

*Other considerations:* the site is in multiple ownership and owners have not yet been contacted. The application was supported by the local authorities along the line of the Dyke.

### **B. The Panel's response**

The Panel noted that applications for the Tentative List included a significant number of applications from the period AD 500 – 1300 and that Offa's Dyke was of similar importance in European terms to the Danevirke. The Danevirke was on the German Tentative List but as a part of a serial transnational nomination related to Viking culture and therefore supported by the international series. It was also noted that there are a number of other similar dykes in England although these are not associated with a specific individual. Offa's Dyke does not compare favourably against other sites defining politico/cultural boundaries – eg Frontiers of the Roman Empire, Great Wall of China. While the Dyke did mark a linguistic divide, its physical survival was not complete and in places it survived as a boundary rather than a major landscape feature. The Panel were not convinced by the case that it had OUV in its own right. There could be considerable management issues because the Offa's Dyke National Trail ran along the monument. Wind farms could also be an issue. The Panel considered that Offa's Dyke had the potential to be managed more holistically as a UK site in coherent form subject to cooperation between English and Welsh authorities.

### **Recommendation**

The Panel judged that Offa's Dyke England/ Wales Border Earthwork did not have the potential to demonstrate OUV and recommends that Offa's Dyke England/ Wales Border Earthwork should not be included in the Tentative List.

## **SITE 21 ST ANDREWS – MEDIEVAL BURGH AND LINKS (HOME OF GOLF)**

Location: Fife, Scotland  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria iii, iv and vi

*Brief Description of site:* St Andrews is a deeply historic ecclesiastical medieval burgh with a uniquely well-preserved medieval urban morphology. It is also one of the best European examples of a planned medieval

pilgrimage town. The burgh is also recognised worldwide as the home of golf. The area proposed for nomination includes both the medieval burgh (with its cathedral, priory and castle etc) as well as the historic Old Course golf course on the Links. St Andrews had established itself as the pre-eminent religious and royal centre of Scotland by the 9<sup>th</sup> century AD.

The relics of St Andrew were venerated by pilgrims from across medieval Europe, securing for St Andrews the position of the third most important pilgrimage shrine in medieval Europe (after Rome and Compostella). The burgh was also an important Royal centre, a centre of learning from a very early date and later the seat of Scotland's archdiocese.

The sophistication of the civitas of St Andrews saw it adopt the game of golf by at least the early 14<sup>th</sup> century. Using its natural coastal environment (the Links), the game prospered from the later medieval period onwards. Today, St Andrews is recognised the world over as the cultural and historic home of golf including as it does the oldest course in the world (the Old Course) and the best documented course in the world. It is also the place where the form and rules of the modern game of golf were developed.

*Proposed Justification for Outstanding Universal Value:* the OUV lies in recognition of the value of St Andrews uniquely well-preserved medieval urban morphology, its unique designed medieval streetscape, the best example of a planned pilgrimage town in Europe and also in recognition of the individuality and rarity of such well-preserved medieval urban environments on the edge of medieval Christendom, of its pre-eminent position as one of the most important Christian pilgrimage centres in medieval Europe.

The principal claim for OUV is recognition of St Andrews in its unifying role as the worldwide historic and cultural home of golf. This world-wide iconic status connects St Andrews, not just historically, but culturally with worldwide society and its shared enjoyment of the sporting pastime of golf. The Old Course, a combined work of man and nature, represents in a truly physical, historical and cultural sense, the worldwide home of golf, a worldwide sport played by more than 60 million people across the world on more than 32,000 golf courses.

*Proposed criteria for inscription*

iii St Andrews is the home of golf. It embodies and preserves a cultural tradition nurtured, and developed over six centuries which now exported around the world has resulted in the wholesale worldwide adoption of the game of golf.

iv The burgh's unique medieval morphology (its streetscape) is a masterpiece of medieval town planning. It represents the best single phase medieval planned urban landscape in Europe. Its unaltered and uniquely distinctive form was designed and built in concert with the cathedral and priory to produce the most purpose-built pilgrimage town in medieval Europe.

vi St Andrews is historically and culturally the undisputed worldwide home of golf. It is directly and tangibly connected with a sporting/cultural activity whose worldwide appeal has earned it a position of outstanding universal significance to mankind.

*Other considerations:* the principal owners and the local authority support this application

## **B. The Panel's response**

The Panel considered that the application had not fully understood the concept of cultural landscapes and that there was no coherent narrative linking disparate component parts. There were also concerns about authenticity and integrity as the main pilgrimage site had largely been destroyed at the Reformation and the layout of the golf course was only late 19<sup>th</sup> century. The Panel noted that the application itself had said that the origin of Scottish traditional golf was disputed. The issue of Sport as a category for World Heritage inscription needed further consideration internationally, perhaps backed by research, before the time would be ripe for the inclusion of sport-related sites on a Tentative List.

## **Recommendation**

The Panel judged that St Andrews – Medieval Burgh and Links (Home of Golf) did not have the potential to demonstrate OUV and recommends that St Andrews – Medieval Burgh and Links (Home of Golf) should not be included in the Tentative List.

The Panel recommended that the Government should explore with UNESCO/ ICOMOS ways in which research could be developed on the representation of sport on the World Heritage List

## **SITE 22 SLATE INDUSTRY OF NORTH WALES**

Location: Gwynedd, Wales

On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria ii, iii, iv, v and vi

*Brief Description of site:* The application is for a cultural landscape incorporating six separate areas across North-West Wales, representing the different forms and traditions of the slate industry, its transport and infrastructure, and its workforce's communities. Possible areas could include the slate-quarrying landscape of the Ogwen-Cegin valleys, in which the long-lived Penrhyn quarry is situated, its harbour at Port Penrhyn and associated rail system and Penrhyn Castle (home of major quarry-owning family); the Welsh Slate Museum in the Dinorwic quarry, with associated workings, innovative quarry hospital, worker settlements and transport systems; the slate-quarrying landscape of Nantlle/Moel Tryfan, associated worker settlements and transport systems; the landscape of the Gorsedda quarry, tramway and worker settlement, the iconic Ynysypany slate mill; the Ffestiniog slate landscape, early hydro-power station and associated transport systems including the Ffestiniog Railway; and the main University building at Bangor, reflecting the quarrymen's financial contribution to, and zeal for, education.

The slate industry of North Wales was active in the Roman period, grew significantly during the 18<sup>th</sup> century, expanded rapidly 1856-1900 and was technically innovative to 1914. It was a major provider of roofing materials and slate products throughout the world in the 19<sup>th</sup> century. The technologies of the quarries and their transport infrastructure were also exported worldwide.

The industry enabled a traditional culture and a minority language to adapt to the modern world by acquiring new skills. The call for craft-skills was met by the growing working population of north Wales. It was the only major capitalised British industry to be conducted almost entirely in a language other than English. Quarry communities met the challenges of industrialisation by creating their own democratic structures, including workers' chapels, and in their financial contribution to Bangor University.

Its landscape impact is profound and largely intact, creating distinctive quarrying environments, and settlements that are recognised as classic examples of 19th-century industrial/vernacular towns and villages. There has been little redevelopment or reclamation and some sites have been conserved since the 1970s. The industry remains active on a reduced scale.

*Proposed Justification for Outstanding Universal Value:* the North Wales slate industry illustrates the way in which a traditional minority culture adapted to modernity in the classic 'Industrial' period, thereby growing into the confident living culture of today. It did so by evolving technical solutions to geological and processing problems as well as by developing a unique set of craft skills, involving a profound understanding of the nature of the rock to be quarried and processed. These methods in some cases owed something to other industries but were mostly *sui generis*.

These skills were passed on to other quarrying areas, most notably in France and the USA, by exchange of ideas and (in the case of the USA) by emigration. Its products are found all over the world. The distinctive solution evolved by the industry to the problem of transporting slate from the quarry to navigable water is the locomotive-worked narrow gauge railway. This was identified by engineers world-wide as a model adaptable to their own countries from 1870 onwards.

The social gulf between patrician proprietors and workers is seen in the Neo-Norman masterpiece Penrhyn Castle, home of the owner of the major quarry, in relict/preserved workers' vernacular housing, churches and chapels in quarry landscapes

*Proposed criteria for inscription*

ii The proposed site exhibits an important global interchange of human values in terms of extractive technology, building materials and transport technology. The influence of its extractive technology is felt in the quarries of the USA and France, and of their transport technology in narrow-gauge rail systems all over the world. The evidence of its main product is evident world-wide.

iii The proposed site bears exceptional testimony to the way in which a living minority cultural/linguistic tradition adapted to modernity in the 19th century.

iv The proposed site offers outstanding examples of technological ensemble within a challenging landscape, illustrating a significant stage in the Industrial Revolution.

v The proposed site offers an outstanding example of a traditional human settlement and land-use which is representative of a strong minority culture, as well as of human interaction with the environment through quarrying and engineering.

vi The proposed site is directly and tangibly associated with the struggle for social justice through the quarry communities' own democratic structures including workers' chapel and their support for the University at Bangor.

*Other considerations:* the application is supported by the principal owners and by the local authority.

## **B. The Panel's response**

The Panel considered that site had potential OUV as the physicality of the landscape was impressive and provided good evidence of an industry of international significance together with its supporting social structure. Slate quarrying continued on a small scale. The application clearly demonstrated the physical and social dimension of the industry although it did not fully argue the importance of the slate industry on a global scale and the importance of the product for example in industrial mass housing. The Panel noted that there had been considerable export of technical expertise as well as the emigration of skilled workers. The case that quarrying differed in kind from mining extractive industries was made. Too many criteria had been chosen and modification to criteria would be necessary when a nomination was developed and areas to be nominated had finally been defined. A thorough comparative study would also be needed. It was also suggested that any nomination process should consider whether the inclusion of Bangor University actually strengthened the case. It was noted that the application ignored the indigenous artistic use of slate.

Criteria suggested by the Panel

ii The proposed site exhibits an important global interchange of human values in terms of extractive technology, building materials and transport technology, and emigration. The influence of its extractive technology is felt in the quarries of the USA and France, and of their transport technology in narrow-gauge rail systems all over the world. The use of its main product is evident world-wide.

v The proposed site offers an outstanding example of the adaptation of a traditional human settlement and land-use to modern industry without losing its distinctive character and language. This is representative of a strong minority culture, as well as of human interaction with the environment through quarrying and engineering.

## **Recommendation**

The Panel judged that the Slate Industry of North Wales did have the potential to demonstrate OUV as a cultural landscape and recommends that the Slate Industry of North Wales should be included on the Tentative List.

The Panel recommends that the areas to be included in any nomination would need to be carefully defined including transport links to the coast, and that the case would need support from a thorough comparative study.

## **SITE 23 THE BIRMINGHAM JEWELLERY QUARTER**

Location: West Midlands, England

On previous Tentative List: No

## **A. Summary of case presented by application**

Proposed as a cultural site under criteria iii and iv



*Brief Description of site:* The Birmingham Jewellery Quarter is an urban industrial area with a long history of jewellery and metal ware production carried out in a concentration of converted houses, workshops and manufactories seemingly unparalleled elsewhere in the world. The Quarter survives as a close-knit working entity, largely composed of small to medium sized family firms, remaining the major centre of gold jewellery production in the United Kingdom. Five building types give the Quarter its distinctive physical character. These are converted C18 and C19 houses, C19 purpose built houses with workshops, C19 and C20 purpose built manufactories, purpose-built workshop or 'shopping' ranges, and specialist buildings supporting the trade which include the Birmingham Assay Office and the School of Jewellery. Many are still in use as industrial workshops, producing a range of metal goods using highly specialised skills, processes, tools and machinery developed in the eighteenth and nineteenth centuries and which have remained basically unchanged to the present day.

Metalworking in Birmingham is documented from the mediaeval period. By the eighteenth century the town was known for the production of 'toys', small transportable objects of relatively high value. The growth of the 'toy' trades led to a huge increase in Birmingham's working population and a demand for building land. St Paul's Square, laid out from 1772, drew prosperous masters away from the cramped town centre and provided a focus for the nineteenth century development of the Jewellery Quarter.

Domestic properties were all sooner or later converted for industry, with workshops built over the back gardens. From the 1820s houses were purpose built with workshops. The first purpose built manufactories in the evolving Quarter were constructed in the 1830s. Increasing specialisation and subdivision of production among independent craftsmen led to the localisation of the jewellery trade. From the 1850s with further expansion of the industry the Quarter took on its close urban grain. From the 1890s to 1920 production was at its peak. Lack of space hampered recovery after WW2 and in 1965 the Council agreed a partial redevelopment

*Proposed Justification for Outstanding Universal Value:* the Birmingham Jewellery Quarter survives as a living cultural and physical entity representing early industrialisation in Britain and the British global influence exerted through colonisation and nineteenth century dominance in world trade. Birmingham was in the vanguard of industrialisation in Britain. The process in Birmingham was one of evolution rather than revolution, based on a small master economy which grew through the subdivision of production, steady improvement in technology and the transfer of skills. Much of the industrial output which drove Britain's C19 dominance in world trade was produced in domestic workshops and small manufactories such as those still found in the Jewellery Quarter, which preserves the evidence for the domestic model of industrialisation, in its unrivalled concentration of buildings, in the organisation of its trade and in the continued use of historic processes, tools and machinery.

#### *Proposed criteria for inscription*

- iii The Birmingham Jewellery Quarter is an exceptional living example of an industrial entity in which the subdivision of production among highly specialised independent craftsmen has resulted in extreme localisation and the development of a distinctive townscape in a clearly defined area.
- iv The Birmingham Jewellery Quarter is an outstanding and complete illustration in material and structural form of a highly localised industry in a unique concentration of converted houses, workshops, manufactories and specialised buildings. The Quarter is representative of the productive processes and the export trade which made Birmingham 'the workshop of the world', a living reminder of the city's contribution to Britain's nineteenth century global dominance in manufacturing and trade.

*Other considerations:* the application is supported by the local authority which is also the largest landowner within the site

#### **B. The Panel's response**

The Panel thought that the concept behind this application was a good one but that the actual site was fragmented and parts of it were poorly preserved. Also, a large part of the interest lay in its activities which were decreasing. There were better preserved working examples of workshop activity elsewhere in Europe. WHS status appears to have been sought to ensure survival of the site, but the physical fabric could be protected under the existing planning policy framework if this was properly applied.

#### **Recommendation**

The Panel judged that The Birmingham Jewellery Quarter did not have the potential to demonstrate OUV and recommends that The Birmingham Jewellery Quarter should not be included in the Tentative List.

#### **SITE 24 THE BIRTH OF THE RAILWAY AGE: GENESIS OF MODERN TRANSPORT**

Location: Manchester and North-East England  
On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii and iv

*Brief Description of site:* The application proposes a serial nomination of six sites in the north of England. These are:

- Causey Arch and the Tanfield Waggonway, Stanley, County Durham
- Wylam Waggonway and Stephenson Birthplace, Northumberland
- Stephenson Locomotive Works, Newcastle upon Tyne
- Stockton & Darlington Railway (1825), County Durham
- The Bowes Railway (1826), Gateshead and Sunderland
- Liverpool Road, Manchester, including the Liverpool Road Station, the Irwell Bridge and adjacent viaduct

Between them the sites demonstrate the evolution of the railway from the point at which it first made a major impact on the landscape and on people in the early eighteenth century to the first demonstration of the

modern inter-city passenger and freight system that transformed worldwide mobility and industry in 1830. They include the routes- some still in use as railways, others now serving to provide public access to a post-industrial countryside, some key monuments, audacious earthworks and bridges, two of the earliest railway stations in the world, and the places where world changing events took place such as the birth of George Stephenson, some of the first successful applications of locomotive power, the first public steam operated railway journey and the launch of the first part of the inter-city railway network. From this event, sprang universal recognition of the benefits of the steam railway. The railway was to become the single most important technological, social and economic force that shaped the nineteenth century, global in its impact and in the advantages it conferred on humankind. The railway unified the markets of the world, spanned continents, forged nations. It became the first form of transport accessible to the common people.

*Proposed Justification for Outstanding Universal Value:*

This group of sites reflects the evolution of the railway from wagonways that moved coal to the tidewater staiths of the North-East coast to the successful application of the steam railway locomotive on the Stockton & Darlington Railway in the 1820s and the opening of the Liverpool & Manchester Railway in 1830. Both as a group and individually these are the most important early railway sites and structures in the world. From them sprang the railway in its fully-fledged form, in which the track owner operated as an integrated system the network and all that ran on it. This became the norm for railways worldwide as did the gauge of four feet, eight-and-a-half inches (1435mm), virtually universal throughout Europe and North America, and found widely elsewhere. They represent the transition in motive power of the railway from horse and gravity to the successful application of steam in the form of the locomotive engine, thus reflecting the origins of the steam railway and the birth of the railway age worldwide.

*Proposed criteria for inscription*

- i The steam railway was the result of the application of high-pressure steam technology in the form of the locomotive engine – from c 1803 onwards – to the most developed form of iron-rail wagonway systems as pioneered in North-East England. By 1825 the locomotive had demonstrated its capacity as an efficient prime mover. Liverpool Road, Manchester is the world's first main line railway station, from which all subsequent examples have evolved.
- ii These sites, taken together, represent the evolution of land transport from its pre-industrial form into the era of cheap mass transport for people and goods that was the key to worldwide industrialisation and urbanisation.
- iv From the 17th to the 20<sup>th</sup> century the wagonway network of north east England provided the cheap transport of minerals that was fundamental to the industrialisation which followed. They were the melting pot from which modern land transport systems and their monuments pushed at the edges of civil engineering capabilities in their time.

*Other considerations:* the application is supported by the numerous local authorities involved. Most owners have expressed their support but Network Rail said in response to the Government consultation on World

Heritage Policy that they do not support the nomination of any still functioning railway as a World Heritage property

**B. The Panel's response**

The Panel recognised the importance of these sites as evidence of the origins of the railway within the UK, because of their early date and good survival. Some of the elements were supported by the TICCIH study on railways. There were, however doubts about the coherence of this case which mixed colliery tramways with two of the earliest main lines. Establishing and maintaining a common management system of such a disparate site could also be problematic. There were also issues over the position of the owner of part of the proposed site.

The Panel were concerned over the overlapping proposals in this subject area. There is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. If such a coherent proposal can be developed, the Government should consider adding it at a future date to the new Tentative List, provided that it has the potential to demonstrate OUV.

**Recommendation**

The Panel judged that The Birth of the Railway Age: genesis of modern transport did not have the potential to demonstrate OUV and recommends that The Birth of the Railway Age: genesis of modern transport should not be included in the Tentative List.

The Panel recommends that the Government, working with the national heritage agencies, should commission a study of early railway remains in order to identify possible sites with the potential to demonstrate OUV and sufficient coherence to be manageable, and that it should consider adding such a proposal to the new Tentative List subject to the completion of a satisfactory feasibility study.

**SITE 25 THE BUILDINGS OF CHARLES RENNIE MACKINTOSH**

Location: Glasgow and Helensburgh, Scotland  
On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii and iv

*Brief Description of site:* This serial site comprises two buildings:

Hill House (HH) is a large L shaped villa overlooking the river Clyde. Mackintosh modernised the Scottish Baronial tradition by combining it with arts and crafts, grid and geometric forms, Glasgow Art Nouveau, and a strong Japanese flavour. Every part, detail and subdivided space has a tightly defined purpose. The interiors, designed with his wife Margaret Macdonald, are Celtic, ethereal and strikingly beautiful - white rooms, dark spaces, muted colours and coloured glass all contrast to dazzling effect.

The Mackintosh Building at the Glasgow School of Art (MBGSA), developed from a simple E shaped plan on a very steep ridge, has vertical elevations and echoes of Scottish Baronial architecture. Fronted by Japanese armorial railings, the huge studio windows of the asymmetrical north facade shoot horizontally from the main entrance. The west facade is a sheer tower up the face of which runs 3 immensely tall oriel windows. Every space within the building is unique and memorable, including the cubic cage of the staircase, the southern high gallery, tiling and the leaded glass panels in the doors.

HH was built for the publisher Walter Blackie in 1902-3, and was occupied by his family until his death in 1953. It is now owned by the National Trust for Scotland.

The MBGSA was built in two halves (1897-9 and 1907-9), and visibly charts the considerable development of Mackintosh's style. In 1896, funds only allowed for the eastern end and the centrepiece to be built. Ten years later the west side was developed. Mackintosh completely recast the west wing from his original design, making it more stylised, transforming the library into his "tour de force". Today, the building continues an uninterrupted tradition of being a working Art School.

*Proposed Justification for Outstanding Universal Value:* Mackintosh was one of the greatest, most original fin-de-siècle designers. Pioneering the idiosyncratic aesthetic "Glasgow Style" of Art Nouveau he rediscovered "form follows function", freed space, created decoration from functionality & incorporated all elements into a singular unified design. He forged a new architecture for a new age, crucially influencing the nascent European modern movement (particularly in Germany and Austria).

Both the MBGSA and HH were a breakthrough, pointing the route from Art Nouveau (through cubism and constructivism) to modernity. The MBGSA is the most influential art school ever built. The complex articulation of spaces, verticality and asymmetry were radical. The HH revealed the transition from Art Nouveau to simple, proto-cubic abstract architecture. Radically, form followed function, windows and bays punctuated outwards where they were most needed, and every element had a specific purpose including subdivided rooms and extraordinary interiors.

*Proposed criteria for inscription*

i The highly original MBGSA and HH represent masterworks of the creative genius of Mackintosh. In their own right, they are both seminal buildings of the nascent modern movement and masterpieces of English Free Style architecture. Each building is a testimony to Mackintosh's extraordinary mastery over the complex handling and subdivision of space, design unity, decorative arts and integration of vernacular principles.

ii The most original fin-de-siècle architect, Mackintosh (and these buildings) exerted a crucial influence on the greatest continental architects (particularly in Darmstadt and Vienna). They shared a common vision and ideas but Mackintosh alone showed them the clear route out of Art Nouveau to modernity. His tendency for abstraction, free style, geometry, white walls and with inseparable ornamentation, the life centred principle, unified design, creating decoration from functionality, exerted a powerful

influence continuing through Art Deco, Bauhaus and today.

iv An Internationally important civic art school and dwelling house of great distinction, the MBGSA and the HH are also exemplars of English Free Style architecture and integrated vernacular principles. Both buildings exhibit the earliest stage in the birth of modern architecture. This is visible in Mackintosh's proto cubist forms, geometry, abstraction, functionalism, innovative handling of space and white rooms

*Other considerations:* the application is supported by the two principal owners and by the local authorities

## **B. The Panel's response**

The Panel considered that the nominated buildings did not have potential OUV in their own right. A number of urban sites inscribed on the WH List already contain significant Art Nouveau architecture. They noted the significance of Mackintosh as an architect in Europe but noted also that much of his influence was through the published designs of unbuilt structures. The Panel also noted that there was uncertainty about the overall significance of the work of Mackintosh and other contemporary architects. They considered that there was a need for further research on the architecture and design of this period to identify truly significant buildings across the world.

## **Recommendation**

The Panel judged that the potential of the Buildings of Charles Rennie Mackintosh to demonstrate OUV had not been established and recommends that the Buildings of Charles Rennie Mackintosh should not be included in the Tentative List.

The Panel recommends that any further nomination based around the work of Charles Rennie Mackintosh should be supported by a thorough and comprehensive study of architecture in this era, which would need to be based on international research.

## **SITE 26 THE DOVER STRAIT**

Location: Kent, England and Pas de Calais, France  
On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a mixed site under criteria ii, iii, iv, v, vi, vii, viii, ix and x

*Brief Description of site:* the application is for a transnational cultural landscape including the iconic White Cliffs of Dover and Folkestone, the Caps Griz Nez and Blanc Nez immediate landscapes, historically significant buildings in the urban landscape, and the seascape and marine environment between.

Since the disruption of the land bridge between England and France, the Channel has been important throughout history as a barrier during times of conflict and a conduit for trade and cultural exchange during more peaceful times. The chalk cliffs on either side bear testament to this strategic relationship, with outstanding fortifications from the Roman period to the 20<sup>th</sup> century.

The site also has a significant ecological value, featuring globally significant areas of chalk grassland and wave cut

platforms. By its very nature, it reflects a unique collection of plants and animals at the limit of their biogeographical range.

Britain first became an island c 425,000 years ago, but rejoined the mainland during subsequent glaciations. The land bridge was last inundated c 8,500 years ago. The chalk grassland, a predominantly semi-natural habitat, was created by forest clearance some 4,000 years ago.

The Strait lies at the crossing point of two great routeways. Roman forts and harbours and lighthouses were built in Dover and Boulogne and this became the most important crossing route. Dover Castle was the pre-eminent English fortress from the 13<sup>th</sup> century and has been regularly updated since. Outstanding fortifications were built on both sides in the 18<sup>th</sup> and 19<sup>th</sup> centuries. The area also played a critical role in World War II

*Proposed Justification for Outstanding Universal Value:* the Dover Strait is recognised globally for its dramatic and outstandingly beautiful land/ seascapes, its rich biodiversity and geological heritage, and as a place of historical and cultural exchange throughout human history. The site includes areas of chalk grassland, now rare species-rich habitat, and also features a unique collection of plants and animals at the limit of their biogeographical range. The Strait has been a globally important sea route from prehistoric times to the present day, as evidenced by outstanding historic fortifications, harbours and archaeological finds on either side of the Channel.

*Proposed criteria for inscription*

- ii The Dover Strait has been a globally important sea route and witness to the exchange of ideas and culture since prehistoric times. The historic fortifications and monuments bear testament to key developments in architecture and technology at various stages in history.
- iii The White Cliffs have a particular symbolic role in UK history and heritage.
- iv The severance of the land bridge interrupted both human and biological migration and exchange which has had an enduring effect on the British Isles, its history and culture, landscapes and wildlife.
- v The Dover Strait has always been the shortest crossing between Britain and the rest of Europe. It has been a focus for the exchange of ideas, materials and goods, and travel, migration and political interaction. The sea was often a means of connecting rather than dividing people and the Dover Strait is the world's busiest shipping lane. The proposed site is heavily fortified with outstanding examples of defensive architecture which demonstrate its strategic role through history.
- vi The Strait has witnessed some of the most dramatic and important scenes in human history.
- vii The extraordinary natural beauty and iconic qualities of the White Cliffs are recognised and celebrated globally
- viii The Dover Strait is of international significance for its geology and morphology.
- ix The White Cliffs are identified as areas of ecological refugia, being a source of species migration in post Ice Age environmental change.
- x The site contains very significant areas of coastal cliff and chalk grassland, a globally rare habitat rich in biological diversity.

*Other considerations:* the application is supported by the English and French local authorities and by the principal owners on the English side. No evidence is given for the views of French owners.

**B. The Panel's response:**

The Panel did not consider that the case was made. The application was very lacking in detail for the French side and has been written largely from the English perspective. The Panel noted that the Pas de Calais is not on the French Tentative List.

**Recommendation**

The Panel judged that The Dover Strait did not have the potential to demonstrate OUV and recommends that The Dover Strait should not be included in the Tentative List.

**SITE 27 THE FLOW COUNTRY**

Location: Scotland

On previous Tentative List: Yes (1999)

**A. Summary of case presented by application**

Proposed as a natural site under criteria ix and x

*Brief Description of site:* The Flow Country is widely considered to be the largest area of blanket bog in the world. Together with associated areas of heath and open water it is of international importance as a habitat. It encompasses an exceptionally wide range of vegetation and surface pattern types, including numerous pool systems. These features are usually rare and localised but here they are widespread and a high proportion of the ground remains undisturbed. The range of mire types varies from those of the lowland Caithness plain in the east, with their continental affinities, through to those of the mountainous oceanic west. Extensive areas of active blanket bog, where bog moss *Sphagnum* and other bog species ensure continuing peat accumulation, occur in intimate association with a range of open water, wet heath, grassland and fen communities. There is continuous undisturbed transition of vegetation types from post-glacial tundra, through woodland, to blanket peat formation. This provides the diversity of habitats necessary to support a wide range of wetland and moorland species. Of particular importance are the birds, often typically northern species found here towards the southern limit of their range. These include red-throated diver, black-throated diver, golden plover, greenshank, golden eagle, merlin and short-eared owl.

Until the 20th century this site had a largely unrecorded history, the only significant changes being in response to changes in the climate over the past 7000 years, as informed from palaeo-ecological studies. The introduction of, and changes to, the management of domestic livestock undoubtedly had a local effect, as would the introduction in the 19th century of game management in some areas. In the mid-20th century some areas were drained to improve livestock production, but even this had limited impact due to the prevailing oceanic, damp climate. The latter part of the 20th century saw the most significant changes with large areas of peatland drained and converted to forestry. In some of the drier areas this established successfully, but elsewhere tree growth was

much more limited. Subsequently many areas of trees have been felled and restored back to bog.

*Proposed Justification for Outstanding Universal Value:* Blanket bog is one of Scotland's two natural heritage assets which are probably not bettered anywhere else in the world. Of its more than 1.5 million hectares of blanket bog, the Flow Country stands out as the jewel in the crown. It is the largest continuous expanse, around 4% of the world's blanket bog, with extensive areas in near-pristine condition and the most diverse range of surface pattern types. It also supports a unique assemblage of breeding birds; particularly waders, waterfowl and raptors, at unusually high densities. While some areas have undoubtedly been damaged, the overall integrity of the site remains and considerable resources have been invested in restoration in recent years.

Blanket bog is a globally rare habitat, perhaps extending to some 10m ha. It is confined to the most oceanic areas of mid-high latitudes. Although no site could represent the full range of species and forms occurring throughout the global range, this site does demonstrate some remarkable diversity in response to altitude and longitude over relatively small distances. It thus captures the essence of the habitat in a way which few, if any, other sites could. The size and composition of the bird population contributes to the outstanding international importance of this site. Raptors, waterfowl and waders are particularly abundant and diverse and for many this is a stronghold set against declines elsewhere and predicted restrictions on range in response to climate change. The Flow Country is now a key site in developing our understanding of a wide range of peatland issues, from the ecology of individual species to carbon balance and the role of such habitats in climate change mitigation.

*Proposed criteria for inscription*

ix The outstanding importance of the Flow Country lies in its extent and continuity, the diversity of mire and vegetation types and the size and range of the bird population it supports. As a peatland system, its history is recorded as micro- and macrofossils in the peat deposit. These demonstrate the habitat's development in response to climate change and the influence of man since the last Ice Age. This in turn can be used to assess the resilience of the habitat to various impacts and inform future management.

x The Flow Country is probably the largest, and one of the most intact areas of blanket bog in the world. It supports an unusually diverse system of patterned surfaces with a unique floristic composition. The tundra-type breeding bird assemblage shows similarities to, but distinct differences from, that occurring in arctic/sub-arctic areas. It also supports significant fractions of the breeding populations of certain bird species. There is evidence that more southerly examples of the habitat, and populations of some of these species, may not survive current climate change projection scenarios, emphasising the importance of the Flow Country as an ecosystem stronghold.

*Other considerations:* the site has over 600 owners who have still to be consulted although the largest owner (RSPB with more than 10 per cent of the area) has

supported the application. It is also supported by the local authority.

**B. The Panel's response**

Strong claims are made for this area being one of the best examples of a blanket bog system, covering 4% of the global total. While a global comparative study will be needed to establish its full international significance, it is without doubt the most globally-important ecosystem in mainland Britain, encompassing an exceptionally wide range of vegetation and surface pattern types. A high proportion of the ground remains undisturbed. There is a wide range of different mire types and continuous undisturbed transition of vegetation types from post-glacial tundra, through woodland, to blanket peat formation. It supports an unusually diverse system of patterned surfaces with a unique floristic composition. While late twentieth century forestry still affects the Flow Country's integrity, the planned removal of some of these areas will progressively improve the situation.

Criteria suggested by the Panel

ix The outstanding importance of the Flow Country lies in its extent and continuity, the diversity of mire and vegetation types, and the on-going processes of bog formation which it exhibits.

x. The size and range of the bird populations that it supports, as well as concentrations of other rare species. (Work will however be needed during the pre-nomination phase to establish if these bird populations are of OUV when compared to sites elsewhere in the Palaeartic region)

**Recommendation**

The Panel judged that The Flow Country did have the potential to demonstrate OUV and recommends that The Flow Country should be included on the Tentative List.

**SITE 28 THE FORTH BRIDGE (RAIL)**

Location: Fife, Scotland

On previous Tentative List: Yes (1999)

**A. Summary of case presented by application**

Proposed as a cultural site under criteria i and iv

*Brief Description of site:* The Forth Bridge represents the pinnacle of 19th century iron and steel bridge construction and it is arguably the world's greatest and most famous cantilever bridge recognised the world over. Of counterbalanced cantilever design, each of the two main spans of the bridge consists of two 680ft (207m) cantilevers with a 350ft (107m) suspended span giving a total length of 1,710ft (521m). When opened in 1890, it was the greatest example of its type and stayed so until 1917. No steel cantilever bridge has ever matched the perfect balance of structural elegance and quality of design represented by the Forth Bridge which is still operating today as an important passenger and freight rail bridge.

A regular ferry has crossed the Forth since at least the 12th century. By 1840 the railway system had established itself as the main transport system in Scotland, but with no easy way to cross the Forth Estuary, except by unloading passengers and freight on to ferries. In 1850, the world's first "floating railway" was established and whole trains were carried across the

Forth on specially designed rail ferries. Although a great improvement on the earlier system of crossing, the system had major drawbacks and could of course not operate in rough weather, which meant much of the winter period.

In 1870 a suspension bridge was again proposed. Work began on this design but was halted at an early stage in 1879 after the Tay Bridge disaster raised concerns that the design being employed was probably flawed. In 1883 work began on the present bridge. Designed by Sir John Fowler and Benjamin Baker, the cantilever design proposed was built by Sir William Arrol. The bridge opened in 1890 and is still in use today.

*Proposed Justification for Outstanding Universal Value:* The bridge was the first monumental scale steel cantilever bridge ever built. As such it is a keystone achievement in the world history of bridge building and of monumental steel and iron construction. It has world wide iconic status and is a globally important example of 19th century industrial ambition and a triumph of historic engineering. When it was built, it was the longest span cantilever bridge in the world. The genius of its design is at once both structural and aesthetic and it perfectly encapsulates the 19th century aspiration of ambition that reinforced the belief in mankind's ultimate ability to overcome any obstacle and to make the impossible possible. The ideas encapsulated in this iconic industrial monument had worldwide scientific and architectural application that significantly advanced the condition of mankind and society across the world.

*Proposed criteria for inscription:*

i As a design solution employing new scientific thought and new materials, the steel-built cantilever design adopted represents a unique level of new human creative genius in overcoming a problem that had never before been overcome by man.

iv When built the Bridge was revolutionary in its design, in its thought, in its materials and in its truly incredible scale. It was a fundamental departure from everything that had gone before and it illustrates a unique milestone in the evolution of bridge and monumental steel construction; a landmark event in science and architecture that went on to profoundly influence rest of society and mankind.

*Other considerations:* the application is not supported by the owner of the Bridge and it is supported by the local authorities.

#### **B. The Panel's response**

The Panel considered that the Forth Bridge undoubtedly had potential OUV as a major and pioneering bridge design although the application could have been better constructed. The Panel noted that the owner of the Bridge did not support nomination but considered that it would be possible to carry out operational modifications, such as electrification, to the bridge without damaging its integrity. The Panel considered that the Bridge should be included on the Tentative List but noted that it would be necessary to resolve the outstanding issues with the owner.

Criteria suggested by the Panel

i As a design solution employing new scientific thought and new materials, the steel-built cantilever design

adopted represents a unique level of new human creative genius in overcoming a problem that had never before been overcome by man.

iv When built the Bridge was revolutionary in its design, in its thought, in its materials and in its truly incredible scale. It was a fundamental departure from everything that had gone before and it an outstanding example in the evolution of bridge and monumental steel construction; a landmark event in science and architecture that went on to profoundly influence rest of society and mankind.

#### **Recommendation**

The Panel judged that The Forth Bridge (Rail) did have the potential to demonstrate OUV and recommends that The Forth Bridge (Rail) should be included on the Tentative List, provided that the agreement of the owner of the structure can be obtained.

#### **SITE 29 THE FOUNTAIN CAVERN – ANGUILLA, BRITISH WEST INDIES**

Location: Anguilla, British West Indies

On previous Tentative List: Yes (1999)

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria i, ii and iii

*Brief Description of site:* the Fountain Cavern is a large limestone cavern located on a ridge at about 70ft above sea level, entered through its roof and containing a freshwater pool, overlooked by a stalagmite statue. A masterpiece within its cultural context, the head of the statue is carved into a likeness of "Yucahú," the "God of Yuca" (cassava), a spirit of fertility. The three-dimensional statue overlooking the freshwater pool, associated artefact deposits and the gallery of at least 12 other petroglyphs establish that Fountain Cavern was a highly significant place of worship.

*Proposed Justification for Outstanding Universal Value:* Fountain Cavern demonstrates the artistic capabilities and spirituality of the Amerindian people who resided in Anguilla and the broader Caribbean prior to the arrival of Europeans and Africans. As such, the site is a monument to the peoples and cultures destroyed within a century of European Contact. There are no other archaeological sites like Fountain Cavern known in the eastern Caribbean/Lesser Antilles and less than a handful of comparable sites are recorded in the islands of the western Caribbean/Greater Antilles.

Fountain Cavern bears exceptional testimony to a cultural tradition that has disappeared as a unique window into the spiritual tradition of indigenous Caribbean peoples. Fountain Cavern's stalagmite statue places the site within the mythological realm of the culturally related Taíno people of the Greater Antilles, known from Spanish records to believe that the sun, the moon and the first people all emerged from caves. They built shrines in ceremonial caves to induce rainfall and buried elite individuals within them. Fountain Cavern has outstanding universal value as a monument to Amerindian religion and spirituality and as the earliest known site of its kind in the Caribbean.

*Proposed criteria for inscription:*

- i Within its cultural context the stalagmite statue in Fountain Cavern is a masterpiece of creative genius. Carving a face into the head of the stalagmite, Amerindians memorialized a supernatural revelation in a three-dimensional statue.
- ii Fountain Cavern was utilized as a ceremonial site for more than 1,000 years and, with its sculptures, represents the interchange of cultural values relating to the peoples' origin mythology and spirituality. As a portal into the underworld, the cave served as a ceremonial centre for Amerindians in the region.
- iii The Fountain Cavern bears exceptional testimony to the cultural traditions of indigenous Amerindian populations that disappeared soon after European contact.

*Other considerations:* The application is supported by the owner and the local authority

### **B. The Panel's response**

The Panel considered that the site had at least regional significance and noted that there is no pre-contact Caribbean art on the World Heritage List. The Cavern, while not unique, is very rare and relatively undamaged. The Cavern had been considered in three studies of potential World Heritage sites in the Caribbean. All had concluded that it should be part of a transnational nomination of rock art sites within the Caribbean.

The Panel concluded that the site should not be nominated on its own. They advised that the Government should consider adding Fountain Cavern to the UK Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

### **Recommendation**

The Panel judged that the Fountain Cavern, Anguilla did not have the potential to demonstrate OUV on its own and recommends that Fountain Cavern, Anguilla should not be included on the Tentative List.

The Panel recommends that the Government should consider adding Fountain Cavern to the UK Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

## **SITE 30 THE GREAT WESTERN WORLD HERITAGE SITE: THE GENESIS OF MODERN TRANSPORT**

Location: London to Bristol, England  
On previous Tentative List: Yes (1999)

### **A. Summary of case presented by application**

Proposed as a cultural landscape under Criteria i, ii, and iv

*Brief Description of site:* The proposal is multifaceted and best described as a string of pearls loosely linked by the line of the railway containing further beads providing context but not part of the application. At either end lie Paddington Station, London and Temple Meads, Bristol, and the Great Western Dock with the SS Great Britain in Bristol's Floating Harbour. The railway line itself includes 8 pearls: Paddington Station, London; Warncliffe

Viaduct, Hanwell; Maidenhead Bridge; Swindon Railway Works and Village; Box Tunnel & Middle Hill Tunnel; landscape section through Bath; approaches to, and Temple Meads Station, Bristol. The application also includes Great Western Dock with SS Great Britain, Bristol.

Between these 'pearls' are fine beads such as the impressive Sonning Cutting, the graceful Basildon and Moultsford bridges, the Great Western Railway Centre, Didcot, the ornamental viaduct and massive embankment in Chippenham, river and road bridges, Bathford, and the tunnels at Brislington. Throughout, especially west of Swindon, even the minor structures – bridges, retaining walls, cuttings, embankments, and tunnels - are of thoughtful design and detailing. Other Brunel features include in Bristol the Floating Harbour, the Underfall Yard and Cumberland wrought iron swing bridge, and the Clifton Suspension Bridge.

Isambard Kingdom Brunel was appointed in March 1833 to survey a route from London to Bristol, then becoming Chief Engineer. Parliamentary approval was obtained in August 1835. In October 1835 Brunel's proposal for Broad Gauge was sanctioned. In early 1836 work began between Bristol and Bath, and Reading and London. The complete line from London to Bristol opened in June 1841. 1845 saw the SS Great Britain's maiden voyage.

*Proposed Justification for Outstanding Universal Value:* The creation of mass transport was key to worldwide industrialisation and was pioneered by the development of steam-powered railways and ocean vessels. Railways were one of the most important elements of these new innovations and are argued to be Britain's major contribution to the development of world commerce in the 19th century. The Great Western, of all the early mainline railways, is one of the most ground breaking, reflecting Brunel's genius. Together with the SS Great Britain, Brunel's immense iron-hulled ship, the Great Western swept the world to a new era.

Brunel's vision in the fields of architecture, structural, civil and mechanical engineering cannot be underrated. His achievements in the transport revolution have left an enduring mark across the British landscape and a worldwide legacy. Brunel is the true embodiment of Victorian engineering prowess and vision. The Great Western application seeks to recognise these significant innovations, together with the true genius and vision of Brunel.

Unlike earlier or contemporary railways, the Great Western has been operating as a mainline railway for 170 years, with the majority of the buildings and features in their original state. In addition the Great Western was the creation of just one individual – Brunel. He dealt with all aspects of design and detail – acting as surveyor, civil engineer, mechanical engineer, architect and planner. At the time it was the longest railway contemplated at 118 miles.

### *Proposed criteria for inscription*

- i The site represents Brunel's engineering genius through the design and build of a transport system on a scale not previously seen, especially through work such as Box Tunnel, Maidenhead Bridge and the SS Great Britain. Despite the massive engineering undertaking he created

elegant designs such as his viaducts, bridges and stations.

ii The site exemplifies the opening up of many parts of the world through developments in transport and civil engineering which was one of Britain's major contributions to the world. It led to developments in station architecture, civil and mechanical engineering which had a great impact on both rural and urban landscapes. The increase in travel speed had a profound impact on society

iv The site is an outstanding ensemble of both buildings and structures within landscapes, from the earliest surviving great main line terminus (Temple Meads) to probably the finest London terminus (Paddington). The section of railway from Box Tunnel to Bristol demonstrates railway engineering at its most sophisticated. The SS Great Britain is the mother of modern ocean travel. These developments effectively created the modern industrial landscape. The structures were exceptional when first built and their survival has rendered them even more so.

*Other Considerations:* the application does not have the support of the principal owner of the site. It has not been possible in the time available to obtain the agreement of all six local authorities covering the application site.

#### **B. The Panel's response**

The Panel noted that this application was substantially similar to that included on the 1999 Tentative List, but with the addition of the Great Western Dock and SS Great Britain. Nonetheless they considered that a serial nomination such as this could not adequately represent the significance of the Great Western Railway. There was inherent confusion as to whether what was being nominated was the railway or the association with Brunel. Therefore no coherent case had been made for potential OUV. There were concerns over authenticity since the broad gauge, an integral part of the original design, was early abandoned. What was proposed was not a cultural landscape, and the case for the relationship of Man and nature was not made. There was no real effort to integrate the SS Great Britain and the Western Dock into the case. The Panel noted that SS Great Britain had previously been nominated and had been considered by the Bureau of the World Heritage Committee to lack authenticity and because, technically, it is a movable artefact. The Panel considered too that in this case the opposition of the principal owner, responsible for maintaining and operating the railway, was insuperable.

The Panel were concerned over the overlapping proposals in this area. There is a need for a study to consider whether it is possible to identify a coherent nomination relating to the early development of railways, undoubtedly an area in which the UK made a very significant global contribution. If such a coherent proposal can be developed, the Government should consider adding it at a future date to the new Tentative List, provided that it has the potential to demonstrate OUV.

#### **Recommendation**

The Panel judged that The Great Western World Heritage Site: the Genesis of Modern Transport did not have the potential to demonstrate OUV and recommends that The Great Western World Heritage Site: the Genesis

of Modern Transport should not be included in the Tentative List.

The Panel recommends that the Government, working with the national heritage agencies, should commission a study of early railway remains in order to identify possible sites with the potential to demonstrate OUV and sufficient coherence to be manageable, and that it should consider adding such a proposal to the new Tentative List subject to the completion of a satisfactory feasibility study.

#### **SITE 31 THE HEROIC PERIOD OF CIVIL AND MARINE ENGINEERING IN ENGLAND 1822 – 1866: A SERIAL NOMINATION OF FOUR INTERRELATED SITES WITHIN THE CITY OF BRISTOL**

Location: Bristol, England

On previous Tentative List: Yes, in part (1986)

#### **A. Summary of case presented by application**

Proposed as a mixed site under criteria i, ii, iv, and vii

*Brief Description of site:* this is a serial proposal with four elements, all of which were designed by Isambard Kingdom Brunel.

Temple Meads Old Station is the earliest surviving 19<sup>th</sup> century main line railway terminus of the Great Western Railway with a large clear span hall, a booking hall, purpose built offices, engine shed and a water tower. The final design for the station was complete in 1839. By 1878 the expansion of rail travel required a larger terminus and the old station became redundant. The buildings are virtually unaltered.

The SS Great Britain, the World's first iron built steam powered passenger liner is a permanent immobile property within the Great Western Dockyard where it was constructed 1839-1843. She was brought back here in 1970.

Underfall Yard and Cumberland Basin with its locks, and a swing bridge together with machinery for keeping the City Harbour free from silting up. All items survive with functioning machinery in the Underfall system. The swing bridge is a tubular beam bridge and a prototype of all modern tubular construction.

The Clifton Suspension Bridge was designed by Brunel who won a design competition in 1830. However construction was long delayed until after Brunel's death when civil engineers Barlow and Hawkshaw were responsible for its completion in 1864

*Proposed Justification for Outstanding Universal Value:* This group of heritage sites together allow recognition of evidence of a significant period of human creativity during the 19<sup>th</sup> century in Britain. This was a period of rapid progress in technologies of mechanical and marine design: advances in the scientific understanding of structures and above all the emergence of new skills to cope with demands of manufacturing. Here are outstanding examples of places in close proximity and linked by the waterways in the heart of the City.

The advent of a main line railway between London and Bristol in 1841 is an example of the distinguished



pioneering development of all the elements of global land travel world wide and with this great social progress followed. World travel is represented by ship building for which the SS Great Britain is a master piece of creative genius.

#### *Proposed criteria for inscription*

- i All four items proposed for the nominations possess the quality of work by a creative genius.
- ii All the four items exhibit clear examples of very powerful exchanges of human values during the 19<sup>th</sup> century as innovation shaped developments in Architecture, Technology, Marine Engineering and Transport. Each site retains a local distinctive character within its own setting and each is set in a sustainable framework of ownership.
- iv This is a serial nomination of which the individual items represent a complementary ensemble of technological achievements together illustrating the heroic period of engineering 1822-1866 at high point of innovation and discovery of the Industrial Revolution.
- vii The site for this nomination comprises a trail of about two miles following the historic waterways of the City from Temple Meads to the tidal river Avon at Cumberland Basin with the spectacular gorge rising within this area of outstanding natural beauty and where the Clifton Suspension Bridge spans between sides rising steeply from the river which produces a landscape of exceptional beauty, enhanced by the elegance of the Suspension Bridge, an appropriate ornament that celebrates technology of a new era.

*Other considerations:* the application appears to have the support of the owners and of the local authority who are the applicant.

#### **B. The Panel's response:**

The Panel considered that the nomination was confused as to whether the case was based on the quality of the four components or on the reputation of Brunel. It had therefore not focused on other important aspects of the development of Bristol as a port and lacked coherence. The Panel noted that SS Great Britain had previously been nominated and had been recommended for refusal by the Bureau of the World Heritage Committee it lacked authenticity and, technically, it is a movable artefact. The Clifton Suspension Bridge had been built as memorial to Brunel after his death. The Panel noted the overlap between this application and that for the Great Western Railway. There might be potential for an integrated application for a future Tentative List.

#### **Recommendation**

The Panel judged that The heroic period of civil and marine engineering in England 1822 – 1866: a serial nomination of four interrelated sites within the City of Bristol did not have the potential to demonstrate OUV and recommends that The heroic period of civil and marine engineering in England 1822 – 1866: a serial nomination of four interrelated sites within the City of Bristol should not be included in the Tentative List.

#### **SITE 32 THE HILL OF DERRY – LONDONDERRY**

Location: Northern Ireland

On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria iv and vi

*Brief Description of site:* The site occupies a low hill at the head of the Foyle Estuary, defined on one side by the River and on the other by a silted up former course (the Bogside). It was the location of an important monastic city which was completely replaced in the 17<sup>th</sup> century by a colonial foundation on its northern slope. This retains the full circuit of its walls, ideal street layout and cathedral. Symbolic as a representation of the new order, it evolved to become a wider symbol of Ulster Protestant identity. This symbolism is reinforced by key buildings and monuments. The site also illustrates attempts to highlight the lost glories of the medieval city by the opposing Catholic and Nationalist population. The most recent conflict in Northern Ireland is also tangibly reflected in surviving fabric within the wider area. The site was the location for many key events, and has evolved to become a symbol of the respect for diversity upon which the current peace is based. Since the partition of Ireland, Derry has been a border city, but for most of its history it was the chief settlement in the north-west, with an extensive hinterland.

'Doire', the Gaelic for 'Oak Grove' reflects the ancient sacred significance of that tree. This grove existed until the late Middle Ages when the site was an important monastic foundation with links to St Columba - the first saint of Irish birth. The Plantation imposed new laws, customs, religion and language upon what was the most Gaelic part of Ireland. The new order, funded by the livery companies of London, was most clearly represented by their principal settlement at 'Londonderry'. This walled city withstood three sieges in the 17<sup>th</sup> century. In the 18<sup>th</sup> and 19<sup>th</sup> centuries, the mercantile aims of the settlement were largely realised and its founding myths reinforced through buildings and traditions. Opposing myths were also cultivated. In the 20<sup>th</sup> century these historic divisions erupted. The city is often seen as the birthplace of 'The Troubles' and witnessed many of the key events. It was also where the civil rights movement began and attempts at 'power sharing' were first developed, setting a template for the current peace.

*Proposed Justification for Outstanding Universal Value:* Derry-Londonderry is a significant example of an ideal city. When the new 'London' was built at Derry, the city was designed on classical principles, based on ideal Platonic ideas of order. Derry-Londonderry is also the place that best articulates the creation, development and transformation of cultural divisions within Northern Ireland. The city stands out as an example of such divisions and their resolution - moving from a disputed past to a shared future. It is the blend of the existing tangible historic asset of the Walled City and its environs with the intangible story of people and place which provides this outstanding universal value. The construction of the Walled City was integral to the plantation of Ulster which resulted in divisions which have continued to the present day. The building of understanding and shared ownership of the historic city is an important part (and symbol) of the process of reconciliation.

The site is a tangible representation of the ideals and problems of the initial era of European colonial expansion, the implications of such policies, and of the

potential to use such assets to illustrate the complexity of history and promote peace. This is evidenced by the scant surviving fabric of the medieval city; the 17th century ideal city plan, its complete circuit of walls and its associated, representing an utopian vision of what a post-medieval city, focused on mercantile activity, should be like, with buildings and monuments illustrating the success of initial mercantile aims in the 18<sup>th</sup> and 19<sup>th</sup> centuries. Buildings and monuments also illustrate the divisions created by the Plantation which contributed to the partition of Ireland in the 20th century, while other buildings, structures, and former bomb sites reflect the continuation and reinforcement of divisions following the partition of Ireland and during the Troubles of the late 20<sup>th</sup> century. There are buildings and cultural institutions which illustrate how divisions have been transformed more recently through an acceptance and celebration of diversity.

*Proposed criteria for inscription*

iv The ensemble of buildings and monuments associated with the hill of Derry-Londonderry are an outstanding example of the application onto an existing culture of utopian ideals associated with the initial era of European Colonial Expansion, and of the ramifications of this approach for both society and the development of culture over succeeding generations.

vi The ensemble of buildings and monuments associated with the hill of Derry-Londonderry are directly and tangibly associated with the ideas of colonial expansion and the substitution of a new system of beliefs, law and language onto that place. They clearly illustrate the implications of such an imposition and how such divisions can be reinforced over time. They also provide an outstanding example of how these can ultimately be transcended.

*Other considerations:* the application is supported by the principal owners and the local authority.

**B. The Panel's response**

The Panel recognised that the act of working up a nomination could support the peace process. They were not convinced that the evidence for peace and reconciliation was coherently present in the physical fabric of the site. There was a lack of tangible evidence on how the buildings have been transformed for different use for peaceful purposes. They considered that the arguments for the criteria proposed were weak.

**Recommendation**

The Panel judged that The Hill of Derry ~ Londonderry did not have the potential to demonstrate OUV and recommends that The Hill of Derry ~ Londonderry should not be included in the Tentative List.

**SITE 33 THE LAXEY VALLEY**

Location: Isle of Man, Crown Dependency, UK  
On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a cultural landscape under Criteria ii and v

*Brief Description of site:* Laxey was the centre of a lead and zinc-mining industry which was once one of the most important to be worked in Britain, and at the time, in the

world. It continues to be an area for tourism, transport and industrial heritage

Lead, zinc, copper and iron were all exploited, some from prehistoric times, and mining remained commercially viable until the early 20<sup>th</sup> century. These industries flourished despite technical difficulties caused by the distorted rock strata and the lack of wood or coal to smelt ores or to power pumps, winding gear or ore-crushers. From the 1820s onwards water was increasingly harnessed to provide power to waterwheels, turbines and compressors. This reached its acme in 1854 with the construction of the Great Laxey Wheel, also known as the Lady Isabella (after the then British Governor's wife). The same water powered flour and textile mills, and the growing community spawned a miners' cooperative and a church. The Laxey mines also became a tourist attraction: There was a viewing platform on the top of the Lady Isabella, and the public could view the industrial complex from a mountain tramway.

The earliest documentary references to lead mining on the Isle of Man date from the mid 13<sup>th</sup> century onwards. Work began at Laxey in the late 1700s. The original mine entrance lies where the ore-bearing formation broke the ground surface. Shafts and adits were added in the following decades, as workings extended 2.5km up the valley and up to 670m below ground level. From 1828, a waterwheel was used to pump water from the mine workings, and was soon adapted to raise rock and ore from underground. Around a dozen wheels were eventually built, the largest being the Lady Isabella completed in 1854. Water-powered turbines were also used extensively for winding duties and to power a compressor which drove the miners' drills underground. The use of turbines for both applications put Laxey near the forefront of mining technology in Britain. Water was also used, uniquely, to power the Man Engine, a hoist designed to raise and lower the workforce nearly 570m below ground. After around 150 years of feverish activity and development, the Laxey mines ceased to be viable, and closed in 1929.

*Proposed Justification for Outstanding Universal Value:*

The Laxey Valley represents a unique microcosm of 19<sup>th</sup> and 20<sup>th</sup> century industrial expertise. Its focus is on industrial development, exploitation and production in the context of innovation, tourism and the social issues of the times. Key to this are the waters of the Laxey Valley whose energy is ingeniously harnessed time after time to support mining, ore preparation, transport, mills and harbour. Underground is a maze of shafts and adits from which were drawn lead, silver, zinc and copper in significant quantities.

The site is therefore a unique natural and cultural landscape, with international connections, connected to the development of mineral exploitation, the ingenious harnessing of water power, industrialisation, community development, transport and tourism. Its significant components are the water catchment and mechanisms for capturing the energy of the water flow; the mineral significance of the area, specific mining remains including the Snaefell mines, the Great Laxey Mines (above and below ground), the Great Laxey Wheel (the largest surviving water wheel in the world), the mineral processing areas from the washing floors to the harbour, the heritage transport links (including to the top of the

highest mountain – Snaefell), woollen mill and flour mill, the presence of important rare species and the whole relationship between landscape and tourism.

*Proposed criteria for inscription*

ii The Laxey Valley exhibits human interaction with an area of significant mineral and water resources which show the ingenuity of industrial and tourism development over a core period in the 19<sup>th</sup>, 20<sup>th</sup> and 21<sup>st</sup> centuries, through mineral exploitation, the efficient use of water power, the establishment of mines, mills, and transport systems – all connected to the development of tourism.  
v The innovation of industry resulted in the very effective development of multiple users of water power at a time when tourism was a developing and integral part of the economy. Whilst mineral exploitation has ended – probably for ever – tourism has progressed from the mass tourism of the 19<sup>th</sup> and 20<sup>th</sup> centuries to a niche tourism based on the cultural and natural heritage of the area with heritage transport systems, industrial archaeology and protected rare species in the Valley.

*Other considerations:* the application has the support of the principal owners and is supported by the Manx Government and the local authorities.

**B. The Panel's response**

The Panel noted that there were many examples of the lead industry and of mining landscapes, some of which were already on the World Heritage List, and considered that the Laxey Valley was of local and national interest rather than global.

**Recommendation**

The Panel judged that The Laxey Valley did not have the potential to demonstrate OUV and recommends that The Laxey Valley should not be included in the Tentative List.

**SITE 34 THE NORFOLK AND SUFFOLK BROADS**

Location: East Anglia, England

On previous Tentative List: No

**A. Summary of case presented by application**

Proposed as a mixed site and cultural landscape under criteria v, vi and x

*Brief Description of site:* The Broads are shallow freshwater lakes originally dug during the early medieval period for peat extraction. Within its 303 square km there are five principal rivers and 63 lakes ("Broads"), offering 200 km of navigable waterway. The landscape is of flat drained grazing marshes with botanically rich ditches, areas of freshwater fen, carr woodland, fen meadow and reed-fringed water bodies, an estuary and coastal dune system punctuated by smaller riverside settlements, drainage pumps and windmills. It is a landscape in fragile balance.

This habitat supports numerous species of conservation concern, including fen orchid, holly-leaved naiad, water vole, brown hare and bittern. It is also a staging post for thousands of migrating birds, including pink-footed geese and flocks of widgeon which graze the marshes. Rare warblers breed in the reedbeds and the only breeding group of Common Crane in Britain have been recorded. Among the rare insects, the Norfolk Hawker dragonfly and the British Swallowtail Butterfly are also found. The

peat fens also support a particularly diverse array of over 250 plant species, some of which cannot be found anywhere else in Britain.

After the last glaciation, East Anglia and the Continent were still connected. Traces of Neolithic and Bronze Age cultures have been found in the area. As sea-levels rose, Britain was cut off, the East Anglian rivers slowed, and fens developed in their valleys, leading to the formation of peat. By the Iron Age/Roman period, these rivers fed into a large inland estuary, whose mouth was later blocked by shingle - the site of the town of Great Yarmouth. Medieval records demonstrate that peat extraction from the river valleys was a major industry for around 400 years until around 1500: the Broads are its flooded workings. The landscape bears traces of the use of the rivers for navigation and trading between the Hanseatic ports and East Anglia, and for fishing and the hunting of wildfowl, while the land was used for farming by the creation of pasture using wind-powered drainage pumps, and by the production of reed and sedge for thatching. Since the 1890s, the area has been increasingly popular for its recreational boating, which now forms a key attraction, whilst conservation measures have been put in place to preserve the wildlife.

*Proposed Justification for Outstanding Universal Value:*

The Broads have been shaped by natural processes and human activity, to produce a distinctive and complex area, bearing traces of features spanning more than a millennium of human interaction, a unique history which can still be read in the landscape, and which is also inherently at risk from climate change, rising sea levels and salination. Its combination of man-made interventions, abandoned over time, which now form habitats for rare and endangered species is unique in the world, and has inspired artists to portray its serenity and beauty for more than two centuries. The Outstanding Universal Value of the site lies therefore in its special history, its long story of human exploitation of the area by peat-diggers, ordinary traders and merchants, reedsmen, farmers and fishermen, as well as its discovery more recently as an area for recreation and relaxation. But out of this history has also come a rich and universal series of values attached to its biodiversity, including the significant and important habitats it contains for threatened species of international concern. It is a truly mixed site where its history and its biodiversity are equally strong.

*Proposed criteria for inscription*

v The Broads are an outstanding example of human interaction with the environment over many hundreds of years, with Bronze Age and Iron Age settlement and farming at the river margins, the Roman use of the inland estuary, the important trading links through the rivers between East Anglia and mainland Europe, and the exploitation of the area for peat extraction during the medieval period. There is a subsequent history of marshland drainage, farming and river usage. This low-lying freshwater system is highly vulnerable to radical change through the influx of salt water and to catastrophic impacts exacerbated by climate change.  
vi The Norwich School, the earliest society of artists in the UK outside London, was founded in 1803 and flourished until the early 1830s. Its leading artists, many of whom portrayed the Broads, were John Crome (1768 – 1821), and John Sell Cotman (1782 – 1842), who

produced some of the finest work in the history of watercolour painting. They depicted the Broads in a way which indelibly captures their essence at a time when it was a hard-working landscape, at the heart of the local identity they sought to portray.

x Substantial portions of the Broads are designated as RAMSAR sites, supporting a number of rare species, and forming a mosaic of wetland habitats of significance for the bio-geographical zone, including calcareous fens and alluvial forests. These support a variety of rare resident species, including otters, bitterns, as well as providing a range of habitats including estuary and coastal grazing marsh for internationally significant numbers of over-wintering wildfowl. Rare plants such as the fen orchid and intermediate stonewort are the pinnacle of an extremely diverse range of plant communities.

*Other considerations:* the application is supported by the local authority, which directly manages a significant proportion of the application site. The Broads have numerous owners, including wild life conservation bodies who support the application.

### **B. The Panel's response**

The Panel considered that the Broads were not of global significance as a coastal wetland in natural terms while the Norwich School of Painters was not of global importance. The Broads had good industrial archaeology but this was difficult to demonstrate. The case for a cultural landscape had not been made. There were doubts about the possibility of maintaining the status quo because of external factors outside the control of the management authorities, such as climate change and rising sea levels which would endanger the fresh water nature of the water systems. There were similar man-made lakes elsewhere in Europe, although constructed for different reasons.

### **Recommendation**

The Panel judged that The Norfolk and Suffolk Broads did not have the potential to demonstrate OUV and recommends that the Norfolk and Suffolk Broads should not be included in the Tentative List.

## **SITE 35 THE ROYAL SITES OF IRELAND – NAVAN FORT**

Location: Northern Ireland

On previous Tentative List: Yes (1986)

### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria iii, iv and vi (possible transnational nomination)

*Brief Description of site:* Navan Fort is one of a number of sites on the island of Ireland traditionally associated with major royal inauguration, ceremony and assembly. The others are Cashel, Dun Ailinne, the Hill of Uisneach, Rathcroghan and Tara, all in the Republic of Ireland. Navan has been identified as Eamhain Macha, renowned in literature and tradition as the capital and residence of the Ulaid Kings of Ulster. The Early Medieval Ulster Cycle is consistent in portraying the site as the headquarters of a warrior elite, presided over by a king with his attendants, champions and chief druid. The site lies just to the west of the ecclesiastical capital at Armagh and can be associated with the transformation from paganism to Christianity under Saint Patrick.

Archaeologically, the site is known throughout the world because it was the focus for the construction of a series of apparently ritual structures and associated events culminating around 100 BC. The remains consist of a large almost circular enclosure, defined by a ditch and outer bank, around the summit of a glacial hill. A low circular ditched feature is visible close to the centre of the interior, with a tall mound nearby on the highest part of the hill. The enclosure is thought to date from the Iron Age. The current mound, dated to 95BC was not the first structure built on the hilltop. Excavation has shown that there were at least three successive examples of large figure-of-eight buildings pre-dating its construction, all destroyed by fire, and with associated palisades forming approach 'avenues'. When the mound was built, a stone cairn was heaped up within a large round timber building. After this, the wooden structure was deliberately set on fire and covered by a mound of turves. It is suggested that the mound was constructed as a focus for assemblies or public ceremonies. Similar large structures have been found in excavation at Dun Ailinne and Tara. Geophysical survey is revealing the presence of equally exciting structures in the monuments at Rathcroghan.

*Proposed Justification for Outstanding Universal Value:* The site forms one part of a suite in Ireland of large-scale Iron Age complexes with common features, which are traditionally recognised as prehistoric provincial royal capitals. These provincial headquarter sites in Ireland are the last large-scale ceremonial monuments to have been built in prehistoric Europe. Excavations have demonstrated the existence of large wooden buildings, ceremonially destroyed by fire and the enshrining of the buildings in a mound at the focal point of the earthwork enclosure. Navan Fort is a rare survival of a place of myth and legend that can also be identified in the archaeological record as a site of religious and secular significance with continuing settlement over millennia. It is also part of a wider prehistoric landscape incorporating unusual and rare defensive and ritual sites which may reflect the crucial role of the complex in the evolving kingship of the Province.

The site is unparalleled in W. Europe apart from the other Irish provincial Iron Age monument complexes, which are also the culmination of development over a long period of time. The ceremonial structures find echoes in the early medieval literature of Ireland. The combination of the monument complexes and the aspects of the tales associated with them may provide important links with the ideology at a state level of later pre-history in Europe.

### *Proposed criteria for inscription*

iii Navan Fort is part of a group of monumental sites that bear rare and exceptional testimony to Irish Iron Age archaeology in the first and second centuries BC. It reached its peak of activity at a time when much of Europe was increasingly coming under Roman influence and domination. The choice of Armagh in the 5<sup>th</sup> century as the site of the ecclesiastical capital of Ireland may have been influenced by its proximity to the ancient ritual centres of Navan Fort 3km to the west.

iv Navan Fort and its associated landscape illustrates significant stages in human history, with monuments stretching from the Neolithic period, through the Bronze Age and Iron Age to the Early Christian Period and later medieval centuries.

vi Navan Fort, the historical Emain Macha, is directly associated with ancient traditions and belief systems. This can be traced in the wealth of literature describing folklore, myths and legends surrounding it. The great early Irish sagas Táin Bó Cúailgne and Táin Bó Fraich, with their tales of King Conchobar mac Nessa, the Red Branch Knights and CuChulainn were set at Navan Fort and other royal sites.

*Other considerations:* the application has the support of the principal owners and the local authority. The Republic of Ireland has proposed in its Tentative List(2010) that Iron Age monument complexes representing each of the four Irish provinces - Ulster, Leinster, Munster and Connaught, as well as the region of Meath, are collectively of significant international importance. Navan Fort is the Ulster component and is located in Northern Ireland. The application suggests that Navan could be part of a serial transnational nomination of the Royal Sites of Ireland.

### **B. The Panel's response**

The World Heritage Committee has said (1989) that Navan Fort on its own has no OUV. The Panel agreed with this assessment but considered that the site had potential to make a substantial contribution to the potential OUV of the Royal Sites transnational nomination being considered by the Republic of Ireland (ROI). While the Panel cannot recommend inclusion of Navan Fort in the Tentative List on its own merits, it does recommend that the UK Government should consider including Navan on its Tentative List as and when there are firm proposals to proceed with a transnational nomination of the Royal Sites of Ireland (ROI), provided that it can be demonstrated that the site might make a substantial contribution to the OUV of the series as a whole.

### **Recommendation**

The Panel judged that The Royal Sites of Ireland – Navan Fort did not have the potential to demonstrate OUV on its own and recommends that The Royal Sites of Ireland – Navan Fort should not be included on the Tentative List.

The Panel recommends that the Government should consider adding The Royal Sites of Ireland – Navan Fort to the UK Tentative List if firm proposals for a transnational nomination are developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

## **SITE 36 TURKS AND CAICOS ISLANDS CULTURAL AND NATURAL HERITAGE**

Location: Turks and Caicos Islands, British Overseas Territory

On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a mixed site under criteria i, ii, iii, iv, v, vi, vii, viii, ix and x

*Brief Description of site:* the Turks and Caicos Islands are a group of more than 40 islands and cays. For more than a millennium, people have utilized the unique natural resources of these islands, particularly salt. Over

time, well established settlements grew around marvellously engineered salt works. Grand Turk, Salt Cay and South Caicos present the last remaining examples of 17<sup>th</sup> and 18<sup>th</sup> century architecture and ingenuity in the Caribbean. The application covers the whole of Salt Cay, Big Sand Cay, Penniston Cay, Long Cay, East (Pinzon) Cay and Round Cay, and South Caicos, plus at least parts of Grand Turk, including significant aspects of the salt industry as well as historic parts of the main settlements

The 'salt islands' are one of the best examples of a continuously working industry over nearly 400 years. The islands contain well planned townships with some of the best examples of Bermudian architecture in the world. The complex design and engineering of the natural environment for working solar salt ponds and their infrastructure are also largely intact and intertwined with the communities.

The extremely hot, dry conditions led to natural salt production in the interior wetlands of the islands, leading to one of the first and major international salt industries in the Americas. The smaller cays are hugely important for breeding seabirds, and endemic reptiles, invertebrates and plants. The wetlands are globally important for shorebirds, providing a unique opportunity for viewing them in an urban context.

There were Lucayan/ Taino settlements before European contact probably in 1492. By 1513 the local population was extinct. Until 1668 sea salt was collected seasonally by mariners and in 1668 fishermen from Bermuda established more permanent settlements and began to develop mechanised collection of salt. By the early 18<sup>th</sup> century, the complex patterns of salt pans, windmills and buildings in British colonial styles were being developed. By the early 20<sup>th</sup> century, the islands were world famous as the source of some of the best salt in the world, but by the middle of the century the industry had become unviable because of competition from cheaper sources. After World War II, US bases were established and played an important part in the space race.

*Proposed Justification for Outstanding Universal Value:* there is significant evidence of the long sustainable utilisation by humans of the natural environment, their adaptation to changing conditions, and the maintenance and enhancement of biodiversity of international value. The islands of Grand Turk, Salt Cay and South Caicos each represent part of the story of a globally important industry of salt extraction. International trade brought knowledge and goods, allowing the establishment of well-planned towns, unique buildings and historic public works. The structures are mostly intact and include canals, sluice gates, windmills and salt pans as well as the towns.

The site is globally important as the habitat for the most important populations in the Caribbean of several bird species, and for several species and sub-species of threatened endemic reptiles, insects, plants and birds.

### *Proposed criteria for inscription*

i following recognition of the potential for salt production, there was engineering, constructive development of mechanised solar salt ponds and their associated

infrastructure and permanent settlements which became the basis of an industry recognised world wide

ii the sequence of uses of the islands from the Lucayans from c750AD, through the development of Bermudan-style settlement and the salt industry to the use of the Islands by the US for submarine tracking and the space race exhibit an important exchange of human values over many centuries

iii Permanent settlements established on the islands from the early 1700s provide evidence of a way of life built around the production and trading of salt

iv the development of well-planned towns, streets, buildings and structures, including masterfully engineered salt ponds, canals, sluice gates, windmills, and excellent examples of intact British colonial and Bermudian town planning illustrate a significant stage in history

v Through masterful engineering and design the salt islands were transformed into one of the world's leading producers of salt. Now under threat from over-development, the infilling of ponds, lack of maintenance and storm damage, the utilisation of the natural resource of salt and its transportation is an outstanding example of human interaction with the environment

vi The Turks and Caicos Islands, and particularly the salt islands, have a long and storied past. A prime place for human settlement because of their location as well as a centre for the exploitation of salt, the islands have always been culturally diverse because of the international trade of commodities

vii the islands support major populations of water birds and seabirds while hump-back whales are visible from the shore on their way to their breeding grounds and the barrier reef surrounding the islands is the third-largest coral-reef system in the world.

viii the geological basis of the Turks and Caicos Islands and other parts of the Caribbean and Florida is a massive deposition of chalk, several kilometres thick, as a result of tectonic spreading and the fall of the ocean floor. The Turks and Caicos are the tops of this geological massif

ix the islands are the homes of salt tolerant plants, crustaceans and various juvenile fish species providing rich feeding grounds for birds. There are numerous halophytic plants while all of the islands historically provided the habitat for the endemic Turks and Caicos rock iguana. Tidal flushing of the salt ponds support conch and lobster population on the banks

x the islands have several species of endemic plants, reptiles, insects and birds which depend on the salt islands and the small cays as rich feeding and nesting grounds. Iguanas and other reptiles include remnant populations on Salt Cay and South Caicos and more robust populations on some other cays. The marine environment around the Turks and Caicos Islands is rich with numerous species of fish, coral, sponges, crustaceans, and marine mammals including the Humpback Whale. The barrier system that surrounds the islands is the third largest in the world.

## **B. The Panel's response**

*Other considerations:* parts of the proposed site, such as the seabird cays, Salinas and wells, are owned by the government. The buildings are mostly privately owned though some belong to the Turks and Caicos Islands National Trust. The application is supported by the government and the National Trust

The Panel noted that the site had a high number of endemic species of lizards, snakes, insects and plants, showing genetic differences between the different islands. The islands are also important as a breeding area for seabirds, one of the three most important in the Caribbean. However, the case is not straightforward. It seems that IUCN would need convincing that the international importance of the bird populations of the salt pans is not better met through the existing status of whole or part of the site as a RAMSAR wetland site of international importance; and that this area is so outstanding, or rich in endemics, as to merit the globally high standards of a WH site.

The Panel also noted that the Turks and Caicos have the oldest established salt-pan development in the Caribbean, supporting particularly the bird populations. This was the result of 'indigenous' colonialism from Bermuda. They considered that there was potential to demonstrate OUV under natural criteria only. The Panel considered some adjustments to the boundaries, to include small uninhabited cays would be helpful.

The Panel did not consider that the case had been made for nomination under cultural criteria. There were concerns over long term management because there seemed to be no system of protection for historic building other than negotiation with owners. There was also concern over strong commercial development pressures.

Criteria suggested by the Panel

x the islands have several species of endemic plants, reptiles, insects and birds which depend on the salt islands and the small cays as rich feeding and nesting grounds. Iguanas and other reptiles include remnant populations on Salt Cay and South Caicos and more robust populations on some other cays.

### **Recommendation**

The Panel judged that the Turks and Caicos Islands did have the potential to demonstrate OUV under natural criteria only, and recommends that the Turks and Caicos Islands should be included on the Tentative List.

### **SITE 37 TYNWALD HILL AND ENVIRONS: NORSE ASSEMBLY SITES OF NORTH WEST EUROPE**

Location: Isle of Man, Crown Dependency, UK  
On previous Tentative List: No

#### **A. Summary of case presented by application**

Proposed as a cultural site under criteria iii, iv and vi

*Brief Description of site:* Tynwald (Norse for "parliament field") is the continuing name of the Manx parliament which is the national parliamentary and legislative assembly of the Isle of Man. Tynwald Hill at St Johns is the traditional outdoor assembly site at which on 5<sup>th</sup> July each year. Tynwald Court sits in open session. It is core to the Island's national pride, identity and independent historic traditions.

Tynwald lies in a natural amphitheatre near the centre of the Isle of Man, surrounded by several summits rising to 3-400m to the east and south-west, 2-4km away. It stands on a small plateau of sand and gravel between a river to the north and smaller tributary streams to the south. The principal historical features of the site are

Tynwald Hill itself, a 4-tiered assembly mound standing over 3m high, and the Royal Chapel of St John the Baptist (built 1847-9) connected to the Hill by a processional way, all three elements being enclosed within a precinct wall also constructed in 1849. There is strong historical, documentary, physical and archaeological evidence for an earlier chapel, extensive Christian burial grounds, pagan Viking burials and a Bronze Age burial mound. The site is surrounded by a Fairfield, landscaped grounds, and the village of St Johns.

The earliest documentary reference to Tynwald by name is in 1228. Vikings of mixed Norse, Hebridean and Irish heritage settled on the Isle of Man from c.900CE, and customarily created parliamentary and lawgiving assemblies, or *things*. Historically, Tynwald was a repository of laws and a means of resolving disputes. Tynwald continued as a meeting place and an institution despite the takeover of the Isle of Man by Scottish overlords in the 13<sup>th</sup> century, and by the English in the 14<sup>th</sup>, and is frequently mentioned in Manx statutes from the early 1400s onwards. The references for 1417 describe the organisation of the ceremonial, and the officials involved; and these have changed little down to the present. The modern ceremony takes place on the original site, though some of the setting dates from the Victorian era. Its most important functions are to promulgate new laws, and to provide the opportunity to seek redress of grievance.

*Proposed Justification for Outstanding Universal Value:* Tynwald can justifiably be called the oldest continuous parliament in the world and Tynwald Hill is its traditional meeting place continuing into the present day. With the Viking diaspora and Norse settlements, the Isle of Man was the heart of one of the Norse kingdoms within which assemblies for judgements and law giving played a key role. In parallel to sites in Iceland, the Faroe Islands, Orkney, Shetland, Scotland and Norway, Tynwald Hill acted as a "national" assembly. But unlike the other sites Tynwald Hill continues in use as the site of national assembly for the Isle of Man, strongly drawing on traditions which are centuries old and reflecting the principles of the Norse assembly influenced by the Celtic land in which they settled. This site is not simply the ancient mound on which the assembly took place and continues to meet on 5 July, but the whole ceremonial theatre for the event: church, processional way, assembly site and Fairfield. As a result the site's significance is in its continuing cultural use every bit as much as its historic integrity.

*Proposed criteria for inscription*

iii This is the site of the world's oldest continuous parliamentary assembly with physical features and continuing cultural use for assembly, law making, appointment of officers and opportunities for the people to seek redress for grievances. The core cultural activities can be demonstrated to be essentially the same as those which were documented in the early 15<sup>th</sup> century

iv The exemplar of the Viking and Norse assembly site placed in a significant location and with continuing use. A unique combination of assembly site (Tynwald Hill), the Royal Chapel of St John the Baptist, the processional way linking the Hill and Chapel, the Fairfield and commemorative areas.

vi The current continuing use of Tynwald Hill and its environs as the parliamentary assembly site on 5<sup>th</sup> July demonstrating the fundamental law-giving and judgement making of the Viking and Norse assembly sites, now in the context of a modern democracy.

*Other considerations:* It is proposed that Tynwald Hill be submitted as part of a serial transnational site covering major Norse assembly sites (or "Thing sites") of N W Europe. The application has the support of owners, the Manx government and the local authority.

## **B. The Panel's response**

The Panel did not consider that Tynwald had potential OUV on its own. They were concerned over the authenticity of the site, particularly as there seemed to be no evidence of what has happened there between the 10<sup>th</sup> and 13<sup>th</sup> centuries – a key period linking Vikings to the Norse Kingdom of Man. No archaeological research was available on the date of the Mound and its continuing use.

The Panel noted that the application foresaw Tynwald as being part of a serial transnational site covering major Norse assembly sites of north-west Europe, but that this appears to have been supplanted by an alternative concept for a Viking serial transnational site made up of different elements reflecting Viking culture as a whole.

## **Recommendation**

The Panel judged that Tynwald Hill and environs: Norse assembly sites of North West Europe did not have the potential to demonstrate OUV on its own and recommends that Tynwald Hill and environs: Norse assembly sites of North West Europe should not be included on the Tentative List.

The Panel recommends that the Government should consider adding Tynwald Hill and environs: Norse assembly sites of North West Europe to the UK Tentative List if firm proposals for a transnational nomination should be developed, provided that it can be demonstrated that the site could make a substantial contribution to the OUV of the series as a whole.

## **SITE 38 WYE VALLEY AND FOREST OF DEAN**

Location: England/ Wales border

On previous Tentative List: No

### **A. Summary of case presented by application**

Proposed as a cultural landscape under criteria i, ii, iii, iv, vi, vii, viii and ix

*Brief Description of site:* The limestone plateau of the Forest of Dean and the adjacent gorge of the Wye Valley became the crucible of the industrial revolution and the birthplace of landscape conservation. The area has a full sequence of the Carboniferous Limestone Series with excellent exposures and formations alongside the deeply incised meanders of the River Wye and one of the largest concentrations of ancient woodland in Britain. The lower Wye Valley and Forest of Dean have long been recognised for the exceptional landscape quality and provides internationally important habitats for a range of species. The area has rich and diverse heritage with evidence of settlement, defence and industry from prehistoric period to the recent past, including

Palaeolithic occupied caves, Bronze Age funerary monuments, Iron Age hillforts and Roman iron workings, Offa's Dyke, 5 castles, Tintern Abbey, early industrial remains and the setting for Rev William Gilpin's historic artistic Picturesque landscape. With its ready supply of water, iron ore and wood for charcoal it provided the perfect setting for extensive concentrations of early iron smelting in Britain.

The notion and depiction of landscape as 'Picturesque' evolved from Reverend William Gilpin's travels on the 'Wye Tour' in 1770. He published the seminal 'Observations on the River Wye' in 1782 and was succeeded by Coleridge, Tennyson, Thackeray, Wordsworth and many other writers, poets and artists, including JMW Turner, who came to marvel and extol the special landscape of the valley, including the innovative industry. Following Gilpin's advice, many landowners began designing gardens with irregular sight lines and 'ruins' of 'classical' structures. This in turn led to a new appreciation of natural landscapes and the concept of 'conservation'.

Iron resources made the area a strategic objective in the Roman Period. It was thoroughly exploited during the English Civil War and after the Restoration with the ability to supply munitions from the ironworks. In the 19th century Robert and David Mushet owned and experimented at several iron works in the area. Mushet worked in partnership with Bessemer to develop Self Hardening Steel without which the industrial age would have faltered, railways would not have been built, nor modern empires.

*Proposed Justification for Outstanding Universal Value:* The Picturesque Movement and the development of Steel are the pinnacles of the area's OUV. However the palimpsest of cultural influences in the landscape is also an outstanding feature. Geology created the natural resources that were coveted and exploited. The Iron Age hillforts, scowles and Roman infrastructure, then Offa's Dyke, made magnificent use of the topography protecting the mineral wealth of the area, followed by the medieval castles. The Cistercian Monks built Tintern Abbey for the seclusion and productive potential of the area. The woodlands provided abundant timber and charcoal, cascading tributaries gave focus to settlements and power to pioneering industries. The river was the conduit for trading goods leading to quayside developments and shipbuilding. The Wye Tour developed as part of this river trade, attracting writers and poets to marvel and extol the spectacular landscape. The Wye Tour leaves tangible and intangible remains in descriptions, paintings and designed landscapes.

*Proposed criteria for inscription*

- i In 1857 Mushet was the first to make durable rails of steel rather than cast iron, providing the basis for the development of rail transportation throughout the world in the late Nineteenth century. In a second key advance in metallurgy Mushet produced the first commercial steel alloy in 1868.
- ii The Picturesque movement initiated a reshaping of the perception of landscape, inspiring landscape design and a new appreciation of natural landscapes leading to the evolution of the concept of 'conservation'.
- iii The free mining birthright of mining coals and minerals has been available for seven hundred years to any man

born and living within the Forest of Dean, aged 21 or over and having worked a year and a day in a coal or iron mine.

iv Gunns Mill is the earliest surviving charcoal fired blast furnace in England and one of European significance.

vi The Wye Valley was the focus of the 'Wye Tour' undertaken by Reverend William Gilpin's in 1770, where he wrote on the notion and depiction of the landscape as 'Picturesque'. He was succeeded by Wordsworth, Southey, Tennyson, Thackeray and many other writers, artists and poets who came to marvel and extol the valley's special landscape.

vii The seclusion and natural beauty of the Wye Valley has attracted people from the Cistercian Monks who built Tintern Abbey in 1191, to the 19th century tourists on the Wye Tour, to the modern visitors who continue to flock to the area for its strategic viewpoints, dramatic cliffs and dense ancient wooded slopes.

viii The area has a full sequence of the Carboniferous Limestone Series and excellent exposures and formations including limestone pavement, caves, natural stream channels and tufa dams. The Old Red Sandstone creates fertile red soils along with the floodplain alluvium, allowing wide meanders. Elsewhere the river cuts in and out of the harder Carboniferous Limestone strata forming dramatic gorges. Caves and rock shelters yield material from the Pleistocene.

ix The area is particularly important for its rich wildlife habitats with the remarkable juxtaposition of the entire length of the river; 960ha of ravine woodland; and roost sites for Greater and lesser Horseshoe bats. The limestone woodlands are a refuge of many rare species, including sorbus varieties on cliffs, and form part of one of the largest remaining ancient semi-natural broadleaved woodlands in the UK. There are also significant mosaics of species rich grassland interconnected with the woodland.

*Other considerations:* The application site is in multiple ownership. The principal owners support the application as do the local authorities.

## **B. The Panel's response**

The Panel considered that the application, as structured, did not demonstrate potential OUV. The application had not made the case for consideration as a cultural landscape. The Panel thought that there might be a merit to a future nomination of the Wye Valley on its own, because of its association with the picturesque and romantic movements. The Forest of Dean was a distraction from such a case.

## **Recommendation**

The Panel judged that Wye Valley and Forest of Dean did not have the potential to demonstrate OUV and recommends that Wye Valley and Forest of Dean should not be included in the Tentative List.



# **Report of the Expert Panel on the Review of the Tentative List for the United Kingdom of Great Britain and Northern Ireland**

## **Annexes**

- A UNESCO Criteria for the assessment of Outstanding Universal Value (OUV) and requirements for authenticity and/or integrity, legal protection and management
- B List of current UK World Heritage Properties
- C Sites included on previous UK Tentative List
- D Information supplied to applicants
- E Terms of Reference for the Expert Panel
- F Membership of Expert Panel
- G Brief descriptions of Darwin's Landscape Laboratory and the Twin Monastery of Wearmouth – Jarrow
- H References
- I Acknowledgements

## **Annex A: UNESCO Criteria for the assessment of Outstanding Universal Value (OUV), and requirements for authenticity and/or integrity, legal protection and management**

*(Extract from 'Operational Guidelines for the Implementation of the World Heritage Convention' (2008), paragraphs 49, 77 - 119)*

### Outstanding Universal Value

49. Outstanding universal value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List.

#### **II.D Criteria for the assessment of Outstanding Universal Value**

**77** The Committee considers a property as having outstanding universal value (see paragraphs 49-53) if the property meets one or more of the following criteria. Nominated properties shall therefore:

- (i) represent a masterpiece of human creative genius;
- (ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
- (iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
- (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
- (v) be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;

(vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria)

(vii) contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;

(viii) be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;

(ix) be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;

(x) contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation

#### **II.E Integrity and/or authenticity**

**78.** To be deemed of outstanding universal value, a property must also meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding.

##### Authenticity

**79.** Properties nominated under criteria (i) to (vi) must meet the conditions of authenticity. Annex 4 which includes the Nara Document on Authenticity, provides a practical basis for examining the authenticity of such properties and is summarized below.

**80.** The ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be

understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, are the requisite bases for assessing all aspects of authenticity.

**81.** Judgments about value attributed to cultural heritage, as well as the credibility of related information sources, may differ from culture to culture, and even within the same culture. The respect due to all cultures requires that cultural heritage must be considered and judged primarily within the cultural contexts to which it belongs.

**82.** Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural value (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:

- form and design;
- materials and substance;
- use and function;
- traditions, techniques and management systems;
- location and setting;
- language, and other forms of intangible heritage;
- spirit and feeling; and
- other internal and external factors.

**83.** Attributes such as spirit and feeling do not lend themselves easily to practical applications of the conditions of authenticity, but nevertheless are important indicators of character and sense of place, for example, in communities maintaining tradition and cultural continuity.

**84.** The use of all these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined. "Information sources" are defined as all physical, written, oral, and figurative sources, which make it possible to know the nature, specificities, meaning, and history of the cultural heritage.

**85.** When the conditions of authenticity are considered in preparing a nomination for a property, the State Party should first identify all of the applicable significant attributes of authenticity. The statement of authenticity should assess the degree to which authenticity is present in, or expressed by, each of these significant attributes.

**86.** In relation to authenticity, the reconstruction of archaeological remains or historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture.

### Integrity

**87.** All properties nominated for inscription on the World Heritage List shall satisfy the conditions of integrity.

**88.** Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:

- a) includes all elements necessary to express its outstanding universal value;
- b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;
- c) suffers from adverse effects of development and/or neglect.

This should be presented in a statement of integrity.

**89.** For properties nominated under criteria (i) to (vi), the physical fabric of the property and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included. Relationships and dynamic functions present in cultural landscapes, historic towns or other living properties essential to their distinctive character should also be maintained.

### **II.F Protection and management**

**96.** Protection and management of World Heritage properties should ensure that the outstanding universal value, the conditions of integrity and/or authenticity at the time of inscription are maintained or enhanced in the future.

**97.** All properties inscribed on the World Heritage List must have adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding. This protection should include adequately delineated boundaries. Similarly States Parties should demonstrate adequate protection at the national, regional, municipal, and/or traditional level for the nominated property. They should append appropriate texts to the nomination with a clear explanation of the way this protection operates to protect the property.

### Legislative, regulatory and contractual measures for protection

**98.** Legislative and regulatory measures at national and local levels should assure the survival of the property and its protection against development

and change that might negatively impact the outstanding universal value, or the integrity and/or authenticity of the property. States Parties should also assure the full and effective implementation of such measures.

#### Boundaries for effective protection

**99.** The delineation of boundaries is an essential requirement in the establishment of effective protection of nominated properties. Boundaries should be drawn to ensure the full expression of the outstanding universal value and the integrity and/or authenticity of the property.

**100.** For properties nominated under criteria (i) - (vi), boundaries should be drawn to include all those areas and attributes which are a direct tangible expression of the outstanding universal value of the property, as well as those areas which in the light of future research possibilities offer potential to contribute to and enhance such understanding.

**101.** For properties nominated under criteria (vii) - (x), boundaries should reflect the spatial requirements of habitats, species, processes or phenomena that provide the basis for their inscription on the World Heritage List. The boundaries should include sufficient areas immediately adjacent to the area of outstanding universal value in order to protect the property's heritage values from direct effect of human encroachments and impacts of resource use outside of the nominated area.

**102.** The boundaries of the nominated property may coincide with one or more existing or proposed protected areas, such as national parks or nature reserves, biosphere reserves or protected historic districts. While such established areas for protection may contain several management zones, only some of those zones may satisfy criteria for inscription.

#### Buffer zones

**103.** Wherever necessary for the proper conservation of the property, an adequate buffer zone should be provided.

**104.** For the purposes of effective protection of the nominated property, a buffer zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The

area constituting the buffer zone should be determined in each case through appropriate mechanisms. Details on the size, characteristics and authorized uses of a buffer zone, as well as a map indicating the precise boundaries of the property and its buffer zone, should be provided in the nomination.

**105.** A clear explanation of how the buffer zone protects the property should also be provided.

**106.** Where no buffer zone is proposed, the nomination should include a statement as to why a buffer zone is not required.

**107.** Although buffer zones are not normally part of the nominated property, any modifications to the buffer zone subsequent to inscription of a property on the World Heritage List should be approved by the World Heritage Committee.

#### Management systems

**108.** Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means.

**109.** The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations.

**110.** An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context. Management systems may vary according to different cultural perspectives, the resources available and other factors. They may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.

**111.** In recognizing the diversity mentioned above, common elements of an effective management system could include:

- a) a thorough shared understanding of the property by all stakeholders;
- b) a cycle of planning, implementation, monitoring, evaluation and feedback;
- c) the involvement of partners and stakeholders;
- d) the allocation of necessary resources;
- e) capacity-building; and
- f) an accountable, transparent description of how the management system functions.

**112.** Effective management involves a cycle of long-term and day-to-day actions to protect, conserve and present the nominated property.

**113.** Moreover, in the context of the implementation of the *Convention*, the World Heritage Committee has established a process of Reactive Monitoring (see Chapter IV) and a process of Periodic Reporting (see Chapter V).

**114.** In the case of serial properties, a management system or mechanisms for ensuring the co-ordinated management of the separate components are essential and should be documented in the nomination (see paragraphs 137-139).

**115.** In some circumstances, a management plan or other management system may not be in place at the time when a property is nominated for the consideration of the World Heritage Committee. The State Party concerned should then indicate when such a management plan or system would be put in place, and how it proposes to mobilize the resources required for the preparation and implementation of the new management plan or system. The State Party should also provide other document(s) (e.g. operational plans) which will guide the management of the site until such time when a management plan is finalised.

**116.** Where the intrinsic qualities of a nominated property are threatened by action of man and yet meet the criteria and the conditions of authenticity or integrity set out in paragraphs 78- 95, an action plan outlining the corrective measures required should be submitted with the nomination file. Should the corrective measures submitted by the

nominating State Party not be taken within the time proposed by the State Party, the property will be considered by the Committee for delisting in accordance with the procedure adopted by the Committee (see Chapter IV.C)

**117.** States Parties are responsible for implementing effective management activities for a World Heritage property. State Parties should do so in close collaboration with property managers, the agency with management authority and other partners, and stakeholders in property management.

**118.** The Committee recommends that States Parties include risk preparedness as an element in their World Heritage site management plans and training strategies

#### Sustainable use

**119.** World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable. The State Party and partners must ensure that such sustainable use does not adversely impact the outstanding universal value, integrity and/or authenticity of the property. Furthermore, any uses should be ecologically and culturally sustainable. For some properties, human use would not be appropriate.

## Annex B: List of current UK World Heritage Properties

*Reference letters identify the properties on the maps on Figures 1 and 2*

Blaenavon Industrial Landscape (B)	
Blenheim Palace (C)	Historic Town of St George and Related Fortifications, Bermuda (Q)
Canterbury Cathedral, St Augustine's Abbey and St Martin's Church (D)	Ironbridge Gorge (R)
Castles and Town Walls of King Edward in Gwynedd (E)	Liverpool – Maritime Mercantile City (S)
City of Bath (F)	Maritime Greenwich (T)
Cornwall and West Devon Mining Landscape (G)	New Lanark (U)
Derwent Valley Mills (H)	Old and New Towns of Edinburgh (K)
Dorset and East Devon Coast (I)	Pontcysyllte Aqueduct and Canal (V)
Durham Castle and Cathedral (J)	Royal Botanic Gardens, Kew (W)
Frontiers of the Roman Empire (the British components of this transnational site are Hadrian's Wall and the Antonine Wall) (N)	Saltaire (X)
Giant's Causeway and Causeway Coast (L)	St Kilda (AA)
Gough and Inaccessible Islands (M)	Stonehenge, Avebury and Associated Sites (A and Y)
Heart of Neolithic Orkney (O)	Studley Royal Park including the Ruins of Fountains Abbey (Z)
Henderson Island (P)	Tower of London (BB)
	Westminster Palace, Westminster Abbey and St Margaret's Church (CC)

## Annex C: Sites included on previous UK Tentative Lists

This table lists all sites which have been included on the two previous UK Tentative Lists (1986 and 1999) together with the outcome of any nomination that has been submitted.

Note 1: until 2004, the Bureau of the UNESCO World Heritage Committee (made up of 7 out of the 21 members of the Committee) reviewed all nominations before they were considered by the Committee. An adverse recommendation from the Bureau frequently resulted in the nomination not being pursued in the full Committee session

Note 2: together, the 1986 and 1999 Tentative Lists contained 56 sites (counting separately Hadrian's Wall and the Antonine Wall, put forward individually as part of what is now the transnational Frontiers of the Roman Empire World Heritage property). 19 of these sites have never been formally nominated, of which five are candidates for the 2011 Tentative List. Of the 37 sites which have gone forward, 29 (counting separately Hadrian's Wall and the Antonine Wall for this purpose) have been inscribed, some after several attempts, and eight nominations have not been pursued after adverse evaluations by IUCN or ICOMOS.

<b>Sites included on the UK Tentative Lists of 1986 and 1989</b>			
Site Name	1986	1999	Outcome
Blaenavon Industrial Landscape, Wales (C)	No	Yes	Inscribed 2000
Blenheim Palace, England (C)	Yes	No	Inscribed 1987
British Virgin Islands, Anegada (N)	Yes	No	Not nominated
British Virgin Islands, the Baths Area of Virgin Gorda (N)	Yes	No	Not nominated
Caerleon legionary fortress, Wales (C)	Yes	No	Not nominated
Cairngorm Mountains, Scotland (N)	No	Yes	Not nominated
Cambridge Colleges and the Backs, England (C)	Yes	No	Nominated 1988; deferral recommended by WH Bureau and nomination not pursued
Canterbury Cathedral, St Augustine's Abbey and St Martin's Church, England (C)	Yes	No	Inscribed 1988
Castles and Town Walls of King Edward I in Gwynedd, Wales (C)	Yes	No	Inscribed 1986
Chatham Historic Dockyard, England (C)	No	Yes	Not nominated: candidate for 2011 Tentative List
Chatsworth, England (C)	Yes	No	Not nominated
City of Bath, England (C)	Yes	No	Inscribed 1987
Cornish Mining Industry, England (C)	No	Yes	Inscribed 2006 as Cornwall and West Devon Mining Landscape
Cregneash, Isle of Man (C)	Yes	No	Not nominated
Darwin's Home and Workplace: Down House and Environs, England (C)	No	Yes	Nominated 2007 and withdrawn; re-nominated 2009 as Darwin's Landscape Laboratory and deferred 2010; carried forward to 2011 Tentative List as site under active discussion with UNESCO
Derwent Valley Mills, England (C)	No	Yes	Inscribed 2001
Dorset and East Devon Coast, England (N)	No	Yes	Inscribed 2001
Durham Cathedral and Castle, England (C)	Yes	No	Inscribed 1986

Ecclesiastical Sites of Lough Erne, Northern Ireland (C)	Yes	No	Nominated 1986; deferred 1987 by WH Committee
Flow Country, Scotland (N)	No	Yes	Not nominated: candidate for 2011 Tentative List
Forth Rail Bridge, Scotland (C)	No	Yes	Not nominated: candidate for 2011 Tentative List
Fountain Cavern, Anguilla (C)	No	Yes	Not nominated: candidate for 2011 Tentative List
Fountains Abbey and St Mary's Studley Royal, England (C)	Yes	No	Inscribed 1986 after addition of Studley Royal gardens and park as Studley Royal Park including the Ruins of Fountains Abbey
Giant's Causeway and Causeway Coast, Northern Ireland (N)	Yes	No	Inscribed 1986
Gibraltar Defences, Gibraltar (C)	Yes	Yes	Not nominated
Gough Island, Tristan da Cunha Island Group (N)	Yes	No	Inscribed 1995, extended 2004 to include Inaccessible Island
Great Western Railway: Paddington – Bristol (selected parts), England (C)	No	Yes	Not nominated: candidate for 2011 Tentative List
Hadrian's Wall Military Zone, England (C)	Yes	No	Inscribed 1987 and subsequently extended as Frontiers of the Roman Empire to include German Limes (2005) and Antonine Wall (2008), added to 1999 Tentative List in 2006.
Henderson Island(Pitcairn Group) (N)	Yes	No	Inscribed 1987
Historic Town of St George and Related Fortifications, Bermuda (C)	No	Yes	Inscribed 2000
Ironbridge Gorge, England (C)	Yes	No	Inscribed 1986
Lacock Abbey, England (C)	Yes	No	Not nominated
Lake District, England (Mixed)	Yes	Yes	Nominated 1986, deferred 1987; re-nominated 1989, deferred 1990: candidate for 2011 Tentative List
Maes Howe and Brodgar, Scotland (C)	Yes	No	Nominated 1988; deferral recommended by WH Bureau 1989; re-nominated as Orkney Islands; deferral recommended by WH Bureau; re-nominated and inscribed 1999 as Heart of Neolithic Orkney
Manchester and Salford (Ancoats, Castlefields and Worsley), England (C)	No	Yes	Not nominated
Maritime Greenwich, England (C)	Yes	No	Inscribed 1997
Menai and Conwy Suspension Bridges, Wales (C)	Yes	No	Nominated 1987; refusal recommended by WH Bureau 1988 and nomination not pursued
Monkwearmouth and Jarrow Monastic Sites, England (C)	No	Yes	Nominated 2011 as The Twin Monastery of Wearmouth – Jarrow and awaiting evaluation; carried forward to 2011 Tentative List as a current nomination
Mount Stewart Gardens, Northern Ireland (C)	No	Yes	Not nominated
Navan Fort, Northern Ireland (C)	Yes	No	Nominated; WH Bureau recommended refusal 1988 and 1989 and nomination not pursue. Candidate for 2011 Tentative List
New Forest, England (C)	No	Yes	Not nominated
New Lanark, Scotland (C)	Yes	Yes	Nominated 1986 and deferred by WH Committee 1987 and 1988; re-nominated and inscribed 2001



Old and New Towns of Edinburgh, Scotland (C)	Yes	No	Inscribed 1995
Palace of Westminster, England (C)	Yes	No	Inscribed 1987 after addition of Westminster Abbey and St Margaret's Church as Westminster Palace, Westminster Abbey and St Margaret's Church
Pontcysyllte Aqueduct, Wales (C)	No	Yes	Inscribed 2009 as Pontcysyllte Aqueduct and Canal
Saltaire, England (C)	No	Yes	Inscribed 2001
Shakespeare's Stratford	No	Yes	Not nominated
SS Great Britain and Great Western Dock, England (C)	Yes	No	Nominated 1987; refusal recommended by WH Bureau 1988 and nomination not pursued
St David's Close and Bishop's Palace, Wales (C)	Yes	No	Nominated; WH Bureau recommended deferral 1987 and nomination not pursued
St Helena: Diana's Peak and High Peak, Island of St Helena (N)	Yes	No	Nominated; WH Bureau recommended deferral 1987 and nomination not pursued
St Kilda, Scotland (Mixed)	Yes	No	Inscribed 1986 under natural criteria, extended 2004, and cultural criteria added in 2005
Stonehenge, Avebury and Associated Sites, England (C)	Yes	No	Inscribed 1986
Stourhead, England (C)	Yes	No	Not nominated
Tower of London, England (C)	Yes	No	Inscribed 1988
Wash and North Norfolk Coast, England (N)	Yes	Yes	Not nominated

## **Annex D: Information supplied to applicants**

The call for applications was publicised by a press notice and on the DCMS website at <http://www.culture.gov.uk/consultations/6740.aspx>. The DCMS website also provided the Application Form, Guidance Notes to the Application Form, a separate set of Information Sheets on UNESCO, the 1972 World Heritage Convention, and the whole World Heritage process, and a set of Frequently Asked Questions.

The Guidance Notes to the Application Form provided advice on what information was required to reply to each question, with references to the relevant paragraphs of *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO 2008) and other useful sources such as the UNESCO World Heritage Centre website <http://whc.unesco.org>.

The Information Sheets covered the following topics:

1. UNESCO
2. The Convention concerning the Protection of World Cultural and Natural Heritage(1972) – ‘The World Heritage Convention’
3. Who does what: National Governments, World Heritage Committee and its advisors
4. What is a World Heritage Site?
5. What is the Tentative List?
6. Requirements for inclusion on the World Heritage List
7. UNESCO Criteria for assessment of Outstanding Universal Value
8. UNESCO policy and priorities for future World Heritage Sites
9. UK Policy on World Heritage Sites
10. Information Sources (websites and publications)

The information sources provided access to a wide range of websites and publications, including those provided by UNESCO, its Advisory Bodies, the International Union for the Conservation of Nature (IUCN), the International Council on Monuments and Sites (ICOMOS), and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), national organisations including government departments, official heritage bodies, and other interested groups.

## **Annex E: Terms of Reference for the UK Tentative List Expert Panel**

### **Draft Terms of Reference**

An Experts Panel ('the Panel') will be appointed to assess all of the thirty-eight (38) Tentative List applications against agreed criteria and make recommendations to the Department for Culture, Media and Sport ('the Department') with a view to developing a new and robust list of potential future UK nominations for UNESCO World Heritage status from 2012.

The criteria for assessment shall be:

#### **Necessary Qualities:**

- Site has clear Outstanding Universal Value
- Site has demonstrable Authenticity
- Site has demonstrable Integrity

#### **Essential Criteria:**

- Application has support of principal owners
- Application has support of local authority
- Is the Site viable as World Heritage property (eg any significant threats from change or development, or other major management problems could be managed effectively)?

#### **Desirable Criteria**

- Application has the support of the local community and other stakeholders
- Inscription would enhance conservation and management of the heritage asset or Site
- Inscription would bring demonstrable benefits
- Inscription would support UNESCO's policy for a balanced World Heritage List

#### **Transnational Sites Criteria**

- Has the proposal the support of other countries or international organisations?
- Does the Site or group of sites contribute to UNESCO's policy in this area?

The Panel will seek to come to a consensus with regard to its decision on each application.

If a consensus cannot be reached, then a vote will be taken to determine the Panel's view. In the event of tied vote, the Chair's vote will determine the Panel's decision in relation to that application.

The Panel, through the Chair, and with support from a Secretariat and any other party agreed by the Department, will produce a detailed report and recommendations that properly reflects the discussions and decisions of the Panel.

The completed report and recommendations, which shall be solely that of the Panel, shall be provided to the Department no later than the 31 January 2011, unless otherwise agreed.

#### **Composition and Attendance**

The Panel will be appointed by the Department and will initially comprise of a Chair and up to eight other members.

The Panel will meet at a venue and on such days as the Department shall determine, and which it shall advise the Panel members as soon as is practically possible. It is envisaged that the Panel will meet three times, although the Department reserves the right to call for additional meetings if necessary.

The Department reserves the right to reconstitute the Panel size and membership at any time, following consultation with the Chair, if that is deemed necessary for the proper completion of the project within the required timescale.

The Department, in consultation with the Chair, may permit consultants or other parties to attend meetings to observe and/or advise the Panel during its deliberations.

Panel members should not correspond with, or respond to any direct enquiries from, members of the public.

#### **Resources**

A Secretariat, supplied by the Department (and any other party deemed necessary by the Department), will provide administrative support, including the provision of documentation relating to the Tentative List process and the drafting of Panel meeting minutes, decisions, action points and any other matters relating to the decision-making process.

The Department, in consultation with the Chair, may appoint consultants or any other third parties to provide any additional administrative assistance to the Panel.

#### **Confidentiality and Conflict of Interest**

Panel members will advise, in writing, the Chair and the Secretariat of any potential conflicts of interest that may arise as a result of the consideration of any application as soon as that member is aware of that potential conflict.

The Panel, consultants and any other non-governmental party invited to engage in this process shall proceed on the basis that, whilst deliberating, all aspects of the Panel's discussions and its decision making process should remain confidential, and no public

comment on these subjects should be made unless agreed by the Department. Once a decision is made, the Department may make some material publicly available in relation to the Panel's deliberations.

The Panel members, consultants and any other parties involved in the consideration of UK Tentative List applications should be aware that all material relating to this process (eg individual working documents, meeting minutes, etc) held by the Department or individual Panel members may be subject to release (eg under the terms of the Freedom of Information Act or the Environmental Information Regulations). **This includes any individual comments which Panel members, consultants and other parties have made on any documents in their possession.**

Panel members will not receive any remuneration for their role in this process, except for travel and subsistence ('T&S'). Panel members will be required to adhere to the related DCMS T&S guidance and seek to ensure the best value for money; any queries should be referred to the Secretariat.

## **Annex F: Membership of Expert Panel**

### **Panel Members**

Sue Davies, OBE, BA, FSA, Hon MI*f*A, (Chair of Expert Panel)  
Chief Executive, Wessex Archaeology Ltd; Deputy Chair, UK National Commission for UNESCO

Paul Drury, FSA, MRICS, IHBC, Partner  
The Paul Drury Partnership (Consultants in historic environment policy and practice)

Professor Peter Fowler, MA, PhD, FSA  
World Heritage Advisor

Mike Pienkowski, BSc, PhD  
Honorary Executive Director, UK Overseas Territories Conservation Forum; member of UK Executive Committee IUCN

Christopher Pound, MSc Arch, Dip, TP, RIBA, RTPI, IHBC  
Consultant; member ICOMOS-UK World Heritage Committee

Birgitta Ringbeck, PhD  
State Conservator North Rhine-Westphalia, German National Commission for UNESCO, World Heritage Delegate of the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany

Professor Mike Robinson, PhD  
Director, Centre for Tourism and Cultural Change, Leeds Metropolitan University; member Culture Committee, UK National Commission for UNESCO

David Thackray, MA, PhD, FSA, MI*f*A  
Head of Archaeology, the National Trust; member Culture Committee, UK National Commission for UNESCO; chair ICOMOS-UK World Heritage Committee

Susan Williamson, MA  
Heritage Management Consultant; member ICOMOS-UK World Heritage Committee,

Meetings of the Panel were also attended by members of the intergovernmental Tentative List Steering Group, including the Secretariat, and by an Observer from ICOMOS-UK.

### **Tentative List Steering Group**

Michael Coulter, Director of Built Heritage, Northern Ireland Environment Agency  
Peter Marsden, Head of World Heritage, Department for Culture, Media and Sport (Secretariat)  
Caity Marsh, Senior Policy Advisor, World Heritage, Department for Culture, Media and Sport (Secretariat)  
Andrew Martindale, Historic Scotland  
Sian Rees CBE, Inspector of Ancient Monuments, Cadw  
Janet Tweedale, Crown Dependencies Branch, Ministry of Justice  
Tony Weighell, Head of Overseas Territories and Crown Dependencies Team, Joint Nature Conservation Committee  
Christopher Young, Head of International Advice, English Heritage, (Secretariat).

### **Advisory Bodies/Observers**

Susan Denyer, BSc, FSA  
Secretary ICOMOS-UK.

## **Annex G: Brief descriptions of Darwin's Landscape Laboratory and the Twin Monastery of Wearmouth – Jarrow**

### **DARWIN'S LANDSCAPE LABORATORY**

(based on summarised extracts from the Nomination submitted January 2009)

Location: Bromley, Greater London, England

*Brief description of site:* the nominated site is the farmed landscape of the Downe and Cudham valleys, either side of Down House and grounds, all used by Charles Darwin to develop and demonstrate his theory of evolution through the study of plants and animals in natural settings and under human management. He lived at Down House from 1842 to 1882, using his surroundings and home as his scientific research station. The Property comprises of two valleys bridged by high ground which was and is today an intimate farmed landscape.

The nominated Property was Darwin's workplace and field study area during the forty years of his greatest productivity, including his main investigational work on the theory of evolution and his historic contribution to the understanding of plant life. It was an essential part of his scientific approach to base as much of his work as he could on his own observations of natural life and to use experiment wherever possible to explore, test and demonstrate aspects that were not immediately obvious. The nominated Property preserves the evidence of his research to a remarkable degree of completeness.

The valley landscape with its two steep wooded chalk valleys to the east and west, arable fields, grassland and meadows in the valleys bottom and on high ground between them, and woodland on the upper slopes, provided Darwin with a wide range of habitats, as did the promontory of heath, bog, woodland and parkland to the north. The underlying geology of the area supported a wide range of habitats for observation which could be easily accessed by footpaths and lanes from Down House. The many varied habitats that Darwin studied and still exist today include: chalk grassland; acid grassland; acid bog; acid heathland; clay pond; gravel streams; laid hedges; ancient woodland; coppiced woodland; plantations; ploughed land; pasture; and hay meadows.

The area is sewn together with the footpaths and lanes which were regularly used by Darwin to access his landscape resource for his science and observations in the surrounding landscape. The site includes, Down House, his home and part of his landscape laboratory for over 40 years, his experimental garden and his estate. These were all

modified and adapted by Darwin to allow him to daily undertake observations and experiments.

#### *Proposed Justification of Outstanding Universal Value:*

Darwin's Landscape Laboratory is the site where the modern scientific study of natural life was pioneered with the development of the theory of evolution by natural selection. It is an intimate farmed valley landscape surrounding Charles Darwin's home at Down House in the Kent North Downs. He walked in the Downe and Cudham valleys every day and studied them intensely for the forty years of his scientific maturity. Many landscape features bear unique witness to the evidence he collected for his world-changing ideas in the natural sciences that were developed at Down House. Darwin's Landscape Laboratory is of fundamental importance to humanity because of his use of the landscape as a resource for science not simply as a commemoration of the man who developed the theory. The ideas developed at this Property have had a profound influence on life sciences, medicine, agriculture, philosophy and religion, as well as on general views of humankind's relation to other living creatures in the natural world and on the sustainability of the planet's resources.

#### *Proposed criteria for inscription:*

iii The living cultural tradition is the modern scientific approach to the understanding of the natural world by observation, hypothesis and experiment, free and wide exchange of information and ideas, theory-building and communication. The site is a supreme testimony to that tradition showing how Darwin used the compact, varied and farmed landscape around his home together with his own house and grounds as resources for observations and experiments that were landmarks in the history of science. The patterns of life Darwin first observed are still available for us to see, in the valleys, fields, woods, meadows and grounds where Darwin studied them. The ability to repeat Darwin's observations and experiments, both in the nominated Property and also elsewhere around the world are important foundations of the tradition of modern science and is a powerful education tool. His scientific work was then combined with an exhaustive exchange of ideas with fellow scientists throughout the world and culminated in the development and production at Down House, of his world changing theories that are of fundamental importance for modern culture.

vi The ideas of Outstanding Universal Value with which the nominated Property is directly associated are Darwin's theory of evolution by natural

selection, his explanation of global biodiversity as a fundamental principle of the natural world, and his demonstration of the ecological interdependence of all life forms. These three fundamental insights are closely intertwined and together provide the central principles for the present scientific understanding of the history of life on earth,

- a. the web of interrelations between organisms in ecosystems of all ranges,
- b. the influence of human pressures on the natural world and
- c. global needs for survival.

The ideas are of such outstanding significance that they have transcended the global scientific community and become a central feature in everyday life and understanding.

## **THE TWIN MONASTERY OF WEARMOUTH – JARROW**

(based on summarised extracts from the Nomination submitted January 2010)

Location: Tyne and Wear, England

*Brief description of site:* this is a serial nomination centred on two monastic complexes at Wearmouth and Jarrow. Founded within a decade of each other, they functioned as a single institution in the Anglo-Saxon period. They are now the earliest surviving and most completely excavated Western European monastic complexes illustrating large regular buildings arranged in formal relationship to each other and designed for communal living, according to a monastic Rule of life.

The Wearmouth part of the site includes the buried remains of Monkwearmouth Anglo-Saxon monastery and medieval priory and St Peter's Church. It includes all known Anglo-Saxon archaeological and architectural survivals. The earliest Anglo-Saxon buildings associated with the Property are known from excavation to extend for some 40 metres to the south of the church building. Early cemeteries are also known from excavation to the east and north of the church.

The Jarrow part of the Nominated Property encompasses the excavated St Paul's monastery and the site of the village of Jarrow, and St Paul's Church. It reaches the banks of the River Don, a tributary which runs into the River Tyne to the north of the Property, to the east and south, including middle-Saxon river walls, and the low promontory to the east of the church containing the buried remains of the early Anglo-Saxon cemetery and workshops. To the north, the site includes

eighteenth-century Grade-II listed Jarrow Hall, situated on a natural high point. Archaeological survey in 2009 has confirmed the likely presence of domestic buildings associated with the seventh century monastery, as yet unexcavated, between this high ground and the church, now occupied by the open space of Drewett's Park.

Proposed Justification of Outstanding Universal Value: The twin monastery of Wearmouth-Jarrow, founded in the late seventh century AD on estuarine sites in the north-east of England looking out to the North Sea coast and the wider world, is a milestone in the development of Christian Europe. Its architectural remains in the original monastic churches and below-ground remains of the associated monastic complexes, exceptional both in quality and quantity, provide a visible link between the past world of late Roman antiquity and the coming world of the European Middle Ages. Its innovative architecture, some of which survives in situ, epitomizes the introduction of building in stone with Roman-style sculpture and coloured glass windows into the British Isles. In its design, it was a key stepping-stone on the way to the greater formalisation of monastic claustral layouts, and communal as opposed to eremitic life, which accompanied the development of written monastic rules across Europe during the course of the next century, leading to the standard claustral layout which would come to dominate medieval European society and then be transferred to other parts of the world.

The outstanding library and teaching assembled at Wearmouth-Jarrow by Benedict Biscop and his colleague and successor Ceolfrith, and its scholarly ethos, were unlike anything else available in its day. Particularly through the prolific and wide-ranging works of its most renowned thinker, Bede, Wearmouth-Jarrow at its apex became the primary intellectual centre of Western Europe, the scriptorium developing a faster script in order to keep up with demand from across Europe for copies of its scholarly output. The founders of Wearmouth-Jarrow and the scholarly ideas of Bede created a gateway for the ideas of late-Roman antiquity to enter the emerging early medieval world: through Wearmouth-Jarrow the skills and learning of late antiquity centred on the Mediterranean Sea, and the ideas of the early Christian world were not only transferred to the northern limits of the emerging literate world, but

combined, developed, remodelled and expanded, then exported back to Europe and beyond

*Proposed criteria for inscription:*

ii The considerable surviving monastic complex at Wearmouth-Jarrow was founded in a transitional period during which Christianity was gaining wider acceptance and developing new forms across Europe. It provides evidence of the arrival in Britain and development in Europe in the seventh century of ordered, communal monasticism, and the revival of the Roman style of architecture and is an early and formative example of the cloister layout which became standard in Europe north of the Alps during the next millennium and was later transferred to other parts of the world.

iii The surviving monastic complex at Wearmouth-Jarrow provides an exceptional testimony to the cultural tradition of Western European Christian monasticism at an early, formative stage.

iv The complex at Wearmouth-Jarrow is the earliest surviving and most completely excavated Western European example of a monastic foundation, purpose-built for communal living and scholarship at a formative period for Europe north of the Alps during its transition from late-Roman antiquity, dominated by the culture and learning of Greece and Rome, to the emerging Christian European Middle Ages. This style of monastic plan is the forerunner of the claustral layout for communal living which came to be the dominant form.

vi Wearmouth-Jarrow is directly associated with the ideas and scholarship of the Venerable Bede, who spent his whole life from the age of seven in the twin monastery. Bede was a polymath. Wearmouth-Jarrow's exceptional library, teaching, and innovative environment equipped him to become the intellectual giant of his age, and one of the most influential European thinkers of the first millennium AD.



## Annex H: References

The following references provide useful guidance to the issues discussed in this report. DCMS, ICOMOS, IUCN and UNESCO publications can be found on the relevant website shown. The PWC report can be found on the DCMS website.

- DCMS 1999 *World Heritage Sites: The Tentative List of the United Kingdom of Great Britain and Northern Ireland*
- DCMS 2008 *World Heritage for the Nation: Identifying, Protecting and Promoting our World Heritage*
- DCMS 2010a *Government response to the consultation World Heritage for the Nation: Identifying, Protecting and Promoting Our World Heritage*
- DCMS 2010b *UK Tentative List of Potential Sites for World Heritage Nomination: Application Form*
- DCMS 2010c *Guidance Note for Completing the Application form for the UK Tentative List of Potential Sites for World Heritage Nomination*
- DCMS 2010d *Information for applicants for the new United Kingdom tentative list*
- Fowler 2004 *Landscapes for the World* (Windgather Press, Macclesfield)
- ICCROM, ICOMOS, IUCN 2010 *Guidance on the preparation of retrospective statements of Outstanding Universal Value for World Heritage Properties*
- ICOMOS, IUCN 2010 *World Heritage Nominations: Resource Manual for Practitioners*
- ICOMOS 1999 Anthony Coulls, with contributions from Colin Divall and Robert Lee *Railways as World Heritage Sites*
- ICOMOS 2005 *The World Heritage List: Filling the Gaps-an Action Plan for the Future*  
ICOMOS Monuments and Sites papers XII
- ICOMOS 2006 *Rock art of Latin America and the Caribbean: Thematic study*
- ICOMOS 2008 Jukka Jukilehto *The World Heritage List: What is OUV?* ICOMOS Monuments and Sites papers XVI
- ICOMOS 2010 *Heritage Sites of Astronomy and Archaeoastronomy in the context of the UNESCO World Heritage Convention: A Thematic Study*
- IUCN 2004 *The World Heritage List: Future priorities for a credible and complete list of natural and mixed sites*
- IUCN 2008a *Outstanding Universal Value: Standards for Natural World Heritage* (Gland)
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- PWC 2007 Price Waterhouse Cooper *The Costs and Benefits of World Heritage Status in the United Kingdom*
- UNESCO 1972 *Convention concerning the Protection of the World Cultural and Natural Heritage*

- UNESCO 2004a Peter Fowler *World Heritage Cultural Landscapes 1992 - 2002* World Heritage Papers 6
- UNESCO 2004b Paolo Ceccarelli, Mechtild Rossler (eds) *Cultural Landscapes: the Challenges of Conservation* World Heritage Papers 7
- UNESCO 2005 Nuria Sanz (ed) *Caribbean Archaeology and the World Heritage Convention* World Heritage Papers 14
- UNESCO 2008a *Operational Guidelines for the Implementation of the World Heritage Convention*
- UNESCO 2008b Nuria Sanz (ed) *Rock Art in the Caribbean: Towards a serial transnational nomination to the UNESCO World Heritage List* World Heritage Papers 24
- UNESCO 2009 Nora Mitchell, Mechtild Rossler, Pierre-Marie Tricaud 2009 *World Heritage Cultural Landscapes: A Handbook for Conservation and Management* World Heritage Papers 26

### **Useful Websites**

Department for Culture, Media and Sport World Heritage Page

[http://www.culture.gov.uk/what\\_we\\_do/historic\\_environment/4168.aspx/](http://www.culture.gov.uk/what_we_do/historic_environment/4168.aspx/)

International Council on Monuments and Sites World Heritage Page

[http://www.international.icomos.org/world\\_heritage/index.html/](http://www.international.icomos.org/world_heritage/index.html/)

International Union for the Conservation of Nature World Heritage Page

[http://www.iucn.org/about/work/programmes/wcpa\\_worldheritage/](http://www.iucn.org/about/work/programmes/wcpa_worldheritage/)

UNESCO World Heritage Centre <http://whc.unesco.org>

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The cover illustration is from an original painting - 'Axial landscape' - by Peter Fowler, Panel Member, who kindly allowed its use for the Review. Peter retains the copyright of the painting.



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*'Axial landscape' © Peter Fowler 2010 (oil and charcoal on hardboard)*

## THE UNITED KINGDOM'S WORLD HERITAGE

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commissioned by the Department for Culture, Media and Sport  
from an Independent Expert Panel, March 2011

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