

# World Heritage Site Management Plan - Draft for Consultation

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**Planning Committee**  
**5 August 2010**

## **1 Purpose of report**

- 1.1 To seek Committee approval of a new Management Plan for the Old and New Towns of the Edinburgh World Heritage Site and associated Strategic Environmental Assessment (SEA) Report in draft for consultation.

## **2 Summary**

- 2.1 The UNESCO Convention on World Heritage requires every world heritage site to have a management plan. The current management plan was published in July 2005 and has recently been revised. A revised plan is available in draft for consultation. The plan is accompanied by an Environmental Report that sets out the environmental effects of the management plan.

## **3 Main report**

- 3.1 The Old and New Towns of Edinburgh site was added to the United Nations Educational, Scientific and Cultural Organisation's (UNESCO's) list of World Heritage Sites in 1995. The World Heritage Committee stated that the Edinburgh Old and New Towns "represent a remarkable blend of two urban phenomena: organic medieval growth and 18th and 19th century town planning".
- 3.2 The UNESCO Convention on World Heritage requires every world heritage site to have an appropriate management plan which should specify how the Outstanding Universal Value of the Site will be protected. It is also the policy of the UK Government that management plans are required for all World Heritage Sites.
- 3.3 The current Management Plan for the World Heritage Site was published in July 2005. It set an agenda for action and outlined a range of challenges. The plan has been reviewed in line with best practice and a revised plan is available for consultation. The draft revised plan is attached at Appendix 1. The plan is

accompanied by an Environmental Report prepared under SEA legislation. This report is available in the Group Rooms.

### **The Management Plan**

- 3.4 The purpose of the Management Plan is to provide a framework for the preservation and enhancement of the Site's cultural heritage. At its core, the document sets out a revised statement of Outstanding Universal Value of the Site - what makes it special.
- 3.5 The new Plan builds on the experience of implementing the first Plan. It provides an overview of the challenges, objectives and actions for the key partners and other stakeholders in the future management of the World Heritage Site. It recognises that the statutory protection of the World Heritage Site is directly related to the Planning system and includes an overview of the policy context.
- 3.6 The new Plan has been prepared in partnership with Edinburgh World Heritage and Historic Scotland. The vision and objectives for the Site were informed by a workshop which provided an opportunity for a wide range of stakeholders to discuss their ideas and vision for the Site to ensure that the new Management Plan is as useful and focused as possible. There was a general consensus amongst the stakeholders that the primary aim should be to enhance the qualities which make the Site a great place to live, work and play. The objectives identified can be grouped under the following themes:
- Safeguarding the cultural heritage.
  - Understanding the World Heritage Site.
  - A World Heritage Site in a Living City.
  - The effective management of the Site.
- 3.7 The draft Plan will be subject to a detailed consultation which will take the form of direct mail notification, workshops involving stakeholders, an exhibition which will be displayed at venues across the World Heritage Site, internet surveys and a series of open meetings. Details will also be included on the websites of Historic Scotland, Edinburgh World Heritage and the Council. The consultation will involve the complete Plan with consultees being asked to comment on the vision, objectives and actions in particular. The results of the consultation will inform potential amendments to the Management Plan which will be reported back to the Committee.

### **Environmental Report**

- 3.8 A Strategic Environmental Assessment (SEA) of the World Heritage Management Plan was required under the SEA Directive. This is intended to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans with a view to promoting sustainable development. It was found that the draft Management Plan will have overall positive environmental effects. The Environmental Report will be the subject of consultation alongside the draft Management Plan.

## **4 Financial Implications**

4.1 There are no financial implications arising from this report.

## **5 Environmental Impact**

5.1 This report involves guidance for the protection of the historic environment. A SEA has been prepared, as detailed in 3.8. There are no adverse impacts on the environment.

## **6 Conclusions**

6.1 The Management Plan will assist in the preservation and enhancement of the Edinburgh Old and New Towns World Heritage Site.

## **7 Recommendations**

7.1 It is recommended that the Committee approves the new Old and New Towns of Edinburgh World Heritage Site Management Plan and associated Environmental Report in draft for consultation.

**Dave Anderson**  
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Appendices	1 Old and New Towns of Edinburgh World Heritage Site Management Plan - Draft for Consultation
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Wards affected	City Centre, South Side/Newington, Meadows/Morningside, Inverleith, Corstorphine/Murrayfield.
Single Outcome Agreement	Supports National Outcome 12 – We value and enjoy our built and natural environment and protect it and enhance it for future generations. Supports Local Outcome - The development of a quality built and natural environment is well supported.

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Background  
Papers

- 1 First Old and New Towns of Edinburgh World Heritage Site Management Plan, July 2005
- 2 Revised Management Plan Environmental Report (Group Rooms)

# **Our World Heritage Site**

A Management Plan for the Old and  
New Towns of Edinburgh World  
Heritage Site 2010-2015

Draft for Consultation

## **Executive Summary**

### **Chapter 1: Introduction**

- The purpose of the Management Plan
- Managing change
- The First Management Plan
- Progress since the First Management Plan
- The structure of the Second Management Plan

### **Chapter 2: Context – A World Heritage Site within a Living City**

- Everyone's World Heritage Site
- Engaging with the broad community
- Communicating and interpreting the Outstanding Universal Value
- The World Heritage Site and the economic engine of the city

### **Chapter 3: The Statement of Outstanding Universal Value**

- Significance
- Criteria
- Integrity and authenticity

### **Chapter 4: Interpreting the Statement of Outstanding Universal Value**

### **Chapter 5: Management objectives for the implementation of the Vision**

- Safeguarding the cultural heritage
- Understanding the World Heritage Site
- A World Heritage Site in a thriving capital city
- The effective management of the site

### **Chapter 6: Measuring the state of conservation**

- Methodology

### **Chapter 7: Implementation of the Second Management Plan**

- Key stakeholders in the World Heritage Site
  - The City of Edinburgh Council
  - Historic Scotland
  - Edinburgh World Heritage
- The model of management
- The action programme
- The World Heritage Site Steering Group

### **Appendix 1: Managing change: the regulatory framework for safeguarding the Outstanding Universal Value**

- Legal and policy measures
  - National
  - Regional
  - Local

## EXECUTIVE SUMMARY

1. The Old and New Towns of Edinburgh site was added to the United Nations Educational, Scientific and Cultural Organisation's (UNESCO's) list of World Heritage Sites in 1995.
2. The UNESCO Convention on World Heritage requires every world heritage site to have an appropriate management plan which should specify how the Outstanding Universal Value of the Site will be protected. It is also the policy of the UK Government that management plans are required for all world heritage sites. Best practice is for management plans to be reviewed every 5 years. The current Management Plan for the World Heritage Site was published in July 2005.
3. The purpose of the draft Management Plan is to provide a framework for the preservation and enhancement of the Site's cultural heritage.
4. The draft Plan has been prepared by a partnership of Edinburgh World Heritage, Historic Scotland and the Council. The vision and objectives for the Site were informed by a workshop in which a wide range of stakeholders participated to discuss their ideas and vision for the Site. There was a general consensus amongst the stakeholders that the primary aim should be to enhance the qualities which make the Site a great place to live, work and play.
  - The objectives identified can be grouped under the following themes:
  - Safeguarding the cultural heritage.
  - Understanding the World Heritage Site.
  - A World Heritage Site in a Living City.
  - The effective management of the Site
5. The draft Plan will now be subject to a detailed consultation which will take the form of direct mail notification, workshops involving stakeholders, an exhibition which will be displayed at venues across the World Heritage Site, internet surveys and a series of open meetings. Details will be posted on the websites of Historic Scotland, Edinburgh World Heritage and the Council. While comments are sought on the Plan as a whole, consultees are asked, in particular, to focus on the vision, objectives and actions. The results of the consultation will shape the finalised version of the Management Plan which will be reported back to the Committee in December 2010.
6. The core of the Plan is presented in chapters 3, 4, and 5. Chapter 3 presents a revised Statement of Outstanding Universal Value. (Outstanding Universal Value is that which gives Edinburgh's heritage its international importance – which is deemed to be the shared heritage of mankind as a whole rather than just the heritage of Scotland or the UK. In short, it is that which makes the

World Heritage Site special.) The revised statement is open to comment but only in the context of the original inscription.

7. Chapter 4 amplifies on the revised statement, identifying in greater detail the physical elements of the site which will be the subject of consideration in interpreting the Outstanding Universal Value. This will be key in assessing which development proposals have an impact on the Outstanding Universal Value of the site.
8. Chapter 5 presents the vision for the site and the objectives and actions which will help to realise the vision. This section will be the focus of the consultation process with views being sought on the vision, objectives and actions. This is set out in the accompanying table (Table 1) to the Executive Summary.
9. An appendix is included detailing the legal and policy measures for safeguarding the Outstanding Universal Value.
- 10. *The accompanying Strategic Environmental Assessment Report forms part of the consultation process. It concludes that there is potential in the draft vision for positive impacts across all environmental parameters. These should accumulate to result in significantly positive benefits for the Site as a whole. None of the aims and objectives show significant negative cumulative effects from the implementation of the Plan. The historic environment, population and human health and climate parameters are likely to see positive benefits.***



**TABLE 1: VISION, THEMES, OBJECTIVES, ACTIONS**

VISION	THEMES	KEY OBJECTIVES	ACTIONS
<p>Our vision for the World Heritage Site is to safeguard, sustain and enhance the outstanding historic environment that supports a confident and thriving capital city centre, its communities, and its cultural and economic life.</p>	<p>Safeguarding the Cultural Heritage</p>	<p>To conserve the fabric of the WHS</p>	<ul style="list-style-type: none"> <li>• Continue conservation funding programme</li> <li>• Provide advice to homeowners</li> <li>• Continue to prioritise conservation of historic monuments and public realm</li> <li>• Anchor in funds from available sources</li> <li>• Ensure standards of materials/ workmanship</li> <li>• Use BAR to prioritise buildings in need of investment</li> <li>• Manage natural features of the Site</li> </ul>
		<p>Promote policies and guidance to safeguard OUV</p>	<ul style="list-style-type: none"> <li>• Recognise OUV a key material consideration</li> <li>• Ensure understanding of OUV</li> <li>• Consider need for buffer zone</li> <li>• Ensure regulatory framework is up to date</li> </ul>
		<p>To take account of climate change and sustainability issues</p>	<ul style="list-style-type: none"> <li>• Align management of site to Scottish Government's policy on carbon reduction</li> <li>• Understand impacts of climate change on WHS</li> <li>• Research adaptation of buildings to needs of modern</li> </ul>

			<p>life</p> <ul style="list-style-type: none"> <li>• Develop projects to allow adaptation of buildings to meet carbon reductions</li> <li>• Identify additional funding to meet costs of addressing climate change issues</li> </ul>
		To promote high quality architecture and design	<ul style="list-style-type: none"> <li>• Promote high quality and innovative architecture</li> <li>• Preserve and enhance traditional townscape character of WHS</li> </ul>
	Understanding the WHS	To communicate and interpret the OUV	<ul style="list-style-type: none"> <li>• Ensure information about WHS is shared with partner organisations</li> <li>• Ensure intellectual and physical access to WHS</li> <li>• Use OUV as an educational tool</li> </ul>
		To develop learning and outreach programmes	<ul style="list-style-type: none"> <li>• Raise awareness, understanding and enjoyment of OUV</li> <li>• Promote appreciation in accordance with Article 27</li> <li>• Develop educational resources for schools</li> <li>• Target outreach to specific groups</li> <li>• Target projects to visitors</li> <li>• Help visitors navigate the WHS</li> </ul>

			<ul style="list-style-type: none"> <li>• Develop brand identity of WHS</li> </ul>
	A WHS in a thriving capital city centre	Maintain a positive relationship between the WHS and the economic and cultural activity of city	<ul style="list-style-type: none"> <li>• Support high quality of life through OUV of the site</li> <li>• Ensure WHS is valued for its contribution to economic vitality of City</li> <li>• Ensure broad mix of uses and society maintained within WHS</li> </ul>
		Support actions which retain a mix of uses and diverse social mix in city centre	<ul style="list-style-type: none"> <li>• Ensure WHS enhanced as a sustainable working community</li> </ul>
		Support a high quality public realm that reflects the built quality of the city	<ul style="list-style-type: none"> <li>• Improve visitor experience through public realm enhancements</li> <li>• Ensure understanding of public realm as historic element in cityscape</li> <li>• Promote guidance that reflects the importance of public realm</li> <li>• Ensure architectural details well maintained</li> </ul>
	The effective management of the site	Develop inclusive partnerships that support the management of the site	<ul style="list-style-type: none"> <li>• Share experience with other cities</li> <li>• Open potential for projects at national/international level</li> <li>• Work in partnership to facilitate engagement with Site</li> <li>• Ensure best practice in management of Site</li> </ul>
		Broaden and maximise	<ul style="list-style-type: none"> <li>• Establish mechanisms for</li> </ul>

		stakeholder engagement	<p>effective monitoring and implementation of MP</p> <ul style="list-style-type: none"> <li>• Identify and engage broader range of stakeholders from within and outside WHS</li> <li>• Provide a medium for stakeholder engagement</li> <li>• Raise profile of steering group within city's management</li> <li>• Review mechanisms for implementing management plan</li> </ul>
		Be an exemplar model of WHS management	<ul style="list-style-type: none"> <li>• Promote Edinburgh's model of management</li> </ul>

## CHAPTER 1: INTRODUCTION

- 1.1 The Old and New Towns of Edinburgh World Heritage Site was designated in 1995 by the United Nations Educational, Scientific and Cultural Organisation (UNESCO). **Our vision for the World Heritage Site is to safeguard, sustain and enhance the outstanding historic environment that supports a confident and thriving capital city centre, its communities, its businesses, and its cultural and economic life.**
- 1.2 The Old and New Towns of Edinburgh World Heritage Site sits within the family of World Heritage Sites, reflecting the shared values of people across the globe. In the case of Edinburgh, World Heritage status recognises the stunning juxtaposition of the mediaeval Old Town, the place of the birth of the Scottish Enlightenment, high up on a dramatic ridge, with the embodiment of the thinking and the ideals of the Enlightenment in the New Towns across the Waverley Valley. It is a tremendous asset to Scotland and the UK.
- 1.3 **The aim of the Management Plan is to help the vision to be realised, supporting and enhancing the Site's Outstanding Universal Value<sup>1</sup>. Firstly, by encouraging the careful alignment of actions by all parties involved in the management of aspects of the World Heritage Site, and secondly, by engaging with and including the communities in the decision making process.**
- 1.4 This approach aims to give confidence to those communities with an interest in the management of the Site as a place to celebrate, live, work and invest, while building on Edinburgh's position as a leading model in the management of a complex urban World Heritage Site.

### **Purpose of the Management Plan**

- 1.5 This second Management Plan for the Old and New Towns of Edinburgh World Heritage Site sets out a framework for realisation of the vision for the Site. It identifies and commends a direction of travel, providing a clear framework to explain what World Heritage Site status means to those who live, work, study and invest in the Site. However, neither this document nor World Heritage status provide additional controls or protection beyond the existing Planning system.
- 1.6 Thus it is a plan of what is being managed (the Outstanding Universal Value), why we are managing it (to maintain its authenticity and integrity for the enjoyment and benefit of all), and how we manage it – coordinating a range of organisations and activities in a broad mutually beneficial direction.

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<sup>1</sup> Outstanding Universal Value is that which gives a World Heritage Site its international importance – which is deemed to be the shared heritage of mankind as a whole rather than just the heritage of Scotland or the UK. In short, it is that which makes the WHS special.

- 1.7 It is designed to be a flexible, responsive document which provides a framework to guide the management of the Site but which is able to respond to the changing needs and circumstances of the World Heritage Site.

### **Managing Change**

- 1.8 Under the World Heritage Convention (to which the UK Government is a signatory) there is an obligation to protect the Outstanding Universal Value of the World Heritage Site. In the UK, World Heritage Site status brings with it no additional statutory restrictions. UNESCO accepts that the Scottish planning system provides appropriate protection. In Edinburgh, the principal statutory tools for the protection of the World Heritage Site are the listing of buildings of special architectural and historic interest and the preservation and enhancement of historic character and sense of place through the designation of conservation areas. The Local Plan sets out policies and controls for Edinburgh that apply to the World Heritage Site.

### **The First Management Plan**

- 1.9 UNESCO requires all World Heritage Sites to have a Management Plan or documented management system in place to ensure that the authenticity and integrity of each site's Outstanding Universal Value are protected and enhanced. It is the policy of the Scottish Government that all Scottish World Heritage Sites should develop a Management Plan which sets a framework for the protection, promotion and enhancement of the Site. It is good practice to update these every five years.
- 1.10 The first Management Plan for our World Heritage Site was published in July 2005, and provided a very solid informational base around which to build a shared understanding of the Outstanding Universal Value and partnerships between agencies, the community, institutions and business. It remains a relevant background document. It set an agenda for action and outlined a range of challenges and opportunities for the World Heritage Site in the context of the Outstanding Universal Value of the Site.
- 1.11 This Management Plan builds on the first plan. It is more succinct in terms of its description of the Site and provides a revised Statement of Outstanding Universal Value. The core of the document focuses on objectives and actions which will help realise the vision for the Site.

### **Progress since the First Management Plan**

- 1.12 The political, social, economic and environmental context has changed since the key partners produced the First Management Plan. The economic downturn and the need to accommodate the climate change agenda now have a direct impact on the management of the World Heritage Site and therefore on current policies.
- 1.13 Much has been achieved towards the aim of the first Management Plan in terms of conserving and enhancing the authenticity and integrity of the Outstanding Universal Value of the World Heritage Site. With the increasing

integration of the World Heritage Site in the partners operations and the creation of a policy on World Heritage within the Edinburgh City Local Plan, there is less need for the First Management Plan's detailed policies.

1.14 The Local Plan policy states:

*Policy Env1 World Heritage Site - Development which would harm the qualities which justified the inscription of the Old and New Towns of Edinburgh as a World Heritage Site or would have a detrimental impact on the Site's setting will not be permitted.*

1.15 It continues:

*Designation does not confer any additional statutory powers: protection is achieved primarily through the effective operation of the planning system and controls derived from other primary legislation, including listed building and conservation area legislation. The outstanding value of the Edinburgh Site as agreed at inscription, including its authenticity and integrity, is a key material consideration when decisions are taken on applications for planning permission and other relevant applications, whether by the Council or Scottish Ministers. The Site is unusual in a Scottish context in being a central urban area, resulting in greater pressures for change, which must be accommodated sensitively and harmoniously. Development proposals affecting the Site including its setting will come under close scrutiny, usually by means of formal environmental assessments and design statements, to ensure that immediate and long-term impacts are fully evaluated and will be compatible with World Heritage status and objectives. Setting may include sites in the immediate vicinity, viewpoints identified in the key views study and prominent landscape features throughout the city.*

1.16 The Modernising Planning process has resulted in a number of changes to the Scottish planning system. These include different pre-application and determination procedures for national or major developments which involve a greater level of consultation and scrutiny. We aim to incorporate this approach into all aspects of the management of the World Heritage Site.

1.17 The City of Edinburgh Council has led on major public realm projects, for example in St Andrew Square, and Edinburgh World Heritage has invested over £6m on behalf of both Historic Scotland and the City of Edinburgh Council in the conservation, repair and restoration of buildings and monuments across the World Heritage Site, leveraging in, on average, £4 for every £1 spent.

1.18 The partners have shown that they are responsive to issues that have developed through the five year period of the first Management Plan, and have modified their approach to address emerging risks, such as climate change, and refocus the priorities of the Conservation Funding Programme.

1.19 Most important, however, is that the values associated with the World Heritage Site status are increasingly seen as important in considering the range of issues affecting the city centre, providing a focus and framework to the initiatives of a range of institutions, organisations and individuals. It is this awareness that the Management Plan seeks to capitalise on.

## **Structure of the Second Management Plan**

1.20 This Management Plan is structured to:

- Define the World Heritage Site and the elements of the Outstanding Universal Value.
- Set the broad policy framework supporting and monitoring the Outstanding Universal Value.
- Show how the vision for the World Heritage Site is to be implemented through a set of objectives.
- Provide direction to the actions of partners (which will be defined in more detail in the Action Programme that flows from this).
- Facilitate engagement by the communities living, working and enjoying the World Heritage Site.



## **CHAPTER 2: CONTEXT - A WORLD HERITAGE SITE WITHIN A LIVING CITY**

### **Everyone's World Heritage Site**

- 2.1 The Old and New Towns of Edinburgh World Heritage Site represents a defined area. The site provides the physical framework for a broad community and, without this community; it would be a museum piece. The management of the Site aims to support the breadth of the community of interest, of residents, the university, businesses, politicians, the festivals and national institutions, among others and strengthen their support for the World Heritage Site. This relationship – between the people of the World Heritage Site and the physical fabric - and the communication of it is critical.
- 2.2 The World Heritage Site, by its very nature, is important to people who do not have a presence in the Site. World Heritage status is an acknowledgement of a common understanding of the Site's international importance, and its influence over cultural development beyond these shores. This wider interest gives Edinburgh the opportunity to open itself out to the international community.

### **Engaging with the Broad Community**

- 2.3 Ensuring that the city centre remains vibrant and well, helping the people of the World Heritage Site engage with its history and heritage, and with the decision making processes that shape the city centre, is essential. This Management Plan illustrates the policies that help determine this, and the monitoring and management structures which can achieve the vision for the site. There are a number of opportunities for engagement within the proposed structure and the partners want to encourage all the communities within the World Heritage Site to engage by ensuring a full appreciation of its importance.
- 2.4 There already exists a number of bodies that are able to articulate the concerns of the communities of the World Heritage Site, from street associations to the Chamber of Commerce. Our aim is to ensure a clear understanding of the Outstanding Universal Value of the Site when considering the future of the city and to encourage this to be done as part of a broad and open dialogue.

### **Communicating and Interpreting the Outstanding Universal Value**

- 2.5 In order to achieve engagement with the World Heritage Site at all levels, this Management Plan recommends a framework to allow flexible partnership working amongst the various agencies and organisations and individuals active in and around the World Heritage Site.
- 2.6 The communication and learning process for interpreting the Outstanding Universal Value is critical to sustaining its authenticity and integrity at a number of levels.
  - Ensuring that the right people have the right information with which to take informed decisions affecting the future of the World Heritage Site. This includes residents, business and politicians.

- Ensuring broad physical and intellectual access to the history and heritage of the World Heritage Site.
- Giving owners the advice needed to support the authenticity and integrity of the Outstanding Universal Value.
- Creating understanding about the need for the maintenance of the Outstanding Universal Value.
- Using the Outstanding Universal Value to add quality and depth to the curriculum and study of history by any one in formal education.
- Ensuring a culture of open and honest dialogue.

### **The World Heritage Site and the Economic Engine of the City**

- 2.7 The World Heritage Site is inextricably linked to sustaining and supporting the economic development of the city as a whole. The economic success of the city provides us with the means to ensure its continuing protection while the values for which it was inscribed as a World Heritage Site encourage businesses and individuals to make Edinburgh their base. The Site covers the second biggest tourist destination in the UK, and the political and economic heart of Scotland.
- 2.8 The city is consistently rated as one of the best places to live in Britain and Europe in terms of quality of life. At the heart of this are the qualities that led to the inscription of the Old and New Towns as a World Heritage Site.
- 2.9 All of this combines to create an attractive place for business to locate and for inward investment. The World Heritage Site is host to major financial institutions, as well as a number of highly successful and discreet fund managers, based in Georgian and Victorian town houses, and other businesses that add to its economic vibrancy.
- 2.10 Tourism earns £2bn per year for the city, the key attraction being the beauty, history and heritage of the Old and New Towns, their magnificent setting and their cultural life, including the many festivals which the World Heritage Site hosts. It is these attributes which attract tourists, business and give Edinburgh its high quality of life and which are reflected in the Outstanding Universal Value.
- 2.11 Confidence in the city has developed and been supported by long term investment in its historic fabric, both in terms of high quality repair (supported by both public and private sectors), and in terms of quality new building.
- 2.12 This Management Plan seeks to engage a range of different audiences and sectors across the World Heritage Site. Combined and intertwined, these audiences and sectors are the economic engine of the city. In essence, what is good for the Outstanding Universal Value of the World Heritage Site is good for the economic life of the city – it embraces the past while enhancing the future.

## CHAPTER 3: THE STATEMENT OF OUTSTANDING UNIVERSAL VALUE

### Background

- 3.1 The World Heritage Committee has asked that Statements of Outstanding Universal Value are developed for all World Heritage Sites. These define the elements within a Site which make it important and which should be protected in order to maintain its significance. The Committee and its advisors will use these documents to assess any threats to the World Heritage Site.
- 3.2 There are strict guidelines governing the development of the Statements which can only include the elements for which the site was originally inscribed. This Statement of Outstanding Universal Value was therefore developed using the original nomination document and the evaluation by ICOMOS which resulted in the inscription of Edinburgh as a World Heritage Site in 1995.
- 3.3 The Statement of Outstanding Universal Value has been developed by the partners who will be seeking advice from ICOMOS UK. The intention is for the Edinburgh Statement to be submitted to the World Heritage Committee for agreement in February 2011. Once it is submitted it will be reviewed by ICOMOS international who may recommend alterations. It will only be finalised once it is agreed by the World Heritage Committee at their meeting in the summer of 2011.

### The Statement of Outstanding Universal Value.

- 3.4 **The Old and New Towns of Edinburgh are a unique coupling of a medieval Old Town and an Enlightenment New Town. Both Old and New Towns are of enormous distinction in their own right, and combine to create a city of extraordinary richness and diversity. They are universally acknowledged to be of high aesthetic quality, and the example of the New Town had a wide influence in town planning. Throughout their history they have been a major centre of thought, learning and the arts, a role that continues to grow and develop.**

### **A Unique Coupling of a Medieval Old Town and an Enlightenment New Town**

- 3.5 Each easily read element exploits the natural topography of the site; the Old town on the volcanic plug and glacial spur that created a naturally defensive site occupied from the prehistoric era, the New Town on the more level ground to the north that allowed a planned, classically inspired layout.
- 3.6 The valley that separates them is of critical importance, allowing the distinctiveness of each to be clearly understood, and forming itself a great landscaped arena, crossed by distinctive routes at The Mound and North Bridge.

### **Both Old and New Towns are of Enormous Distinction in Their Own Right**

- 3.7 Each is a built manifestation of the values of the ages that created them.
- 3.8 The Old Town is remarkably ordered for its date, with a hierarchy of space from the major route of the High Street, running along the spine of the ridge, to the vast number of secondary closes that run off it down the slopes to each side. The resultant pattern has often been compared to the bone structure of a fish.
- 3.9 The New Town takes rational eighteenth century thought to its logical town planning conclusion, with thoughtful order and decorum in regularly laid out, evenly planned streets, squares and crescents. Major streets occupy the principal positions and are home to institutions, churches and the premiere houses of the area. These streets are supported by secondary streets, lanes and service areas which together create a built social hierarchy.

### **A City of Extraordinary Richness and Diversity**

- 3.10 Continuing development and evolution has endowed both Old and New Towns with magnificent buildings of all periods subsequent to their founding. This process continues, with major new projects such as the Holyrood Parliament.
- 3.11 The Old and New Towns remain the centre of national institutions and government, commerce and the arts.

### **High Aesthetic Quality**

- 3.12 Individual buildings and wider streetscapes, planned groupings and accidental urban relationships within the Old and New Towns are recognised as of the highest merit. Many buildings are the work of architects of national or international repute.

### **Influence on Town Planning**

- 3.13 James Craig's plan for the New Town, widely published and disseminated, and the subsequent planned expansions to the New Town, had a wide influence on the development of town planning internationally. By placing a focus on the hierarchy of streets and open spaces, public buildings and private residences, Craig established a model that would be followed in Edinburgh for over a century.

### **Major Centre of Thought, Learning and the Arts**

- 3.14 Edinburgh has been a major university town since the middle ages. The university attracted some of the foremost intellectuals of their age, so leading to the city being acclaimed the Athens of the North. The city's later development aimed to capitalise of this title, with classically inspired institutional buildings and monuments. In the second half of the twentieth century it developed as a major world festival city.

## Criteria for designation

***Criterion (ii) Exhibit an important interchange of human values, over a span of time....on developments in architecture....monumental arts, town planning or landscape design.***

- 3.15 The successive planned extensions of the New Town, and the high quality of its architecture, set standards for Scotland and beyond, and exerted a *major* influence on the development of urban architecture and town planning throughout Europe, in the 18<sup>th</sup> and 19<sup>th</sup> centuries.

***Criterion (iv) Be an outstanding example of a type of building or architectural ensemble which illustrates a significant stage in human history.***

- 3.16 The Old and New Towns together form a dramatic reflection of significant changes in European urban planning. These range from the inward looking, defensive walled medieval city of royal palaces, abbeys and organically developed burgh plots in the Old Town, through the expansive formal Enlightenment planning of the 18<sup>th</sup> and 19<sup>th</sup> centuries in the New Town, to the 19<sup>th</sup> century rediscovery and revival of the Old Town with its *adaptation* of a distinctive Baronial style of *architecture in an urban setting*.

## Integrity and authenticity

- 3.17 The property within the site has all the elements of integrity necessary for the expression of its value. It retains its historic role as the administrative and cultural capital of Scotland and has preserved both its layout and its stock of high quality building to a remarkable degree. Edinburgh retains most of its significant buildings and spaces in better condition than most other historic cities of comparable value. It continues to be a vibrant, living city, and though some of the buildings and activities within the city have changed the values described above are still clearly present. It therefore retains a high level of authenticity and integrity.

## Protection and Management

- 3.18 World Heritage Sites in Scotland are protected through the following pieces of legislation. **The Town and Country Planning (Scotland) Act 1997** and **The Planning etc (Scotland) Act 2006** provide a framework for local and regional planning policy and act as the principal pieces of primary legislation guiding planning and development in Scotland. Additionally, individual buildings, monuments and areas of special archaeological or historic interest are designated and protected under **The Planning (Listed Building and Conservation Areas)(Scotland) Act 1997** and the **1979 Ancient Monuments and Archaeological Areas Act**.
- 3.19 The **Scottish Historic Environment Policy (SHEP)** is the primary policy guidance on the protection and management of the historic environment in Scotland. **Scottish Planning Policy (SPP)** sits alongside the SHEP and is the Government's national planning policy on the historic environment. It provides

for the protection of World Heritage Sites by considering the impact of development on the Outstanding Universal Value, authenticity and integrity.

## **CHAPTER 4: INTERPRETING THE STATEMENT OF OUTSTANDING UNIVERSAL VALUE**

4.1 The conservation afforded the World Heritage Site should be of the highest possible standards, and the protection and management of the Site should ensure that the Outstanding Universal Value, and the conditions of integrity and authenticity are maintained or enhanced. The Statement of Outstanding Universal Value is, therefore, the basis for the future protection and management of the property. The following are the physical elements which will be subject of consideration in interpreting the Outstanding Universal Value.

### **4.2 A Unique Coupling of a Mediaeval Old Town and an Enlightenment New Town**

- The Site consists primarily of a juxtaposition of the medieval Old Town and its suburbs and the New Town, a comprehensively planned late eighteenth century town extension.
- The Old Town is medieval in origin with its early form developing around a path running up the back of the ridge connecting the Abbey of the Holy Rood to the Royal Castle on Castle Crag. Subsequently the Old Town has continued to evolve thorough a process of growth and renewal that has continued until today. This process, although guided by the tastes of the day, has also generally respected and reinforced the strong and distinctive character of the Old Town.
- In contrast to the Old Town, the New Town was built to a single concept. Developed in various phases on a green field sites, between 1770 and 1870 it symbolises the late Georgian ideals of Town Planning and Architectural design and embodies the prevailing ideals of formal order and social hierarchy. It design is complete in itself and immutable. It is not surprising therefore, that it has remained largely unchanged with only part of its southern fringe, the city's main retail streets, seeing any substantial redevelopment.
- A third ingredient in the Site is the ancient milling village of Dean. Sitting within the step sided valley of the Water of Leith and looked down on from the Dean Bridge (Telford 1831-2) it has retained much of its rural village atmosphere.

### **4.3 Both Old and New Towns are of Enormous Distinction in Their Own Right**

- The core of the Old Town sits on the Old Town ridge, making it both very visible and giving a range of dramatic views over the surrounding area.
- To the south of the Old Town ridge, the Site extends to include the area of the Old Town's medieval suburbs, the extent of which was defined by sixteenth and seventeenth century extensions to the town walls which are still marked by present day roads.
- To the north of the Old Town stands the First New Town carefully sited along a low ridge also enjoying outstanding views in and out. South of the First New Town runs the green valley of Princes Street Gardens, formerly the 'Nor Loch', with the Old Town and Castle its the steep sided ridge beyond.

- Spread in an arc around the northern edge of the First New Town stands the further development of the New Town. This development is predominantly laid out on the north facing slopes running down to the Forth giving outstanding views to the hills of Fife beyond. This same land form/layout also allows a wide range of views into the site – particularly from high ground such as the botanic gardens.
- To the east of the First New Town stand the steep sloped Calton Hill terminating views along Princes Street. The most easterly part of the New Town, Royal Terrace, stands wrapped around the contours of its far slopes.
- To the southeast, standing just outside the Site, stands the ‘mountain within the town’ of Arthur’s Seat in Holyrood Park. The proximity of this high ground ensures that it visually dominates many parts of the area.
- In the Old Town the street layout is based around the main medieval street of the Royal Mile overlain with late Georgian and Victorian ‘improvement’ streets. The streets in the Old Town have a hard urban form with continuous frontages of tall relatively uniform buildings. Behind the streets are back areas of a more fragmented and intimate character with buildings that tend to be lower and less uniform.
- The Old Town’s original ownership pattern of ‘Burgess plots’ is still evident in the Lawnmarket, the High Street and West Bow, although often overlaid with a later tenement pattern. In later streets, particularly ‘improvement’ streets, the regular pattern of tenement blocks, although slightly more generous in scale, imitates the earlier Burgess plot pattern.
- In the New Town the street layout is generally based on a regular rectilinear form with geometric or symmetrical variations interspersed with formal private gardens.
- Streets are laid out in a hierarchical manner around a central axis (George Street in the First New Town, Great King Street in the Northern New Town and Melville Street in the first part of the West New Town). Between these and the other main streets are interposed mews lanes giving access to the backs of properties and providing locations for craftsmen and other working class habitation.
- In response to the unusually shaped site the Moray Estate abandons the usual rectilinear street layout in favour of a street plan of three geometric shaped spaces linked by axially placed connecting streets. Each of the formal main spaces containing picturesque private gardens at their centres.
- The Calton Hill development respects the topography of its site and consists of two long outward facing terraces linked at an acute angle built along a natural contour line.
- In all parts of the Site buildings are laid out in continuous rows along main street frontages, with few if any gaps. In the Old Town they form a continuous building line directly abutting the footway while in the New Town the buildings are generally separated from the footpath by a sunken area protected by elegant iron railings and fronting the basement storey.
- In the Old Town access to rear areas is usually through pedestrian only pends. The New Town does not allow penetration of the main frontages but has access to rear areas from mews lanes.



#### 4.4 A City of Extraordinary Richness and Diversity

- Edinburgh is Scotland's ancient capital and the Site contains many uses and structures that speak of this past. It contains significant civic and national institutions including; the new Scottish Parliament, the City Chambers, the High Court, the Sheriff Court, National Library of Scotland and the Scottish National War Memorial.
- The Site also includes the primary retail centre of the city in Princes Street and its immediate environs and a considerable part of its commercial activity. Princes Street and George Street in particular exhibit many fine examples of late Victorian and early twentieth century architecture that attest to the expansion and national importance of these uses.
- The Site has a large residential population of almost 24,000. Although present throughout the Site, residential use tends to predominate around its periphery. The presence of residents over the whole area is an important factor in its success and adds considerably to the vitality of areas like the Old Town.
- Outside the core shopping area of the First New Town there are significant areas of secondary and specialist shopping in particular in parts of the Old Town.
- The visitor industry is an important economic component in the site and contributes to the success of Edinburgh's City Centre.
- The extensive collection of statues and monuments in the World Heritage Site make a significant contribution to the richness and diversity of the townscape.

#### 4.5 High Aesthetic Quality

- The Old Town buildings show many signs of the development of the building stock over a period of time. Buildings dating back to the tenth century exist within the Old Town with a gradually developing architecture vernacular of stone built, two to four storey properties with steeply sloping slated roofs and stone chimney stacks being evident. Window openings are generally modest in scale and vertical in proportion.
- The predominant building type in the Old Town remains the tenement buildings constructed between 1750 and 1950. Stone built with steep slated roofs, these buildings are either four or five storeys high to the street depending on location; for example four storeys is the norm in the Canongate – five storeys in the High Street.
- Buildings from the later half of the twentieth century show a variety of different approaches to redevelopment in historic areas - some more successful than others. Although there has been much good residential development within the area during the later half of the twentieth century not all is satisfactory. For instance the housing at 97-103 Canongate largely ignores the form and building proportion of the area and now sits uncomfortably within the site. Other unsympathetic buildings include those that ignore the scale of the surrounding development, a problem particularly prevalent in the Cowgate.
- In the New Town the overwhelming majority of buildings date from the period between 1770 and 1870 with their form being rigidly controlled by a series of feudal conditions and contracts that dictated three storey high

building with a basement all under a pitched slated roof. Main doors approached across stone entrance plats bridging the basement area and often marked by entrance lamps mounted on, or in the vicinity of the railings.

- The New Town has a series of 18th and 19th century town gardens ranging in size from West Princes Street Gardens and Regent Gardens to the smaller squares and strips of Rothesay Terrace that are the result of its neo-classical town planning. Collectively, known as the New Town Gardens, they are generally placed in highly visible locations making an important picturesque contribution to the character of the area that contrasts strongly with the controlled architecture of the surrounding buildings.

#### **4.6 Influence on Town Planning**

- The design of James Craig's plan for the First New Town has the following key characteristics:
  - Strong spatial and social hierarchy of streets.
  - A form based on the topography of the site and its relationship to the Old Town.
  - Vistas and views within, from and towards the New Town.
  - A self-contained element of the city.
- Succeeding development adopted the basic principles of a grid layout. These grid layouts, defined by perimeter blocks, were designed with a concern both for buildings and the public realm and the relationship between built form, streets and open spaces. The layouts are framed by the use of perimeter blocks, which are rectangular in the earlier schemes, but become curved and rounded to meet the grid requirements of later schemes.

## **CHAPTER 5: MANAGEMENT OBJECTIVES FOR THE IMPLEMENTATION OF THE VISION**

**THE VISION:** Our vision for the World Heritage Site is to safeguard, sustain and enhance the outstanding historic environment that supports a confident and thriving capital city centre, its communities, its businesses, and its cultural and economic life.

- 5.1 This chapter sets out the draft management objectives for the World Heritage Site. The purpose of the draft objectives is to help realise the Vision and engender debate. They are derived from the input of the key stakeholders and the outcomes of stakeholder workshops on the revision of the Management Plan. The vision, objectives and actions will be subject to detailed consultation and any views expressed will inform the final Management Plan. This may include revisions or additions to the objectives and actions detailed below.
- 5.2 The final objectives will be implemented through an Action Programme and the effectiveness of implementation will be monitored. This Management Plan and its vision for the World Heritage Site are subject to a Strategic Environmental Assessment.
- 5.3 The objectives have been grouped under four key themes:
- Safeguarding the cultural heritage.
  - Understanding the World Heritage Site.
  - A World Heritage Site in a Living City.
  - The effective management of the Site.

### **SAFEGUARDING THE CULTURAL HERITAGE**

**Objective: To conserve the fabric of the World Heritage Site**

- 5.4 Much of the value of the World Heritage Site is embodied in its buildings. The majority of buildings in the World Heritage Site are in private ownership. To ensure the state of conservation remains at its current level and that opportunities are taken to restore authenticity and integrity, it is essential to enable and encourage owners in this by providing advice and incentives.

#### **Actions**

- There will continue to be a conservation funding programme to assist owners in the repair of properties within the World Heritage Site, via a system of refundable grants. With the limited funds available, clear priorities for this programme will be defined and adopted.
- Advice will be provided to homeowners through a number of means including: leaflets, newsletters and podcasts.
- The conservation of historic monuments and elements of the public realm will continue to be a priority.
- Opportunities will be taken to lever in funds from all available sources such as charitable funds.
- The highest standards of materials and workmanship will be utilised within the World Heritage Site. Materials and techniques should respect traditional

practice, unless modern substitutes can be identified which provide significant advantage and for which a firm scientific basis exists.

- The Buildings at Risk Register will be used as a tool for highlighting and prioritising buildings in need of investment.
- The natural features of the site will be managed, maintained and promoted alongside the built and cultural heritage.

**Objective: To promote appropriate policies and guidance within the planning system to safeguard the Outstanding Universal Value**

- 5.5 The World Heritage Site is unusual in covering the centre of a thriving capital city. Consequently there will be change and physical development within its boundaries, as one of the key development areas in the City. The Outstanding Universal Value offers a means of informing the sensitive and harmonious accommodation of development within the World Heritage site. Contiguous conservation areas around the World Heritage Site and the key views policy provide protection beyond the boundary of the Site. However, consideration should be given to whether there is a need for a more formal buffer zone around the Site.

**Actions**

- In accordance with the Local Plan, ensure that the Outstanding Universal Value of the World Heritage Site is taken into account when decisions are taken on applications for planning permission (and other relevant consents), as key material considerations.
- Ensure there is sufficient understanding of the Outstanding Universal Value amongst decision makers and professionals.
- Establish a working group to examine the need for further protection outside the World Heritage Site boundary in order to consider the need for a buffer zone.
- Ensure that the regulatory framework remains up to date and achieves effective and efficient safeguarding of the Outstanding Universal Value of the site.

**Objective: To take account of climate change and sustainability issues in safeguarding the Outstanding Universal Value of the Site**

- 5.6 Addressing climate change is increasingly a priority for governments, the international community and individuals. The full impact of climate change on the World Heritage Site is unclear but changing climatic conditions will impact on its fabric as well as creating significant pressure for the adaptation of buildings to reduce carbon emissions. For example, climate change has the potential to increase the need for stone repairs to buildings across the City. The management of the World Heritage Site needs to take account of these impacts and developments in policy. Where possible, it should also ensure that the World Heritage Site makes a positive contribution to the wider climate change agenda.

## **Actions**

- Align the management of the Site with the Scottish Government's policy including the carbon reduction targets while assisting efforts to understand the potential impacts of climate change.
- Learn from and contribute to research on the sensitive adaptation of the buildings and spaces of the World Heritage Site to the needs of modern life, including climate change.
- Ensure the potential impact of climate change on the World Heritage Site is properly understood.
- Develop projects to allow the sensitive adaptation of historic buildings to help meet carbon reduction targets.
- Identify leverage for private funding in addition to the existing programmes and budget to assist in meeting the costs of addressing climate change issues.

### **Objective: To promote high quality architecture and design**

- 5.7 Edinburgh's distinctive character derives from its architectural heritage and the unique topography of its historic environment. It is, therefore, critical that the architectural form, building heights and massing of new development consider and take account of their locations within the Site.

## **Actions**

- Promote high quality architecture which is sympathetic to the outstanding universal value of the World Heritage Site.
- Ensure that the traditional townscape character of the World Heritage Site is preserved and enhanced.
- Ensure that a high quality, sustainable and vibrant city environment is created for present and future communities.

## **UNDERSTANDING OF THE WORLD HERITAGE SITE**

### **Objective: To communicate and interpret the Outstanding Universal Value**

- 5.8 The Outstanding Universal Value of the World Heritage Site is protected for the benefit of everyone. It is important that those aspects of the site that contribute to its Outstanding Universal Value are communicated and understood. There is a need to engage widely to develop a sense of ownership of the World Heritage Site in order to maintain and promote understanding, enthusiasm and care.

## **Actions**

- Ensure the available information about the World Heritage Site is collated, analysed and shared in a way that assists the implementation of the management plan.
- Ensure broad intellectual and physical access to the history and heritage of the World Heritage Site and enable effective learning through community engagement, creating a wider dialogue on World Heritage.

- Use the Outstanding Universal Value as a tool to advance the understanding of the site by young people and those involved in education.

**Objective: To develop learning and outreach programmes**

5.9 The Scottish Household Survey demonstrates that various important audiences do not currently relate to their history and heritage. World Heritage can be used as a means of creating common ground and shared purpose.

**Actions**

- Raise awareness, understanding and enjoyment of the Outstanding Universal Value of the World Heritage Site aiming to enriching everyone's lives and secure long-term support in protecting the World Heritage Site for future generations.
- Develop a strategy to promote appreciation of the World Heritage Site in accordance with Article 27 of the World Heritage Convention, which states: "The State Parties to this convention shall endeavour by all appropriate means, and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage."
- Develop and deliver educational resources for schools covering aspects of the Old and New Towns of Edinburgh.
- Target outreach initiatives toward sections of the community who do not currently engage with the Site.
- Specifically target information and learning projects at visitors in order to increase the duration of their stays, promote economic benefits and help carry the message of World Heritage around the world.
- Work with tourism agencies to develop interpretative media and multi-lingual interpretation packages on helping visitors to navigate the World Heritage Site, and encourage them to explore more widely its key historic values.
- Develop a strategy for targeted promotion and marketing of the World Heritage Site and consider how to develop brand identity of the site alongside city identity.

**A WORLD HERITAGE SITE IN A THRIVING CAPITAL CITY CENTRE**

**Objective: To maintain a positive relationship between the World Heritage Site and the economic and cultural activities of the city**

5.10 The economic success of the city provides us with the means to ensure its continuing protection while the values for which it was inscribed as a World Heritage Site encourage businesses and individuals to make Edinburgh their base. This relationship needs to be protected, developed and celebrated.

**Actions**

- Support the high quality of life through the protection, maintenance and enhancement of the Outstanding Universal Value of the site.
- Ensure the World Heritage Site is valued for its contribution to the economic

vibrancy of the city.

- Ensure that the broad mix of uses and society within the World heritage Site is maintained and encouraged.

**Objective: To support actions which retain a mix of uses and a diverse social mix in the city centre**

- 5.11 The World Heritage Site contains a mix of city centre uses and a range of diverse communities living in the Old Town, the New Town and in the Dean Village. It also contains a significant student population. The continuing presence of the different residential communities within the site is critical to its future sustainability and vitality.

#### **Actions**

- Take steps to ensure that the World Heritage Site is enhanced as a sustainable working and living community.

**Objective: To support a high quality public realm that reflects the built quality of the city.**

- 5.12 The public realm forms the immediate setting for the life of the City. It directly impacts on our ability to appreciate the World Heritage Site and on our quality of life.

#### **Actions**

- Consider how experience of the World Heritage Site could be improved through public realm enhancements and environmental improvements.
- Ensure that there is an understanding that the public realm is a key element in conservation-led regeneration.
- Promote local policy guidelines, such as the Standards for Streets, which consider the importance and sensitivity of the public realm within the World Heritage Site.
- Ensure that architectural details of the streets, such as historic railings, street lighting or street furniture, are well maintained.

### **THE EFFECTIVE MANAGEMENT OF THE SITE**

**Objective: To develop inclusive partnerships that support the management of the Site**

- 5.13 Partnership working amongst public agencies, institutions, business and other organisations is considered the most effective way of delivering results. This is particularly the case in Edinburgh where the ownership of the World Heritage Site is complex. No management plan will be effective if it does not have broad support from the organisations and individuals it attempts to influence. The creation of partnerships at the local, national, European and global level are therefore crucial to the effective management of the World Heritage Site.

## **Actions**

- Work in partnership, on a number of different levels across the World Heritage Site and develop working practices which facilitate the engagement of all of those with an interest in the Site.
- Share experience and intellectual resources with other cities and World Heritage Sites, building links that encourage possible economic benefits.
- Assess the potential for bilateral and multilateral projects and involvement at local, national and international level, eg the cultural Olympiad.
- Ensure the Old and New Towns of Edinburgh World Heritage Site is managed in a way which reflects and develops best practice in World Heritage management.

## **Objective: Broaden and maximise stakeholder engagement**

- 5.14 The revision of the Management Plan presents the opportunity to review the level of stakeholder engagement and ensure that the management structures put in place create a culture of openness and informed engagement with World Heritage matters. The consultation process will be central to encouraging positive engagement, creating the necessary culture and building the relationships on which the effective management of the Site will be based.

## **Actions**

- Establish mechanisms for the effective monitoring and implementation of the management plan objectives and actions.
- Identify and engage a broad range of stakeholders who, either directly or indirectly, participate in the management of the World Heritage Site.
- Provide a medium for stakeholders to engage with the management of the World Heritage Site.
- Raise the profile of the World Heritage status.
- Review the mechanisms and structures for implementing the management plan.

## **Objective: Be an exemplar model of World Heritage Site management**

- 5.15 Edinburgh's model for managing the World Heritage Site is unique in the UK and highly regarded by those studying management regimes.

## **Actions**

- Promote Edinburgh's model of management internationally.



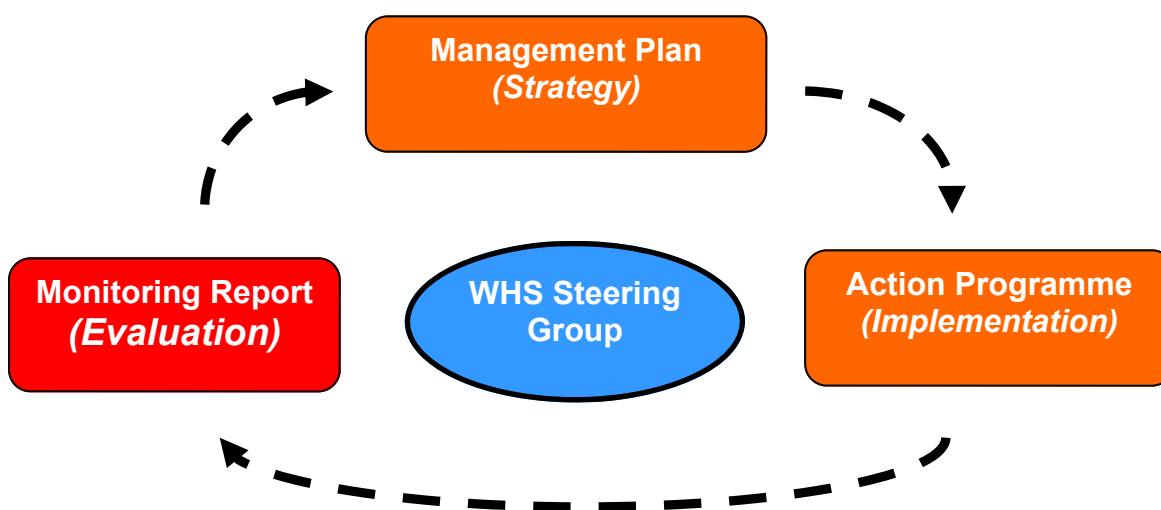
## CHAPTER 6: MEASURING THE STATE OF CONSERVATION

6.1 Monitoring the state of conservation of the World Heritage Site is an obligation of inscription on the UNESCO World Heritage List. Every six years, the World Heritage Committee requires State Parties to submit a report on the application of the *World Heritage Convention*. Annual monitoring reports form part of the management cycle and evaluation, and are focused on providing an evaluation of the state of the Site. Outcomes from the monitoring are incorporated in an Annual Action Programme, which breaks down the Management Plan into actions. Appropriately carried out, monitoring is critical to the decision making process of the World Heritage Committee, the Site's management and to anyone with an interest in the Site.

### Methodology

6.2 The monitoring exercise requires the ongoing collection of data for analysis and interpretation. The scope of indicators is necessarily different for every World Heritage Site, reflecting their unique character as embodied in the Outstanding Universal Value. The managers of the Old Town and New Towns of Edinburgh World Heritage Site Steering Group have developed the monitoring methodology over the years since inscription in December 1995.

6.3 This experience contributed to the development of the International Council on Monuments and Sites of the United Kingdom (ICOMOS UK) Toolkit for World Heritage Site Monitoring Indicators. The methodology involves reflecting environmental changes of the living city as well as exchange of experience derived from other World Heritage Sites. Production of this Second Management Plan has allowed for a review of the monitoring methodology. The aim of the revision will be the creation of an improved system of the exchange of data between City of Edinburgh Council, Historic Scotland and Edinburgh World Heritage. It will also review the scope of monitoring indicators used.



## **CHAPTER 7: IMPLEMENTATION OF THE SECOND MANAGEMENT PLAN**

### **Management of the World Heritage Site**

- 7.1 The implementation of the previous management plan for Old and New Towns of Edinburgh World Heritage Site was overseen by the World Heritage Site Steering Group which included representatives of the following organisations:
- The City of Edinburgh Council
  - Historic Scotland
  - Edinburgh World Heritage
  - Essential Edinburgh
  - Scottish Enterprise
- 7.2 The revision of the management plan provides an opportunity to review this structure and consider whether it continues to be appropriate, if the membership of the group is correct, identify other partners who might need to be involved on a permanent or occasional basis and how the public might want to engage with the management structures.
- 7.3 The Outstanding Universal Value of the World Heritage Site is protected through the Scottish planning system, which is executed at the local level by the Council.

### **The City of Edinburgh Council**

- 7.4 The City of Edinburgh Council is responsible for providing political leadership and governance for a comprehensive range of services across the city.
- 7.5 The Structure Plan, along with the Local Plan and the Development Plan, set out the long term vision for land use in the city. The Plans include general policies focused on the city-wide built heritage as well as specific regulations regarding the World Heritage Site and its Outstanding Universal Value.
- 7.6 A World Heritage Officer operates within the City of Edinburgh Council's structure in order to bring World Heritage related issues to the agenda at the officer level. The involvement of the World Heritage Officer is crucial at the pre-application stage in the Planning system where the early indication of potential issues is key to safeguarding the authenticity and integrity of the Outstanding Universal Value.

### **Historic Scotland**

- 7.7 The Department for Culture, Media and Sport acts as the State Party for the UK and is responsible for the UK's general compliance with the UNESCO World Heritage Convention. Scottish Ministers are responsible for ensuring the proper management of Scottish World Heritage Sites as well as the identification and proposition of new sites for nomination to the Department for Culture, Media and Sport.

- 7.8 Historic Scotland is an executive agency of the Scottish Government and are charged with safeguarding the nation's historic environment and promoting its understanding and enjoyment on behalf of Scottish Ministers.
- 7.9 Historic Scotland has a strategic interest in the management of all World Heritage Sites in Scotland, and is responsible for ensuring that the policies put in place by Scottish Ministers to ensure compliance with the World Heritage Convention are implemented. In the Old and New Towns of Edinburgh, Historic Scotland manages the key locations of Edinburgh Castle and the Palace of Holyrood House.

### **Edinburgh World Heritage**

- 7.10 Edinburgh World Heritage is an independent charity formally charged by City of Edinburgh Council and Historic Scotland with facilitating the work of the World Heritage Steering Group and overseeing the implementation of the Management Plan. The organisation is funded by the City of Edinburgh Council and Historic Scotland to deliver three main activities:
- Education, interpretation and promotion of the World Heritage Site,
  - The influencing of the decision making process across the city and the World Heritage Site,
  - Conservation and repair of buildings and monuments in the World Heritage Site through the Conservation Funding Programme.

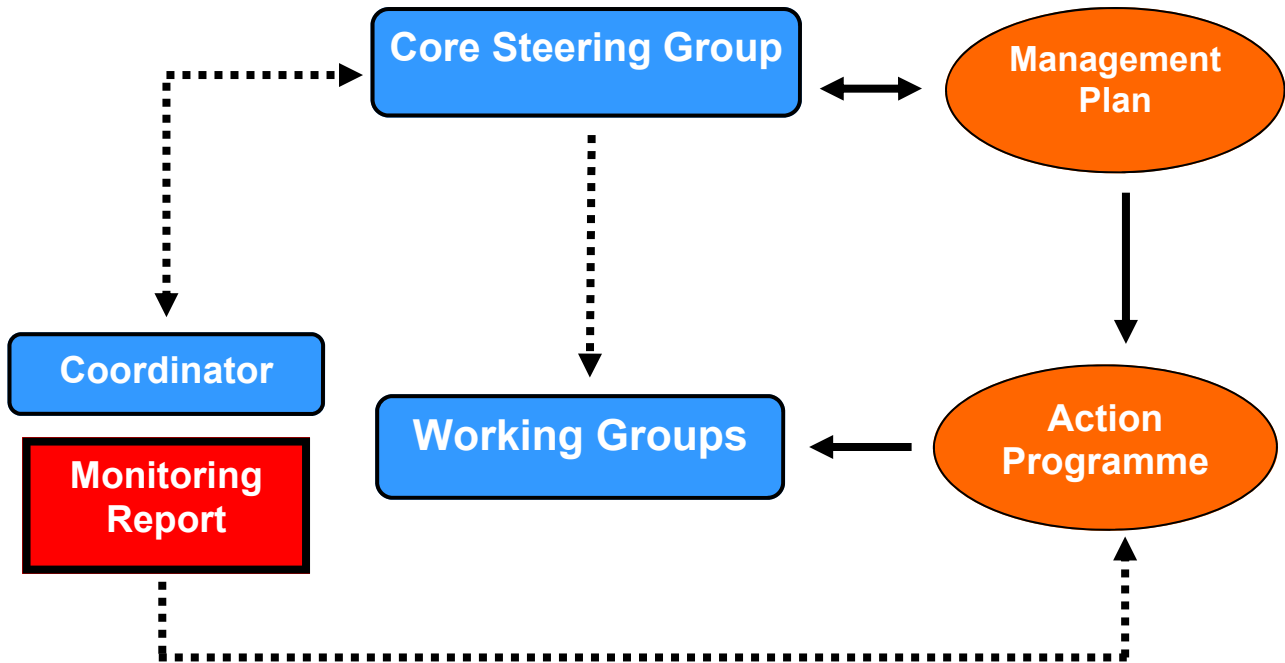
### **Action Programme**

- 7.11 The Management Plan is a strategic document. It sets out the vision for the World Heritage Site and establishes the parameters for achieving that vision through the identification of objectives and broad actions.
- 7.12 The next step will be to develop an action programme of detailed actions, based on the objectives in the management plan. It is envisaged that these will be coordinated by a World Heritage Site Steering Group. Each component of the Action Programme should be a project aimed at delivering the vision.
- 7.13 The Action Programme will be subject to a monitoring process, in addition to identification of the state of conservation, measuring progress and the efficiency of the implementation of the vision. The Action Programme will be reviewed and monitored annually by the World Heritage Site Steering Group.

### **The Old and New Towns of Edinburgh World Heritage Site Steering Group**

- 7.14 The World Heritage Site Steering Group should include the key partners in the management of the World Heritage Site, currently these are Edinburgh World Heritage, City of Edinburgh Council, Historic Scotland, Scottish Enterprise and Essential Edinburgh.
- 7.15 The World Heritage Site Steering Group is made up of:
- The Core Group of the key stakeholders,
  - Working groups focused on particular area or project of the implementation.

- 7.16 The Core Group is responsible for:
- Drawing up and revising the Management Plan.
  - Coordination of the implementation of the Management Plan through the Action Programme.
  - Setting up the scope of indicators of the Monitoring Report.
- 7.17 Working Groups of the World Heritage Site Steering Group meet on a regular basis to monitor and guide the progress of particular projects.



## **APPENDIX 1: MANAGING CHANGE: THE REGULATORY FRAMEWORK FOR SAFEGUARDING THE OUTSTANDING UNIVERSAL VALUE**

### **LEGAL AND POLICY MEASURES**

Inscription as a World Heritage Site does not confer any additional statutory powers: protection is achieved primarily through the planning system and controls derived from other primary legislation, including listed building and conservation area legislation.

#### **NATIONAL**

##### **Primary Legislation**

The role of the planning system in the protection of the historic environment and, therefore, the Outstanding Universal Value of the World Heritage Site, is embodied in

- Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997.
- Town and Country Planning (Scotland) Act 1997.
- Planning etc (Scotland) Act 2006.

##### **Scottish Historic Environment Policy (SHEP)**

The Memorandum of Guidance on Listed Buildings and Conservation Areas (1998) was previously the principal source of advice on built heritage policy and practice. The SHEP formally superseded the policy elements of the 1998 Memorandum in October 2008.

The SHEP sets out Scottish Ministers' policies for the historic environment, provides policy direction for Historic Scotland and a framework that informs the day-to-day work of a range of organisations that have a role and interest in managing the historic environment. It is intended to bring forward a SHEP relating to World Heritage issues.

##### **Scottish Planning Policy (SPP)**

**Scottish Planning Policy** is a statement of Scottish Government policy on land use planning. It sets out the Scottish Government's core principles and objectives for the operation of the Planning system and concise subject planning policies, including the historic environment.

It specifies that Planning authorities should protect World Heritage Sites and their settings from inappropriate development, include relevant policies in development plans and set out the factors that will be taken into account when deciding applications for development proposals which may impact on a World Heritage Site. It also notes that World Heritage Site Management Plans should be prepared which summarise the significance of the site and set policies for the protection and enhancement of the site.

#### **REGIONAL**

##### **The Development Plan**

The Structure Plan, together with Local Plans, form the Development Plan against which all applications for planning permission are assessed. In due course these will be replaced by the Strategic Development Plan and Local Development Plan respectively.

## Edinburgh and the Lothians Structure Plan

The Structure Plan sets out the long term vision and framework for land use development. It notes at Para 2.4 that: ***The attractive environment of Edinburgh and the Lothians and the landscape setting of the capital city will be retained and enhanced. The unique blend of a world-class city, a growing city-region and an outstanding natural and built environment will characterise Edinburgh and the Lothians in the 21st Century.***

The overarching aim of the Structure Plan is to provide in full for the development needs of Edinburgh and the Lothians in accordance with the principle of sustainable development, whilst maintaining and enhancing the environmental heritage that underpins the area's quality of life through specific measures including protecting and enhancing the natural and built environment.

The Plan includes policies aimed at protecting important elements of the built and natural heritage from harmful development, adopting National Planning Policy in respect of development that might affect international or national designations of built heritage interest. Regional and local natural and historic or built environment interests are also protected by the Structure Plan.

The following is the most relevant built heritage policy in the Structure Plan:  
*ENV1C: International and National Historic or Built Environment Designations. Development which would harm the character, appearance and setting of the following designated built or cultural heritage sites, and/or the specific features which justify their designation, should be resisted.* The World Heritage Site is specified as a relevant site.

## LOCAL

### Edinburgh City Local Plan

The Edinburgh City Local Plan (ECLP) establishes the Council's development objectives for the urban area until 2015, setting out what it wants to see in terms of a range of development.

The ECLP takes account of the overarching issues set out in the Structure Plan. In relation to the built heritage these relate to the stated aim to protect the built and natural heritage of the city, and have special regard for the impact of new development on the World Heritage Site. A primary objective is to ensure that new development is of the highest design quality and respects, safeguards and enhances the special character of the city. The ECLP establishes detailed policies relating to the protection of all aspects of the historic environment.

The following Local Plan policy relates directly to the Edinburgh Old and New Towns World Heritage Site:

***Policy Env1 World Heritage Site - Development which would harm the qualities which justified the inscription of the Old and New Towns of Edinburgh as a World Heritage Site or would have a detrimental impact on the Site's setting will not be permitted.***

It continues:

*Designation does not confer any additional statutory powers: protection is achieved primarily through the effective operation of the planning system and controls derived from other primary legislation, including listed building and conservation area legislation. The outstanding value of the Edinburgh Site as agreed at inscription, including its authenticity and integrity, is a key material consideration when decisions are taken on applications for planning permission and other relevant applications, whether by the Council or Scottish Ministers. The Site is unusual in a Scottish context in being a central urban area, resulting in greater pressures for change, which must be accommodated sensitively and harmoniously. Development proposals affecting the Site including its setting will come under close scrutiny, usually by means of formal environmental assessments and design statements, to ensure that immediate and long-term impacts are fully evaluated and will be compatible with World Heritage status and objectives. Setting may include sites in the immediate vicinity, viewpoints identified in the key views study and prominent landscape features throughout the city.*

### **Conservation Area Character Appraisals**

Conservation Area Character Appraisals have been approved for all of the conservation areas included within the World Heritage Site. These define the key elements, essential features and special qualities that contribute to each areas architectural and historic interest, and reinforce the Council's policy objectives of promoting, protecting and enhancing the environment.

### **Other Guidance**

The Council operates a comprehensive range of other Guidance, Standards and other documents which play an important role in the protection and enhancement of the World Heritage Site.