

HEART OF NEOLITHIC ORKNEY WORLD HERITAGE SITE

Management Plan 2014–19: Consultation Draft



Scottish Natural Heritage
All of nature for all of Scotland



HISTORIC SCOTLAND
ALBA AOSMHOR

ABBREVIATIONS USED IN THE TEXT

| | |
|----------|--|
| HONO | Heart of Neolithic Orkney |
| HONO WHS | Heart of Neolithic Orkney World Heritage Site |
| HS | Historic Scotland |
| ICOMOS | International Council on Monuments and Sites |
| LDP | Local Development Plan |
| OIC | Orkney Islands Council |
| OUV | Outstanding Universal Value |
| SG | (see SPG/SG) |
| SHEP | Scottish Historic Environment Policy |
| SNH | Scottish Natural Heritage |
| SPG/SG | Supplementary Planning Guidance/Supplementary Guidance |
| RSPB | Royal Society for the Protection of Birds |
| WHS | World Heritage Site |
| UNESCO | United Nations Education, Scientific and Cultural Organisation |

Part 1: THE MANAGEMENT PLAN CONSULTATION

| | | |
|------------|--|----------|
| 1.0 | Introduction | 1 |
| 2.0 | Requirement for a Management Plan | 2 |
| 3.0 | Remit of Management Plan | 3 |
| 4.0 | Preparation of the Consultative Draft | 3 |
| 5.0 | Consultation Process | 4 |
| 6.0 | Responses to this Consultation | 6 |
| 7.0 | Handling Your Response | 6 |

Part 2: MANAGING THE HEART OF NEOLITHIC ORKNEY WHS

| | | |
|-------------|--|-----------|
| 8.0 | The World Heritage Site and the Buffer Zone | 8 |
| 9.0 | Partners and Stakeholders | 12 |
| 10.0 | Outstanding Universal Value | 17 |
| 11.0 | Supplementary Planning Guidance | 20 |
| 12.0 | Summary of Achievements 2008-2013 | 21 |
| 13.0 | Lessons Learned 2008-13 | 24 |

Part 3: VISION, AIMS AND OBJECTIVES 2014-19

| | | |
|-------------|--|-----------|
| 14.0 | Looking Forward: A Vision for the Heart of Neolithic Orkney | 26 |
| 15.0 | Long Term Aims: 2014-2044 | 27 |
| 16.0 | Current Issues and Medium Term Objectives | 28 |

ANNEX 1 DELIVERING THE 2008-2013 MANAGEMENT PLAN

| | | |
|------------|--|--|
| 1.0 | Achievements 2008-13 | |
| 2.0 | Monitoring and Review of the 2008-13 Management Plan Objectives | |

APPENDICES

Appendix 1 Scottish Government Consultation Process

Appendix 2 Strategic Environmental Assessment Screening Determination

Appendix 3 Statement of Outstanding Universal Value

Appendix 4 Governance Model for HONO WHS

Appendix 5 Bibliography

Appendix 6 Glossary of Terms



Stones of Stenness

Part 1: THE MANAGEMENT PLAN CONSULTATION

1.0 Introduction

The Heart of Neolithic Orkney World Heritage Site Management Plan provides a broad framework for the management, conservation and enhancement of the World Heritage Site in accordance with its Outstanding Universal Value (OUV). It does so by setting out shared aims and objectives to guide those that are involved in making decisions affecting the management of the Site. The Management Plan is not intended to be prescriptive but does rely on all stakeholders working in partnership to achieve the management aims and objectives.

The Heart of Neolithic Orkney World Heritage Site (HONO WHS) is a cultural World Heritage Site (WHS). It comprises six sites on the island of Mainland in Orkney: Skara Brae settlement, Maeshowe chambered tomb, the Stones of Stenness, the Watch Stone, the Barnhouse Stone, and the Ring of Brodgar and its associated monuments. The individual sites are all Properties in Care managed by Historic Scotland (HS) on behalf of Scottish Ministers, while the World Heritage Site is managed in Partnership by HS, Orkney Islands Council (OIC), Scottish Natural Heritage (SNH) and the Royal Society for the Protection of Birds (RSPB).

The Site was inscribed in 1999 and the individual monument management plans were brought together into a single Plan published in March 2001. In 2007-8 the 2001 Plan was reviewed and a revised Management Plan produced, after consultation, to cover the five year period 2008-2013. An evaluation of the 2008-13 Management Plan Objectives can be found in Part 2 and Annex 1. This consultative five year Draft Management Plan for 2014-19 draws on the work that has already been delivered and builds upon the aspirations of the Partners and other stakeholders. It summarises the actions delivered from the 2008-13 Management Plan, outlines a vision and long term strategy for the site, identifies key issues for the 2014-19 Management Plan, and proposes aims and objectives to tackle these issues over the next five year period.

The HONO WHS World Heritage Site Draft Management Plan 2014-19 does not provide a comprehensive contextual history or physical analysis of the Heart of

Neolithic Orkney and its surroundings. This detailed information can be found in a range of other documents, publications and references including the Nomination of the Heart of Neolithic Orkney for Inclusion in the World Heritage List (Historic Scotland 1998, reprinted 2000), the HONO WHS Management Plan 2008-13 and the HONO WHS Research Agenda 2005. These sources are listed in the bibliography at Appendix 5.

2.0 Requirement for a Management Plan

The UK has obligations under UNESCO's (United National Educational, Scientific and Cultural Organisation) World Heritage Convention (WHC) in relation to the effective management of World Heritage Sites which require that every Site has an appropriate management structure in place. Although Management Plans are not a statutory requirement in the UK, national policy encourages their use as best practice. Following the advice in the *Operational Guidelines for the Implementation of the World Heritage Convention*, these are working documents that should be regularly reviewed, evaluated, monitored and updated.

The key purpose of a Management Plan is to provide for the overall management of the WHS in a manner specific to its character and condition to ensure maintenance of its Outstanding Universal Value. The Plan's aims and objectives are based on an analysis of the Site's significance and the issues which currently affect it, ensuring that solutions are identified to site specific problems. A Management Plan is, therefore, a means by which a Site can demonstrate to UNESCO that it has adequate management mechanisms in place to ensure the Site's conservation for future generations.

Management Plans depend for their effectiveness on consensus and commitment from the key partners and stakeholders. For this reason the HONO WHS Management Plan will be endorsed by those bodies responsible for its implementation. This plan will be the framework for long-term detailed decision making on the conservation and enhancement of the World Heritage Site and the maintenance of its Outstanding Universal Value. Wherever possible, the Plan's vision, aims and objectives should be incorporated into other relevant local guidance, plans and strategies.

Completed Management Plans are referred to UNESCO who forward them to the International Council on Monuments and Sites (ICOMOS) for review. This HONO WHS Management Plan will cover a five year period from 2014 to 2019, after which it will be further reviewed, in line with UNESCO's Operational Guidelines.

3.0 Remit of the Management Plan

The central purpose of the Management Plan is to maintain the Outstanding Universal Value (OUV) of the WHS and ensure the effective protection, conservation, and presentation of the Site and its transmission to future generations. It is the OUV of the Site (see section **10.0**) which makes it of global importance for all of humanity, and which is therefore the main focus of, and reason for, the Plan.

It is important that the Management Plan objectives relate to wider plans and programmes that may affect the Site. However, some of the issues affecting the WHS can only be adequately addressed at a strategic level for Orkney as a whole, and cannot be resolved through the WHS Management Plan alone, though the Management Plan should influence, and be reflected in, the development of such strategies.

The Management Plan is not a statutory document and does not supersede the responsibilities of the individual partner organisations. However, in order for the Management Plan to be effective, the partner organisations should ensure that the Plan is reflected in their own strategic and action plans as these are prepared, reviewed and implemented over the Plan period.

See section **8.0 The World Heritage Site and the Buffer Zone** for a description and maps of the World Heritage Site.

4.0 Preparation of the Consultative Draft

The HONO WHS Consultative Draft Management Plan has been developed by the HONO WHS Partners, assisted by the WHS Coordinator. The Partners are: Historic Scotland (HS), Orkney Islands Council (OIC), Scottish Natural Heritage (SNH) and the Royal Society for the Protection of Birds (RSPB). The preparation of this

consultation draft has been informed by discussions with key stakeholders and consultative workshops.

This Consultative Draft Management Plan seeks the views of the local and wider community including residents, businesses, organisations with an interest in the site and any other interested parties. It should be regarded not as a finished article but as a discussion document which seeks further input from a range of stakeholders and users.

After the eight week period of public consultation has ended, all comments received will be analysed to inform the development of the final Management Plan.

5.0 Consultation Process

This draft Management Plan has been developed following an initial period of stakeholder and public consultation, in the form of a series of workshops held between February and March 2013 and led by an independent facilitator.

An initial visioning workshop with the partnership Steering Group identified key issues for the long term management of the HONO WHS. These issues were then discussed and refined through a stakeholder workshop, involving representatives from government agencies, the local authority, landowners, tourist industry representatives and other organisations. This produced a final issues list, with associated draft objectives, which were then taken to a public workshop. This public workshop sought to refine the draft objectives, and listen to local concerns and priorities for action.

The results of these workshops have been used to inform the draft Issues and Objectives section of this document. Through this Consultative Draft Management Plan, the HONO WHS Partners now invite views on their proposals for the management of the World Heritage Site over the next five years.

This public consultation follows the Scottish Government's process for public consultations (see Appendix 1) and will run for **eight weeks** from **14 October 2013 – 8 December 2013**. Your comments will inform the revision of the draft Plan prior to its finalisation and adoption.

The criteria specified in Schedule 2 of the Environmental Assessment (Scotland) 2005 Act have been applied to this Draft Plan and have determined that it is exempt from Strategic Environmental Assessment under Section 8(1). Copies of this determination are available from the [Historic Scotland website](http://www.historic-scotland.gov.uk/seadeterminations) at www.historic-scotland.gov.uk/seadeterminations and it is reproduced at Appendix 2.

The public sector has a statutory requirement to consider all aspects of equality in developing and reviewing policies and plans. An Equality Impact Assessment will accompany this plan and will be available from the Scottish Government website at <http://www.scotland.gov.uk/Topics/People/Equality/18507/EqualityImpactAssessmentSearch>.

The draft Management Plan and Consultation Response Form are available to download as follows:

- From <http://www.historic-scotland.gov.uk/index/about/consultations.htm> at www.historic-scotland.gov.uk/honoconsultation
- Via the Orkney Islands Council website at <http://www.orkney.gov.uk/Service-Directory/C/whs-hono.htm>

Printed copies of the plan are also available to view at:

OIC Reception, School Place, Kirkwall, KW15 1NY

OIC Cash Office, Northlink Terminal Building, Stromness, KW16 3BH

Orkney Library and Archive, Junction Road, Kirkwall, KW15 1AG

Stromness Library, 2 Hellihole Road, Stromness, KW16 3DE

The Orkney Mobile Libraries

Stenness Post Office, Sutherlands Garage, Stenness, KW16 3JY

Standing Stones Hotel, Stenness, KW16 3JX

Historic Scotland's office at Longmore House, Salisbury Place, Edinburgh, EH9 1SH.

Hard copies of the Consultation Response Form will also be available at these locations. Large print versions are available on request; please call 01856 873 716 or email hs.honoconsultation@scotland.gsi.gov.uk

6.0 Responses to this Consultation

We are inviting written responses to this consultative Draft Management Plan by **8 December 2013**. (See above for details of where to obtain the Consultation Response Form.) If you could clearly indicate in your response which parts of the Draft Management Plan you are responding to, this will make analysis of the responses received easier.

Please send your response:

By email: hs.honoconsultation@scotland.gsi.gov.uk

By post: Alice Lyall
Heart of Neolithic Orkney World Heritage Site Coordinator
c/o Orkney Islands Council, School Place, Kirkwall, KW15 1NY

Alternatively you can hand in your response to the service or reception desks at any of the following locations:

OIC Reception, School Place, Kirkwall, KW15 1NY

OIC Cash Office, Northlink Terminal Building, Stromness, KW16 3BH

Historic Scotland, Longmore House, Salisbury Place, Edinburgh, EH9 1SH

If you have any queries, please contact Alice Lyall on 01856 873 716 or email hs.honoconsultation@scotland.gsi.gov.uk

7.0 Handling Your Response

We need to know how you would like your response to be handled, in particular whether or not you are happy for your response to be made public. Please complete and return the “How do you want us to handle your response?” section of the Consultation Response Form to ensure that we treat your response appropriately. If you ask for your response not to be published we will regard it as confidential and will treat it accordingly.

However, all respondents should be aware that Public Authorities are subject to the provisions of the Freedom of Information (Scotland) Act 2002 and the Environmental Information (Scotland) Regulations 2004. This means that WHS Partners would have

to consider any request made under one these Acts for information which relates to responses to this consultation exercise.

Where respondents have given permission for their response to be made public and after we have checked that they contain no potentially defamatory material, responses will be made available to the public.

Following the closing date, all responses will be analysed and considered along with any other available evidence. We aim to issue a report on this consultation process by **March 2014** which will be available through the [Historic Scotland website \(www.historic-scotland.gov.uk\)](http://www.historic-scotland.gov.uk), the [Orkney Islands Council website \(www.orkney.gov.uk\)](http://www.orkney.gov.uk) and the [Scottish Government consultation web pages \(www.scotland.gov.uk/Consultations\)](http://www.scotland.gov.uk/Consultations). A final version of the HONO WHS Management Plan 2014-19 will be published as soon as possible thereafter.

If you have any comments about how this consultation exercise has been conducted, please send them to Alice Lyall as detailed above. More information about the Scottish Government consultation process that is being used can be found in Appendix 1.



Ring of Brodgar

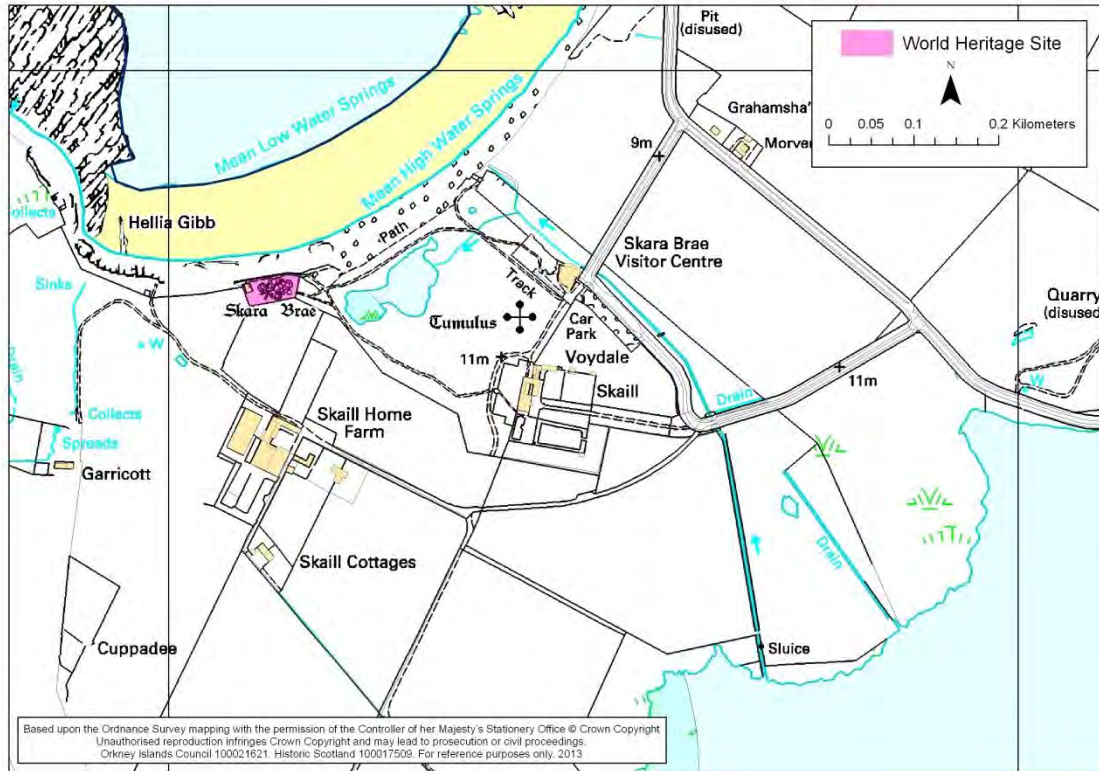
Part 2: MANAGING THE HEART OF NEOLITHIC ORKNEY WORLD HERITAGE SITE

8.0 The World Heritage Property and the Buffer Zone

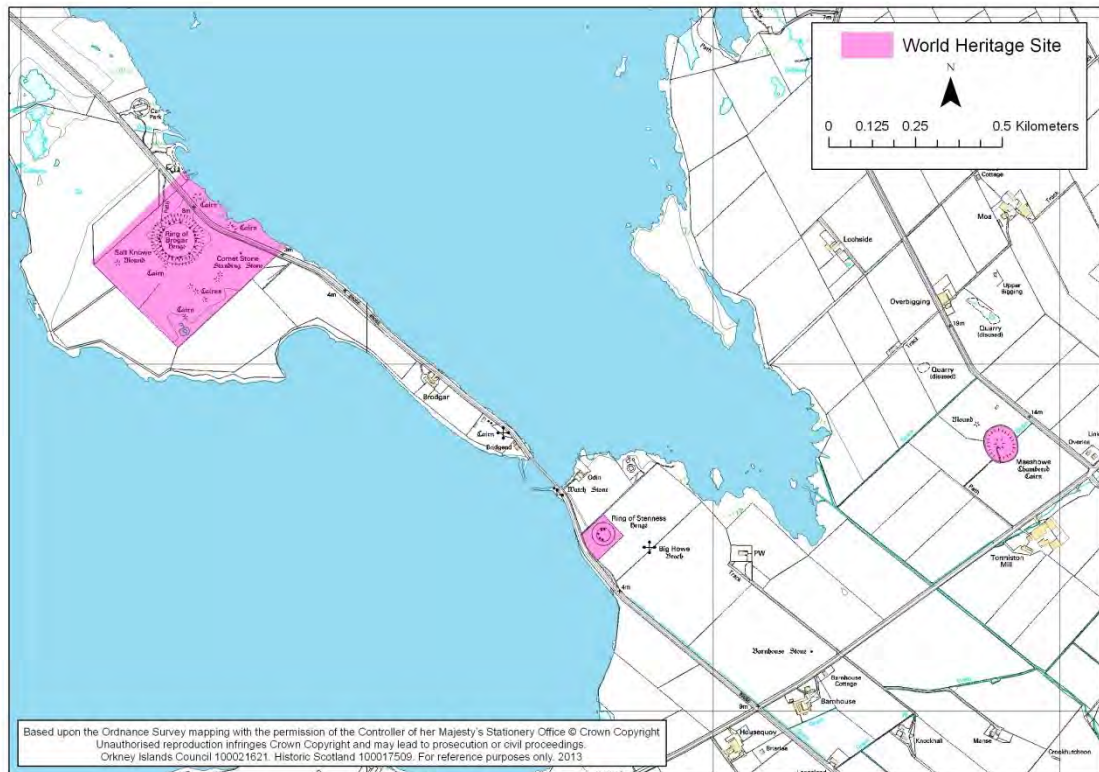
8.1 The Site

The Heart of Neolithic Orkney World Heritage Site is made up of a series of domestic and ritual prehistoric monuments that are unquestionably among the most important Neolithic sites in Western Europe. The monuments are located in two areas, some 6.6 km apart on the island of Mainland, the largest in the Orkney archipelago:

- **Skara Brae** is a 5,000-year-old domestic settlement whose stone walls, passageways and stone furnishings, such as beds and dressers, survive to the present day. It is situated on the Bay of Skail on the west coast of Mainland.
- **Maeshowe**, a chambered tomb, is an extraordinary example of Neolithic architectural genius. It was designed to allow the setting sun at the winter solstice to shine up the passageway and illuminate the chamber. The **Barnhouse Stone** to the south is aligned with the passageway and the winter sunset.
- The **Stones of Stenness** circle and henge is a very early example of this type of monument. The surviving stones are enormous, standing up to 6 metres in height. Nearby the 5.6 metre tall **Watch Stone** stands at the end of the Brodgar Bridge.
- The **Ring of Brodgar** is a great stone circle 130 metres across. Surrounded by a rock-cut ditch, it is set in a spectacular natural amphitheatre of lochs and hills. Around the Ring lie some thirteen Neolithic and Bronze Age mounds and a stone setting known as the Comet Stone.



Map 1: Skara Brae, Bay of Skail, north-west Mainland



Map 2: Brodgar-Stenness area: the Ring of Brodgar, Stones of Stenness and Maeshowe

The boundaries of the designated World Heritage Site are tightly drawn and coincide with those of the Properties-in-Care managed by Historic Scotland on behalf of Scottish Ministers (see Map 1 & 2). Other sites in the immediate vicinity such as Barnhouse and the Ness of Brodgar contribute greatly to our understanding of the WHS and support its OUV but do not form part of the World Heritage Site as inscribed.

8.2 The Buffer Zone

A Buffer Zone is an area surrounding the World Heritage Site that gives an added layer of protection to the Site. UNESCO guidance is that Buffer Zones should include the immediate setting of the Site, important views and other areas or attributes that are functionally important as a support to the Site and its protection, and should have complementary legal and/or customary restrictions placed on their use and development. A Buffer Zone highlights an area where potential impacts need to be given careful consideration by developers and decision-makers, but is not formally a part of the inscribed World Heritage Site.

The HONO WHS boundary does not include the wider landscape setting that provides the essential context of the monuments, nor other monuments that support the Outstanding Universal Value of the Site. The monuments on the Brodgar and Stenness peninsulas were deliberately situated in the landscape, and lie in a vast topographic bowl formed by a series of visually interconnecting ridgelines stretching from Hoy to Greeny Hill and back. They are also visually linked to other contemporary and later monuments around the lochs, and form a fundamental part of a wider, highly complex archaeological landscape which stretches over much of Orkney.

Part of this wider landscape is thus included within a two-part Buffer Zone (see Map 3) agreed by the Management Plan Partners in 2008, one part centred on Skara Brae and the other on the central west Mainland monuments. Large-scale or tall development outwith the Buffer Zone also has the potential to impact adversely on the sensitive setting of the WHS. To address this, a wider, indicative, 'Sensitive Area' has also been defined. The Buffer Zone and the Sensitive Area indicate areas where

the potential effects on the World Heritage Site and its Setting should be taken into account by developers and decision-makers, and act as a trigger for consultation.



Map 3: The World Heritage Site, the Buffer Zone, and the Sensitive Area

9.0 Partners and Stakeholders

This section sets out the roles and responsibilities of those involved in the management of the Heart of Neolithic Orkney WHS including the UK and Scottish Governments, the Partners who have an active role in day-to-day management, and the diverse range of stakeholders who have an interest in the Site. A governance model for HONO is available at Appendix 4.

The process of developing a Management Plan involves bringing together all key partners and stakeholders to agree a common vision for the future of the Site. The implementation of the Management Plan relies on the effective cooperation and commitment of partners and other key stakeholders to take agreed actions forward.

All management roles are delivered within a clear management structure and context, defined internationally by UNESCO and refined at local level.

9.1 The State Party

States Parties are countries which have ratified the UNESCO World Heritage Convention. Since International Treaties are reserved under the Scotland Act 1998 the UK government is State Party to the Convention. The Department of Culture, Media and Sport (DCMS) is responsible for the UK's overall policy on World Heritage Sites but since management of the historic environment is devolved, Scottish Ministers are responsible for selecting Scottish sites for nomination, for ensuring that World Heritage Sites in Scotland are well managed, and that the Outstanding Universal Value of each Site is protected.

In Scotland Strategic Policy for WHS sits within the Directorate for Culture and Heritage in the Scottish Government, who carry out Scotland's State Party function on behalf of Scottish Ministers and liaise with DCMS, the UK Commission for UNESCO and ICOMOS UK. Historic Scotland is responsible for implementing policy on behalf of Scottish Ministers and for all operational issues for WHS, including ensuring that they are well managed and their OUV is protected.

9.2 The Partners in the HONO WHS Management Plan

There are four signatory partners to the HONO Management Plan. These partners are accountable for ensuring that the aims and objectives within the Management Plan are delivered appropriately. The four Management Plan Partners are:

Historic Scotland

Historic Scotland is an executive agency of the Scottish Government responsible for advising Scottish Ministers on the protection and presentation of Scotland's historic environment and promoting its understanding and enjoyment. The agency directly manages all of the component parts of the Heart of Neolithic Orkney World Heritage Site as Properties in Care on behalf of Scottish Ministers. The agency's Heritage Management Directorate considers scheduled monument applications on behalf of Scottish Ministers, provides advice to local planning authorities on listed building/conservation area consent applications and planning applications, and is also a consultee, through Scottish Government, on Environmental Impact Assessments and Strategic Environmental Assessments.

Orkney Islands Council

OIC's mission is to promote principles of good governance and to act for the good of all Orkney: its people, communities, culture, environment and economy. The Council owns and maintains the car park at Ring of Brodgar and the reconstructed Neolithic settlement at Barnhouse. A collection of artefacts from Skara Brae is deposited with OIC's Orkney Museum. It has responsibility for a diverse range of services which are relevant to the management of the Heart of Neolithic Orkney, including roads and public transport, education, economic development, heritage and recreation, development management and coastal protection. The OIC County Archaeologist maintains the Sites and Monuments Record for Orkney and provides archaeological advice in relation to development control. Orkney College, a constituent college of the University of the Highlands and Islands (UHI) Millennium Institute, is also part of OIC and is represented on the Steering Group.



The Barnhouse settlement, managed by Orkney Islands Council

Scottish Natural Heritage

SNH is a non-departmental public body answerable to the Scottish Ministers. Its role is to safeguard Scotland's wildlife and scenery, help people to enjoy and value it, and encourage people to use it in a sustainable way. SNH is responsible for national natural heritage designations, provides advice and grants relating to the natural heritage and helps to implement a number of national strategies such as the Scottish Biodiversity Strategy, and is also a consultee, through Scottish Government, on Environmental Impact Assessments and Strategic Environmental Assessments. HONO has natural heritage and scenic value, with part of the World Heritage Site within the Hoy and West Mainland National Scenic Area and close to Sites of Special Scientific Interest and a Special Area of Conservation.

Royal Society for the Protection of Birds

The RSPB is the country's largest conservation charity conserving biodiversity and the environment. One way in which it does this is to protect, restore and manage habitats for birds and other wildlife. It owns and manages 200 nature reserves and

has a public access remit. Since 2001 it has owned and managed the Brodgar Reserve which surrounds the Ring of Brodgar on three sides.

9.3 The WHS Coordinator

In April 2009 the WHS Coordinator was appointed to ensure effective coordination between the four Management Plan Partners in delivering relevant actions and objectives. Funded by Historic Scotland, the role of the WHS Coordinator is to coordinate and drive forward the implementation, monitoring and revision of the Management Plan and associated action plans/objectives, promote the OUV and public benefit of the WHS, increase awareness and understanding among Partners, stakeholders and the public, and serve as a central point for advice.

9.4 The Stakeholders in the HONO WHS

A wide range of individuals, organisations and groups have an interest in, and a role to play, in how the WHS is managed and promoted. Stakeholders are crucial to the development of a Management Plan that works and is successful. They can help by identifying the relevant issues to be addressed and by supporting the achievement of objectives. The Management Plan Partners will seek to engage with stakeholders regularly to involve them in decisions about the WHS that may affect them.

Stakeholders in the HONO can be broadly grouped as follows:

Local Community

Goodwill, community responsibility and stewardship are vital in order to ensure that the Site and the area around it are managed appropriately. People who live and work around the WHS have a vested interest in the on-going preservation of the WHS; how access, both physical and intellectual, is provided to it; and how the planning process deals with development proposals that relate to the setting of the Site. Local community groups and societies already actively engage with the HONO, running events and facilitating wider public access, and a Volunteer Ranger Service, working with the World Heritage Site Rangers, was set up in 2007. The relationship between the HONO WHS Partners and the community is important. The community must be aware of the importance of protecting the Site's OUV and feel that they can make an effective contribution to management decisions.

Landowners

While the WHS itself is in the care of Historic Scotland on behalf of the Scottish Ministers, there are a number of public and private landowners who have a sizeable stake in the WHS Buffer Zone. Many of the issues facing the Buffer Zone, including land management and rural issues, will be shared by these landowners and it is vital that they have a say in decisions which affect their landholdings or properties. The agricultural community is a vital component in rural stewardship, in managing change around the WHS and in enabling access and thereby sustaining tourism.

Tourism and Access

The monuments of the HONO encourage visitors to Orkney from all over the world and have a key role to play in Orkney's economy. There were 92,000 visits to Skara Brae and Maeshowe in 2012. Organisations with an overarching remit include VisitOrkney, the Orkney Tourism Group (OTG) and the Orkney Tour Guides Association (OTGA). There are also individual service providers in the hospitality and tourism sectors who have a significant role to play in the wider success of the Management Plan. These can range from accommodation providers and restaurants, to local tour guiding companies, coach operators, craftspeople and leisure activity providers.

Access in the widest sense is a fundamental principle for World Heritage Sites and encompasses physical, remote and intellectual access by residents and tourists. Access Orkney, the Orkney Local Access Forum and the Orkney Disability Forum represent some of these interests.

Education and Research

Many schools, universities and further education organisations use, or could use, the HONO WHS as part of their learning programmes. Delivery of HS educational activities in Orkney is undertaken primarily through the WHS Rangers. Access to the monuments, the associated artefacts and accurate information about the WHS is vital to ensure engagement, developing a sense of ownership, and further the understanding of the WHS itself. Representatives from several UK Universities currently sit on the Research and Education Delivery Group as do representatives from specialist bodies and institutions such as the National Museum of Scotland, the

Scottish Archaeological Research Framework and Orkney Research Centre for Archaeology. The 2005 Research Agenda for HONO WHS has been updated with a Research Strategy 2013-2018.

Culture and Natural Heritage

Heritage and environment bodies are keen to know how the cultural assets of the HONO WHS and its immediate surroundings are maintained; how access is provided to them; and how issues of climate, sustainability and ecosystems management are being considered. Key stakeholders in this field include SEPA, Archaeology Scotland, Orkney Archaeology Society and Orkney Heritage Society.

QUESTION ONE

Have we identified all key stakeholders or can you identify others?

10.0 Outstanding Universal Value

UNESCO (The United Nations Educational, Scientific and Cultural Organization) seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world that is of outstanding value to humanity. An international treaty, the Convention concerning the Protection of the World Cultural and Natural Heritage, was adopted by UNESCO in 1972, usually referred to as the World Heritage Convention. Governments of countries which have ratified the Convention are referred to as States Parties.

There is no higher recognition of heritage value than World Heritage status. World Heritage Sites are places or buildings which represent the most significant, unique or best examples of the world's cultural and/or natural heritage and their protection is the concern and duty of the international community as a whole. World Heritage status is a high accolade that brings with it responsibilities and international scrutiny.

Outstanding Universal Value is a cornerstone of the protection of World Heritage Sites for UNESCO and for States Parties, and protection of OUV is now built into UK guidance systems for heritage protection.

10.1 The Statement of Outstanding Universal Value

The Heart of Neolithic Orkney is protected and managed in accordance with its Statement of Outstanding Universal Value (SOUV). The World Heritage Committee asks that every World Heritage Site develops an SOUV. This document underpins the management and conservation of the WHS by defining the elements within the Site which make it important and which should be protected in order to maintain its significance. The World Heritage Committee and their advisory bodies use the SOUV to assess any potential threats to the WHS.

There are strict guidelines governing the development of an SOUV, which can only include the elements for which the Site was originally inscribed. OUV is defined in paragraph 49 of the UNESCO Operational Guidelines as “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 humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole”. What this actually means is that the range of values a World Heritage property displays must be considered to transcend national borders and have significance for everyone in the world now and in the future. A Site is deemed to have Outstanding Universal Value if it can be shown to satisfy at least one of the ten criteria for assessment set out in Paragraph 77 of the Operational Guidelines.

The revised SOUV for the HONO WHS was submitted to UNESCO and accepted by the 2013 meeting of the World Heritage Committee in Cambodia. The full text can be found at Appendix 3.

Significance

When the Heart of Neolithic Orkney was inscribed on the World Heritage List as a cultural World Heritage Site in 1999 the World Heritage Committee stated that “The monuments of Orkney, dating back to 3000–2000 BC, are outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe”.

The major monuments of the Stones of Stenness, the Ring of Brodgar, the chamber tomb of Maeshowe, and the settlement of Skara Brae, are masterpieces of human creative genius. They display the highest sophistication in architectural accomplishment, and they are technologically ingenious and monumental masterpieces. They also exhibit an important interchange of human values during the development of the architecture of major ceremonial complexes in the British Isles, Ireland and north-west Europe in the Neolithic.

Through the combination of ceremonial, funerary and domestic sites, the Property bears a unique testimony to a cultural tradition which flourished between about 3000 BC and 2000 BC. The state of preservation of Skara Brae is without parallel amongst Neolithic settlement sites in northern Europe. The Heart of Neolithic Orkney is an outstanding example of an architectural ensemble and archaeological landscape which illustrate a significant stage of human history, that is, when the first large ceremonial monuments were built.

Integrity

All the monuments lie within the designated boundaries of the Property, and thus the Property includes all the elements necessary to express its Outstanding Universal Value. However the boundaries are tightly drawn and do not encompass the wider landscape setting of the monuments which provides their essential context, nor other monuments that can be seen to support the OUV. Part of the landscape is covered by a two-section Buffer Zone, centred on Skara Brae in the west and on the central west Mainland monuments.

This fragile landscape is vulnerable to incremental change. Physical threats to the monuments include visitor footfall and coastal erosion, and these management challenges are addressed in the Management Plan.

Authenticity

The level of authenticity in the Heart of Neolithic Orkney is high. The state of preservation at Skara Brae is unparalleled for a prehistoric settlement in northern Europe. Where parts of the site have been lost or reconstructed during early excavations, there is sufficient information to identify and interpret the extent of such works.

Interventions at Maeshowe have been antiquarian and archaeological in nature; the monument is mostly in-situ and the passageway retains its alignment on the winter solstice sunset. Re-erection of some fallen stones at Stones of Stenness and Ring of Brodgar took place in the 19th and early 20th century, and works at Stenness also involved the erection of a 'dolmen', now reconfigured. There are, however, many antiquarian views of the monuments attesting to their prior appearance and it is clear that they remain largely in-situ.

The central west mainland monuments remain dominant features in the rural landscape. Their form and design are well-preserved and visitors are easily able to appreciate their location, setting and interrelationships with one another, with contemporary monuments situated outwith the designated Property, and with their geographical setting. This relationship with the wider topographic landscape helps define the modern experience of the site and seems to have been inextricably linked to the reasons for its development and use in prehistory.

11.0 Supplementary Planning Guidance

Scottish Planning Policy requires that planning authorities protect World Heritage Sites and their settings from inappropriate development by including relevant policies in the Local Development Plan (LDP). Supplementary Guidance (SG) can be issued by a planning authority in support of the LDP. The new Orkney Local Development Plan contains policies concerning the World Heritage Site (Policy HE1), and Supplementary Planning Guidance is in place.

The *Supplementary Planning Guidance: The Heart of Neolithic Orkney World Heritage Site* is a material consideration in the planning process. Following formal adoption of the new LDP this will be adopted as statutory Supplementary Guidance. The scope of the Guidance is intentionally wider than the actual extent of the formal WHS boundary. It encompasses the wider setting, which is critically significant to the Outstanding Universal Value of the WHS

The Local Development Plan can be accessed at <http://www.orkney.gov.uk/Service-Directory/O/Orkney-Local-Development-Plan.htm>, and the Supplementary Planning Guidance: The Heart of Neolithic Orkney World Heritage Site is available at

<http://www.orkney.gov.uk/Service-Directory/R/heart-of-neolithic-orkney-world-heritage-site-spg.htm>.

12.0 Summary of Achievements 2008-13

Key successes over the last five year Plan period have included:

A series of rolling upgrades to interpretation provision in and around the WHS, including new interpretation panels at Stones of Stenness and OIC's Barnhouse site, temporary panels at the Ness of Brodgar excavation, and the publication of an updated Skara Brae guidebook. A new HS guidebook published in 2012, *Monuments of Orkney: A Visitor's Guide* includes the World Heritage Site and helps set it in a wider historical context.

A new pathway improving pedestrian access between the monuments on the Stenness-Brodgar peninsulas and connecting to the existing RSPB and OIC path network was designed, developed, funded and implemented in partnership between Historic Scotland and Orkney Islands Council. Other access works have included the movement of a fence to widen access to the OIC site at Barnhouse and the regular mowing to delineate a green pathway from here to Brodgar Bridge, on-going maintenance of the Stones of Stenness car park while long-term solutions are negotiated with the landowner (HS and OIC), and the development of proposals by OIC to improve traffic flow at the entrance to the Ness of Brodgar excavation site through widening the entrance and insertion of a passing place.

Advice and guidance from the RSPB informed changes in the mowing regime at Ring of Brodgar that have led to the development of a much richer meadow habitat around the Ring itself.

The Archaeological and Historical Research Coordination Committee was re-established as the Research Committee, and organised a highly successful international symposium, Neolithic Orkney 2010, to engage the wider research community as the first step in a review of the 2005 HONO WHS Research Agenda. A new HONO WHS Research Strategy 2013-18 that sits alongside the 2005 Research Agenda was developed with Orkney College UHI in 2013 and will be available to download from the Historic Scotland website shortly.

The new Orkney Local Development Plan contains policies designed to protect the OUV and setting of the World Heritage Site. Supplementary Planning Guidance has also been produced to provide further and more detailed guidance; following formal adoption of the new LDP this will be adopted as statutory Supplementary Guidance. The HONO SPG has been very well-received and was short-listed for a Quality in Planning award from the Scottish Government.



Monitoring coastal erosion at Skara Brae

Systems for monitoring and conserving the physical fabric of the monuments that comprise the WHS continue to be implemented to a high standard. Conservation strategies and maintenance regimes are in place, existing Condition Surveys are being implemented and kept under review and natural heritage issues are integrated into the maintenance regimes. Monitoring of visitor erosion and the carrying capacity of the Site is on-going. The short and medium term protection of Skara Brae from coastal erosion has been addressed through works to repair and improve the sea wall and on-going monitoring of the effects on erosion, although coastal erosion remains a threat to the long-term survival of the site.

Every six years, the States Parties to the World Heritage Convention are responsible for submitting a Periodic Report to the World Heritage Committee on the implementation of the Convention. 2012/13 saw the preparation and submission to UNESCO of this detailed report on the condition and management of the WHS.

The World Heritage Ranger Service has continued to build on past successes, with annual increases in the number of visitors attending guided walks and a successful programme of school visits. Work tailored to deliver further benefits to Partners includes the addition of joint walks with RSPB and provision of tours and open days at the Ness of Brodgar excavation.



World Heritage Site Rangers help to interpret the Ness of Brodgar excavation

The new World Heritage Coordination Team within HS has provided strategic direction for the HONO in accordance with international policy, improved liaison among Partners, and enhanced discussion and sharing of best practice across the Scottish World Heritage Sites. This has helped raise the profile of World Heritage in

Scotland, including through the production of a suite of promotional leaflets and information cards for the Scottish Sites.

See **Annex 1** for a full report on the delivery of the 2008-13 Management Plan, including a tabular report on delivery of the 2008-13 Objectives.

13.0 Lessons Learned

It is essential to have a clear governance structure which all Partners support, and with clearly defined responsibilities for development and delivery of projects, initiatives and programmes.

Greater engagement with, and more effective communication between, all relevant stakeholders is important.

Clear public understanding of the extent and values of the HONO WHS remains more limited than is ideal; while feedback suggests a reasonable awareness of where and what the Heart of Neolithic Orkney is, there is confusion as to what the Site encompasses and the reasons for its inscription.

There are extensive opportunities for expansion and/or improvement in the areas of education and learning, and access and interpretation. To achieve this, investment in physical improvements such as signage, transport and parking, interpretive materials and educational resources will be important.

The online presence of the HONO WHS has much greater potential to contribute to understanding, education, access and marketing than at present.

Resourcing the delivery of the Management Plan, in terms of financial input and staff time, means a staged delivery is essential, with clear prioritisation and building step by step on past achievements. Pooling of resources and the ability of Partners to work collaboratively on specific projects is vital to achieving optimum results with limited resources. An annual action planning approach is the simplest way of mapping and delivering this. However, effective management and development will depend on adequate and sustained resourcing by all Partners.

A collaborative approach to capital projects is the most viable in the current financial climate. It will be important to have robust and sustainable projects clearly mapped out, in order to seek and secure external funding, perhaps in some instances from more creative than traditional sources.

To assist in the clear setting of annual targets and the successful overall delivery of the Management Plan objectives, appropriate systems of monitoring and review need to be established.

Critically, the HONO WHS needs to be appreciated as an entity whose designation connects Scotland with an international network of World Heritage Sites and potential partners, as well as a set of individual sites that are valuable in their own right.

QUESTION TWO

Have we fully summarised the achievements of, and the lessons learned from, the 2008-13 Management Plan, or are there achievements or lessons we have missed?



Ring of Brodgar

Part 3: VISION, AIMS AND OBJECTIVES 2014-19

14.0 Looking Forward: A Vision for the HONO WHS

ICOMOS advises that Management Plans for World Heritage Sites should be based on a strategic view over 20-30 years. This allows the development of a framework of longer term aims, which in turn inform the priorities for medium term objectives, based on the analysis of key current issues. These medium term objectives can then be used to construct annual action plans to deliver specific projects.

The Vision 2014 - 2044

The Heart of Neolithic Orkney is a World Heritage Site that is effectively protected, conserved, enhanced and enjoyed in ways that safeguard its Outstanding Universal Value. Its global importance as an exceptional testimony to the cultural achievements of the Neolithic peoples of northern Europe and its status as a world-class visitor experience are widely recognised. It is a focus for achieving sustainable economic, social and environmental benefits for locals and visitors alike. It is a resource for inspiring research and learning and widening engagement through participation and discovery.

QUESTION THREE

Is the vision appropriate or is anything missing from it?

15.0 Long Term Aims: 2014 – 2044

For HONO WHS the long term aims have not changed significantly over the last five years. They have, however, been re-assessed by the Partners in light of the new governance framework and laid out more clearly for consultation.

Six long term aims to guide future decision making have been identified:

- 1) Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its cultural, archaeological, historical, and landscape values.
- 2) Promote awareness and understanding of the Outstanding Universal Value to local, regional, national and global audiences by improving intellectual, social and physical accessibility.
- 3) Realise the World Heritage Site's full potential as a resource for education and learning, for skills development, and for sustainable tourism.
- 4) Build strong structural and organisational partnerships between local and national organisations and strengthen engagement with the local community and landowners.
- 5) Ensure the sustainable management of the World Heritage Site by balancing wider environmental, natural heritage, biodiversity, social, and economic concerns.
- 6) Encourage and broaden research opportunities and use this new research to underpin work to protect and promote the World Heritage Site.

QUESTION FOUR

Are there any other strategic, long-term issues which you think should be considered?

16.0 Current Issues and Medium Term Objectives

Drawing on the longer term, strategic aims set out above the next step considers some of the key issues for each of them and identifies medium term objectives to meet the longer term aims. These medium term objectives will form the core management of the HONO WHS for the five-year period between 2014 and 2019.

Since inscription in 1999 the HONO WHS has been through two management plan cycles. This Plan will build on the achievements of the previous plans, address the need for effective delivery on an operational level, and ensure that this is underpinned by strategic planning. The aims and objectives take account of central and local government priorities and the achievement of desired outcomes. The principle of sustainability runs through all aspects of the management, protection and promotion of the Site and its potential to contribute to economic growth.

The objectives are intended to be strategic in nature rather than to identify in detail actions to be carried out. An annual Action Plan will be developed by the Partners to translate the Management Plan Objectives into a series of actions with measurable outcomes which contribute to the management of the Site. The Action Plan will be reviewed and updated on an annual basis.



Carving on edge of upright slab, box bed, Skara Brae House 7

AIM ONE

Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its cultural, historical, and landscape values.

ISSUE 1 The Heart of Neolithic Orkney WHS and its Buffer Zone

In 2008 a revised Buffer Zone was adopted by the Management Plan Partners to replace the Buffer Zones proposed in the 1998 Nomination Document and used in the 2001 Management Plan, as these did not adequately reflect the immediate Setting of HONO WHS and key views. The revised 2008 Buffer Zone coincides with the extent of the Inner Sensitive Zones defined in the recent Supplementary Planning Guidance for HONO WHS. A formal Minor Modification application describing the present Buffer Zone (see Map 3) was submitted to the World Heritage Committee.

Following the 2008 review, and with clear and robust policies and guidance in the Local Development Plan (LDP) and Supplementary Planning Guidance (SPG) in place, it is considered that the boundaries of the WHS and the Buffer Zone are now appropriate to protect the OUV of the Site. It is thus envisaged that any future amendments to the boundary or Buffer Zone of the WHS would be minor in scale. Nevertheless, should archaeological investigations, development work, or wider research programmes alter the understanding of the Site boundary or Buffer Zone (by changing our understanding of the location or scale of archaeological sites for example) then it may be necessary to amend these to some extent.

Objective 1.1

Review the boundary of the HONO WHS and its Buffer Zone towards the end of the next Management Plan period to ensure that the Outstanding Universal Value is still adequately protected.

Objective 1.2

Raise awareness of archaeology in the Buffer Zone, for example by enhancing the SMR for the Buffer Zone.

Objective 1.3

Raise awareness among landowners and land managers in the Buffer Zone of appropriate grant schemes to support the conservation and sustainability of archaeological sites.

ISSUE 2 Legislative and Regulatory Process of Protection

Legislation: During the period of the 2008-13 Plan the *Historic Environment (Amendment) (Scotland) Act 2011* (<http://www.historic-scotland.gov.uk/index/heritage/environmentbill.htm>) was passed to improve the management and protection of Scotland's historic environment by addressing specific gaps and weaknesses in the previous heritage legislation. The *Town and Country Planning (Scotland) Act 1997* and *The Planning etc. (Scotland) Act 2006* are the principal pieces of primary legislation guiding planning and development in Scotland. 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* as amended by the *Historic Environment (Amendment) Scotland Act 2011*.

Scottish Planning Policy (SPP) sets out Scottish Government policy on nationally important land use, while Scottish Historic Environment Policy (SHEP) 2011 sets policy specifically for the historic environment. The Scottish Government is currently working with partners across the heritage sector to develop a new strategy for Scotland's historic environment (<http://www.scotland.gov.uk/Publications/2013/05/1373>).

Regionally, OIC are in the final stages of adopting a new Local Development Plan (LDP). The development of HONO specific policies in the new LDP, and of Supplementary Planning Guidance (SPG) to provide further and more detailed guidance, has been a key achievement of the 2008-13 Management Plan. The SPG will be adopted as statutory Supplementary Guidance (SG) with the formal adoption of the LDP. Monitoring the use of the SG will be an important target for the HONO WHS Steering Group during the period of the 2014-19 Plan.

Objective 1.4

Update the Supplementary Planning Guidance to statutory Supplementary Guidance following the adoption of the Local Development Plan, and monitor the effectiveness of the SPG/SG in planning and protection decision making.

Objective 1.5

Build capacity to ensure that knowledge and understanding of the OUV of the World Heritage Site remains current amongst decision makers.

ISSUE 3 Risk Preparedness

There are a range of risks (physical, intellectual, and organisational) that affect the HONO WHS. Examples of physical risks include threats to the fabric of the monuments, particularly from erosion, potential impacts on setting from nearby development, and issues around managing visitor access to and around the WHS. The surviving extent of the site at Skara Brae is vulnerable to coastal erosion which needs to be managed without exacerbating erosion elsewhere in Skail Bay. This issue remains a threat to the long-term survival of the site.

Intellectual risks include a lack of public engagement and/or lack of awareness or understanding of the HONO WHS and Buffer Zone and their limits.

Organisational risks include poor change management, lack of succession planning around key staffing, and economic risk both locally and nationally. These could in turn lead to failure to achieve Management Plan Objectives.

Objective 1.6

Develop a risk strategy and associated mitigation measures to address the risks associated with the Management Plan and Objectives.

Objective 1.7

Continue to monitor and review coastal erosion at the Bay of Skail and review strategy for the protection of Skara Brae accordingly.

ISSUE 4 Monitoring Frameworks

There are several aspects of monitoring HONO WHS and the Buffer Zone that need to be combined into an overall framework. An exercise known as Periodic Reporting

must be undertaken every six years for UNESCO. A strong monitoring framework will combine on-going conservation measures, environmental monitoring, consideration of tourism and development pressures and individual projects, and identify relevant indicators. Previously, individual Partners have undertaken a variety of forms of monitoring, for example the HS Conservation Directorate programme of laser scanning of the inscriptions within Maeshowe over the past ten years, and HS Field Officer periodic reports on the condition of scheduled sites within the Buffer Zone. The 2013 Periodic Reporting exercise for UNESCO demonstrated that the present monitoring regime is more than adequate to ensure the protection and preservation of the Site. However, as these monitoring programmes were not specifically tailored to the requirements of the WHS and its Management Plan the collation of results to provide an overall picture of the condition of the WHS as an entity can be challenging.

Objective 1.8

Establish an overall monitoring and evaluation framework for the WHS that builds upon current monitoring systems and includes appropriate and meaningful monitoring indicators.

Objective 1.9

Seek better coherence between WHS monitoring systems and frameworks such as the Orkney Single Outcome Agreement, and feed the results of monitoring into these wider frameworks as appropriate.

ISSUE 5 Implementing the Management Plan

All Partner bodies have contributed various resources to the successful delivery of objectives from the 2008-13 Management Plan: staff time, organisational resources and financial contributions to specific projects have all helped to improve protection, conserve the monuments and facilitate physical and intellectual access. Under the revised governance model it will be simpler to identify lead groups and organisations responsible for the delivery of specific projects. However, the Steering Group and Delivery Groups will undoubtedly have to work more creatively in a difficult economic climate. Partners must monitor and evaluate the implementation of the Management Plan Objectives and the Action Plans that flow from these.

During the period of the 2008-13 Management Plan, funding for a Coordinator post has been provided by Historic Scotland, with office facilities and support provided by Orkney Islands Council. This has been an important role, providing a single point of contact for the public, and a support to the Partners in the delivery and coordination of disparate projects. The Coordinator post has now been made permanent, though it will in future be based in Edinburgh and combine HONO responsibilities with a broader focus on World Heritage issues across Scotland. A key concern for the duration of the 2014-19 Management Plan will be for the Partners to ensure that the coordination function continues to be delivered to ensure effective delivery of the Management Plan objectives (see also **Issue 3**). The Management Plan sets out specific Aims and Objectives for the Heart of Neolithic Orkney as an entity. However, successful delivery will rely on individual Partners and stakeholders committing to transfer relevant actions to their own corporate frameworks, record associated outcomes, indicators and targets, ensure that their delivery is adequately resourced and that necessary training is in place to achieve this (see **Issue 6**).

Objective 1.10

The HONO WHS Steering Group will oversee the implementation and monitoring of the objectives in the Management Plan, assisted by the Coordinator and Delivery Groups and in consultation and partnership with other stakeholders where appropriate.

Objective 1.11

Share the results of monitoring with stakeholders, community and public as appropriate.

Objective 1.12

The Steering Group will establish and monitor annual Action Plans to achieve the medium term objectives

Objective 1.13

The Steering Group Partners will integrate Action Plans into their corporate planning frameworks.

Objective 1.14

The Steering Group Partners will keep under review any potential issues, such as resourcing, that may affect delivery of the Management Plan objectives.

ISSUE 6 Capacity Building

Building the capacity of Partners and key stakeholders to undertake and engage in specific tasks and projects is a key component in the successful longer term delivery of Management Plan Aims. Central to this is sharing expertise, knowledge and training; for example in terms of interpretative and educational provision and conservation skills, monitoring methodologies, integrated management strategies, communication strategies and participation mechanisms. Identifying and allocating the necessary resources is critical to developing and maintaining capacity.

Examples of capacity building include the HS Conservation skills strategy, *Traditional Building Skills: A strategy for sustaining and developing traditional building skills*, which helps build capacity by training an apprentice locally in monument conservation skills, as does on-going skills maintenance on the part of the Monument Conservation Unit staff.

Objective 1.15

Identify areas where increased capacity is required, including the identification of resource needs, and develop a strategy for building capacity at HONO WHS.

QUESTION FIVE

Have we identified the key objectives to manage, conserve and protect the Heart of Neolithic Orkney World Heritage Site?



Skara Brae

AIM TWO

Promote awareness and understanding of the Outstanding Universal Value to local, regional, national and global audiences by improving intellectual, social and physical accessibility.

ISSUE 7 Enhancing Visitor Experience

As of 2013 OIC have formalised their aspiration for an Archaeology Centre/World Heritage Site Gateway Centre in their Corporate Strategic Plan 2013-2018 and have committed to exploring this possibility through the development of a 'Gateway' initiative, to be completed by 2016. However, the development of such a centre is a medium-term aspiration and is not expected to take place within the period of this Management Plan. Meanwhile, there is no current Interpretation Plan or Access Strategy for HONO WHS, although a rolling programme of interpretation updates has been taking place throughout the period of the 2008 Management Plan.

The development of a new pathway on the Brodgar peninsula has resulted in a substantial improvement to pedestrian accessibility between Stones of Stenness, Ring of Brodgar and the RSPB Brodgar Reserve. Funds have also been identified to carry out improvements to parking at Stones of Stenness and for the construction of a passing place on the Brodgar Road; although incomplete, these projects are in hand.

Opportunities remain to improve physical access, visitor management, visitor facilities and interpretation, as well as more closely integrating interpretation of cultural and natural aspects of the Site to improve the breadth of the visitor experience and allow a deeper understanding of the 'sense of place' (see also **Issue 12.**) Further work is needed to evaluate current interpretation and visitor experience and gather evidence of needs and expectations from those using the Site. This is necessary to determine what steps should be undertaken to optimise visitors' experiences, and to enhance enjoyment and understanding for local people and other visitors. It should also inform work to improve appreciation of the universal significance and status of the HONO WHS and its setting.

Objective 2.1

Develop an Interpretation Plan and Access Strategy for the WHS as appropriate.

Objective 2.2

Encourage the timely integration of new research findings into interpretation updates.

Objective 2.3

Proactively engage with OIC in exploration of their aspiration to pursue an Archaeology Centre/World Heritage Site Gateway Centre.

Objective 2.4

Feed in to any review of transportation options and associated infrastructure around the WHS and its Buffer Zone, and engage with wider initiatives such as Orkney Area Tourism Partnership Strategy action plan.

Objective 2.5

Develop and foster links and partnerships between Partners, local tourism providers and other businesses, to provide an enhanced experience for visitors.

ISSUE 8 Digital Technologies and Digital Resources

Digital technology can increasingly offer an improved visitor experience of cultural heritage sites, both on and off site. While there is a reasonable amount of information about the HONO WHS available online, and an update of the Historic Scotland World Heritage pages was completed early in 2013, the Delivery Groups and consultation responses have clearly identified a need for a more coherent and consistent web offer to promote the HONO WHS as an entity.

As one of five Scottish World Heritage Sites, the Heart of Neolithic Orkney has been included in the Scottish Government's Scottish 10 project – a campaign to digitally scan and record the Scottish sites alongside five internationally important Heritage Sites. Scanning for Orkney was completed in 2011. In addition to the Scottish 10 project's LiDAR scanning from the air and more detailed laser scanning on the ground, other forms of remote sensing have been employed around the WHS to great effect, such as the programme of geophysical survey covering much of the Buffer Zone. There has also been previous small-scale laser scanning as part of on-

going conservation work, for example to measure the condition of the runic inscriptions inside Maeshowe.

Objective 2.6

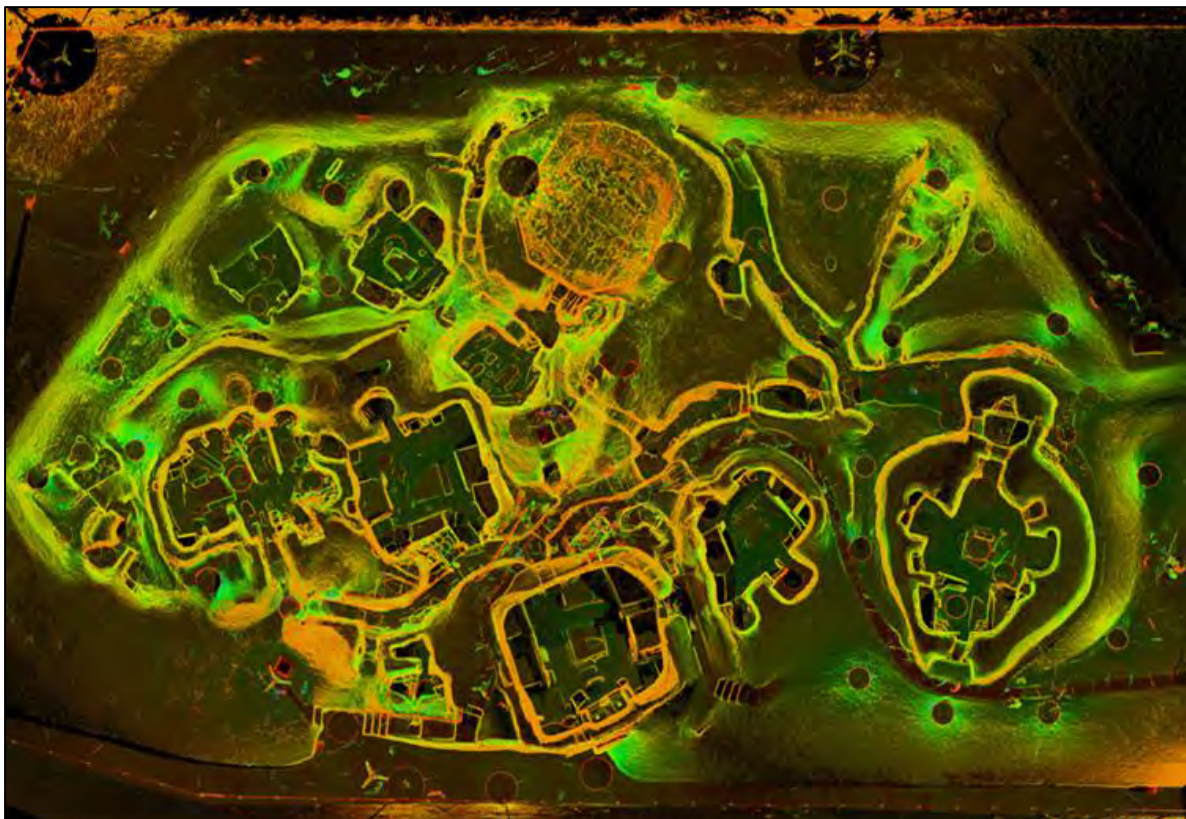
Improve the online presence for the Heart of Neolithic Orkney.

Objective 2.7

Explore new opportunities for digital interpretation both on and off site.

Objective 2.8

Make use of digital data as appropriate for conservation, interpretation, education, and promotion of HONO WHS.



LiDAR scan of Skara Brae produced as part of the Scottish Ten project

ISSUE 9 Museum Collections and Intangible Heritage

Alongside the physical remains of the monuments, the artefactual evidence held in museum collections, and the intangible cultural heritage such as folklore or personal stories and recollections, form an important part of the interpretive story of the HONO WHS. The artefacts relating to the WHS held in museum collections provide tangible links to the people who made and handled these objects 4-5000 years ago. The collections relating to the WHS, which are cared for by a number of different institutions, could be better utilised to help people appreciate the values of the WHS. Finds on display at the Skara Brae Visitor Centre complement those on display at Orkney Museum, while other finds are on display in the National Museum of Scotland in Edinburgh. Improvements to Orkney Museum took place as part of a major capital programme over winter 2012/spring 2013. Whilst not directly improving displays as the work was focussed on updating heating, security and utilities, the improved lighting has made a significant difference to viewing displays and the environment is much improved in relation to collections care. Funding is being sought for a second phase, which would see improved and updated archaeology displays. Further opportunities exist over the term of the 2014-19 Management Plan to better integrate site and collections-based interpretive work, and to facilitate greater joint working between the organisations curating and caring for collections relevant to HONO WHS. (See also **Issue 7, 17 and 18**).

Objective 2.9

Strengthen partnership working between the institutions holding WHS-related collections to improve access (physical, intellectual and virtual) to the collections and facilitate the sharing of resources.

Objective 2.10

Encourage wider community engagement and participation with collections and intangible heritage related to the Heart of Neolithic Orkney.

Objective 2.11

Build closer links between the WHS and artefacts from it to increase understanding of both and lay foundations for the future development of an accessible multi-repository catalogue of the WHS related collections.

QUESTION SIX

Have we identified the key objectives to promote awareness and understanding of the Heart of Neolithic Orkney World Heritage Site?



Stones at Ring of Brodgar

AIM THREE

Realise the HONO WHS's full potential as a resource for education and learning, for skills development, and for sustainable tourism.

ISSUE 10 Strengthening the Use of the HONO WHS in Formal Education and Training

The WHS Ranger Service delivers a successful programme of educational visits to schools, both on site and in the classroom, and has achieved exceptional coverage, for example visiting all Mainland primary schools in 2011. HONO was represented by school pupils at the World Heritage Education Youth Summit in New Lanark in 2010, and again at Greenwich in 2012. For the past three years students from the University of Edinburgh Scottish Centre for Conservation Studies have included WHS and related planning issues in their annual field trip to Orkney. Other groups regularly visit the WHS monuments but there is at present no central record of the number of educational and learning related visits for the WHS as a whole, as opposed to for individual staffed sites. HS offers a range of resources for teachers that provide flexible support in delivering the Curriculum for Excellence, including a Skara Brae handling box. Apprentices are trained locally in conservation skills via HS Conservation Directorate (see also **Issue 6**).

Development of an Education Strategy for HONO WHS would help to realise its full potential as a resource. The development of closer contacts between the protection and conservation bodies, museums, schools, universities and other educational bodies will be important in building educational use.

For the period of the 2014-19 Management Plan, a key focus should be to raise awareness of the international dimension of World Heritage status, and the UNESCO values relating to World Heritage Sites.

Objective 3.1

Review and promote the use of the WHS for educational and training uses.

Objective 3.2

Promote UNESCO World Heritage values in educational and training provision.

ISSUE 11 Strengthening the Use of the HONO WHS in Informal Education and Outreach

As well as being a focus for formal educational use, the HONO WHS is regularly used by the community, particularly the unstaffed sites. The WHS Ranger Service regularly lead free tours and walks at Stenness and Brodgar which address the natural as well as the cultural heritage of the WHS and Buffer Zone, and joint guided walks with RSPB staff focus on the bird life in the Brodgar Reserve.

Objective 3.3

Continue to support the use of HONO WHS by the local community and special interest groups in informal education and outreach initiatives; for example by maintaining the WHS Ranger Service.

Objective 3.4

Continue to build a programme of events and activities for families, special interest groups and the general public; for example presentations on aspects of the conservation work carried out at the WHS.

ISSUE 12 Strengthen Role of the HONO WHS in Supporting Development of Sustainable Tourism in Orkney and Scotland

While some data for the HONO WHS exists, more work is required on gathering both qualitative and quantitative data; on monitoring and tracking visitors to the World Heritage Site; on consultation (with landowners, managers and users, businesses and communities); and on market analysis, segmentation and profiling. Much of the information we do have does not relate to HONO as an entity but is specific to individual sites within the WHS or the wider archaeological heritage of Orkney.

Building awareness and understanding of the archaeological, historical and other values of the Heart of Neolithic Orkney can be undertaken through publications of all

types, and through increased promotion via the media, museums, on site interpretation and digital resources. To date such work has been carried out on an *ad hoc* basis by Partners as new resources have been developed. For the last three years, small scale events to mark World Heritage Day have also sought to raise the profile of the HONO WHS. A suite of information leaflets and display boards on Scottish World Heritage Sites produced by Historic Scotland includes versions for the HONO, in Gaelic as well as English; these leaflets are available online.

At a national level there is an aspiration to develop stronger branding and promotion of Scotland through World Heritage, showcasing Scotland as a visitor destination.

Objective 3.5

Develop a framework for the collation of existing data and ensure dissemination between Partners and stakeholders as appropriate.

Objective 3.6

Explore opportunities to improve our understanding of the way that tourists and other visitors use and understand the WHS to inform other Management Plan objectives and feed in to partner's tourism strategies.

Objective 3.7

Feed into the development of a World Heritage brand across Scotland.

QUESTION SEVEN

Have we identified the key objectives to realise the potential of the Heart of Neolithic Orkney World Heritage Site as a resource for education and learning, for skills development, and for sustainable tourism?

AIM FOUR

Build strong structural and organisational partnerships between local and national organisations and strengthen engagement with the local community and landowners.

ISSUE 13 Partnership Working

The Partners in the HONO WHS are: Historic Scotland, Orkney Islands Council, Scottish Natural Heritage and the Royal Society for the Protection of Birds. This Partnership is responsible for the development, delivery and monitoring of the WHS Management Plan and is leading this consultation process.

The benefits of working in partnership to manage the WHS include opportunities to share expertise; to avoid duplication of effort and to pool resources in a time of budget reductions. Understanding the priorities and constraints of the other organisations is also important. The connections between the WHS and its wider context are such that the WHS is best protected by ensuring 'joined up thinking' between the bodies responsible for managing, providing access to, and understanding of, the Site.

Objective 4.1

Continue to build and nurture strong working relationships between the Partners in delivering the Management Plan.

Objective 4.2

Explore opportunities for developing new partnerships to help implement the Management Plan.

Objective 4.3

Develop closer links with other World Heritage Sites to share best practice.

ISSUE 14 Engagement with Local Communities

Successful implementation of many of the objectives in this Management Plan will rely on gaining the support and engagement of a wide range of stakeholders,

including government agencies, universities, individual businesses and landowners, as well as continuing to grow and strengthen those connections already in existence.

In order for the Management Plan to deliver the objectives it sets out, it must also take account of the views of the local community. Transparent consultation and good, clear and regular communication are required to succeed. Discussing and developing the ways in which the HONO WHS can deliver a range of public benefits will help the Partners to engage with community stakeholders. Representatives of all the Partners who deal directly with the public should have access to clear and consistent information.

Challenges remain in relation to on-going engagement with stakeholders.

Strengthening cohesive stakeholder partnerships and local relationships is essential to the success of the Site. Improved communication should aid all stakeholders' understanding of management issues and the decision-making process. A positive, long term and sustainable way to deliver this is required. World Heritage Day events could, in future years, offer one way to advance and strengthen links between the community and World Heritage Site.

Objective 4.3

Maintain and develop strong partnerships between the Partners and stakeholders to continue to improve engagement.

Objective 4.4

Strengthen links with interest groups to improve engagement with the management of the WHS.

QUESTION EIGHT

Have we identified the key objectives to improve partnership working and community engagement across the Heart of Neolithic Orkney World Heritage Site?



Interior of Maeshowe

AIM FIVE

Ensure the sustainable management of the World Heritage Site by balancing wider environmental, natural heritage, biodiversity, social, and economic concerns.

ISSUE 15 Balancing Management of Competing Issues and Concerns

While the designated area of the HONO WHS is relatively small, the immediate Buffer Zone includes protected habitats, species or sites with natural heritage designations or areas with landscape designations, in addition to other cultural heritage designations. Balancing competing needs of different designations can sometimes prove challenging. For example, land management regimes that benefit the cultural heritage and landscape may not meet biodiversity needs, and could even be harmful for certain species or habitats. Managing the impact of nature on the archaeological resource, in terms of land use/maintenance and animal activity, also imposes specific pressures.

Biodiversity plans are in place for all of the monuments within the WHS, and the mowing regime at Ring of Brodgar has been developed in consultation with RSPB to encourage biodiversity. SNH and the RSPB are already involved as Partners in the delivery of the HONO WHS Management Plan, but more work remains to be done on a site by site basis with regard to balancing natural and cultural heritage interests. Other areas adjacent to the WHS could also benefit from this approach, such as the wider scheduled area at Skara Brae through which visitors approach the site.

The sites that comprise the HONO are a key part of the important tourism economy in Orkney, and striking the right balance in the sustainable development of tourism while protecting the Site and its OUV is a central management concern. The Steering Group will consider how best to achieve this balance in the delivery of all Management Plan objectives.

Objective 5.1

Develop a sustainable approach to identifying and resolving conflicts (e.g. between visitor access and site erosion) within the WHS and Buffer Zone.

Objective 5.2

Ensure that the action plans developed to deliver Management Plan objectives take cognisance of the Orkney Environment Strategy and Local Biodiversity Action Plan.

Objective 5.3

Encourage farmers and landowners to enter into schemes that benefit the sustainable management of the Buffer Zone.

ISSUE 16 Impact of Climate Change

An emerging issue of concern for the cultural heritage sector is the impact of climate change on the management of the archaeological resource. This is a global issue and one that UNESCO is concerned about for its effects on World Heritage Sites.

HONO WHS is at significant risk from a variety of climate-related factors including: increases in storminess and sea level rise and consequent increases in coastal erosion; torrential rain and flooding; changes to wetting and drying cycles; and changes to flora and fauna. The growth of renewable energy also has the potential to impact on the setting of the monument. (See also **Issues 1 and 3**).

Objective 5.4

Identify areas of the Site at risk and ensure that they are appropriately monitored and that recommendations for mitigation and adaptation are integrated into the management of the WHS.

Objective 5.5

Seek to improve sustainability and energy efficiency in relation to Site and visitor management.

QUESTION NINE

Have we identified the key objectives to balance competing issues across the Heart of Neolithic Orkney World Heritage Site?

AIM SIX

Encourage and broaden research opportunities and use this new research to underpin work to protect and promote the World Heritage Site

ISSUE 17 Research and the WHS

The Research Committee was re-established in 2010, with representatives from universities, museums, stakeholders and Partner organisations; and was reconstituted in the 2012 governance review as the Research and Education Delivery Group. Following a successful research symposium and associated workshops, the review of the 2005 Heart of Neolithic Orkney World Heritage Site Research Agenda was completed in March 2013 with the production of a revised HONO WHS Research Strategy 2013-18. This strategy complements the body of work in the 2005 Agenda and the national strategies developed by the Scottish Archaeological Research Framework (ScARF). The Research Strategy is not intended to be proscriptive or to control the nature of research undertaken on, or connected to, the HONO WHS. It seeks to encourage research by highlighting key issues for future research, and prioritising areas that could maximise academic knowledge and public benefit. In delivering research related objectives more use could be made of PhD studentships, while collaborative funding may be one approach to make best use of limited resources and to foster and cement partnerships. (See also **Issues 7** and **9**.)

Archaeological research is not the only focus of research, or of the Research Strategy, in and around the Site: examples of other approaches include visitor studies; the contemporary experience of the WHS and surrounding area; local history; literary research; folkloric research; visual representations and the perception of the landscape and monuments; and place name research.

Objective 6.1

Ensure that the Research Strategy is shared and used by partner organisations and stakeholders, and encourage use of the Research Strategy by the wider research community

Objective 6.2

Ensure that decisions about excavation and recording of sites in the Buffer Zone, conservation and publication adhere to appropriate legislative frameworks and standards, and are informed by the HONO WHS Research Strategy.

Objective 6.3

Collate information on current research on, or connected to, the HONO WHS and disseminate the results of research as widely as possible, and ensure the results are communicated in accessible, inclusive, informative and imaginative ways.

Objective 6.4

Ensure that information provided publicly by all Partners about the Heart of Neolithic Orkney is accurate and meets accepted standards.

QUESTION TEN

Have we identified the key objectives for encouraging and utilising research across the Heart of Neolithic Orkney World Heritage Site?



Carved stone balls from Skara Brae

ANNEX 1: DELIVERING THE 2008-13 MANAGEMENT PLAN

1.0 Achievements 2008-13

2.0 Monitoring and Review of the 2008-13 Management Plan Objectives



The new Stenness-Brodgar footpath

1.0 ACHIEVEMENTS 2008-13

1.1 Protecting the WHS (2008-13 Management Plan Issue 1)

Statement of Outstanding Universal Value agreed: The World Heritage Committee requests that every World Heritage Site develop a Statement of Outstanding Universal Value to underpin the management and conservation of the Site by defining the elements within the WHS which make it important and which should be protected in order to maintain its significance. The Committee and their advisory bodies also use the SOUV to assess any potential threats to the WHS. There are strict guidelines governing the development of an SOUV, which can only include the elements for which the Site was originally inscribed. Following these guidelines, a revised SOUV for HONO was produced. This revised SOUV was submitted to UNESCO in February 2011 and was accepted by the 2013 meeting of the World Heritage Committee.

Buffer Zone revision bedded in and reflected in planning guidance: In 2008 the WHS Buffer Zone was revised: replacing the previous system of nested inner and outer buffer zones and an additional area labelled the Zone of Visual Influence in the local development plan, there is now a single Buffer Zone agreed by the Management Plan Partners, in two parts and surrounding Sensitive Area (see Map 3). This revised Buffer Zone has been in place for the term of the 2008-13 Management Plan, and while there is still work to be done to fully communicate the purpose and extent of the Buffer Zone to stakeholders, it has succeeded in simplifying a confusing situation of overlapping buffer zones. The revision was submitted to the World Heritage Committee with the 2008 Management Plan and following the 'minor modification' procedures laid out in UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention. The revised Buffer Zone and Sensitive Area has informed the development of Supplementary Guidance for the WHS as part of the new Orkney Local Development Plan.

OUV of WHS protected by policies in Local Development Plan and Supplementary Guidance: The new Orkney Local Development Plan, scheduled for adoption in 2013, contains policies designed to protect the OUV and setting of the World

Heritage Site. Detailed Supplementary Planning Guidance has also been produced to provide further guidance, and following the formal adoption of the new LDP this will be adopted as statutory Supplementary Guidance. The HONO SPG was very well-received and was short-listed for a Quality in Planning award from the Scottish Government. It is available to download from [the OIC website](#). The Inner Sensitive Zones in LDP Policy HE1 map onto the two sections of the Buffer Zone, while the Supplementary Guidance also identifies sensitive ridgelines which frame the topographical landscape bowl of the West Mainland.

POLICY HE1 IN THE ORKNEY LOCAL DEVELOPMENT PLAN

A. INNER SENSITIVE ZONES

Development within the Inner Sensitive Zones will only be permitted where it preserves or enhances the Outstanding Universal Value of the World Heritage Site and where it is demonstrated that the development will not have a significant negative impact on the Outstanding Universal Value of the World Heritage Site or its setting.

B. WIDER LANDSCAPE SETTING

Development will not be permitted where it breaks the skyline at the sensitive ridgelines of the World Heritage Site when viewed from any of its component parts, or where it will be sited in any location where there is the potential to impact upon the World Heritage Site, unless it is demonstrated that the development will not have a significant negative impact on either the Outstanding Universal Value or the setting of the World Heritage Site.

Conservation Area appraisals carried out at Brodgar and Skail Bay: OIC

Development and Marine Planning have worked with the University of Edinburgh Scottish Centre for Conservation Studies to carry out conservation area appraisals in the Brodgar/Stenness area and at Skail Bay. As a result of this work, draft Conservation Area Management Plans for each site will be produced for public consultation in late 2014.

Resource for Partners and Stakeholders produced - World Heritage Fact Sheets:

The HS World Heritage Coordination Team has produced fact sheets about World Heritage in Scotland and the five Scottish WHS. These provide a succinct source of

essential information to improve understanding of World Heritage related matters for those who encounter them in connection with their work. The fact sheet for HONO WHS provides a summary of key information concerning the Site, its inscription on the World Heritage List, and its management and governance, while the World Heritage in Scotland sheet explains what World Heritage status is and what it means, summarises the key concepts associated with the World Heritage Convention, and outlines the responsibilities and benefits attendant upon achieving World Heritage status and current approaches to the protection and management of World Heritage Sites in Scotland. The fact sheets can be downloaded from <http://www.historic-scotland.gov.uk/index/heritage/worldheritage/world-heritage-site-information-and-news.htm>

Periodic Report submitted to World Heritage Committee: Every six years, the States Parties to the World Heritage Convention are responsible for submitting a Periodic Report on the application of the World Heritage Convention to the World Heritage Committee. Individual Sites prepare a detailed questionnaire response as part of this process. 2012/13 saw the preparation and submission of the HONO WHS Periodic Report by the WHS Coordinator with the support of the Steering Group. The final draft was submitted to the World Heritage Committee in July 2013, and will contribute to the production of a final European Regional State of the World Heritage Report. This Report will form the baseline for the development of targeted Action Plans at national and regional levels which will respond to the needs, challenges, threats, strengths and opportunities identified and presented as a result of the Periodic Reporting exercise.

1.2 Conserving the WHS (2008-13 Management Plan Issue 2)

World Heritage Site monuments monitored and conserved to highest standards: HS Conservation Directorate has systems in place for monitoring and conserving the physical fabric of the monuments which continue to be implemented to a high standard. Conservation strategies and maintenance regimes are in place for all the monuments that make up the WHS, and the existing Condition Surveys for these are being implemented and kept under review. Natural heritage issues are also integrated into the site maintenance regimes. Monitoring of visitor erosion and

carrying capacity is on-going, and a variety of approaches are used to mitigate against footfall erosion. Some examples of the work carried out during the past five years include: several tranches of recording of the runic inscriptions within Maeshowe, in order to ensure that these are not deteriorating; environmental monitoring within House 7 at Skara Brae to measure the effectiveness of the replacement solid roof in protecting the fragile stonework; stone conservation works at Ring of Brodgar and Stones of Stenness; improvements to pedestrian surfaces at Skara Brae, to reduce erosion and enhance access and improve visitor flow around the site; on-going efforts to minimise footfall erosion issues at the Ring of Brodgar including plans for Phase 1 of a ‘microdrainage’ approach in the non-archaeological upper layers of the path.



Stone conservation at Ring of Brodgar

Historic Scotland’s Orkney-based Monument Conservation Unit carrying out stone conservation work at the Ring of Brodgar. This work was informed by a detailed stone conservator’s report provided by a member of the HS Applied Conservation division.

There are further benefits to the conservation of the WHS from the expertise HS Conservation Directorate gain working on the wide range of other sites in HS care, and from what is learnt through their technical support of grant cases, and from the various skills and research available to Conservation from specialist subdivisions within HS such as Applied Conservation. Capacity has been increased and skills maintained by two new apprenticeships in the Monument Conservation Unit.

Skara Brae protected by seawall works: The short and medium term protection of Skara Brae from coastal erosion has been addressed through extensive targeted works by HS Conservation Directorate to repair and improve the sea wall (e.g. by extending the toe; ensuring the toe is anchored to the underlying bedrock; repairing storm damage and blow outs) and on-going monitoring of the effects on erosion, although bay-wide coastal erosion remains a threat to the long-term survival of the site.



Works to extend the toe of the sea wall at Skara Brae

Biodiversity preserved and enhanced: Advice and guidance from the RSPB informed changes in the mowing regime at Ring of Brodgar that have led to the development of a much richer meadow habitat around the Ring itself. Advice and guidance from SNH has also supported and informed project work on the part of the other Partners in the WHS wherever necessary over the past Management Plan cycle, for example in the planning and implementation of the Brodgar pathway.

Neolithic Orkney 2000-2010 Symposium, review of 2005 Research Agenda and updated Research Strategy: The revived HONO WHS Research Committee, chaired

by Dr Jane Downes, Orkney College UHI, organised a highly successful international symposium, Neolithic Orkney 2000-2010, to engage the wider research community as the first step in the review of the 2005 Research Strategy. A revised Research Strategy that sits alongside the 2005 Research Agenda was completed in 2013 and will be available to download from the Historic Scotland website shortly. The process of reviewing the 2005 Agenda and producing the new Strategy included an evaluation of the extent to which research topics in the 2005 Agenda have been progressed, and research and methodological objectives updated and prioritised. The review included the production of an updated extended bibliography and a table of archaeological projects undertaken in Orkney between 2004 and May 2012.



Excavations at The Ness of Brodgar. (Image © Sigurd Towrie.)

Research and the World Heritage Site

The period following publication of the 2005 Research Agenda saw a considerable upsurge in research activity in and around the WHS and in Orkney as a whole. In the past seven years archaeological research in Orkney, and in particular in the WHS and the Buffer Zone, has adhered to the principles of sustainable research as outlined in the 2005 Research Agenda. The majority of the Sample Research Topics and Projects in the 2005 Agenda have been the subject of some study.

The WHS has been the focus of several large-scale projects, the highest profile being the on-going excavations at the Ness of Brodgar. In addition to period and site-specific research the WHS has also featured in research that increases knowledge of the use of the monuments over time. For example, the Things Project has considered the significance of Maeshowe as a possible Viking assembly site.

The creation and development of the Orkney Research Centre for Archaeology (ORCA), in tandem with teaching developments in the Orkney College UHI Department of Archaeology has significantly enhanced archaeological provision and research in Orkney. The development of archaeology at Orkney College and growth of a “community of practice” encompassing researchers and professional archaeologists both resident in Orkney and from elsewhere, and significant community involvement, has created an informal research infrastructure; the inscription of the WHS has been a catalyst for this growth. A significant amount of the research has been undertaken by units and universities spread across the UK. Community engagement and public impact are high for many projects.

Historic Scotland funding has underpinned significant amounts of research, especially that focussing on the WHS (e.g. continuing post-excavation analysis and writing up of Skara Brae excavations, excavation at the Ring of Brodgar), the Links of Noltland late Neolithic settlement on Westray, and the Mesolithic/Neolithic site at Linkshouse, Stronsay.

Orkney Islands Council’s archaeology fund has been a key source of funding for research throughout Orkney, and enabled several of the excavations which were major features of the *Neolithic Orkney 200-2010 Symposium*: Ness of Brodgar, Sandwick; Braes o’ Ha’breck, Wyre; and Knowes of Troty, Harray.

1.3 Understanding the Values of the WHS (2008-13 Management Plan Issue 3)

HONO WHS and World Heritage in Scotland promoted via annual World Heritage Day events: HS have helped mark World Heritage Day in Scotland with a number of events at HONO, including 2009's special guided tours inside the houses at Skara Brae, and 2011's Shadows of Our Ancestors project which included events at all five Scottish WHSs. World Heritage Day is now a fixture in the calendar and more events are planned for future years to continue to raise awareness of World Heritage in Scotland and build connections between the WHSs.

Interpretation across the WHS updated: HS Commercial and Tourism Directorate have carried out a series of rolling upgrades of interpretation provision in and around the WHS over the past five years, including new interpretation panels at Stones of Stenness and also at the nearby OIC-managed Barnhouse settlement, temporary interpretation panels and posters for use at the Ness of Brodgar while the excavation is open, and a complete overhaul of the on-site interpretation panels at Skara Brae. An updated guidebook to Skara Brae was also published. A new HS publication, *Monuments of Orkney: A Visitor's Guide*, includes the World Heritage Site and its monuments in addition to sites managed by HS, OIC and privately managed sites.



**Interpretation panel
at the Ness of
Brodgar excavation**

Orkney Museum refurbished: OIC's Orkney Museum has now reopened following refurbishment to improve environmental controls, security, heating, lighting and electrics. This has improved the environment for artefacts and reduced running costs. OIC are currently seeking funding for a second phase of work including improvements to the archaeology gallery displays. The Orkney Museums archaeology collection, which includes artefacts from Skara Brae, is recognised as a collection of national significance under the Government's Recognised Collections Scheme, and the displays in the Orkney Museum help expand understanding of, and contextualise, the WHS for visitors and residents alike. In 2012 Orkney Museum held a major summer exhibition of artefacts excavated from Ness of Brodgar, alongside contextual information and images of the site since excavations began. The exhibition was extremely popular.



Displays at the Ness of Brodgar exhibition at the Orkney Museum

Educational resources in place via HS Learning Services: Much of the delivery of HS educational activities in Orkney is undertaken by the World Heritage Site Rangers, using resources such as the Neolithic Life Handling Box resource which are in the process of being updated. 2011-12 also saw the Carved Identities Project (an art project which commissioned a professional artist to work with Papdale and Dounby Primary). Staff at Skara Brae have been trained to deliver tours for education groups, these being site tours that are age-appropriate and include elements of 'active' learning in support of Curriculum for Excellence, and these are to be developed for Maeshowe in the future.

Creative Learning Network and the WHS: The Creative Learning Network for Orkney, supported by Education Scotland and Creative Scotland and facilitated by the OIC Arts Officer, has included Continuing Professional Development work for teachers and creative workshops for schools. One project has taken place at the Ring of Brodgar with photographer Raymond Besant, the WHS Rangers and Dounby Primary pupils, and another is planned with artist Celia Clark and Stenness Primary.

1.4 Accessing the WHS (2008-13 Management Plan Issue 4)

Enhanced physical access at and between the WHS sites: A new pathway improving pedestrian access between the monuments on the Stenness-Brodgar peninsulas and connecting with the existing RSPB Brodgar Reserve pathway and OIC path at Barnhouse/Stenness was designed, developed, funded and implemented in partnership between Historic Scotland and Orkney Islands Council.

Other access works have included the movement of a fence to widen access to the OIC site at Barnhouse and the regular mowing to delineate a green pathway from here to Brodgar Bridge, on-going maintenance of the Stones of Stenness car park while long-term solutions are negotiated with the landowner (HS and OIC), and the development of proposals by OIC to improve traffic flow at the entrance to the Ness of Brodgar excavation site through widening the entrance and insertion of a passing place.



Constructing the boardwalk section of the Brodgar-Stenness footpath

The Brodgar-Stenness footpath: Development of this pathway involved all four Management Plan Partners, and consultation with local landowners. The pathway construction included section of fill and cut, and also a short section of boardwalk; as the loch is an SSI SNH advised on the process, as did the RSPB. The pathway links up with the RSPB Brodgar Reserve pathway to the north of Brodgar Farm and terminates just north of the Brodgar Bridge. An extension to provide a continuous dedicated foot path to the Stones of Stenness is now being planned.

Archaeological test trenching was carried out in advance of the works, and during the works an archaeological watching brief ensured that the route did not compromise any archaeological remains.

The HS Properties in Care within the WHS managed and promoted to a high standard: The sites that comprise the HONO are key part of the tourism offer in Orkney. HS Commercial and Tourism Directorate manage and promote the staffed sites at Skara Brae and Maeshowe. As part of core marketing activity Historic Scotland promotes all the HONO sites in 60,000 Orkney leaflets, 450,000 “78 sites” Explorer leaflets which are distributed across Scotland by a leaflet distribution contractor, and in 80,000 HS Membership Handbooks. HS also promote the sites through visitscotland.com and via the Orkney *What to Do, Where to Go, What to See* leaflet.

- ❖ **Historic Scotland included Skara Brae as one of the agency's "Top 10" sites in internal customer insights work for the 2011 and 2012 seasons**
- ❖ Visitors to Skara Brae 2011/12:
 - 32% from within Scotland; 42% from England; 26% from overseas
 - 89% visiting with children
 - Interpretation at Skara Brae rated second out of the ten properties surveyed.
 - Skara Brae was the site visitors were most likely to recommend out of the ten sites surveyed.

World Heritage Site Ranger Service supported to expand, develop and diversify and delivering successful events across the WHS and beyond: The World Heritage Site Ranger Service is funded by HS, OIC and SNH. Over the term of this Management Plan it has continued to build on past successes, with annual increases in the number of visitors attending daily guided walks in the summer and a programme of school visits with exceptional coverage across Mainland Orkney and the isles. Work tailored to deliver further benefits to Partners has included the addition of joint walks with the RSPB that look at birdlife and other aspects of the natural heritage around Brodgar, and 'wildflower wanders'. Rangers give a daily tour of the Ness of Brodgar excavation while it is taking place and are involved in the Ness dig Excavation Club for older children. They also run events such as the Midsummer music, storytelling and verse event at Ring of Brodgar. The Ranger Service has also played a key role in delivering annual World Heritage Day events.



World Heritage Site Ranger tour at the Ness of Brodgar excavation

Changes to the pattern of visitor traffic and the effects on the monuments, visitor experience, and transport infrastructure: The growth in the cruise business over the past five years has created a new market, but has also increased pressure on the Site at key times. HS Visitor Services staff have worked with the coach operators to stagger arrival times where capacity would be an issue, protecting the Site and avoiding degraded visitor experiences. Efforts have been made to spread the load by suggesting alternative sites to visit. Peak time surges require some infrastructure improvements. The reception at the HS Skara Brae visitor centre was reconfigured to address large surges in visitor numbers during peak times caused by cruise liners. The works have been effective and have improved the visitor experience by reducing waiting times and directing more visitors through the interpretation. In addition HS Conservation have planned upgrades to the sewage treatment works at Skara Brae in October 2013 to ensure they are able to handle peak usage.

1.5 The Partners and Stakeholders in the WHS (2008-13 Management Plan Issue 5 & 6)

Governance model for the HONO reviewed and revised: In early 2012 the governance model for HONO WHS was reviewed. The review developed and refined the structure to enable greater accountability and quicker decision making. A slimmed down Steering Group formed from representatives of the four Partners was established to set policy and agree priorities for action. Four Delivery Groups were set up, each with responsibility for the delivery of specific Management Plan Objectives and reporting to the Steering Group. These groups address Access and Interpretation, Conservation and Protection, Research and Education, and Tourism and Marketing. This structure has provided greater clarity in roles and more efficient delivery, with the Steering Group having a strategic overview of the Management Plan objectives and the Delivery Groups leading on their delivery.

The establishment of a World Heritage Coordination Team within HS has provided strategic direction for the WHS Coordinators in accordance with international policy, improved liaison among Partners in delivering WHS Management Plans, and enhanced discussion and sharing of best practice across the Scottish WHSs. Improved liaison has aided the production of the Periodic Reports for all five WHSs, and helped raise the profile of World Heritage in Scotland through the production of a suite of promotional leaflets and information cards, including a set for HONO WHS

Volunteer contributions to the WHS: Volunteer contributions have been valuable in broadening the understanding and enjoyment of the WHS and its wider Orkney context. Volunteer Rangers work alongside the WHS Rangers, supporting their work and increasing engagement with the local community. The Orkney Archaeology Society is a charitable membership organisation which supports the management and development of Orkney's archaeological and historical resource and provides information on archaeology and archaeological activity in Orkney through publications, meetings, conferences, exhibitions, projects and activities and events such as walks, dig visits and talks on current archaeological work in Orkney. The OAS also supports the on-going excavation at the Ness of Brodgar in the heart of the central West Mainland Buffer Zone.

1.6 Sustainable management (2008-13 Management Plan Issue 7)

Overarching principles promoting sustainability in the management of the Site applied in various ways throughout the Plan period: The OUV, authenticity and integrity of the Site have been preserved, guided by principles of minimum intervention and managing change to conserve the WHS in an appropriate setting. Revised policies included in the Local Development Plan align with the WHS Supplementary Planning Guidance and Scottish Government approach to World Heritage and Planning. To ensure environmental sustainability in archaeological investigation grant funding from HS incorporates environmental criteria into the evaluation of funding proposals. The Partners have applied their organisational environmental policies and carbon footprint reduction plans to their actions as appropriate, and the Strategic Environmental Assessment schedule of commitments associated with the Management Plan objectives has been applied where relevant and will be carried forward into the new Management Plan as appropriate.



STONECHAT
News from the Heart of Neolithic Orkney World Heritage Site

Issue 2 • Summer 2013

Looking after the World Heritage Site: the next five years

New Management Plan in preparation, with public consultation scheduled for later this year

A new Management Plan for the Heart of Neolithic Orkney World Heritage Site is on its way, and will be available for public consultation this autumn – we want to hear your views.

Since the Heart of Neolithic Orkney was inscribed on the World Heritage List in 1999, Historic Scotland, Orkney Islands Council, Scottish Natural Heritage and the RSPB have been working together to manage the World Heritage Site itself, the wider landscape and the issues that affect it. To do this, we have been guided by a Management Plan. Now it's time to update this Management Plan for 2014–19 to make sure the Site is properly protected and managed for the future.



The Stones of Stenness, among the World Heritage Site's oldest monuments

What we've done so far: Earlier this year local stakeholders met to help shape the new Plan, and a lively public

Next steps: A draft version of the new Management Plan will be released in the autumn for eight weeks' public consultation

Council offices in Kirkwall and Stromness. After the public consultation has ended, all of your comments will be analysed and a final version

The WHS Newsletter

2.0 MONITORING AND REVIEW OF THE 2008-13 MANAGEMENT PLAN OBJECTIVES

The 2008-13 Management Plan was accompanied by 46 objectives. This table summarises the objectives and the progress made in delivering these over the period of the Plan. Note that some of the objectives are designed to be on-going and will be carried over in an updated form to the 2014-19 Management Plan; this includes some DELIVERED objectives such as Objective 7. For full text of objectives, see the HONO WHS Management Plan 2008-13 Objectives document.

| ISSUE 1: PROTECTING THE WHS | | | |
|------------------------------------|--|---|---------------|
| OBJECTIVE | | UPDATE | STATUS |
| 1 | Revised Statement of OUV (SOUV) for the WHS submitted to UNESCO | Revised SOUV submitted to World Heritage Committee via DCMS in February 2011. | DELIVERED |
| 2 | Robust description of Setting of WHS in Management Plan (MP) based on SOUV & expert study. | Expert study completed and robust description of Setting included in Management Plan. | DELIVERED |

| | | | |
|----------|--|---|-----------|
| 3 | Buffer Zone and Sensitive Area in MP based on revised SOUV and expert study. | Expert study completed; 2008 Management Plan includes revised Buffer Zone and Sensitive Area. | DELIVERED |
| 4 | WHS-specific policies in emerging Orkney Local Development Plan (LDP) to protect WHS and Setting that take cognisance of Management | Recommendations of Management Plan followed by OIC Planning and WHS-specific policies in place in LDP. LDP scheduled for formal adoption in 2014. | DELIVERED |
| 5 | Develop Supplementary Guidance for WHS in advance of LDP review taking cognisance of MP and expert study. | Supplementary Planning Guidance developed by OIC Planning in consultation with statutory consultees and the public; on track for formal adoption with LDP when it will become statutory Supplementary Guidance. | DELIVERED |
| 6 | Help to ensure Partners comply with obligations of WH Convention through their improved understanding of WHS by providing accessible information and seminars. | WHS Fact Sheets complete and available from HS website. HS WHS section of website updated to provide access to support materials . Seminars taking place. | DELIVERED |

| | | | |
|---|--|--|---------------------|
| 7 | Improved understanding of public opportunities and constraints of living and working in and around the WHS through Management Plan and Local Development Plan consultation, outreach events and training of staff who work directly with public. | Local Development Plan and Supplementary Planning Guidance consultations undertaken by OIC. Stakeholder and public workshops held February-March 2013 as part of WHS Management Plan review process. Landowner contacts under way on an informal “one to one” basis. HS Stewards and World Heritage Site Rangers engaging with visitors and community. HS Commercial & Tourism updates to travel trade on programme. New tours in place at Skara Brae. Plans to expand briefing of HS Stewards and Rangers to include updates from excavation sites. Programme of evening talks taking place. | DELIVERED |
| 8 | Boundaries of WHS reviewed; if change is desirable plan for adoption put in place. | Need for a boundary review has been ameliorated by the adoption of Supplementary Planning Guidance for the WHS. Revisit in next Management Plan period. | DELIVERED |
| 9 | Review Brodgar Rural Conservation Area to limit overlapping designations and improve clarity. | Conservation Area appraisals carried out in a rolling programme. OIC Development & Marine Planning working with University of Edinburgh/Scottish Centre for Conservation Studies to review existing areas including Skail and Brodgar. Conservation Area Management Plans on track for 2014. | PARTIALLY DELIVERED |

ISSUE 2: CONSERVING THE WHS

| OBJECTIVE | | UPDATE | STATUS |
|-----------|--|--|---------------------|
| 10 | Risk Strategy developed to ensure exposure to identified risks managed to agreed level. | Risks to fabric of sites and to health & safety covered in HS Directorate plans which are on-going and in place. No overall Risk Strategy has been developed; Revisit in next Management Plan period. | PARTIALLY DELIVERED |
| 11 | Consult with Partners and landowners on proposals to address coastal erosion at Skara Brae. Short term works implemented and long term works planned | Short term works implemented (works on sea wall) and monitoring of erosion on-going. Long term action: revise objective for next Management Plan e.g. to carry out study of options for medium and long term mitigation. | PARTIALLY DELIVERED |
| 12 | Conservation Strategy and maintenance of existing condition surveys etc. | On programme; On-going cycle. | DELIVERED |
| 13 | Monitor visitor erosion continued; steps taken to address issues related to carrying capacity | On programme; On-going cycle. | DELIVERED |
| 14 | Prepare biodiversity plans in consultation with Partners integrated with Brodgar RSPB Reserve management plan and other biodiversity plans. | Complete and operational. Review in next Management Plan period. | DELIVERED |

| | | | |
|-----------|--|--|---------------------|
| 15 | Condition of Scheduled Monuments in the Buffer Zone assessed and then regularly monitored and reported | Reports from HS Field Officer made available to Coordinator via Field Officer database; information gathered and shared as appropriate. Schedule of Field Officer visits agreed. | DELIVERED |
| 16 | Condition of unscheduled archaeology in the Buffer Zone assessed and then regularly monitored and reported | Solutions to increase resources/capacity of County Archaeologist to deliver investigated (e.g. audit of unscheduled archaeology by Masters students, co-ordinated and assessed by County Archaeologist. Review in next Management Plan period. | PARTIALLY DELIVERED |
| 17 | Maintain practical skills to conserve and understand WHS monuments by providing appropriate training | HS Monument Conservation Unit (MCU) apprenticeships increasing and preserving skills; Townscheme masterclasses; MCU skills maintained. | DELIVERED |

ISSUE 3: UNDERSTANDING THE VALUES OF THE WHS

| OBJECTIVE | UPDATE | STATUS | |
|-----------|---|---|---------------------|
| 18 | Orkney WHS Research Committee re-established. | Research Committee re-established. | DELIVERED |
| | a) develop research priorities & monitor progress of research Objectives annually; b) encourage research related to the WHS, encourage developing OASIS | Outline of priorities in Research Strategy (see below). Agreed mechanism to monitor progress of research objectives not yet developed. Revisit in next Management Plan period. | PARTIALLY DELIVERED |
| | engage with the wider research community and review the 2005 Research Agenda. | Wider research community engaged at successful 2010 Neolithic Symposium. Review of 2005 Research Agenda carried out to inform revised Research Strategy 2013-18. | DELIVERED |
| 19 | Strategy for harnessing existing or planned initiatives and resources developed for survey, excavation, inventories and syntheses. | New and on-going projects relating to WHS updated in resource assessment to accompany Research Strategy (see Objective 18) and Strategy completed 2013. | DELIVERED |
| 20 | Develop existing on/off-site educational facilities and resources to enable local community, formal education groups, and other visitors to better understand the WHS and its cultural and natural context. | Rangers schools programme on-going; Site staff at Skara Brae trained to deliver tours for education groups; further development not undertaken in this plan period. Revisit in next Management Plan period. | PARTIALLY DELIVERED |

| | | | |
|-----------|---|---|---------------------|
| 21 | Improve links between artefacts from the WHS and the Site itself through, e.g. improvements to Orkney Museum display | Update of building infrastructure at Orkney Museum as part of capital programme during winter/spring 2012/13. Funding sought for second phase which will include improvement of archaeology galleries. | PARTIALLY DELIVERED |
| | development of accessible multi-repository catalogue of WHS collections to provide tangible links between people today and in the Neolithic. | Baseline work still required to identify all locations of / institutions holding WHS material. Need to identify lead agency/ individual to carry out baseline work and define limits of project (e.g. if Barnhouse, Ness of Brodgar included). Review in next Management Plan period. | NOT DELIVERED |
| 22 | Geophysical survey of 1998 IBZ completed, results synthesised and disseminated. | Synthesis published; Site data incorporated in SMR. Data has been sought from ORCA and the SMR and released on several occasions. Full publication in preparation, with HS support. | DELIVERED |
| 23 | Programme of visitor studies developed and implemented on a regular cycle to, e.g. monitor access to environmentally sustainable transport & access to the sites to identify any equality issues. | No programme developed as funding not identified. Need to agree achievable cycle and investigate possibilities of piggybacking on other cycles of research and identify sources of on-going funding. To be included in next Management Plan. | NOT DELIVERED |

ISSUE 4: ACCESSING THE WHS

| OBJECTIVE | | UPDATE | STATUS |
|-----------|---|---|---------------|
| 24 | Interpretation Plan for the WHS revised to maximise access for all to optimise public understanding and agreed programme rolled out. | No identified budget for evaluation and programme not agreed. To be included in next Management Plan. | NOT DELIVERED |
| | | On-going interpretation upgrades rolled out across WHS. Work includes updates of interpretation panels at Skara Brae, Barnhouse, new HS guidebooks, panels at Ness of Brodgar excavation. | DELIVERED |
| 25 | Review options for all forms of public access to the WHS monuments and associated publicly-accessible sites, focusing on environmentally sustainable transport options to optimise public understanding of Site and environs and improve visitor reception. | Budget and capacity for review not identified. To be included in next Management Plan. | NOT DELIVERED |
| 26 | Core Path Network extended and path access improved to provide safe visitor access between central West Mainland sites. | Pathway works implemented along Brodgar/Stenness peninsula at Ness of Brodgar connecting to existing RSPB reserve pathway. Complete and in use. | DELIVERED |

| | | | |
|-----------|---|--|---------------------|
| 27 | Car park at Stones of Stenness revised to improve access in consultation with Partners while minimising the impact on the WHS and Setting. | Budget for works identified; low-impact plans agreed; consent in principal for work sought from landowner. OIC Town and Country Improvement budget available for interim repairs. | PARTIALLY DELIVERED |
| 28 | Update/maintain local SMR with results of research/surveys within and relating to WHS and Buffer Zone; share data with RCAHMS to improve access to data for all. | On-going: SURE (Specialist User Recording Environment) project now in place. RCAHMS opening up access to the Inventory to external contributors (Specialist and Trained Users or STUs); STUs include OIC County Archaeologist. | DELIVERED |
| 29 | Orkney WHS microsite developed in consultation with Partners to provide enhanced information about the WHS, significance, collections, events, on-going research, etc. develop links with similar monuments in UK/Europe. | Current HS web content updated and enhanced. | DELIVERED |
| | | Delivery of website or portal for WHS identified as a priority but not yet programmed. To be included in next Management Plan. | NOT DELIVERED |
| 30 | Investigate possibilities for access to the Ring of Bookan. | Priority for resources shifted to Ness of Brodgar excavation. Steering Group agreed to delete Objective. | OBJECTIVE DELETED |

ISSUE 5: THE PARTNERS IN THE WHS

| OBJECTIVE | | UPDATE | STATUS |
|-----------|---|--|---------------------|
| 31 | Remits/roles of partners and working groups agreed through reviewed Governance Procedures. | New governance procedures in place and providing support for Delivery of Objectives and Management Plan review. | DELIVERED |
| 32 | Management Plan review and monitoring integrated with Community Planning mechanisms. | Monitoring indicators for WHS agreed and in Community Plan and Single Outcome Agreement. | DELIVERED |
| 33 | Support for WHS Coordinator post continued. | Support in place and on-going. | DELIVERED |
| 34 | Support WHS Research Committee | Support in place and on-going. | DELIVERED |
| 35 | Support for WHS Ranger Service continued. | Support in place and on-going. | DELIVERED |
| 36 | Resources committed to provide training and volunteering opportunities e.g. in research, visitor management, interpretation & cultural resource management, to help sustain and build capacity to manage WHS. | Volunteer Ranger Service in place and on-going. Apprentice stonemasons in Monument Conservation Unit sustaining capacity in conservation skills. To be included in next Management Plan. | PARTIALLY DELIVERED |

ISSUE 6: THE STAKEHOLDERS IN THE WHS

| OBJECTIVE | UPDATE | STATUS |
|---|---|----------------------|
| <p>37 Improved methods of communication with the local community developed and implemented. Actively use community views to inform management.</p> | <p>Outreach and consultation events held as part of Management Plan review process. Results of outreach/consultation informing revision of Management Plan. HONO newsletter targeted at wider community and visitors produced.</p> | <p>DELIVERED</p> |
| <p>38 Encourage good stewardship of cultural sites in Buffer Zone through Rural Development Contracts (RDCs). Strengthen contact with agricultural community to maintain character of landscape.</p> | <p>Following revision of available schemes, Scottish Government's Rural Payments and Inspections Directorate data records no RDCs that include heritage (Priority NIS15) within Buffer Zone Agreed to review Objective for next Management Plan period.</p> | <p>NOT DELIVERED</p> |
| <p>39 2004 survey of local community repeated to find out how their thoughts and feelings about the WHS have developed; improve community engagement and sense of ownership.</p> | <p>Not carried out as 2004 study not easily replicable. Agreed to review Objective for next Management Plan period.</p> | <p>NOT DELIVERED</p> |

| | | | |
|----|--|--|---------------|
| 40 | Marketing and media strategy developed, implemented and reviewed to help engage with community at all levels. | No specific strategy in place for HONO WHS but WHS and related sites and monuments are included in other strategies. Agreed to deliver improved web content for HONO in next Management Plan: see Objective 29. | NOT DELIVERED |
| 41 | Best practice shared with other WHSs and related sites, cultural resource managers, and advisory and interest groups to improve understanding, assess & conservation through benchmarking, networking and representing the WHS at national and international events. | On-going. Creation of HS WH Coordination Team brings increased opportunities to efficiently share best practice with other Scottish WHSs and with other UK WHSs via Local Authority World Heritage Forum and attending relevant national/international events. | DELIVERED |

ISSUE 7: SUSTAINABLE MANAGEMENT

| OBJECTIVE | UPDATE | STATUS |
|--|---|----------------------------|
| <p>42 OUV authenticity and integrity of WHS preserved, guided by principle of minimum intervention and managing change to conserve WHS in an appropriate Setting through applying Development Plan policies and HS Conservation Directorate condition survey strategies at WHS monuments.</p> | <p>Development plan policies being applied. High resolution photos taken from Atkins report viewpoints in 2011 used to formulate D&MP consultation responses on planning applications which have the potential to adversely impact on OUV of the WHS. Revised policies included in LDP to align with WHS Supplementary Planning Guidance. Condition survey strategies in place and operational.</p> | <p>DELIVERED</p> |
| <p>43 Encourage high-quality and sympathetic tourist and other local business opportunities associated with WHS which can contribute to the continued development and prosperity of the local community.</p> | <p>Research Committee monitoring number of related projects as per Objective 18. Record of archaeological/other research projects related to WHS updated during revision of Research Strategy. Visitor numbers to the WHS staffed sites monitored annually; people counters installed at unstaffed sites.</p> | <p>PARTIALLY DELIVERED</p> |
| <p>44 Ensure environmental sustainability in archaeological investigation; project proposals must justify that likely outcome(s) merits disturbing resource.</p> | <p>Grant funding from HS incorporates environmental criteria into the evaluation of funding proposals. Revised Research Strategy includes sustainability in priority matrix.</p> | <p>DELIVERED</p> |

| | | | |
|-----------|--|---|-----------|
| 45 | Methods to reduce carbon footprint of activities associated with the management of the WHS utilised wherever possible, e.g. in terms of retail sources, human resources, materials, transport and recycling initiatives. | Partners applying own environmental policies and carbon footprint reduction plans to all actions. | DELIVERED |
| 46 | Ensure the results of the SEA are taken forward as the Objectives of the Management Plan are delivered. | SEA schedule of commitments associated with Objectives carried forward to mitigate impacts. | DELIVERED |

APPENDICES

Appendix 1 Scottish Government Consultation Process

Appendix 2 Strategic Environmental Assessment Screening Determination

Appendix 3 Statement of Outstanding Universal Value

Appendix 4 Governance Model for HONO WHS

Appendix 5 Bibliography

Appendix 6 Glossary of Terms



Maeshowe lion or dragon carving c. AD 1150

APPENDIX 1 SCOTTISH GOVERNMENT CONSULTATION PROCESS

Consultation is an essential and important aspect of Scottish Government working methods. Given the wide ranging areas of work of the Scottish Government, there are many varied types of consultation. However, in general, Scottish Government consultation exercises aim to provide opportunities for all those who wish to express their opinions on a proposed area of work to do so in ways which will inform and enhance that work. The Scottish Government encourages consultation that is thorough, effective and appropriate to the issue under consideration and the nature of the target audience.

Consultation exercises take account of a wide range of factors, and no two exercises are likely to be the same. Typically, Scottish Government consultations involve a written paper inviting answers to specific questions or more general views about the material presented. Written papers are distributed to organisations and individuals with an interest in the issue and they are also placed on the Scottish Government website enabling a wider audience to access the paper and submit their responses. Consultation exercises may also involve seeking views through public meetings, focus groups or questionnaire exercises.

Copies of all the written responses received to a consultation exercise (except those where the individual or organisation requested confidentiality) are placed in the Scottish Government library. All Scottish Government consultation papers and related publications (e.g. analysis of response reports) can be accessed at: [Scottish Government consultations \(www.scotland.gov.uk/consultations\)](http://www.scotland.gov.uk/consultations).

The views and suggestions detailed in consultation responses are analysed and used as part of the decision-making process. Final decisions on the issues under consideration will also take account of a range of other factors, including other available information and research evidence. While details of particular circumstances described in a response to a consultation exercise may usefully inform the Management Plan process, consultation exercises cannot address individual concerns and comments. These should be directed to the relevant public body.

APPENDIX 2 STRATEGIC ENVIRONMENTAL ASSESSMENT SCREENING DETERMINATION



SEA Gateway Team
2-J (South)
Victoria Quay
Edinburgh
EH6 6QQ

by email: sea.gateway@scotland.qsi.gov.uk

Longmore House
Salisbury Place
Edinburgh
EH9 1SH
Direct Line: 0131 668 8575
Switchboard: 0131 668 8600
Rosalind.Campbell@scotland.qsi.gov.uk

SEA Gateway ref: 00848

16 July 2013

Dear Consultation Authorities

Environmental Assessment (Scotland) Act 2005 Historic Scotland – Heart of Neolithic Orkney World Heritage Site Management Plan

This statement sets out Historic Scotland's determination under Section 8(1) of the Environmental Assessment (Scotland) Act 2005 on whether or not a strategic environmental assessment (SEA) is required for the above plan.

Screening process

Historic Scotland has consulted the Scottish Environment Protection Agency (SEPA) and Scottish Natural Heritage (SNH) on their view as to whether the plan is likely to have significant environmental effects. With reference to their environmental areas of interest, both SEPA and SNH considered that the plan is unlikely to have significant environmental effects. As the Responsible Authority, it is Historic Scotland's role to formally determine whether or not the plan is likely to have significant environmental effects with reference to the criteria included in Schedule 2 of the Act.

Our Determination

Historic Scotland has determined that the plan is unlikely to have significant environmental effects and will therefore not be subject to assessment prior to its adoption. Our reasoning for this is set out within our screening report.

This determination has been sent to the Consultation Authorities for their information and a notice will be published in the press shortly. It is also available for public inspection at Historic Scotland, Longmore House, Edinburgh, EH9 1SH and via our website: www.historic-scotland.gov.uk/seadeterminations.

Historic Scotland
16 July 2013



www.historic-scotland.gov.uk



Historic Scotland

Heart Of Neolithic Orkney World Heritage Site
Management Plan

Environmental Assessment (Scotland) Act 2005

Screening report
24 June 2013

PART 1

To: SEA.gateway@scotland.gsi.gov.uk

PART 2

An SEA Screening Report is attached for the plan, programme or strategy (PPS) entitled:

Heart of Neolithic Orkney World Heritage Site Management Plan

The Responsible Authority is:

Historic Scotland

PART 3

Screening is required by the Environmental Assessment (Scotland) Act 2005.

Historic Scotland are of the view that:

- an SEA is required** because the PPS falls under the scope of Section 5(3) of the Act and is likely to have significant environmental effects **or**
- an SEA is required** because the PPS falls under the scope of Section 5(4) of the Act and is likely to have significant environmental effects **or**
- an SEA is not required** because the PPS is unlikely to have significant environmental effects

Contact name

Rosalind Campbell

Job Title

Senior Heritage Management Officer: SEA

Contact address

Historic Scotland
Longmore House, Room E16
Salisbury Place
Edinburgh
EH9 1SH

Contact tel no

Contact email

Signature
(electronic
signature
is acceptable)

Date

24 June 2013

KEY FACTS

| | |
|---|---|
| Responsible Authority | Historic Scotland |
| Title of PPS | Heart Of Neolithic Orkney World Heritage Site Management Plan |
| Purpose of PPS | <p>The Heart of Neolithic Orkney was inscribed on the World Heritage List in 1999. The Heart of Neolithic Orkney World Heritage Site (WHS) comprises a series of discrete but related Neolithic monuments which fall into two complexes 6km apart. These are Skara Brae settlement, Maeshowe chambered tomb, the Stones of Stenness, the Watch Stone, the Barnhouse Stone, and the Ring of Brodgar and associated monuments, all of which are Scheduled Monuments in the care of Historic Scotland on behalf of Scottish Ministers.</p> <p>This Management Plan is a framework document for the preservation of the Outstanding Universal Value of the Heart of Neolithic Orkney WHS in terms of protecting, conserving, understanding, using, enjoying and managing the WHS. In order to do this, the Plan will set out an overarching vision and long-term aims, issues and objectives for the next 5 year period 2014 – 2019, carrying forward many of the key objectives of the current Management Plan 2008 -2013, which is about to expire. The Plan is intended to balance the needs of conservation, access, interests of the local community and sustainable economic development.</p> |
| What prompted the PPS | <p>The management plan must be regularly reviewed, monitored and implemented as part of the UK's obligation under the World Heritage Convention of 1972 in relation to effective management of the WHS. The 2001 Management Plan covering the period 1999 -2006 was reviewed in 2008 and its successor 2008-2013 underwent SEA assessment as part of that process. This 2008 -2013 Plan now requires review.</p> |
| Subject | The historic environment. |
| Period covered by PPS & frequency of updates | The period covered will be from 2014 – 2019, with an update every 5 years. |
| Area covered by PPS | Map is attached showing the WHS and buffer zones at Annex 2 |
| Summary of nature/content of PPS | <p>The revised management plan must follow the appropriate UNESCO Operational Guidelines for the implementation of the World Heritage Convention. It will include:</p> <ul style="list-style-type: none">• Executive summary• Site description• Statement of Significance• Evaluation and lessons learnt of current Management Plan 2008-2013• Interests in the WHS• Long – term visions and aims (2014 -2044)• Medium term vision and objectives over the five year period between 2014 – 2019• Updated Schedule of commitments and monitoring/mitigation measures and performance indicators carried forward from 2008 - 2013 Plan that are still relevant or any new issues identified in the course of the consultation |

Our determinations regarding the likely significance of effects on the environment of Historic Scotland's, Heart of Neolithic Orkney World Heritage Site Management Plan (HONO WHS) are set out in Table 1.

TABLE 1 – LIKELY SIGNIFICANCE OF EFFECTS ON THE ENVIRONMENT

| TITLE OF PPS | | |
|--|---|--|
| Heart of Neolithic Orkney World Heritage Site Management Plan | | |
| RESPONSIBLE AUTHORITY | | |
| Historic Scotland | | |
| Criteria for determining the likely significance of effects on the environment (1(a) etc. refer to paragraphs in Schedule 2 of the Environmental Assessment (Scotland) Act 2005) | Likely to have significant environmental effects? YES/NO | Summary of significant environmental effects (negative and positive) |
| The characteristics of plans and programmes, having regard, in particular to: | | |
| 1(a) the degree to which the PPS sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources | No | The Management Plan will identify long and short term projects and highlight the ongoing requirements e.g. key issues, actions and projects for the ongoing protection and management of the site. However, through the review of the existing plan it is not thought that the new Plan will be significantly different to the current Plan. |
| 1(b) the degree to which the PPS influences other PPS including those in a hierarchy | No | The Management Plan is at a relatively low level of the plan-making hierarchy. There are HONO specific policies incorporated in the Orkney Local Development Plan, with Supplementary Guidance providing further and more detailed guidance. In this respect it is expected that the revised Plan will link to and have regard to other plans such as the Orkney Local Development Plan, however, given that objectives and aims taken into the revised plan will be in the main carried forward from the existing Plan (2008 – 2013) which has already been subject to SEA processes in 2008, it is unlikely that the influences will be strategically significant. |
| 1(c) the relevance of the PPS for the integration of environmental considerations in particular with a view to promoting sustainable development | No | Although the sustainable management of a heritage asset is at the core of the Management Plan, these were largely assessed in detail in the previous SEA; the findings were largely uncertain for the natural environment due to the uncertainty about how management practices on historic environment could conflict with biodiversity. Neutral /minor positives would be the most |

| | | |
|--|----|--|
| | | likely outcome in terms of environmental effects. |
| 1(d) environmental problems relevant to the PPS | No | The aim is that the revised Plan will carry forward the key environmental issues that were already identified in the 2008 -2013 Plan which underwent SEA processes in 2008. |
| 1(e) the relevance of the PPS for the implementation of Community legislation on the environment (for example, PPS linked to waste management or water protection) | No | The Plan does not seek to implement any Community legislation on the environment. |
| 2 (a) the probability, duration, frequency and reversibility of the effects | No | Key aims of the revised Plan are likely to affect all aspects of the environment, however, consideration of the effects of the Plan on the environment were explored in the previous SEA. As noted above many of these key actions will be taken forward in the updated Plan 2014-2019. |
| 2 (b) the cumulative nature of the effects | No | As for 2(a). |
| 2 (c) transboundary nature of the effects (i.e. environmental effects on other EU Member States) | No | Transboundary effects are not expected |
| 2 (d) the risks to human health or the environment (for example, due to accidents) | No | There are some aspects of the Plan related to risks to human health e.g. crossing road for access to Maeshowe , but these are overall not thought to be significant. They were identified as risks in the previous Plan and were subject to SEA previously. |
| 2 (e) the magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected) | No | This aspect was previously identified in the SEA of the current Plan as a significant issue. However, it is considered this is unlikely to be significantly different from the previous SEA. |
| 2 (f) the value and vulnerability of the area likely to be affected due to- | No | (i)The Plan will have a positive effect on the WHS. There are Natura sites and nationally important nature conservation and landscape areas adjacent to the WHS or within the wider area. However, these were previously assessed as part of the current Plan review process and it is not envisaged that the draft actions coming forward will be significantly positive this time. |
| (ii) exceeded environmental quality standards or limit values; or | No | (ii) Environmental quality standards are not likely to be affected by the Plan |
| (iii) intensive land-use. | No | (iii) The Plan will not affect the intensity of land use |
| 2 (g) the effects on areas or landscapes which have a recognised national, Community or international protection status | No | See comments above 2(f) (i) |

A summary of our considerations of the significant environmental effects of Historic Scotland's Heart of Neolithic Orkney World Heritage Site Management Plan is set out Table 2 below

TABLE 2 – SUMMARY OF ENVIRONMENTAL EFFECTS

Background

We are currently reviewing the Heart of Neolithic Orkney (HONO) World Heritage Site Management Plan because the current plan 2008 - 2013 is now about to expire. The new plan for 2014-2019 is currently being prepared and so as part of this process we need to establish if it is likely to have significant environmental effects.

We undertook an SEA for the 2008 -13 Plan and the findings of that environmental assessment were that the majority of the objectives and actions were likely to have positive or neutral effects. There were also a series of other (more procedural / governance actions) that had no effects whatsoever. There were a few uncertainties with respect to the implementation of how some objectives were to be carried through. A schedule of mitigation commitments were included in the SEA Post Adoption Statement to cover these (see Appendix 1 for more details on this).

Determination

In view that the overall direction of the Plan and that its substantive objectives will remain as before, this update is unlikely to give rise to significant effects. We are also unaware of any major shifts in baseline conditions or other considerations since the previous plan was adopted. We therefore consider that an SEA of the Plan is not required because the Plan is unlikely to give rise to significant environmental effects.

We would welcome the view of the Consultation Authorities on whether they agree with our view.

Historic Scotland
24 June 2013

Appendix 1

Schedule of commitments table taken from the SEA Post Adoption Statement of the HONO WHS Management Plan 2008 – 2013 with 2013 updated column to show revised Plan actions

| SEA Post Adoption Statement Mitigation commitment | 2008 - 2013 Management Plan Objectives | Relevant environmental topic | 2013 Updates |
|---|--|--|--|
| Develop proposals to alter the World Heritage Site boundary in consultation with partners and undertake public consultation | Objective 8 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape | Boundary review will be considered. |
| Manage visitor numbers to avoid exacerbating problems at sensitive sites | 13, 18, 25 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil | Obj 25 will need to be addressed through Orkney Strategic review. There is no up to date access strategy, some work remains to be done. |
| Consider the implications of the predicted effects of climate change for the management of the World Heritage Site | 8, 10, 11 | cultural heritage, climatic factors | No Risk Strategy – Obj 10 and 11 No long term works planned yet to address coastal erosion. Key core issue – physical intellectual organisational. |
| Integrate environmental assessment into the development of options for any new visitor facilities and car parks. Include consideration of sustainable urban drainage systems for any new developments | 8, 24, 25, 26, 27, 30 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding | Elements of some of these actions have been completed here (e.g. Obj 26 – core path network extended). Revised Interpretation Plan requires identified budget. |
| Include section on environmental risk in the Risk Strategy | 10 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding | Consider best approach for Management Plan as strategy has to be developed. |
| Consider environmental implications for proposals to address coastal erosion at Skara Brae and seek early involvement of partners and SEPA | 11 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding | Short term works implemented. Long term works planned. Coastal erosion remains a long term threat to Skara Brae. |
| Include environmental interests in Conservation Strategies | 12 | biodiversity, flora, fauna, cultural heritage, soil | Is ongoing and happening, and more work needs to be done on site by site basis. |
| Consider environmental sustainability issues when addressing carrying capacity problems | 13 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding | Capacity problems through visitor erosion monitored. |
| Proposals for | 18, 19, 22, 34, | biodiversity, | Some aspects completed for Obj |

| | | | |
|---|----------------|--|---|
| archaeological research to consider possible environmental effects of the proposed work | 44 | flora, fauna, cultural heritage, soil | 18. Some geophysical info completed. Final stages of Obj 19 research strategy nearing completion. Take forward these aims further to seek to protect and promote the WHS. Disseminate research findings widely. |
| Grant funding from Historic Scotland to incorporate environmental criteria into the evaluation of funding proposals | 18, 19, 22, 34 | biodiversity, flora, fauna, cultural heritage, soil | See comments for SEA commitment on archaeological research above. |
| Include environmental sustainability questions in the programme of visitor studies | 23 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding, climatic factors | Obj 23 still requires development. |
| Include wider environmental issues in the Interpretation Plan | 24 | biodiversity, flora, fauna, cultural heritage | Currently no identified budget for evaluation being sought 2013/2014. |
| Integrate environmental sustainability principles into the review of public access to the World Heritage Site | 25, 26, 30 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding, climatic factors | To be addressed through Orkney strategic review. Core Path Plans implemented. Note Obj 30 is deleted (access to Ring of Bookan) the focus now on Ness of Brodgar. |
| Improve general awareness of biodiversity duty | 15, 16, 38 | biodiversity, flora, fauna, cultural heritage, soil | Draft Issue 5.1. Biodiversity plans in place for all monuments within WHS. SPG in place and revised buffer zones maps. |
| Determine the environmental measures that will be required to reduce our carbon footprint. Audit current baseline and describe measures that are already being undertaken to prioritise key areas for action. Links made with the Green Tourist Business Scheme and Historic Scotland's Environmental Management Scheme | 45 | biodiversity, flora, fauna, population and human health, cultural heritage, landscape, soil, water, flooding, climatic factors | Obj 45 will be reviewed and revised for revised Mgt Plan – not a joined up approach at the moment. |

APPENDIX 3 STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Heart of Neolithic Orkney, United Kingdom of Great Britain and Northern Ireland

Brief Synthesis

The Orkney Islands lie 15 km north of the coast of Scotland. The monuments are in two areas, some 6.6 km apart on the island of Mainland, the largest in the archipelago.

The group of monuments that make up the Heart of Neolithic Orkney consist of a remarkably well-preserved settlement, a large chambered tomb, and two stone circles with surrounding henges, together with a number of associated burial and ceremonial sites. The group constitutes a major relict cultural landscape depicting graphically life five thousand years ago in this remote archipelago.

The four monuments that make up the Heart of Neolithic Orkney are unquestionably among the most important Neolithic sites in Western Europe. These are the Ring of Brodgar, Stones of Stenness, Maeshowe and Skara Brae. They provide exceptional evidence of the material and spiritual standards and beliefs and the social structures of this dynamic period of prehistory.

The four main monuments, consisting of the four substantial surviving standing stones of the elliptical Stones of Stenness and the surrounding ditch and bank of the henge, the thirty-six surviving stones of the circular Ring of Brodgar with the thirteen Neolithic and Bronze Age mounds that are found around it and the stone setting known as the Comet Stone, the large stone chambered tomb of Maeshowe whose passage points close to midwinter sunset, and the sophisticated settlement of Skara Brae with its stone built houses connected by narrow roofed passages, together with the Barnhouse Stone and the Watch Stone, serve as a paradigm of the megalithic culture of north-western Europe that is without parallel.

The Property is characteristic of the farming culture prevalent from before 4000 BC in north-west Europe. It provides exceptional evidence of, and demonstrates with exceptional completeness the domestic, ceremonial, and burial practices of a now vanished 5000-year-old culture and illustrates the material standards, social

structures and ways of life of this dynamic period of prehistory which gave rise to Avebury and Stonehenge (England), Bend of the Boyne (Ireland) and Carnac (France).

The monuments on the Brodgar and Stenness peninsulas were deliberately situated within a vast topographic bowl formed by a series of visually interconnecting ridgelines stretching from Hoy to Greeny Hill and back. They are also visually linked to other contemporary and later monuments around the lochs. They thus form a fundamental part of a wider, highly complex archaeological landscape which stretches over the much of Orkney. The current, open and comparatively undeveloped landscape around the monuments allows an understanding of the apparently formal connections between the monuments and their natural settings. The wealth of contemporary burial and occupation sites in the buffer zone constitute an exceptional relict cultural landscape that supports the value of the main sites.

Criteria

Criterion (i): The major monuments of the Stones of Stenness, the Ring of Brodgar, the chambered tomb of Maeshowe, and the settlement of Skara Brae display the highest sophistication in architectural accomplishment; they are technologically ingenious and monumental masterpieces.

Criterion (ii): The Heart of Neolithic Orkney exhibits an important interchange of human values during the development of the architecture of major ceremonial complexes in the British Isles, Ireland and north-west Europe.

Criterion (iii): Through the combination of ceremonial, funerary and domestic sites, the Heart of Neolithic Orkney bears a unique testimony to a cultural tradition which flourished between about 3000 BC and 2000 BC. The state of preservation of Skara Brae is without parallel amongst Neolithic settlement sites in northern Europe.

Criterion (iv): The Heart of Neolithic Orkney is an outstanding example of an architectural ensemble and archaeological landscape which illustrate a significant stage of human history, that is, when the first large ceremonial monuments were built.

Integrity

All the monuments lie within the designated boundaries of the Property. However the boundaries are tightly drawn and do not encompass the wider landscape setting of the monuments which provides their essential context, nor other monuments that can be seen to support the Outstanding Universal Value of the property. Part of the landscape is covered by a two part buffer zone, centred on Skara Brae in the west and on the central west Mainland monuments.

This fragile landscape is vulnerable to incremental change. Physical threats to the monuments include visitor footfall and coastal erosion.

Authenticity

The level of authenticity in the Heart of Neolithic Orkney is high. The state of preservation at Skara Brae is unparalleled for a prehistoric settlement in northern Europe. Where parts of the site have been lost or reconstructed during early excavations, there is sufficient information to identify and interpret the extent of such works.

Interventions at Maeshowe have been antiquarian and archaeological in nature; the monument is mostly in-situ and the passageway retains its alignment on the winter solstice sunset. Re-erection of some fallen stones at Stones of Stenness and Ring of Brodgar took place in the 19th and early 20th century, and works at Stenness also involved the erection of a 'dolmen', now reconfigured. There are, however, many antiquarian views of the monuments attesting to their prior appearance and it is clear that they remain largely in-situ.

The central west mainland monuments remain dominant features in the rural landscape. Their form and design are well-preserved and visitors are easily able to appreciate their location, setting and interrelationships with one another, with contemporary monuments situated outwith the designated Property, and with their geographical setting. This relationship with the wider topographic landscape helps define the modern experience of the site and seems to have been inextricably linked to the reasons for its development and use in prehistory.

Protection and Management Requirements

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.

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 their Outstanding Universal Value, authenticity and integrity.

Orkney Islands Council has produced a new Local Development Plan setting out the Council's policy for assessing planning applications and proposals for the allocation of land for development. This will replace the Orkney Structure Plan (2001) and Orkney Local Plan (2004). The Plan contains policies which address the need to put an appropriate level of protection in place for the Property and its setting.

Supplementary Planning Guidance for the World Heritage Site has also been produced. These policies and guidance establish a general commitment to preserving the integrity and authenticity of the Property. They also seek to manage the impact of development on the wider landscape setting, and prevent development which would have an adverse impact on its Outstanding Universal Value through the designation of Inner Sensitive Zones aligned with the two parts of the Buffer Zone and the identification of sensitive ridgelines outwith this area. The Rural Conservation Area at Brodgar that includes Maeshowe, the Stones of Stenness and the Ring of Brodgar, will be retained or expanded, and a new Rural Conservation Area established at the Bay of Skail.

The property is in the care of Historic Scotland on behalf of Scottish Ministers. A Management Plan has been produced by Historic Scotland in consultation with the

Partners who share responsibility for managing the sites and access to them: Orkney Islands Council, Scottish Natural Heritage, and the Royal Society for the Protection of Birds. The Management Plan is a framework document, and sets out how the Partners will manage the Property for the five years of the Plan period, together with longer-term aims and our Vision to protect, conserve, enhance and enjoy the Property to support its outstanding universal value. It does this by identifying a series of key issues and devising specific objectives or actions to address these issues. The Steering Group responsible for implementing the Management Plan comprises representatives of the Partners. Stakeholders drawn from the tourist industry, local landowners and the archaeological community participate in Delivery Groups reporting to the Steering Group with responsibilities for Access and Interpretation, Research and Education, Conservation and Protection, and Tourism and Marketing.

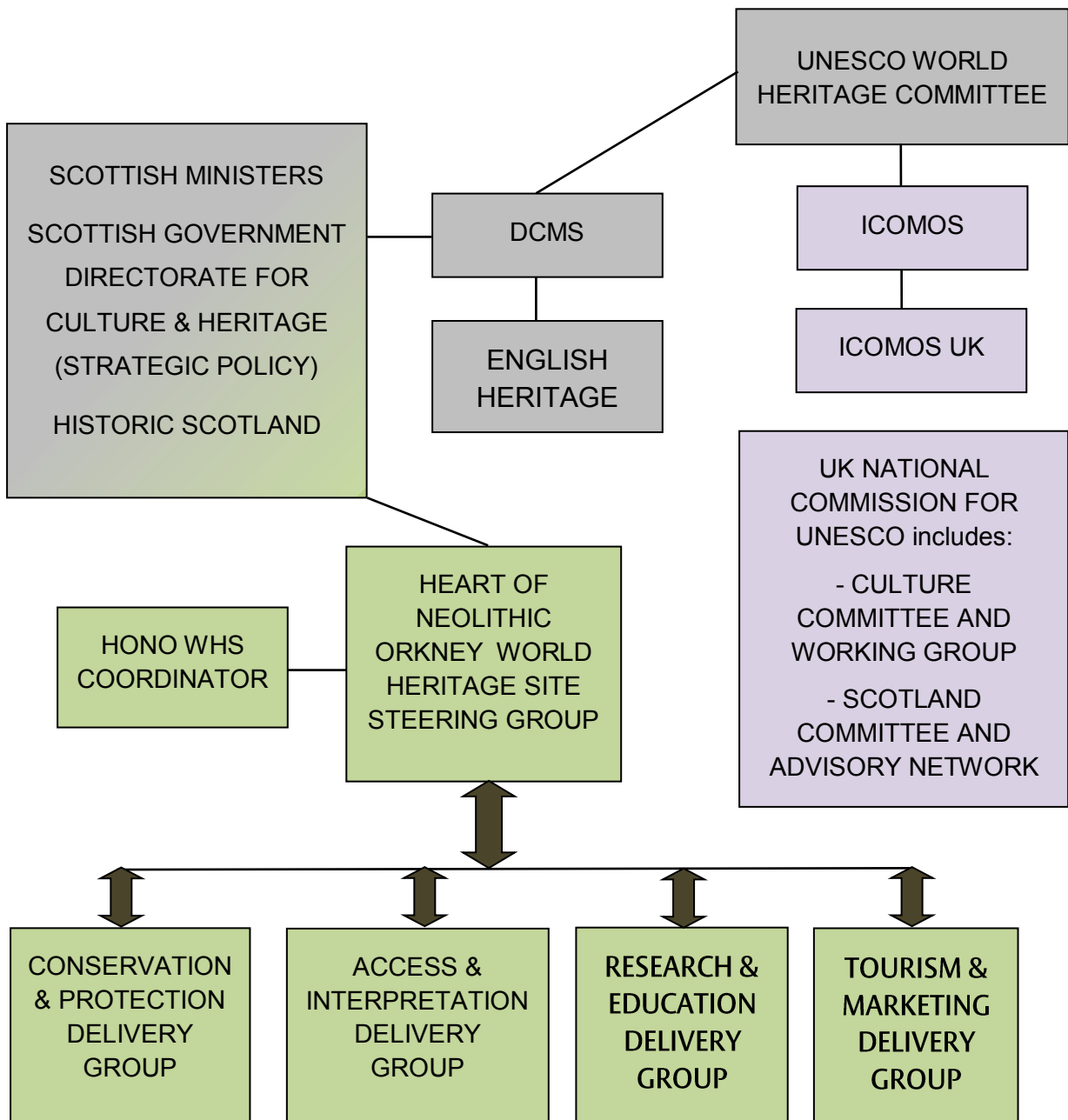
Condition surveys have been completed for each of the monuments. These documents record previous interventions and include a strategy for future maintenance and conservation. Conservation and maintenance programmes require detailed knowledge of the sites, and are managed and monitored by suitably experienced and qualified professionals. Conservation work undertaken at the sites follows national and international policy and seeks to balance minimum intervention with public accessibility to the monuments. Careful consideration is given to any intervention and this will only occur following detailed and rigorous analysis of potential consequences. In conservation work, local materials have been used where appropriate.

Management of tourism in and around the WHS seeks to recognise the value of the WHS to the local economy, and to develop sustainable approaches to tourism. Key approaches include improved dispersal of visitors around the monuments that comprise the Property and to other sites in the wider area. A World Heritage Ranger Service supports this approach and allows for on-the-ground education about the issues affecting the site.

The relationships and linkages between the monuments and the wider open, almost treeless landscape, and between the monuments that comprise the property and those in the area outside it that support the OUV are potentially at risk from change and development in the countryside. The long-term need to protect the key relationships between the monuments and their landscape settings and between the

Property and other related monuments will be kept under review by the Steering Group. Policy HE1 The Heart Of Neolithic Orkney World Heritage Site in the Local Development Plan and the associated Supplementary Guidance require that developments must demonstrate that they will have no significant negative impact on either the Outstanding Universal Value or the setting of the World Heritage Site.

APPENDIX 4 GOVERNANCE MODEL FOR HONO WHS



KEY

- Strategic
- Operational
- Advisory

APPENDIX 5 BIBLIOGRAPHY

A comprehensive bibliography related to the WHS and historical and archaeological research in Orkney as a whole can be found in the HONO WHS Research Agenda 2005 and is updated in the HONO WHS Research Strategy 2013-18. Available to download from the Free Publications section of the Historic Scotland website (www.historic-scotland.gov.uk/index/learning/freepublications.htm).

Atkins Ltd., 2008, *The Heart of Neolithic Orkney World Heritage Site Setting Project*. Available at www.historic-scotland.gov.uk/index/learning/freepublications.htm [accessed 2013-10-04].

Card, N., Cluett, J., Downes, J., Gater, J. and Ovenden, S., 2007. Heart of Neolithic Orkney World Heritage Site: Building a landscape, in Larsson, M. & Parker Pearson, M. (eds.), *From Stonehenge to the Baltic: Living with Cultural Diversity in the Third Millennium BC*. Brit Arch Report Inter Series 1692, 221-231.

Card, N., Downes, J., Gibson, J. & Ovenden, S., 2007. Bringing a landscape to life? – researching and managing the ‘The Heart of Neolithic Orkney’ World Heritage Site. *World Archaeology* 39 (3), 417-435.

Card, N., Gater, J., Gaffney, C., & Wood, E., 2007. Archaeological Landscapes Emerging Through Geophysical Survey: the Heart of Neolithic Orkney World Heritage Site, in Fleming, A. & Hingley, R. (eds.), *Prehistoric and Roman Landscapes*. Windgather Press.

Historic Scotland, 1999. *Nomination of the Heart of Neolithic Orkney for inclusion on the World Heritage List*. Reprinted 2000.

Historic Scotland ,2005. *HONO WHS Research Agenda 2005*, J Downes, S M Foster & C R Wickham-Jones (eds.). Historic Scotland, Edinburgh. Available at www.historic-scotland.gov.uk/index/learning/freepublications.htm [accessed 2013-10-04].

Historic Scotland, 2006. *Maeshowe and the Heart of Neolithic Orkney: Official Souvenir Guide* Historic Scotland, Edinburgh.

Historic Scotland, 2008. *Heart of Neolithic Orkney World Heritage Site Management Plan 2008-13 Foundation Document*. Historic Scotland, Edinburgh. Available at

www.historic-scotland.gov.uk/index/learning/freepublications.htm [accessed 2013-10-04].

Historic Scotland, 2008. *Heart of Neolithic Orkney World Heritage Site Management Plan 2008-13 Objectives*. Historic Scotland, Edinburgh. Available at www.historic-scotland.gov.uk/index/learning/freepublications.htm [accessed 2013-10-04].

Historic Scotland, 2012. *Skara Brae World Heritage Site: The Official Souvenir Guide*. Historic Scotland, Edinburgh.

Historic Scotland, 2012. *Monuments of Orkney – A Visitor's Guide*. Historic Scotland, Edinburgh.

Foster, S. & Linge, L., 2002. World Heritage Site buffer zones: statements of fact or aspirations? *Conservation and Management of Archaeological Sites* 5, 2002, 141–50.

McClanahan, A., 2004. *The Heart of Neolithic Orkney in its Contemporary Contexts: A case study in heritage management and community values*. Unpublished report for HS, Available at <http://www.historic-scotland.gov.uk/orkney-case-study.pdf> [accessed 2013-10-04].

Richards, C., 2004. Rethinking the great stone circles of north-west Britain. *Papers and pictures in honour of Daphne Home Lorimer MBE*. Available at <http://www.orkneyjar.com/archaeology/dhl/papers/cr/index.html> [accessed 2013-10-04]

Richards, C. (ed.), 2005. *Dwelling among the monuments: the Neolithic village of Barnhouse, Maeshowe passage grave and surrounding monuments at Stenness, Orkney*, McDonald Institute for Archaeological Research, Cambridge.

Ritchie, A. (ed.), 2000. *Neolithic Orkney in its European context*, McDonald Institute for Archaeological Research, Cambridge.

Tyldesley, D. & Associates, 2001. *Landscape Studies of The Heart of Neolithic Orkney World Heritage Site*. Unpublished report for SNH & HS. Available at <http://www.snh.gov.uk/publications-data-and-research/publications/search-the-catalogue/publication-detail/?id=240> [accessed 2013-10-04].

Wickham-Jones, C., 2006. *Between the Wind and the Water: World Heritage Orkney*, Windgather Press, Macclesfield.

LEGISLATION, POLICY AND GUIDANCE

The Town and Country Planning Act (Scotland) 1997 as amended by The Planning etc. (Scotland) Act 2006. From 3 August 2009 the majority of the 2006 Act came into force.

Scottish Planning Policy (2010)

Planning Advice Note 2/2011 Planning and Archaeology

Historic Environment (Amendment) Scotland Act 2011. The Act amends three pieces of primary legislation:

- The Historic Buildings and Ancient Monuments Act 1953;
- The Ancient Monuments and Archaeological Areas Act 1979; and,
- The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

Scottish Historic Environment Policy (SHEP), December 2011

Managing Change in the Historic Environment Guidance Notes, Historic Scotland, various dates. Available at <http://www.historic-scotland.gov.uk/index/heritage/policy/managingchange.htm> [accessed 2013-10-04].

Heart of Neolithic Orkney World Heritage Site Supplementary Planning Guidance, December 2010. Available at <http://www.orkney.gov.uk/Service-Directory/R/heart-of-neolithic-orkney-world-heritage-site-spg.htm> [accessed 2013-10-04].

UNESCO Operational Guidelines for the Implementation of the World Heritage Convention 2013. Available at <http://whc.unesco.org/en/guidelines/> [accessed 2013-10-04].

APPENDIX 6 GLOSSARY OF TERMS

Authenticity

Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (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.

Biodiversity

The variety of plant and animal life in the world or in a particular habitat, a high level of which is usually considered to be important and desirable.

Buffer Zone

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.

Capacity Building

Capacity building is a participatory process through which individuals, groups, organizations and societies enhance their ability to identify and meet challenges themselves, through improving knowledge, skills and resources.

Criteria for selection of World Heritage Sites To be included on the World Heritage List, Sites must be of outstanding universal value and meet at least one out of ten selection criteria. These criteria are explained in the Operational Guidelines for the Implementation of the World Heritage Convention which, besides the text of the

Convention, is the main working tool on World Heritage. The criteria are regularly revised by the Committee to reflect the evolution of the World Heritage concept itself.

Governance Model

A governance model sets out the way an organisation is steered and controlled identifying, for example, roles and responsibilities as well as reporting and management structures.

Heart of Neolithic Orkney

The Heart of Neolithic Orkney WHS comprises six sites on the island of Mainland in Orkney, Scotland, UK: Skara Brae settlement, Maeshowe chambered tomb, the Stones of Stenness, the Watch Stone, the Barnhouse Stone, and the Ring of Brodgar and associated monuments. The WHS covers a total area of 15.9 ha. The sites are all in the care of Historic Scotland on behalf of Scottish Ministers. The Site was inscribed on the World Heritage List on 2 December 1999, and deemed to be an outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe.

ICOMOS

The International Council on Monuments and Sites, a non-governmental organization, was founded in 1965 after the adoption of the Charter of Venice, in order to promote the doctrine and the techniques of conservation. ICOMOS provides the World Heritage Committee with evaluations of properties with cultural values proposed for inscription on the World Heritage List, as well as with comparative studies, technical assistance and reports on the state of conservation of inscribed properties.

ICOMOS UK

ICOMOS UK is the UK national committee of ICOMOS and is an independent charity that advises on aspects of World Heritage and sites for nomination across the UK. It promotes and supports best practice in the conservation, care and understanding of the historic environment.

Inscription

The formal process through which the World Heritage Committee decides whether a property should or should not be added to the World Heritage List. When deciding to

inscribe a property on the World Heritage List, the Committee, guided by the Advisory Bodies, adopts a Statement of Outstanding Universal Value for the property. At the time of inscription, the Committee may also make other recommendations concerning the protection and management of the World Heritage property.

Intangible heritage

Intangible cultural heritage is the practices, expressions, knowledge and skills that communities, groups and sometimes individuals recognise as part of their cultural heritage. Also called living cultural heritage, it is usually expressed in one of the following forms: oral traditions; performing arts; social practices, rituals and festive events; knowledge and practices concerning nature and the universe; and traditional craftsmanship.

Integrity

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: includes all elements necessary to express its Outstanding Universal Value; is of adequate size to ensure the complete representation of the features and processes which convey the property's significance; suffers from adverse effects of development and/or neglect.

LiDAR Survey

Light Detection And Ranging Survey is undertaken by attaching a 3D laser scanner to an aircraft or helicopter. A cloud of measurement points across the landscape is produced as the laser-beam is fired at the ground and measured when it is reflected back to the sensor on the scanner on board the aircraft. Detailed terrain models can then be produced from this data, allowing mapping and identification of archaeological features, even those which are barely visible above ground.

Nomination

Countries (or States Parties) that have signed the World Heritage Convention, pledging to protect their natural and cultural heritage, can submit nomination proposals for properties on their territory to be considered for inclusion in UNESCO's

World Heritage List. Nominations to the World Heritage List are not considered unless the nominated property has already been included on the State Party's Tentative List. If the Committee determines, based on the recommendations of its Advisory Bodies (ICOMOS and IUCN), that the nomination meets at least one of the necessary criteria, then the property proposed by the State Party is inscribed on the World Heritage List.

Outstanding Universal Value 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. At the time of inscription of a property on the World Heritage List, the World Heritage Committee adopts a Statement of Outstanding Universal Value which will be the key reference for the future effective protection and management of the property.

Partner

Organisations that have formally agreed to work together to deliver the WHS management plan.

Periodic Reporting

States Parties are requested to submit reports, every six years, to the UNESCO General Conference through the World Heritage Committee on the legislative and administrative provisions they have adopted and other actions which they have taken for the application of the Convention, including the state of conservation of the World Heritage properties located on their territories.

Periodic Reporting serves four main purposes: to provide an assessment of the application of the World Heritage Convention by the State Party; to provide an assessment as to whether the Outstanding Universal Value of the properties inscribed on the World Heritage List is being maintained over time; to provide updated information about the World Heritage properties to record the changing circumstances and state of conservation of the properties; to provide a mechanism for regional cooperation and exchange of information and experiences between States Parties concerning the implementation of the Convention and World Heritage conservation.

Scottish Ten

The Scottish Ten is a five-year project using cutting edge 3D technologies to create exceptionally accurate digital models of Scotland's five World Heritage Sites and five international heritage sites in order to better conserve and manage them. It primarily uses 3D laser scanning to record sites on the ground and from the air (see **LIDAR Survey**).

Significance

Importance, distinctiveness, why a place is valued.

Stakeholder

A person/organisation/business with an interest or concern in the WHS.

States Parties

States Parties are countries which have ratified the World Heritage Convention. They identify and nominate sites on their national territory to be considered for inscription on the World Heritage List. States Parties have the responsibility to protect the World Heritage values of the sites inscribed and report periodically on their condition.

Local Development Plan

Local Development Plans include a spatial strategy and a vision statement for a Local Authority area. For example, they will identify the locations for housing, business and retail development. All planning authorities are required to produce a Local Development Plan, which must cover the whole of the authority area. A planning authority may also produce more than one Local Development Plan if it is required for a different purpose, such as a Minerals Plan.

Strategic Environmental Assessment

Strategic Environmental Assessment (SEA) is a systematic process for identifying, predicting, reporting, mitigating and monitoring the environmental effects (positive and negative) of plans, programmes, strategies and policies (abbreviated to PPS). SEA applies to all public bodies, and aims to ensure that information on the significant environmental effects of a PPS is available to decision makers, so that they can make a decision in full knowledge of the environmental effects. SEA is not

separate from the PPS-making process, and should be thought of as a tool that can be used to help influence and improve it.

Supplementary Planning Guidance/Supplementary Guidance

Supports the Local Development Plan by establishing a detailed policy context for managing the impact of land use planning decisions.

Sustainable

Able to be maintained at a certain rate or level. In the context of sustainable development and management, it can be described as meeting “the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland Commission, United Nations, 1983).

UNESCO

The United Nations Organization for Education, Science and Culture (UNESCO) was founded on 16 November 1945. UNESCO has 195 Members and eight Associate Members. As defined by the Constitution, the purpose of the Organization is: ‘to contribute to peace and security by promoting collaboration among nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations’.

World Heritage Centre

The World Heritage Centre is responsible for the day-to-day management of the Convention and for the administration of the World Heritage Fund.

World Heritage Committee

The World Heritage Committee meets once a year, and consists of representatives from 21 of the States Parties to the Convention elected for terms up to six years. The Committee is responsible for the implementation of the World Heritage Convention, allocates financial assistance from the World Heritage Fund and has the final say on whether a site is inscribed on the World Heritage List. It examines reports on the state of conservation of inscribed sites and decides on the inscription or removal of Sites on the List of World Heritage in Danger.

World Heritage Convention

The Convention Concerning the Protection of the World Cultural and Natural Heritage is an international agreement that was adopted by the General Conference of UNESCO in 1972. It is based on the premise that certain places on Earth are of outstanding universal value and should therefore form part of the common heritage of mankind. The countries who ratify the Convention (States Parties) have become part of an international community, united in a common mission to identify and safeguard our world's most outstanding natural and cultural heritage. While fully respecting the national sovereignty, and without prejudice to property rights provided by national legislation, the States Parties recognize that the protection of the World Heritage is the duty of the international community as a whole.

The UNESCO World Heritage Convention is a treaty that has become, over the past 30 years, the foremost international legal tool in support of the conservation of the world's cultural and natural heritage. Today, 187 countries (called States Parties) have ratified the Convention, making it an almost universally accepted set of principles and framework of action.

World Heritage List

In general, the World Heritage Committee adds about 25-30 Sites per year to the list. Today there are 981 Sites on the list, located in 160 countries around the world.