

HEART OF NEOLITHIC ORKNEY WORLD HERITAGE SITE

Management Plan 2008 –13

October 2008



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Management Plan 2008 –13
Foundation Document

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FOREWORD

The international cultural significance of the Heart of Neolithic Orkney, described as an outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe, has been officially recognised by the United Nations National Educational, Scientific and Cultural Organisation (UNESCO) since 1999. This Management Plan, for the period 2008–13, has been produced by Historic Scotland, in partnership with Orkney Islands Council, Scottish Natural Heritage and the Royal Society for the Protection of Birds and in consultation with other organisations and the wider public. It sets out how the Partners will manage the Site for the next five years, together with longer-term aims and our Vision to protect, conserve, enhance and enjoy the Site to support its outstanding universal value.

The plan also records the progress made in conserving the monuments and facilitating understanding and access to the Site since inscription on the World Heritage List. Undoubtedly, one of the greatest joint achievements has been the establishment of a World Heritage Site Ranger service in 2005.

On behalf of Scottish Ministers and the UK Government, Historic Scotland is proud of its role in the conservation and presentation of the Heart of Neolithic Orkney World Heritage Site for present and future generations living in Orkney and throughout the world.



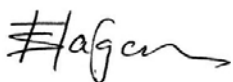
John Graham
Chief Executive, Historic Scotland

Orkney is very proud of its archaeological heritage, and the excellent condition of the monuments of the World Heritage Site are testimony to the care of generations of Orcadians who have taken steps throughout millennia to ensure their preservation.

The World Heritage Site plays an active and important role in the lives of the people of Orkney providing economic, cultural, educational and spiritual benefits.

Orkney Islands Council is pleased to be one of the signatories to the Heart of Neolithic Orkney World Heritage Site Management Plan 2008–13. It is the Council's intention to continue to manage, protect and present the World Heritage Site, alongside our partner organisations, in accordance with the aims and guidance laid out within this document.

The Management Plan will play a key role in ensuring the continued protection and enjoyment of the monuments for present and future generations and I look forward to the Council's active participation in implementing the plan.



Stephen Hagan
Convener, Orkney Islands Council

PREFACE

This Management Plan for the Heart of Neolithic Orkney World Heritage Site is a framework document for how the Site will be managed over the next five years by identifying a series of key issues and devising specific objectives or actions to address these issues. It has been put together by the bodies who have a role in actively managing the Site and access to it; they are Historic Scotland, Orkney Islands Council, Scottish Natural Heritage and the Royal Society for the Protection of Birds. The Plan includes an overarching vision statement, long-term aims and an evaluation of how the Site has been managed since it was inscribed on the World Heritage List in 1999. It replaces the previous document, published in 2001.

An earlier draft of this Plan was issued for public consultation on 8 May. This version of the Plan has been endorsed by all the Partners, the Minister for Europe, External Affairs and Culture and the Department for Culture Media and Sport. It will also be forwarded to the UNESCO World Heritage Committee.

This Plan has been subject to Strategic Environmental Assessment (SEA) in accordance with the requirements of the Environmental Assessment (Scotland) Act 2005. An Environmental Report was issued for public consultation with the draft Plan. The potential environmental effects of the objectives have been indicated and will be mitigated as the Plan is implemented.

The draft Plan and Environmental Report are available from Historic Scotland's Closed Consultations webpage: www.historic-scotland.gov.uk/index/about/consultations/closed-consultations.htm. You can also view the written responses and an Analysis Report of the comments received during consultation. Consultation events held during February and June 2008 have also helped to shape the final version of the plan. The Consultation Report (which includes the SEA Post Adoption Statement) explains the main changes between the draft Plan and the final version. The Partners would like to thank all those who have participated in the process.

This Management Plan is available in hard copy while stocks last or may be downloaded from Historic Scotland's website at: www.historic-scotland.gov.uk/index/learning/freepublications.htm. You can request a hard copy from the Heart of Neolithic Orkney World Heritage Site Co-ordinator, Historic Scotland, Longmore House, Salisbury Place, Edinburgh, EH9 1SH, email: hs.orkneywhs@scotland.gsi.gov.uk.

PART 1

A description of the World Heritage Site, an assessment of its significance, a description of the roles and responsibilities of the organisations involved in managing the Site, the social, natural and landscape values of the Site, its research potential and the interests of stakeholders.

CHAPTER 1

INTRODUCTION

1.1 Aims of the Management Plan

- 1.1.1 This Management Plan is a framework document for the preservation of the Outstanding Universal Value of the Heart of Neolithic Orkney World Heritage Site (WHS). In order to do this, it sets out an overarching vision and long-term aims, issues and objectives for the period 2008–13 in terms of protecting, conserving, understanding, using, enjoying and managing the WHS. The Plan is intended to balance the needs of conservation, access, interests of the local community and sustainable economic development.
- 1.1.2 This Management Plan is non-statutory but has been developed consensually between the Partners involved in managing the WHS and facilitating access to it. 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 Plan has also been influenced by views expressed through consultation from February to August 2008 including formal consultation on a draft version, 8 May–19 June.

1.2 The Need for a Management Plan

- 1.2.1 The Management Plan is the means by which it can be demonstrated to the United Nations Educational, Scientific and Cultural Organisation (UNESCO) that the WHS has adequate management mechanisms in place to ensure its conservation.
- 1.2.2 UNESCO recommends that common elements of such a system are:
- a) a thorough shared understanding of the property by all stakeholders;
 - b) a cycle of planning, implementation, monitoring, evaluation and feedback;
 - c) the involvement of partners and stakeholders;
 - d) the allocation of necessary resources;
 - e) capacity-building; and
 - f) an accountable, transparent description of how the management system functions.
- 1.2.3 Separate management plans which covered the four groups of monuments that make up the WHS were submitted with its nomination in 1998. The Site was inscribed in 1999. The plans were brought together into a single plan in 2000 which, following public consultation, was published in March 2001. It comprised 23 aims and, for the period 1999–2006, listed 53 actions devised primarily to address these aims. This Management Plan includes an evaluation of the 2001 Plan in Part 2 and Appendix B.

- 1.2.4 Part 1 draws together the Site description, its significance, the roles and responsibilities of the Partners, and identifies the stakeholders and the existing relevant frameworks that can be used to protect the Site. Part 3 sets out a vision for the Site, long-term (30-year) aims and medium-term (5-year) issues. Most importantly, the Objectives document sets out objectives designed to help address these issues and describes the methods for monitoring the objectives. *The Heart of Neolithic Orkney World Heritage Site Research Agenda*, published in 2005, should be read as a companion document.
- 1.2.5 The Management Plan will be formally reviewed in 2012/13. This will coincide with the submission of the Site's periodic report to the World Heritage Committee. The Management Plan will be reviewed once every six years thereafter to conform with the periodic reporting cycle.

1.3 Site Description

1.3.1 Brief Description

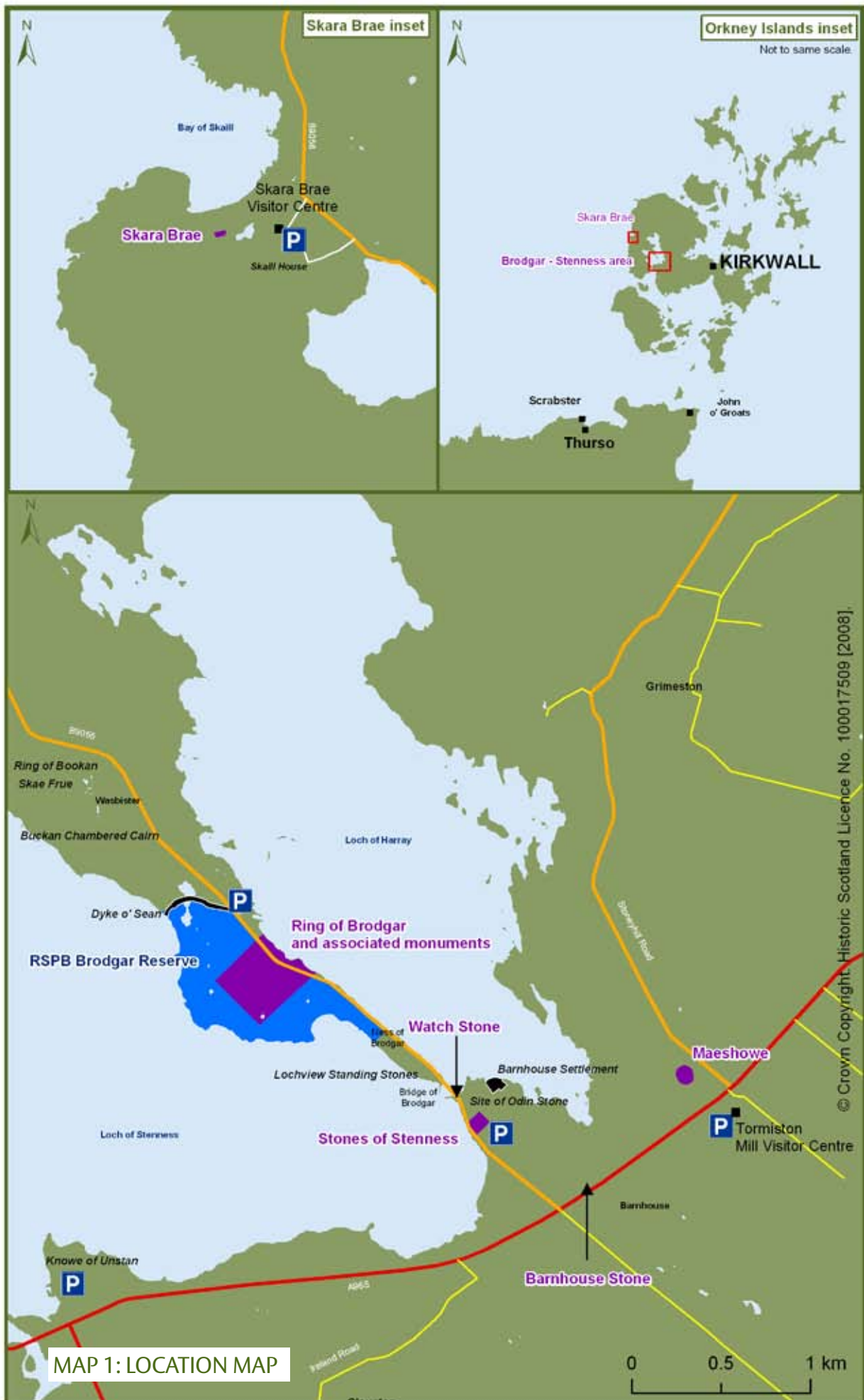
1.3.2 The Heart of Neolithic Orkney WHS comprises six sites on the island of Mainland in Orkney, Scotland, UK: Skara Brae settlement, Maeshowe chambered tomb, the Stones of Stenness, the Watch Stone, the Barnhouse Stone, and the Ring of Brodgar and associated monuments. Each site is shown on Map 1 and illustrated in this chapter. In the Nomination Document and 2001 Management Plan the WHS was described as four sites as the Watch Stone and Barnhouse Stone were grouped with the Stones of Stenness. 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.

1.3.3 The Heart of Neolithic Orkney was inscribed on the World Heritage List on 2 December 1999 as a group of sites deemed to be an outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe. The Heart of Neolithic Orkney fulfilled four of the six criteria of Outstanding Universal Value for cultural sites, was of sufficient authenticity and integrity, and was deemed to have adequate protection and management mechanisms in place to ensure its conservation.

1.3.4 Detailed Description

Maeshowe

- 1.3.4.1 Maeshowe was built 5000 years ago as a large chambered tomb and is an exemplar of sophisticated Neolithic monumental architecture. The roughly circular grass-covered mound is 35 m in diameter and over 7 m high and was built on top of a partly artificial platform in which one socket for a very large standing stone has been found. A ditch, originally nearly 14 m wide and 2 m deep, extends around the platform. The bank outside it is predominantly modern but excavation has shown that parts of it overlie the remains of a substantial prehistoric wall. Some of the stone slabs used in the construction of the tomb weigh up to 30 tonnes.





Maeshowe and the Barnhouse Stone

- 1.3.4.2 The entrance on the south-west side of the mound gives access to a low 11 m-long passageway which opens into the 4.6 m-square central chamber which has a buttress at each corner flanked by a large vertical slab. The roof above it is formed by corbelled slabs topped by a concrete cap built in 1910–13 which, at just under 4 m above floor level, is probably lower than the original apex. The main chamber is flanked by three raised side cells beside which lie tapered blocking-stones. Neolithic carvings are inscribed on the masonry.
- 1.3.4.3 An alcove in the passage houses a large blocking-stone which can only be pulled across the passage from the inside. During the midwinter sunset the setting sun aligns with the Barnhouse Stone and the entrance of Maeshowe and a beam of light shines along the passageway onto the back wall of the main chamber.
- 1.3.4.4 Maeshowe was broken into by Norse visitors in the 12th century AD. They probably removed much of whatever burial remains and artefacts were inside but they left behind the largest collection of Norse runes to be found in one monument outside Scandinavia. Maeshowe has been subject to a series of excavations since 1861.

The Barnhouse Stone

- 1.3.4.5 The Barnhouse Stone is a monolith about 3 m tall which stands about 0.8 km south-west of Maeshowe. As mentioned above, it stands in a line with the entrance to Maeshowe and the direction of the midwinter sunset. The stone is visible from inside the chamber.

The Stones of Stenness

- 1.3.4.6 The Stones of Stenness is a particularly early example of a stone circle. It consists of four stone uprights remaining out of an original 11 or 12 laid out on an elliptical plan 30–32 m in diameter and surrounded by a henge built between about 3100 and 2900 BC. The tallest of the surviving stones is over 5.7 m high and two of them were re-erected in 1906–7. The henge consisted of a substantial outer ditch (6 m wide and about 2.3 m deep) and an outer bank. It was crossed on the north side of the ring by a single causeway which today measures 8 m across.



The Stones of Stenness

1.3.4.7 Excavations in 1973 revealed that a wooden post had been erected in the centre of the ring which was superseded by a roughly 2 m-square setting of stone slabs similar in size and construction to hearths found in houses of the contemporary Barnhouse Settlement. Pottery, cremated bone and evidence of fire were found inside it. The position of a stone-built structure was located in the route between the hearth and the causeway; its stones were presumably re-used in 1908 when the 'dolmen' was erected. The interior stone features have been reconstructed based on the archaeological evidence. Pits around the inside of the ring of stones were located and Iron Age pottery was found inside them which points to the ceremonial re-use of this Neolithic structure 2500 to 3000 years after it was first built.

The Watch Stone

1.3.4.8 The Watch Stone, a monolith over 5.6 m tall, stands by the Bridge of Brodgar at the south end of the causeway between the Lochs of Harray and Stenness. It was once one of a pair as evidenced by a socket for another standing stone found about 12.8 m to the south-south-west during roadworks in 1930.



The Watch Stone



The Ring of Brodgar

The Ring of Brodgar and Associated Monuments

- 1.3.4.9 The Ring of Brodgar is one of the finest and best-preserved prehistoric monuments in the British Isles and one of the largest known henges. It is laid out on almost a perfect circle, 104 m in diameter, and was probably built sometime after 2500 BC. Thirty-six out of up to 60 original stones survive. The stone circle is surrounded by a very substantial rock-cut ditch, originally 10 m wide and 3.4 m deep, with two opposing causeways giving access to the interior. Parts of the ditch were excavated in 1973 and re-excavated in July 2008.
- 1.3.4.10 Around the Ring of Brodgar is an area of about 10 ha in which there are at least 13 Neolithic and Bronze Age mounds and a stone setting, demonstrating that it remained the centre of ritual/religious activity for a millennium. Most of the mounds were sampled by unsystematic excavation in the 18th and 19th centuries.
- 1.3.4.11 Four of the large mounds were probably built for burials between 2500 and 1500 BC. The South Mound is the closest to the Ring and the smallest. On the east side of the road are Fresh Knowe and the Plumcake Mound. To the west is the largest mound, Salt Knowe, which is 40 m across and 6 m high. As evidence for burials has never been recovered from it, this flat-topped man-made mound may have had some sort of ceremonial function. There are at least nine small mounds in a group to the south of the Ring. Most of them were probably built for burials between 2000 and 1000 BC. The Comet Stone, 1.75 m tall, is situated on a mound to the south-east of the Ring. It may have formed part of a stone setting otherwise represented by the stumps of two other stones.

Skara Brae

- 1.3.4.12 Skara Brae is a Neolithic settlement occupied from around 3100 to 2500 BC which survives in a remarkable state of preservation on the edge of Skaill Bay. The remains originally came to light after a violent storm in 1850; later more was revealed by clearance excavations. The north side of the settlement had already been lost to the sea; a retaining wall was first built in 1925–6. Small-scale modern excavations date to 1972–3. Recent geophysics results suggest that there might be further remains of the settlement to the south-east.
- 1.3.4.13 In general terms, two main phases of occupation are represented. The buildings of the earlier village were roughly square in plan and largely free-standing. ‘Bed’ recesses were built into the walls, the central hearths were stone-lined and storage was provided in the form of stone-built dressers and wall cupboards. The later village was built on the gradually levelled remains of the earlier village. Its houses were slightly larger but the house plans were similar. Beds recesses were no longer favoured; instead sleeping areas were built of slabs in the main floor spaces. The houses were connected to one another by narrow roofed passages.
- 1.3.4.14 Most of the finds have come from House 7 which does not appear to have been cleared out before the rest of the settlement was abandoned and may have had special significance. The skeletons of two women were found partially buried under the wall of one of its rooms; it is not clear from the excavation account whether the graves pre-date the house or were inserted during its occupation. One of the buildings at Skara Brae has been traditionally interpreted as a workshop because of the remains of flint working and because it stands apart from the other buildings. However, it has recently been suggested that it may be Bronze Age in date. Skara Brae was built partly into the ground which, together with protecting layers of sand which built up soon after its abandonment, has led to much better survival than the houses at Barnhouse and the Ness of Brodgar discussed below.



Skara Brae

1.3.5 *Related Monuments around the World Heritage Site*

- 1.3.5.1 The concentration of monuments around the Brodgar–Stenness part of the WHS is exceptional. The surrounding archaeology helps to inform our understanding of the development of the ritual and funerary landscape in this area, and how ritual and funerary sites related to settlement sites.
- 1.3.5.2 The settlement at Barnhouse near the Stones of Stenness is of the same date as the first settlement at Skara Brae. It was excavated and laid out for interpretative purposes in the 1980s. Its occupants were probably responsible for the construction of the Stones of Stenness, Maeshowe and possibly even the Ring of Brodgar. Certain features of its houses appear to be mirrored in features found in the interior of the Stones of Stenness.
- 1.3.5.3 The standing stones at Lochview are situated to the north of the Bridge of Brodgar. It has been suggested that they were part of an avenue of stones or that they formed a pairing similar to the Watch Stone and its partner and others found elsewhere in Orkney. The eroded mound nearby probably dates to the 3rd or 2nd millennium BC. Between the Watch Stone and the Stones of Stenness stood the Odin Stone which was pulled down in 1814. Excavation near the Stones of Stenness in the 1990s found evidence for three pairs of sockets. The Odin Stone and its presumed partner can probably be associated with the southernmost pair.
- 1.3.5.4 Survey and excavations at the Ness of Brodgar since 2003 have begun to reveal an extensive and complex settlement together with the base of a monumental wall which seems to have demarcated the southern limit of activities around the Ring of Brodgar. Some of the house-forms are similar to those found at Barnhouse and Skara Brae. One large structure is particularly well-built and could have had a ritualistic function associated with the adjacent ‘barrier’. A stretch of another prehistoric boundary, the Dyke o’ Sean, survives above ground to the north of the Ring. It may have marked the northern limit of the area around the Ring of Brodgar. A prehistoric enclosure has been recorded at the east end of the Dyke o’ Sean.
- 1.3.5.5 Further north the remains of a range of Neolithic and Bronze Age monuments survive such as a disk barrow and Bronze Age houses around Wasbister and a ritual/ceremonial complex of monuments around Bookan. The Ring of Bookan is situated on a hill overlooking the Brodgar peninsula and consists of a low mound bounded by a substantial ditch. It may be a henge monument similar to the Stones of Stenness or a chambered cairn like Maeshowe, or it may incorporate elements of both. It appears to be related to the nearby chambered cairn at Buckan and the burial mound of Skae Frue.
- 1.3.5.6 An early Neolithic chambered cairn, the Knowe of Unstan, survives on the southern shore of the Loch of Stenness. Externally, it is a prominent green mound with a single entrance to the west. Internally, it is divided into stalls with a small side chamber.
- 1.3.5.7 Excavation to the south of Skara Brae has revealed the presence of walls and of a slaughtering floor and it is very likely that important remains survive elsewhere in the vicinity of the visible structures.

1.3.6 *The Setting of the World Heritage Site*

- 1.3.6.1 In 2007–8, the setting of the WHS was carefully considered by Atkins Ltd and its report is available from: www.historic-scotland.gov.uk/index/learning/freepublications.htm. Geographically-speaking, the WHS is composed of two groups of monuments: the Brodgar–Stenness group and, 6.5 km to the north-west, Skara Brae. It was felt that each of these groups had a quite distinct setting and so they are described separately in Sections 5 and 6 of the report. A summary is set out below.

The Brodgar–Stenness Area

- 1.3.6.2 This part of the WHS has a highly distinctive and important setting. Its geographic location and its relationship with the wider topographic landscape is a fundamental aspect of its setting. These features help define the modern experience of the site and seem to have been inextricably linked to the reasons for its development and use in prehistory.

- 1.3.6.3 In terms of the modern experience of place, the strongly rural character of the landscape around the monuments is important to their setting, as is the changing and often dramatic weather. The Ring of Brodgar feels far more isolated and separate than Maeshowe or the Stones of Stenness and this sense of isolation is vital to that monument.



The Ring of Brodgar from the north-east

- 1.3.6.4 Relationships with the wider archaeological landscape are also important both for modern visitors and in terms of understanding the function and significance of the WHS. Key relationships include the views to and from monuments around the shores of the lochs, e.g. the Knowe of Unstan; the visual relationships between the monuments in and around the WHS and the backdrops to those views; and wider views from the distant barrow groups.

- 1.3.6.5 Finally, the alignment of the midwinter sunset at Maeshowe is an integral part of the WHS and its setting.

Skara Brae

- 1.3.6.6 Skara Brae is geographically separate from the other parts of the WHS and is also typologically different as it is a domestic rather than ceremonial site – it therefore has a different setting. Its setting is far more about the modern experience of place rather than the physical manifestation of past relationships.

- 1.3.6.7 Its setting is characterised by the well-defined ridgelines and higher ground that define the edges of the visual envelope around the site; the working pastoral landscape around the site; the sensory experience of the site and, in particular, its relationship with the sea; and the small number of visual links to other archaeological monuments in the wider landscape.

1.3.7 *The World Heritage Site Buffer Zone*

Background

- 1.3.7.1 At the time of nomination in 1998, effectively two layers of Buffer Zone were proposed: 1) an Inner Buffer Zone (IBZ) and 2) an Outer Buffer Zone (OBZ). These were described in the Nomination Document (p3).
- 1.3.7.2 These buffer zones were aligned with existing cultural and natural heritage designations. In the case of the Heart of Neolithic Orkney that encompassed the Hoy and West Mainland National Scenic Area, the Brodgar Rural Conservation Area, the Lochs of Harray and Stenness Site of Special Scientific Interest, the Loch of Stenness Special Area of Conservation, the scheduled area of Skara Brae, and the protection afforded by the A-listing of Skail House.
- 1.3.7.3 UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention (2008, paras 103–7) state that a Buffer Zone should be considered where it would help to protect the WHS effectively by defining an area around it which has 'complementary legal and/or customary restrictions placed on its use and development'. The area should include the immediate setting of the WHS, 'important views and other areas or attributes that are functionally important as a support to the property and its protection' and its precise boundaries should be mapped.
- 1.3.7.4 In 2000–1 Tyllesley & Associates were commissioned by Historic Scotland and Scottish Natural Heritage to consider the landscape capacity of the area around the WHS. Their report described three areas of 'Setting' and mapped two of them. The area called the 'Intermediate Setting' was used as a basis for an area delineated in the 2004 Local Plan. It was called the 'Zone of Visual Influence' (ZVI) and was also referred to in the 2001 Structure Plan. The Local Plan also includes policy wording which referred to large-scale developments outwith the ZVI which may impact on the WHS.
- 1.3.7.5 This means that there existed in Orkney a complex situation of overlapping Buffer Zones as well as the ZVI in the local development plan which effectively functioned as a Buffer Zone.

The Buffer Zone

- 1.3.7.6 In 2007–8 Historic Scotland commissioned Atkins Ltd to describe the 'Setting' of the WHS, consider the Buffer Zone situation in Orkney and make recommendations for its revision. The report formed Appendix B of the consultative draft of the Management Plan and the proposed way forward was set out in Chapter 2 of the draft Plan.
- 1.3.7.7 Following public consultation, Atkins Ltd's report was revised to make its recommendations clearer. It is available from Historic Scotland's website at: www.historic-scotland.gov.uk/index/learning/freepublications.htm.
- 1.3.7.8 In the draft Plan, the proposed way forward was set out as being two local Buffer Zones, similar in extent to the 2004 Local Plan ZVI, to manage small-scale change around the WHS and one large Buffer Zone to manage large-scale change in the wider area. Analysis of the public consultation responses indicated that this layered solution seemed to cause confusion. The intention of a UNESCO-defined Buffer Zone

is to provide a line on a map and associated policy to indicate an area where development may adversely affect the Setting of a WHS. Therefore a Buffer Zone can be used to highlight an area where potential impacts need to be given careful consideration by developers and decision-makers.

- 1.3.7.9 As recommended by the revised Atkins Ltd report, it is intended that a single Buffer Zone (made up of two areas) replaces the IBZ and OBZ to control development which may adversely impact on the WHS and its Setting and, in due course, replaces the local development plan ZVI. This single Buffer Zone is shown on Map 2. Also, as at present, local development plan policy wording should be used to control large-scale or tall development outside the Buffer Zone which may adversely affect the Setting of the WHS.
- 1.3.7.10 Local development plans may be accompanied by additional guidance known as Supplementary Guidance. It is the intention of Orkney Islands Council to develop Supplementary Guidance on the Historic Environment/WHS in the near future. This will help provide background to the particular considerations that should be given to the WHS and its Setting.
- 1.3.7.11 Orkney Islands Council is also developing Supplementary Guidance for Onshore Wind Energy Development. As noted above, large-scale or tall development outwith the Buffer Zone has the potential to impact adversely on the sensitive Setting of this particular WHS. Supplementary Guidance can be used to map areas which relate to existing policy. The Atkins Ltd study has therefore suggested a wider, indicative 'Sensitive Area', also shown on Map 2. It is intended that this area is included in the Supplementary Guidance on Onshore Wind Energy. As with the Buffer Zone, the purpose of the Sensitive Area is not to create a 'no-go' area for any type of development but rather it indicates an area where policies relating to the potential affects on the Orkney WHS and its Setting should be taken into account.
- 1.3.7.12 This Management Plan, with the new Buffer Zone and Sensitive Area, will be submitted to the World Heritage Committee.



CHAPTER 2

THE SIGNIFICANCE OF THE WORLD HERITAGE SITE

2.1 Introduction

2.1.1 The Heart of Neolithic Orkney was inscribed on the World Heritage List on 2 December 1999. The World Heritage Committee of UNESCO decided that the group of sites had Outstanding Universal Value (OUV) under *criteria (i), (ii), (iii), and (iv)*, and 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.

2.1.2 The revised Statement of OUV below is based upon this decision, the evaluation of the body which advises the Committee on cultural property nominations, the International Council on Monuments and Sites (ICOMOS), and the nomination dossier (particularly the Justification for Inscription) which was written by Historic Scotland on behalf of the State Party, the UK government. Revised Statements cannot take account of other criteria or change the category of the property unless the Site is re-nominated. The revised Statement for the Heart of Neolithic Orkney will be submitted to the World Heritage Committee for approval.

2.1.3 The Heart of Neolithic Orkney WHS has values other than OUV. These are described at the end of this chapter.

2.2 Statement of Outstanding Universal Value

2.2.1 The group of two major ceremonial sites, the Ring of Brodgar and the Stones of Stenness, a large chambered tomb, Maeshowe, and a sophisticated contemporary settlement, Skara Brae, serve as a paradigm of the Neolithic and Early Bronze Age cultures of north-west Europe that is without parallel.

2.2.2 The four main sites, together with the Barnhouse Stone, the Watch Stone, and thirteen mounds and a stone setting around the Ring of Brodgar, that make up the World Heritage Site are unquestionably among the most important Neolithic sites in north-west Europe. They are characteristic of the farming culture prevalent from before 4000 BC. They provide exceptional evidence of the material standards, social structures and ways of life of this dynamic period of prehistory which gave rise to the World Heritage Sites at Avebury and Stonehenge (England), Bend of the Boyne (Ireland) and Carnac (France).

2.2.3 The inscribed property, carefully and deliberately sited within the local topography, forms a fundamental part of a wider highly complex archaeological landscape which stretches over much of Orkney. The World Heritage Site and its immediate locality

contain a notable concentration of related archaeological monuments and sites. The group constitutes a major relict cultural landscape graphically depicting life 5000 years ago in this archipelago.

- 2.2.4 The relationships between the World Heritage Site and the wider physical landscape are critical to understanding the monuments and the intentions of their builders; and hence form part of the Outstanding Universal Value of the World Heritage Site. 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. These connections all contribute to the feeling that these monuments are situated at the centre of a highly significant cultural landscape.
- 2.2.5 The scale of Maeshowe, the refinement of its design, and the quality of its masonry makes it one of the most outstanding architectural achievements of prehistoric northern Europe. Its passageway and the Barnhouse Stone align with the setting of the midwinter sun. It is a striking example of a solar alignment and indicates that seasonal change was significant to its Neolithic builders. Maeshowe also contains rare examples of Neolithic art; its form links it to Grooved Ware pottery and thus to settlements where this has been found, such as Skara Brae.
- 2.2.6 The Stones of Stenness are an early expression of a ceremonial site and were erected on an elliptical plan around 3100–2900 BC. A specific relationship between this and the nearby settlement of Barnhouse is suggested by similarities in the layout of interior features. This is evidence of a society whose domestic architecture and ceremonial sites were inextricably linked.
- 2.2.7 The Ring of Brodgar is the one of the best preserved and finest truly circular Late Neolithic or Early Bronze Age henges known in the British Isles. It represents the architectural culmination of the dense and extended use of this part of Orkney for early prehistoric ceremonial and funerary purposes. Its construction involved considerable manpower and coherent organisation to excavate a massive rock-cut ditch, and quarry, transport and erect the, up to, sixty stones. The monument was carefully sited where it could be visible from many directions and over a considerable distance.
- 2.2.8 For a prehistoric settlement, the state of preservation at Skara Brae is unparalleled in northern Europe. The plans of the houses link them with the architecture of contemporary tombs like Maeshowe. The outstanding preservation of the architecture and the range of domestic and ritual artefacts from Skara Brae enable us to gain a unique insight into the realities of living in a Neolithic village.
- 2.2.9 Together, Skara Brae, the Stones of Stenness, Maeshowe, the Ring of Brodgar and the monuments associated with them demonstrate with exceptional completeness the domestic, ceremonial, and burial practices of a now vanished 5000-year-old culture.

2.2.10 *Criteria of Outstanding Universal Value and the Heart of Neolithic Orkney*

Criterion (i): represent a masterpiece of human creative genius

2.2.10.1 Maeshowe is an exceptionally early architectural accomplishment, which, together with the visually interconnected Stones of Stenness and the Ring of Brodgar, represent a masterpiece of human creative genius. The major monuments that make up the World Heritage Site display the highest sophistication in conception, design and execution.

Criterion (ii): exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design

2.2.10.2 The World Heritage Site exhibits an important interchange of human values during the development of the architecture of major ceremonial complexes in the Britain Isles, Ireland and north-west Europe.

Criterion (iii): bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared

2.2.10.3 Through the combination of ceremonial, funerary and domestic sites, the World Heritage Site 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.

Criterion (iv): be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history

2.2.10.4 The World Heritage Site 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.

2.3 Other Values

2.3.1 The Heart of Neolithic Orkney WHS has a range of other values which are not necessarily related to its world heritage value, but have national, regional or local significance and contribute to the public benefits of the Site. These values are arranged under the headings of Social, Natural Heritage and Landscape, and Research Potential below.

2.3.2 Social Values

Community and Identity

2.3.2.1 The WHS has an active role in the life of the Orcadian communities as the monuments have iconic status and are regarded as a part of the individual's experience of living on the islands, especially associated with childhood memories. To the islands' people the monuments, in



Community identity

particular the Ring of Brodgar, are therefore a powerful symbol of belonging. The WHS itself equally benefits from the sense of community as the monuments are treated with respect for all that they represent and their current values.

Artistic and Literary

- 2.3.2.2 The WHS monuments have been widely depicted in visual and textual materials. They have the power to engage the imagination and have long been part of storytelling and myth-making traditions. Monumental scale, landscape and aesthetic qualities, and mystical associations combine to inspire people as they have done for many millennia. The Ring of Brodgar is one of the most iconic images of Orkney. Such representations in turn influence people's sense of place and identity.

Spiritual

- 2.3.2.3 Visitors to the Ring of Brodgar and Maeshowe comment on the mystical, timeless or reverend qualities of standing at the Ring or in the main chamber at Maeshowe. The winter solstice event at Maeshowe is witnessed by thousands of people around the world via a webcam – this may be regarded as a tangible link between the people of today and those who lived during the Neolithic.
- 2.3.2.4 Stone circles and henges like the Ring of Brodgar and the Stones of Stenness have a symbolic or spiritual importance to a wide range of groups or individuals who represent different belief systems. The Ring of Brodgar has also been used for Christian ceremonies in living memory.

Recreation and Access

- 2.3.2.5 The sense of freedom enjoyed by visitors to the Ring of Brodgar and the Stones of Stenness and the visual openness of the other parts of the WHS are commented upon by visitors as positive attributes. Much of the WHS is free of charge which promotes access, a sense of public ownership, and, for many visitors, an experience free of



Visitors to the Ring of Brodgar

material considerations. The ability to roam around the Ring of Brodgar and the RSPB Brodgar Reserve is enjoyed by the islanders and many repeat visitors. The Stones of Stenness also links to the OIC-maintained Barnhouse Settlement.

Economic

- 2.3.2.6 Archaeology is one of the main attractions for visitors to Orkney and the monuments that make up the WHS are regarded as ‘must sees’. The primary benefit of the WHS to the local economy is therefore related to tourism which includes accommodation, catering and facility providers, tour operators, and others directly employed to conserve and provide access to the WHS such as the stewarding staff, rangers and Monument Conservation Unit. Research interests also benefit the local economy.

Educational Resource

- 2.3.2.7 The WHS is a valuable asset for education providers but also in an informal way for all visitors to the Site and for people who live and work in the area. It has an evocative atmosphere which can inspire artists, authors and musicians and the sense of belonging can develop citizenship. The enigmatic monuments, particularly Skara Brae, are widely known around the world and so are valued by a global community.

2.3.3 Natural Heritage and Landscape Values

Nature Conservation and Biodiversity

- 2.3.3.1 The WHS provides a range of habitats for plant and animal life such as orchids, nesting and migratory birds, and brown hares. The monuments are seen as a seamless part of the natural setting where the senses are stimulated by the sight of wild flowers, sand and seals, the smell of the sea and its taste in the air, the sound of birdsong, and the feel of the wind.



Diverse wildlife at the Ring of Brodgar

Landscape

- 2.3.3.2 The WHS has a dramatic landscape setting which is valued for its scenic qualities. It is essentially a hard-working agricultural landscape which is generally pastoral in nature, with worked fields on the lower slopes of the hills and unimproved moorland and pasture on the upper slopes and ridge tops. The landscape around Skara Brae is more intimate; however, on the north side it is characterised by the juxtaposition of the sands of the Bay of Skail, expanse of sea, and sky.

2.3.4 Research Potential

- 2.3.4.1 The research potential of the WHS is discussed in detail in the Research Agenda. Only a few areas are outlined here.

Antiquarian Interest

2.3.4.2 The antiquarian interest in the WHS has been considerable and is a subject in itself which could reveal much about the role of the WHS in the development of archaeological theory and as part of the 18th- and 19th-century consciousness.

Visual and Textual Sources

2.3.4.3 There is also great scope for research into the representation of the WHS monuments in literature, folklore and the visual arts as well their interpretation in documentary and cartographic sources.

Artefacts

2.3.4.4 The artefacts from the excavations also present us with a resource which provides a tangible link to the peoples who built the monuments and lived in and around them.

Survey and Environmental Analysis

2.3.4.5 Techniques like geophysics and environmental sampling have revealed and will continue to reveal much about the wider landscape in which the WHS sits and its physical form when the monuments were first built and occupied.

CHAPTER 3

MANAGING THE WORLD HERITAGE SITE

3.1 Introduction

3.1.1 This chapter sets out the roles of the UK government, the Scottish Government, the partners who take an active role in managing the WHS, the diverse range of stakeholders with an interest in the WHS, and the statutory, policy and guidance context of the WHS and its management. It covers these main topics in the following sections and is supplemented by Appendix A:

- The State Party
- The Partners
- The Stakeholders
- Statutory Framework, Policy and Guidance Summary

3.2 The State Party

3.2.1 State Parties are countries which have ratified the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage 1972 (known as the World Heritage Convention). Since International Treaties are reserved under the Scotland Act 1998, the UK government is State Party to the Convention. The Department for Culture, Media and Sport (DCMS) is responsible for the UK government's overall policy on WHSs but since management of the historic environment is devolved, Scottish Ministers are responsible for selecting Scottish sites for nomination, for ensuring that WHSs in Scotland are well managed and that the OUV of each WHS is protected.

3.2.2 The Heart of Neolithic Orkney is one of five WHSs in Scotland. UNESCO's Operational Guidelines state that WHSs should have an effective management process in place, such as a Management Plan.

3.3 The Partners

The Statement of Intent

3.3.1 In 2000, HS, Orkney Archaeological Trust (OAT), OIC and SNH co-signed a Statement of Intent to work together to: 1) conserve and enhance; 2) inform people about; 3) increase people's enjoyment of; and 4) ensure that their policies safeguard the special values, qualities, authenticity and integrity of the WHS and its Buffer Zones.

The Management Board

3.3.2 OIC, SNH, HS and the RSPB are represented on the Orkney WHS Management Board which meets around three times per year and is attended by those who have a direct role in managing, providing access to, and understanding of the WHS. It is chaired by HS's Director of Properties in Care.

Historic Scotland

3.3.2.1 The Heart of Neolithic Orkney WHS is in the care of HS on behalf of Scottish Ministers. HS is an agency of the Scottish Government directly responsible to Scottish Ministers for safeguarding the nation's historic environment, and promoting its understanding and enjoyment. HS is responsible for conserving and providing access to the WHS and for drawing up and reviewing its Management Plan in consultation with the partners. As well as a direct role in managing the Properties in Care that make up the WHS, HS has a statutory role related to historic environment designations and provides advice, guidance and grants to help conserve and understand archaeology and historic buildings.

3.3.2.2 The role of co-ordination between the Partners sits within HS. A dedicated WHS Co-ordinator post to be based in Orkney was created in 2007. The current Co-ordinator is on secondment to review the Management Plan. The post will be re-advertised in 2008 and the successful candidate will co-ordinate the implementation of the Plan.

Orkney Islands Council

3.3.2.3 OIC is the islands' local authority. Its mission is to promote principles of good governance and to act for the good of all Orkney: its people, communities, culture, environment and economy. It has responsibility for a diverse range of services which are vital for the management of the WHS, from roads and public transport, to education, heritage and recreation, to development control, coastal protection and archaeological services. The OIC Archaeologist has a role in maintaining the Sites and Monuments Record for Orkney and in providing archaeological advice in relation to development control. OIC is also responsible for developing a Core Paths Network under the Land Reform Scotland Act 2003. It owns the car park at Brodgar and the reconstructed Neolithic settlement at Barnhouse. A collection of artefacts from Skara Brae is deposited with OIC's Orkney Museum. A range of OIC departments are therefore represented on the Management Board. 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 Management Board.

Scottish Natural Heritage

3.3.2.4 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. The Heart of Neolithic Orkney has natural heritage and scenic value, with part within the Hoy and West Mainland National Scenic Area and close to Sites of Special Scientific Interest and a Special Area of Conservation.

The Royal Society for the Protection of Birds

3.3.2.5 The RSPB is a conservation charity which is dedicated to the welfare of birds and wildlife and to 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 the Brodgar Reserve which surrounds the Ring of Brodgar on three sides.

The Access and Interpretation Group

3.3.3 The Access and Interpretation Group includes the four organisations that make up the Management Board, VisitOrkney and the Orkney Local Access Forum. It is chaired by HS's Head of Interpretation. The group meets around four times a year to co-ordinate physical and intellectual access to the WHS from public transport and visitor facilities to on-site interpretation such as guiding and information boards.

The Research Committee and the Research Agenda

3.3.4 ICOMOS guidelines for the management of WHSs recommend that a research co-ordination committee be set up to devise research programmes and promote and co-ordinate research in the area. In 2001 an Archaeological and Historical Research Co-ordination Committee for the Orkney WHS was established, chaired by the Head of Archaeology at Orkney College UHI. The Research Committee will be re-established as a core group concerned with a much broader range of research and supported by an advisory group.

3.3.5 The principal mechanism for the formulation of the Research Agenda was a symposium held in 2001 and published in 2005. It is an interdisciplinary document that provides an extensive resource assessment of the WHS, summarises the current state of knowledge, identifies potential avenues of research and discusses the issues of preservation, conservation, management and interpretation of the WHS. The Research Agenda (p31) referred to the relevant aims of the 2001 Management Plan. This Management Plan for 2008–13 and the Research Agenda are complementary documents. The Agenda is available to download from www.historic-scotland.gov.uk/index/learning/publications.htm. Appendix C, 'Table of Archaeological Fieldwork Undertaken in Orkney 2004–7', also supplements Appendix 4 of the Research Agenda which listed fieldwork in Orkney from 1945 to 2003.

3.4 The Stakeholders

3.4.1 A wide range of individuals, organisations and groups have an interest in how the WHS is managed. They can be broadly grouped under the following headings:

- Community
- Tourism
- Business and Enterprise
- Agriculture
- Heritage and Environment
- Access and Education

Stakeholders are crucial to developing Management Plans that will work with relevant issues and supported objectives. These groups have been brought together in the past under the heading of 'Consultation Group'. This reconvened as a 'Stakeholder Forum' in February and June 2008. The Partners intend to engage the opinions and input of stakeholders more regularly, an activity which can now be facilitated by the WHS Co-ordinator. Stakeholders notified about the Management Plan Consultation exercise are listed in Annex A of the Analysis Report available at: www.historic-scotland.gov.uk/index/about/consultations/closed-consultations.htm.

Community

- 3.4.2 People who live and work around the WHS have a vested interest in the ongoing conservation of the WHS, how access is provided to it, and how development control mechanisms that relate to protecting the setting of the WHS affect them.
- 3.4.3 Goodwill, community responsibility and stewardship are vital in order to ensure that the Site and the area around it are managed appropriately. Community Councils and Community Planning also have an integral role to play in developing the Management Plan objectives. The voluntary sector can also derive benefits from the Site, such as from the Volunteer Ranger Service which was established in 2007, and some of their interests are represented by Voluntary Action Orkney.

Tourism

- 3.4.4 The WHS monuments encourage visitors to Orkney from all over the world. The WHS is part of the itinerary of most tour operators. Guides and coach operators are interested in how the WHS is managed in terms of access arrangements, facilities and planned conservation works. Equally, they have a role to play in ensuring that their tour groups respect any measures that have been put in place for conservation or health and safety reasons, for example, and in sharing feedback.
- 3.4.5 In 2007, Skara Brae had 74,000 visitors and Maeshowe had 25,000 visitors – these numbers make a real contribution to Orkney's economy. Related businesses such as accommodation providers and other attractions also benefit from the interest in the WHS. Organisations with an overarching remit include VisitOrkney, the Orkney Tour Guides Association, the Orkney Tourism Group and the Orkney Area Tourism Partnership.



A tour group at the Ring of Brodgar

Business and Enterprise

- 3.4.6 A range of businesses have an interest in the economic benefits of the WHS and in how conserving and facilitating access to the Site might affect them. Some interests will be represented by HIE (Highlands and Islands Enterprise) Orkney and local business or development groups.

Agriculture

- 3.4.7 The agricultural community is a vital component in rural stewardship, in managing change around the WHS and in enabling access and thereby sustaining tourism. As well as individual farmers, some of their interests are represented by groups such as the NFU (National Farmers' Union) Scotland and the Scottish Crofting Foundation. The advice given by the Orkney Farming & Wildlife Advisory Group, the Scottish Agricultural College, and the Scottish Government Rural Payments and Inspections Directorate is also important.



A working landscape

Heritage and Environment

- 3.4.8 Heritage and environmental bodies are keen to know how the cultural assets of the WHS and its immediate surroundings are maintained, how access is provided to them, and how issues of erosion, sustainability and biodiversity are being considered. Important heritage trusts and societies include OAT, Orkney Heritage Society, Orkney Natural History Society, and Environmental Concern Orkney. SNH and the RSPB are represented on the WHS Management Board, however, the advice of the Scottish Environment Protection Agency (SEPA) in how we manage potential environmental impacts is also important.

Access and Education

- 3.4.9 Access in the widest sense is a fundamental principle for WHSs and Properties in Care. Access encompasses physical, remote and intellectual access. Access Orkney, the Orkney Local Access Forum and the Orkney Disability Forum represent some of these interests. Access for all abilities is important to ensure equality. Some of the WHS monuments are, however, fragile and so measures to optimise remote access are always considered. Web provision is a useful tool in this and so heritage website operators have an important part to play.



Accessibility at Skara Brae

- 3.4.10 The WHS is also an important resource for educational providers in Orkney, the UK and abroad and for life-long learners. Access to the monuments, artefacts and accurate information is vital to ensure engagement, developing a sense of ownership, and further the understanding of the WHS itself.

3.5 Statutory Framework, Policy and Guidance Summary

3.5.1 This section summarises the most relevant international treaties, European directives, national legislation, and national, regional and local policies and strategies which have some bearing on the management of the Orkney WHS. A detailed outline forms Appendix A. An explanation of how they relate to the proposed objectives is provided in the Environmental Report which is available at: www.historic-scotland.gov.uk/index/about/consultations/closed-consultations.htm.

3.5.2 WHS status is a non-statutory designation. The UK government has ratified the international treaty under which the Heart of Neolithic Orkney was inscribed. The Ancient Monuments and Archaeological Areas Act 1979 forms the basis of the protection of the WHS as it is designated as scheduled monuments of national importance. Other controls lie within the planning system and the WHS also lies within or close to a number of areas which have natural heritage designations.

3.5.3 *International Treaties*

The World Heritage Convention

3.5.3.1 The Convention Concerning the Protection of the World Cultural and Natural Heritage 1972, ratified by the UK government in 1984, defines the types of sites which can be inscribed onto the World Heritage List and sets out how they are to be identified, protected and preserved.

3.5.3.2 No additional statutory controls result from designation but Scottish Government policy states that a combination of a clear policy framework and a comprehensive management plan should be established to assist in maintaining and enhancing the quality of these areas.

3.5.4 *National Legislation*

3.5.4.1 This section highlights the current cultural and natural heritage designations, other than world heritage status, which overlap with the Heart of Neolithic Orkney WHS or are close by and thus are potentially relevant given the objectives set out in this Management Plan.

Ancient Monument Legislation

3.5.4.2 The sites that make up the WHS are part of four **scheduled monuments** which are recognised as being of national importance and are designated under the Ancient Monuments and Archaeological Areas Act 1979. A range of works to scheduled monuments is managed through a consent regime, Scheduled Monument Consent (SMC).

3.5.4.3 The Act also makes provision for Scottish Ministers or local authorities to acquire ancient monuments by purchase agreement or in guardianship and includes rights of public access. Those acquired by Scottish Ministers are managed on their behalf by HS and are known as '**Properties in Care**' (PICs), which is the case for the monuments that make up the WHS. A parallel system to SMC (PIC Clearance) exists for works carried out by HS to PICs.

Natural Environment Legislation

- 3.5.4.4 The Lochs of Harray and Stenness are designated as a **Site of Special Scientific Interest** (SSSI) under the Nature Conservation (Scotland) Act 2004. Prior consent from SNH is required for certain operations. The Act also places a general duty on all public bodies to further the conservation of biodiversity. The Loch of Stenness is also designated as a **Special Area of Conservation** (SAC) under the Conservation (Natural Habitats &c.) Regulations 1994 (as amended).
- 3.5.4.5 From 1 April 2008 applications for SMC to carry out works to a scheduled monument affecting a designated area or certain species which might also require consent from SNH will be co-ordinated by HS through a single application process.

Planning Legislation

- 3.5.4.6 The Town and Country Planning (Scotland) Act 1997 is the primary legislation which governs both development planning and development management in Scotland. The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 governs the listing and protection of buildings and areas of special architectural or historic interest. The Planning etc. (Scotland) Act 2006 amends in part the 1997 Act and makes further provision relating to town and country planning in Scotland.
- 3.5.4.7 The Brodgar–Stenness monuments of the WHS lie within the Brodgar Rural **Conservation Area** and within the Hoy and West Mainland **National Scenic Area** (NSA). NSA provisions have been reintroduced under the 2006 Act, section 50.
- 3.5.4.8 The Town and Country Planning (General Development Procedure) (Scotland) Order 1992 (as amended) requires consultation with Scottish Ministers (through HS) where development may affect the site or setting of a scheduled monument and with SNH where development affects certain natural heritage designations.
- 3.5.4.9 The Town and Country Planning (General Permitted Development) (Scotland) Order 1992 lists certain classes of development which have deemed planning permission. In some cases prior notification to planning authorities is required and planning advice states that the impact of the development on the cultural and natural heritage should be considered.

3.5.5 National Policy

- 3.5.5.1 Statutory Planning Policies (SPPs) provide statements of government policy on nationally important land use and other planning matters. Existing National Planning Policy Guidelines (NPPGs) are relevant until such time as they are replaced by an SPP.
- 3.5.5.2 NPPG 5: Archaeology and Planning (1998) sets out planning policy for scheduled and unscheduled archaeology and their settings. Amongst other things, NPPG 18: Planning and the Historic Environment (1999) sets out planning policy on conservation areas and **world heritage sites** and their settings. The impact of proposed developments on WHSs is a key material consideration in determining planning applications.

3.5.5.3 Scottish Historic Environment Policies (SHEPs) set out Scottish Ministers' vision and strategic policies for the wider historic environment and provide greater policy direction for HS. A SHEP on WHSs will be developed during the Plan period.

3.5.6 *Regional and Local Policy*

The Orkney Development Plan

3.5.6.1 The Structure Plan (2001) sets out the strategic framework for the development of land in Orkney (2001–11). The Local Plan (2004) sets out detailed policies and specific land use proposals/allocations for the development and use of land in Orkney (2004–9) that guide day-to-day planning decisions. Both plans contain specific policies relating to the WHS.

3.5.6.2 It is likely that a new Local Development Plan for Orkney will be drafted and adopted during the Management Plan period 2008–13.

3.5.6.3 Statutory Guidance may supplement the approved policies of development plans. Statutory Guidance which covers the historic environment in Orkney and/or the WHS will be developed during the Management Plan period.

PART 2

An evaluation of the 2001 Management Plan in terms of the aims and actions it set out to achieve from 1999 to 2006.

CHAPTER 4

EVALUATION OF THE 2001 MANAGEMENT PLAN

4.1 Introduction

4.1.1 The 2001 Management Plan listed 23 aims for the period December 1999 to March 2006. The 52 actions in the plan derived from these aims and from projects relating to the component parts of the WHS and the Buffer Zones. This chapter provides an assessment of the extent to which these aims have been achieved up to April 2008. Appendix B provides a status report on the 53 actions.

4.2 Evaluation of the Aims

Aim 1 To ensure that consensus is achieved on changes within the Site and its environs wherever possible.

At inscription, a Steering Group was formed of representatives of HS, OIC, SNH and OAT who were involved in the management of the WHS and its immediate environs and had responsibilities such as facilitating access to the WHS. In March 2000 these groups signed a 'Statement of Intent' where it was agreed that all parties would help to safeguard the OUV of the WHS. In 2007 the archaeological service formerly provided by OAT to OIC was subsumed within OIC. In 2007 the Steering Group was renamed the 'Management Board'. It currently comprises members from HS, OIC, SNH and the RSPB. Regular meetings between members helped to address Aim 1 and communication channels are being reviewed following the appointment of a full-time WHS Co-ordinator on 1 August 2007.

Aim 2 To ensure that the details of the Management Plan are directed towards ensuring the conservation and presentation of the Site as a whole, and the constituent parts of it.

The 2001 Management Plan set out a series of 52 actions designed to address Aim 2 and identified parties responsible for funding, undertaking, and reviewing these actions. An Access and Interpretation Strategy for the WHS by Ian Parkin *et al* was completed in February 2002. One of its aims was to recommend ways in which the WHS could be presented as a whole. Rather than writing or reviewing individual interpretation plans for the constituent parts of the WHS, HS produced a single Interpretation Plan for the WHS in December 2002. As part of HS's estate-wide audit of its interpretation provision, the Orkney monuments were audited in August 2007. New panels at Brodgar car park (2008) help place the Ring of Brodgar in its wider context and also interpret the natural heritage. The revised guidebooks for Skara Brae (2000) and Maeshowe (2006) provide a wider interpretation of the WHS and its surrounding

landscape and the 1998 Nomination Document also provides an overview. The Access and Interpretation Group reconvened in January 2008 and part of its remit is to agree how the presentation of the WHS as a whole should now be addressed.

Aim 3 To increase people's recognition, understanding and enjoyment of the Site and their understanding and enjoyment of Orkney and the rest of Scotland's past.

The dissemination of information about the WHS has been conducted in a variety of media. This includes guided tours, school talks, public lectures, press releases, radio and television interviews and programmes, publicised locally, nationally and internationally. BBC Radio Orkney runs a popular weekly programme, *Orky-ology*, from October to April in which the WHS is often featured. Following inscription, there was an active publicity campaign which included leaflets, press releases and public lectures. Some information about the WHS is provided on HS's website (www.historic-scotland.gov.uk) and various documents, including the Management Plan and Research Agenda, can be downloaded from there. The *Orkneyjar* website (www.orkneyjar.com), run by Sigurd Towrie, provides information and news articles concerning the WHS and hosted a blog in 2007 by students excavating at the nearby Ness of Brodgar. A comprehensive popular publication is *World Heritage Orkney* by Caroline Wickham-Jones (2006).

Though not envisaged in the specific actions set out in the 2001 Plan, a Ranger Service co-funded by HS and SNH was set up in June 2005 – it has done a huge amount to address Aim 3. The Service comprises one full-time and one seasonal ranger, both based at Skara Brae. Events are targeted at involving the local community in the WHS and in their local cultural and natural environment. The Rangers provide regular tours of the unstaffed sites in the WHS, talk about the WHS in schools, and, in 2007, trained a number of volunteer rangers. The activities provided by the Rangers, such as walks, talks, school visits and events, attracted over 2000 participants in 2006–7. The Rangers also have a mobile trailer which provides shelter and access to resources which help to support their activities.



A World Heritage Site Ranger

Guided tours around the excavations at the Ness of Brodgar have been provided by the excavation teams and the Rangers, supported by information boards at the site entrance. Over five weeks in 2007 nearly 400 people took part in the Rangers' afternoon tours. In 2007 HS's Education Unit developed Neolithic and Viking artefact boxes to be used in schools in Orkney.

Aim 4 To ensure that management of the Site is guided and informed by appropriate knowledge of development of the Site and its surroundings through time.

A major project has been the large-scale geophysical survey programme by GSB Prospection and Orkney College Geophysics Unit (OCGU), ongoing since 2002, principally in the landward part of the Inner Buffer Zone (IBZ) delineated in the

1998 Nomination Document. Research has been encouraged and funded by HS, OIC, OAT and Orkney College UHI, with smaller grants provided by various charitable bodies. Relevant honours and postgraduate work has included Jon Cluett's (2007) PhD on relict and fossil anthropogenic soils; Angela McClanahan's (2006a) PhD on contemporary perceptions of WHS monuments; and Judith Robertson's (2005) MA dissertation comprising a landscape survey and analysis. Other work includes OAT and Manchester University's 2002 excavations at Bookan chambered tomb (Card 2005) and the ongoing Rising Tide project on the history of sea and loch level change by Sue Dawson and Caroline Wickham-Jones (2006). These liaisons have resulted in an integrated approach to the WHS (e.g. Card *et al* 2007a; Card *et al* 2007b). Studies relating to landscape capacity and the setting of the WHS were commissioned in 2000 (HS and SNH) and in 2007 (HS); these are discussed under Aim 8 below.

The Archaeological and Historical Research Co-ordination Committee for the Orkney WHS was established in 2001. This committee organised a symposium to discuss research related to the WHS and the resultant framework for research was set out in a Research Agenda, published in 2005. The Agenda is discussed in more detail in Chapter 3.

Our understanding of the WHS has also been improved by the dissemination of previous work, especially the investigations led by Colin Richards (2005) at Barnhouse Village, Maeshowe and Stenness in the 1990s, much of which was funded by HS. Related research has also been brought to publication, such as the proceedings of the 1998 conference on Neolithic Orkney in its European context (Ritchie 2000) and the excavations at Pool and Tofts Ness in Sanday from the 1980s (Hunter 2007; Dockrill 2007).

HS commissioned ground radar surveys of some of the component parts of the WHS to inform conservation proposals (see Aim 12 below) (OCGU 2005b; 2005d; 2005f). HS also undertook an inscription monitoring project of Maeshowe in 2003–4 using laser scanning and completed topographic surveys of some of the monuments. A programme of archaeological survey was an integral part of the OIC Brodgar car park project.

Aim 5 To agree administrative arrangements for the Consultation Group.

In May 2000 a Consultation Group was formed of a wide range of local people, interest groups and organisations and was designed to be a basis for consultation with members of the public and other interested parties. The list of members was published as 3.4.2 of the 2001 Plan. In general, the group met annually and the meetings were well-attended. Staff resource issues in 2006/07 led both to an unavoidable delay in restarting the review of the Management Plan and in reconvening the public discussion forum. In 2007 the group was renamed a 'Stakeholder Forum' and reconvened in February 2008 to carry out a similar function but also to update members on the events of the preceding year.

Aim 6 To obtain agreement to a version of this Management Plan.

The draft of the 2001 Plan was prepared by HS in consultation with OIC, OAT and SNH and was issued for formal public consultation in June 2000. The final version was published in March 2001.

Aim 7 To meet the UK's obligations under World Heritage Conventions in relation to effective management of the Site.

The UNESCO Operational Guidelines state that a management process or plan should be in place to help ensure effective management of the WHS to preserve its OUV. The 1998 nomination was submitted with four draft Management Plans. These were consolidated into one Plan in 2000 which was adopted in 2001. The anticipated completion dates of the actions therein did not extend beyond March 2006, however. The review of the Plan was unavoidably delayed until a full-time Co-ordinator was in post. The 2001 Plan did not have formal monitoring indicators and a regular review of its actions has been erratic. However, the status report at Appendix B does show that the majority of the actions listed in the Plan have been completed. Four Condition Surveys also exist for the WHS and these are subject to monitoring as part of the annual monument audit of each site and are reviewed on a regular cycle.

HS has undertaken extensive conservation projects to waterproof Maeshowe and to re-roof House 7 at Skara Brae (see Aim 12 below).

Aim 8 That WHS status should be reflected in any future statutory and other plans for the area. Also, existing designations and their boundaries should be kept under review by the relevant authorities to ensure that the highest levels of statutory and planning protection are in place to ensure the preservation of the cultural heritage assets of the WHS.

SNH and HS commissioned a Landscape Carrying Capacity Study of the WHS by David Tyldesley & Associates (2001). Their definitions of an intermediate and wider setting based on zones of visual influence were adopted by the 2004 Local Plan as areas where greater consideration should be given to the impact of development proposals on the WHS. The 2001 Structure Plan also adopted WHS policies. The Orkney Development Plan is currently under review and Supplementary Guidance on Onshore Wind Energy Development is being developed (over 2007–8). In December 2007, HS commissioned Atkins Ltd to redefine the setting of the WHS and, if necessary, recommend (a) revised Buffer Zone(s) based on UNESCO's definition of their role and function. Its recommendations are discussed more fully in Chapter 1.

The 2004 Local Plan committed to reviewing the Conservation Area Appraisals of all Conservation Areas in Orkney; an Appraisal of the Brodgar Rural Conservation Area is scheduled for 2009.

Aim 9 That policies be directed towards positive measures for the enhancement of the Site and its Buffer Zones so that they benefit in character, appearance and setting, while continuing to support the economy of Orkney and the social well being of those living there.

Ironside Farrer Ltd was commissioned by OIC, HS and SNH to write a Brodgar Visitor Management Plan (1998) which sought to facilitate access to the Ring of Brodgar whilst minimising the impact of the visitors on the conservation and setting of the monument. This was followed by a 'Carrying Capacity Estimates for the Ring of Brodgar, Stones of Stenness and Maeshowe' study in 2004. OIC acquired an area of land (then occupied by huts) to relocate a car park further away from the monument. This work was completed in 2007. New interpretation boards will be placed in the car park in 2008.

Aim 10 To encourage appropriate and sympathetic land uses in the Buffer Zones in order to protect monuments from degradation and from potentially damaging works that do not require planning permission, and to protect and enhance their setting.

The HS Monument Warden maintains regular contact with the occupiers of the scheduled monuments around the WHS. The WHS Rangers also have regular contact with the occupiers around the Brodgar–Stenness area. OIC owns and manages the reconstructed Neolithic settlement at Barnhouse. OCGU surveyed the Ring of Bookan in November 2007 to help determine the extent of the monument for OIC to enter into negotiations with the owners about acquiring the site.

Important changes to grounds maintenance management regimes have been implemented in conjunction with RSPB and SNH at the Ring of Brodgar and the RSPB Brodgar Reserve. These have proved very successful in managing visitor erosion and in increasing the floral diversity.

Archaeological/historical sites in the vicinity of the WHS which benefit from grazing control have been identified under the Rural Stewardship Scheme. A new scheme, Rural Development Contracts, has been introduced in 2008.



Wild fauna at the Ring of Brodgar

Aim 11 That policies recognise that cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones.

This aim has been addressed by studies of various aspects of the Site including: the Tyldesley & Associates (2001) and Atkins Ltd (2008) studies outlined under Aim 8; McClanahan's work on contemporary perceptions of the archaeology from the viewpoints of the managers, local community and tourists (McClanahan 2006a); the results of the ongoing geophysical survey programme (see Aims 3 and 4); and excavations conducted within and around the WHS, such as those at the Ness of Brodgar; as well as more holistic approaches such as the WHS Research Agenda (2005). This information has been disseminated in a variety of ways, including publications, the news media, public lectures and the WHS Ranger Service. The profile of the WHS and its immediate environs helps to ensure that Environmental Impact Assessments are carried out in advance of proposed developments and watching briefs and/or minor excavations during all ground-breaking works by HS, OIC, utility and other companies.

Current Development Plan Policies deriving from the Tyldesley report have been referred to under Aim 8 above.

Aim 12 To establish an accurate picture of the condition and vulnerability of all monuments in the Site and Inner Buffer Zones.

The scheduled monuments around the WHS have, on average, been visited every two years by the HS Monument Warden. The District Visitor Services and Works Managers regularly visit all the WHS monuments in order to monitor their condition. Condition Surveys have been prepared for all of the component parts of the Site and they are subject to review. The monuments are also assessed on an annual basis to refine a forward programme. Over 2006–9, HS is pulling together a Heritage Management database of all archaeological events at PICs. This includes the component parts of the WHS. In 2005, HS commissioned OCGU to conduct geophysical and ground radar surveys of some of the upstanding monuments in order to characterise their nature and assess their condition for management purposes (OCGU 2005d; 2005f; Murray & Hollinrake 2006). Orkney College UHI was also asked to physically identify the extent of the concrete capping at Maeshowe so that HS could devise a programme of repairs and conservation work. This has now been completed (see image on p6 taken during works).

HS commissioned engineers to consider the coastal erosion problem at Skara Brae and has been monitoring the situation on a regular basis; this is a complex issue and one which will extend into the new Plan period. Since 2002, HS has also carried out intensive monitoring of the internal environment of the structures at Skara Brae. This has resulted in the removal of the glass roof covering House 7 and its replacement with a solid structure to stabilise conditions. Research conducted in and around the WHS has also contributed towards assessing the condition and vulnerability of the monuments (e.g. Ballin-Smith 2003; Card 2004; Card & Cluett 2005; Card & Sharman 2006; Griffiths 2005; 2006). HS has also carried out a range of surveys of the WHS monuments, such as determining the patterns of erosion at the Ring of Brodgar, completing structural surveys for Skara Brae and Maeshowe, and photogrammetry.



The new roof over Hut 7 at Skara Brae

Aim 13 That all activities on the Site and all activities affecting the natural heritage in the vicinity of the Site should be based on principles of environmental sustainability.

HS's *Passed to the Future*, 2002 set out HS's sustainability policy; this has now been superseded by *SHEP 1: Scotland's Historic Environment*, 2007. SNH and HS have worked together on producing the 1998 Brodgar Visitor Management Plan, the 2001 Landscape Capacity Study and the 2002 Access & Interpretation Strategy. Since 2005 SNH and HS have co-funded the WHS Ranger Service.

The Lochs of Harray and Stenness are an SSSI and the Loch of Stenness is an SAC. The Nature Conservation Act 2004 requires public bodies to take appropriate action to further the conservation of the diversity, richness and extent of the natural world. The Orkney Local Biodiversity Action Plan was published in 2003 and HS is developing Biodiversity Plans for the component parts of the WHS; Maeshowe and Tormiston have been completed.

HS have worked closely with the RSPB in revising its cutting regime around the Ring of Brodgar to encourage nesting birds. The studies and plans prepared to assess the erosion at Skara Brae have taken full account of the need to conserve the natural environment (see Aim 12 above). HS participates in the Green Tourism Business Scheme which measures sustainable management; Skara Brae has a gold award and Maeshowe and Tormiston Mill have a silver award and are subject to reassessment every two years.

Aim 14 That every effort should be made to integrate and enhance the interests of the cultural and natural heritage, balancing the respective needs of each.

The tours provided by the WHS Ranger Service cover both natural and cultural heritage aspects. In providing access to the WHS, all parties pay due regard to protecting the natural heritage.

As discussed under Aim 13, the reworking of the grass-cutting regime at the Ring of Brodgar has also helped to improve the habitat for bird life and biodiversity plans have been introduced for Maeshowe and Tormiston.

Aim 15 That policies for development on the Site and adjacent to it should reflect the international importance and the sensitivity of the Site and its setting.

Works on the site has related to re-roofing House 7 at Skara Brae, re-routing visitors away from the vulnerable wallheads, reducing visitor wear at the Ring of Brodgar and removing a flight of steps from one of the causeways, and waterproofing Maeshowe. A stone slab path laid at Skara Brae in 2006 to take people off the wallheads and assist circulation is being evaluated. OIC built a new car park, boardwalk and reinforced path to improve access to the Ring of Brodgar and the RSPB Reserve in 2007; these works will also be evaluated.

Aim 16 To ensure that policies for development on the Site and adjacent to it should lead to benefits for the economy of local people and of Orkney as a whole.

Aspects of the 'development on the Site and adjacent' outlined under Aim 5 above relate to improved visitor access. The maintenance of the WHS as a tourist destination contributes to the Site's public benefits. Environmentally sustainable development is supported by the organisations involved in managing the WHS. A range of businesses and agencies involved in developing and promoting tourism are represented by the Orkney Tourism Partnership. Its Strategy and Plan (2006) aims to grow tourism in Orkney in a sustainable way.

Aim 17 To help develop sustainable tourism by encouraging dispersal of visitors to more of the various visitor attractions in Orkney, and by evening out the concentrations of numbers at particular times and locations.

The establishment of the Ranger Service in 2005 has led to added value for visitors to Brodgar and the Stones of Stenness and this has had the effect of dispersing visitors from Maeshowe and Skara Brae. The properties that make up the WHS are open all year round and the Ranger Service also operates in the winter months. Assessment has shown that about 75% of visitors to Skara Brae also visit Skail House and the facilities and options for visitors at both sites mean that there is a fairly even spread of footed traffic. HS staff also liaise with Orkney Tour Guides to even out concentrations of visitors on days when

cruise ships are expected. HS are involved in regular seminars to inform guides about pressures on the monuments and any actions/projects proposed at the sites.

Following a Carrying Capacity Study completed in 2004, HS implemented timed-ticketing for Maeshowe in order to minimise the impact of visitors on the interior of the monument. Since 1997, the effect of the winter solstice has been broadcast via the internet (www.maeshowe.co.uk) by Charles Tait from 6 December to 5 February each year. The camera equipment has been upgraded and broadband introduced to improve the quality of the images.



A cyclist using the bicycle racks at Skara Brae car park

The *Orkney Local Transport Strategy 2007–10* encourages the use of public transport to the WHS.

Aim 18 To ensure that policies relating to visitors to the Site emphasise quality tourism and encourage longer stays and higher spending in Orkney.

HS participates in the VisitScotland quality assurance scheme; Skara Brae has a five-star rating and Maeshowe and Tormiston Mill have a four-star rating and are subject to reassessment every two years. Visits to HS Orkney sites outside the WHS which have admission charges are made more attractive through the Explorer Pass discount scheme.

Skara Brae Visitor Centre carries a selection of leaflets about other attractions in Orkney. The liaison outlined under Aim 17 helps to encourage a wider itinerary for organised tours. The finds on display at the Skara Brae Visitor Centre complement those on display at Orkney Museum in Kirkwall. The Ranger Service provides free tours of sites outside the WHS, including some of the other Orkney islands.

A course for tour guides is provided by Orkney College UHI with support from HS. This aims to ensure that participants have access to high-quality information about Orkney's cultural heritage.

Aim 19 To ensure that there are good facilities for people with disabilities by including provision for their needs in all schemes for enhancement at the Site.

HS's Access Guide provides information to potential visitors about the accessibility of the monuments for different abilities. The former lay-by at Brodgar now provides two disabled parking bays close to the monument and similar bays are demarcated at Skara Brae and Tormiston Mill car parks. HS has completed a Disability Audit of all PICs and under the Disability Discrimination Act 2005 it is obliged to provide compliant access wherever it is reasonable.



Parking for disabled badge holders at the Ring of Brodgar

Aim 20 To ensure that adequate account is taken of the needs of the agricultural industry in and around the Buffer Zones not to be unnecessarily delayed in the going about of its business, particularly at such times as ploughing, silage cropping and harvesting.

Aim 21 To ensure that people in the community living to either side of the Buffer Zone should not be unnecessarily delayed in travelling through it.

Aim 22 To ensure that arrangements for visitors to the Site do not create traffic hazards for the visitors or for others such as those in the farming industry and commuters.

Aim 23 To ensure that the opportunities for reducing conflict between pedestrian, cycle and motor traffic are taken into account in all future schemes for enhancement of the Site and adjacent areas.

The re-sited car park at Brodgar is intended to reduce congestion along the B9055; the effects of this will be monitored.

OIC is developing a Core Paths Network. One of its aims is to improve connections between component parts of the WHS for visitors on foot.

In order to help reduce the hazard to pedestrians crossing the A965 from Tormiston Mill and its car park to Maeshowe, OIC installed a flashing-light pedestrian crossing. From 2008, the timed-ticketing regime has been altered and some pre-booked/pre-paid only tours have been introduced to help reduce pressure on the car park in order to address any remaining health and safety issues.

4.3 Conclusion

4.3.1 Some of the aims of the 2001 Plan remain valid and have helped to inform the issues for the 2008–13 Plan period. In terms of what we set out to do in the first six years or so since inscription, a great deal has been achieved. Inevitably, other issues arose which had not been anticipated and so new solutions were found. Important progress has been made in terms of improving the public's understanding of the values of the WHS through the WHS Ranger Service and critical conservation measures have been put in place at Maeshowe and Skara Brae to help safeguard them for future generations. This evaluation has also helped to inform future management processes and how to implement and monitor the objectives of the new Plan.

PART 3

An overarching vision for the World Heritage Site, long-term aims for the next 30 years and the key issues – which provide both challenges and opportunities for the management of the Site – for the next five years.

CHAPTER 5

THE VISION FOR THE WORLD HERITAGE SITE AND LONG-TERM AIMS

5.1 Introduction

- 5.1.1 ICOMOS advises that Management Plans for WHSs should be based on a strategic view over 30 years. 'The Vision' statement provides the basis to develop long-term aims. These in turn inform the priorities for the medium-term, in this case, over the next five years.
- 5.1.2 Ultimately, we have an obligation to ensure that the OUV of the Heart of Neolithic Orkney WHS is preserved for present and future generations for the benefit of all humanity. We need to better understand its values, continue to provide access to the WHS, enhance people's experience and the public benefits of the WHS, and manage the Site in an environmentally sustainable way. The starting point for the vision and long-term aims are our international obligations to uphold the World Heritage Convention.

5.2 The Vision

The Heart of Neolithic Orkney World Heritage Site and its Setting will be protected, conserved, enhanced and enjoyed in such a way as to support its universal recognition as an outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe.

5.3 Long-term aims for the World Heritage Site, 2008–38

5.3.1 *Protecting and Conserving the World Heritage Site*

- To ensure that the OUV of the WHS and its Setting are fully identified and are preserved through appropriate national and local policies and adequate protective measures.
- To achieve a WHS that is managed in a sustainable way, in terms of the environment (including biodiversity), social and economic benefits, and the archaeological resource.
- To ensure that the WHS is regularly monitored and adequately and appropriately conserved.
- To sustain the special character and significance of the historical, cultural and natural landscape of the WHS.
- To manage change to protect and enhance the OUV of the WHS and its Setting.

5.3.2 *Understanding the World Heritage Site*

- To make sure that knowledge and understanding of the WHS is at the core of all management and development decisions to help protect and enhance the OUV of the Site and its Setting for existing and future generations.
- To improve awareness and understanding of the values which make the WHS of particular importance and the significance of its inscription on the World Heritage List.
- To encourage and prioritise a broad range of research into the WHS and its Setting, including historical, archaeological, environmental, social and visitor management, to underpin decision-making and enhance knowledge of the Site.
- To disseminate information and the results of research timeously to all audiences.

5.3.3 *Using and Enjoying the World Heritage Site*

- To provide a high-quality educational and recreational experience for all, enhanced by accurate information and appropriate interpretation about the WHS.
- To ensure that the WHS is a source of local, national and international pride, local identity and inspiration.
- To support the continuation of environmentally sustainable forms of land-use and economic benefits within the WHS and its Setting which do not compromise its OUV.
- To achieve appropriate and environmentally sustainable physical, social and intellectual access for all to and within the WHS.

5.3.4 *Managing the World Heritage Site*

- To manage the WHS to protect its OUV and its Setting.
- To develop partnership and consensus among all those involved, including local communities, in the WHS and its Setting.
- To integrate consideration of the likely effects of climate change into the management of the WHS.
- To secure adequate and sustainable financial and human resources to achieve the vision for the WHS.

CHAPTER 6

MEDIUM-TERM ISSUES

6.1 Introduction

- 6.1.1 What are the main issues for the WHS which should be addressed over the next five years? The following seven issues have been developed through a series of workshops with the Partners, a public workshop in Stenness on 28 February and through formal public consultation in May–June 2008. The issues take into account the overarching vision statement and the long-term aims set out in Chapter 5.
- 6.1.2 Defining the issues helps to shape the actions or ‘objectives’ which are set out in the separate Objectives document and are central to this Plan.

6.2 Medium-term Issues for the World Heritage Site, 2008–13

Issue 1 Protecting the WHS – describing the setting of the WHS, explaining the purpose of, and achieving clarity and consensus on, a Buffer Zone for the WHS; protecting the OUV of the WHS

The WHS itself has clear, mapped boundaries. As discussed in Chapter 2, two Buffer Zones were described in the 1998 Nomination Document and cultural and natural heritage designations were used to define them. The current UNESCO Operational Guidelines (2008) state that WHS Buffer Zones should relate to the immediate Setting and key views, can be mapped, and offer an additional safeguard to the protection of the WHS. The Buffer Zones that were proposed in 1998 cannot be adequately mapped nor do they reflect the immediate Setting and key views. As discussed in the Chapters 1 and 4, HS and SNH went on to commission a Landscape Carrying Capacity Study in 2000/1 and this delineated an ‘Intermediate’ and ‘Wider Setting’ based on Zones of Visual Influence (ZVIs). This study was used to inform the 2004 Local Plan policies. The existence of several different areas on different maps is, therefore, confusing.

Furthermore, the Setting of the WHS, as a group of monuments, is not based only on visual envelopes. Setting in this sense needs to take account of several factors including intangible qualities, non-visual relationships, and contemporary values and can be described, but not shown as a hard line on a map. A clear description of Setting, and clarity on what Buffer Zones are for and what they could be redefined as, would help protect the surroundings of the WHS. Its surroundings are inextricably linked to the OUV of the WHS. HS therefore commissioned a report by Atkins Ltd (2008) to describe the Setting of the WHS and review its Buffer Zones.

Protecting the OUV of the WHS is of primary concern. The World Heritage Committee has the ability to place a WHS on the World Heritage in Danger List if it decides that a

WHS may no longer meet the criteria under which it was inscribed. This action could affect the international reputation of the State Party and the Partners and steps would have to be taken to address the particular threat(s) to the OUV of the Site.

Issue 2 Conserving the WHS – addressing coastal and visitor erosion, conserving the monuments and natural heritage

Skara Brae is located on Skail Bay and the surviving extent of the site is vulnerable to coastal erosion. HS commissioned several reports on the situation between 1994 and 2007 and one of the specific actions of the 2001 Management Plan was to monitor, assess and address coastal erosion at Skara Brae. Erosion at key points would have to be managed without exacerbating erosion elsewhere in Skail Bay. Landward areas of the bay are SSSIs so SNH has a locus, OIC is the Coastal Protection Authority, and neighbouring landowners also have an interest. This issue remains a threat to the long-term survival of the site.



Coastal erosion at Skail Bay

Measures have been put in place to reduce visitor wear to the wallheads at Skara Brae and around the Ring of Brodgar (see Chapter 5), and, given visitor numbers, careful management is required to ensure that the WHS is conserved whilst maintaining local biodiversity interests. UK and Local Biodiversity Action Plan species and habitats exist within the WHS. The Ring of Brodgar is surrounded by the RSPB Brodgar Reserve and a new Ecological Management Plan is planned for the 2008–13 period. Information and interpretation can be used to positively influence visitor behaviour to conserve the monuments.

UNESCO requires WHS managers to consider risk preparedness in terms of risk assessments to identify possible risks to the WHS and set out methods by which they can be mitigated.

Issue 3 Understanding the values of the WHS – developing research, educational and interpretive objectives which ensure high quality information and delivery to promote enjoyment of and support for the WHS

The OUV of the Site was originally defined in the World Heritage Committee decision, ICOMOS evaluation and State Party nomination and a proposed Statement of OUV appears in this Management Plan in Chapter 2. One obligation of the World Heritage Convention (Article 27) is that State Parties shall endeavour to strengthen appreciation and respect by their peoples of WHSs. One issue is that, in the eight years since the WHS was inscribed, it has not always been understood and appreciated as a whole and thus this is something that could be addressed more fully by specific objectives over the next five years.

Although not part of the ‘WHS property’, artefacts relating to WHSs are important tools for understanding them and provide tangible links to the people who made and handled these objects, in the case of Neolithic Orkney, 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.



Artefacts from Skara Brae

There are different methods by which we can better understand the WHS in order to provide appropriate information about, access to, and conservation of the Site. Ensuring that understanding underpins management decisions is important. Equally, it is important that specific research is designed to address key issues. Different types of research, including, for example, surveys related to monitoring condition, could be made more accessible to the general public, other researchers and cultural resource managers to help inform practice at other WHSs and cultural assets.

Issue 4 Accessing the WHS – improving physical, intellectual and social access to the WHS for all

Under the terms of the World Heritage Convention, providing access to WHSs helps to ‘present’ and ‘transmit’ them to future generations (Article 4) and gives them ‘a function in the life of the community’ (Article 5a) which is a key public benefit. In the case of the Heart of Neolithic Orkney, the WHS is also PICs and public access to them is an obligation under the Ancient Monuments and Archaeological Areas Act 1979. The WHS comprises six physically separate sites and facilitating access between them remains an issue in terms of public transport provision and pedestrian routes. Issues relating to physical access include car-parking provision and pedestrian routes between car parks or drop-off points, visitor centres and the monuments. Under the terms of the Disability Discrimination Act 1995 ‘reasonable’ physical and remote access should be provided.

The WHS sits within an archaeological landscape and, in order to improve the public's understanding and enjoyment of it, exploring both tangible and intangible links with other related archaeological sites and the landscape as a whole, is an issue.

Risk in terms of hazards to staff and visitors is an important factor given HS's obligations to provide access to the Site and the access remits of OIC and SNH. Risk assessments have been completed for Skara Brae, Maeshowe and Tormiston. Specific Health and Safety risks have been identified at Maeshowe as visitors and staff require to cross a busy road from the visitor centre and car park at Tormiston Mill. However, measures to mitigate these have been introduced (see Chapter 4, Aims 20–23).



Using the specially designed gates on the way to Maeshowe

Issue 5 The Partners in the WHS – clarifying and agreeing roles and responsibilities, improving communication & co-ordination, monitoring and resourcing the implementation of the Management Plan, integrating initiatives

The key Partners in the management of the WHS are HS, SNH, OIC and RSPB. Although HS has responsibility for the management of the full extent of the WHS, the WHS is made up of six discrete sites and so does not include the management of all forms of access to and between them. The role of each of the Partners is set out in Chapter 3.

The roles and responsibilities of the Partners in terms of objectives, co-ordinating roles, communication, monitoring and reporting need to be clarified. A number of plans have been developed in relation to Orkney, many of which have a direct bearing on the WHS, and there is a need to ensure that they are taken into account and that none of the policies or guidance conflict with safeguarding the OUV of the WHS. An awareness of the programmes, priorities and initiatives of Partner and other organisations will also help to address some objectives more effectively and efficiently.

In order to ensure that the Heart of Neolithic Orkney is being protected, conserved, understood and managed appropriately, according to the World Heritage Convention, a plan for its management needs to be implemented. To do this the objectives designed to address the identified issues need to be adequately resourced. This includes running costs, capital costs, and capacity-building, for example in terms of interpretative and educational provision and conservation skills.

Issue 6 The stakeholders in the WHS – improving communication, developing opportunities and encouraging engagement, taking account of all community interests at local, national and international levels

There are many interests in the WHS and it is important to engage fully with stakeholders to ‘give the cultural and natural heritage a function in the life of the community’ (Article 5a, World Heritage Convention), and for the State Party ‘to keep the public broadly informed of the dangers threatening this heritage and of the activities carried on in pursuance of this Convention’ (Article 27).

In order for any Management Plan to deliver the objectives it sets out, it must take account of the views of the local, national, and international community, tourism interests, economic interests, cultural interests, educational objectives, and so forth in developing those objectives, whilst upholding its key function to conserve the WHS for existing and future generations. The ways in which the WHS delivers a range of public benefits are important and discussing and developing these benefits will help the Partners to engage with stakeholders. It is clear that wide consultation is required together with good, clear and regular communication. This extends to ensuring that staff of all the Partners who deal directly with the public have access to clear and consistent information.



Environmentally sustainable transport around the World Heritage Site

Issue 7 Sustainable management – ensuring that environmental sustainability underpins all aspects of conservation, resourcing, research, access, enhancing the economy, landscape, and engaging the community and society

The WHS should be managed as an environmentally sustainable resource for the benefit of present and future generations. It is important that this is taken into account in terms of archaeology, the local economy, tourism, the local community, the surrounding landscape and the natural heritage. For example, archaeological intervention is destructive – what the monuments can tell us about the lives of peoples who lived before us is a finite resource. Therefore, non-invasive techniques have an important role to play, as does taking the long-term view in that new technologies may be developed which might answer questions which today can only be tackled through excavation. All objectives should take full cognisance of the need to protect the natural heritage and encourage biodiversity. Materials, equipment and transport used in all aspects of management should be as environmentally sustainable as possible. Energy efficiency and reversibility are also important and relevant factors to consider.

6.3 Conclusion

6.3.1 Defining the long-term aims, issues and objectives has been an iterative process therefore the scope or focus of the issues above have been reviewed on a number of occasions. Defining the issues helps to ensure that the objectives of the Plan are targeted and prioritised.

6.3.2 Forty-six objectives have been set out in the Objectives document which can be found in the sleeve at the front of this Foundation Document. The Objectives document also indicates who will be responsible for leading or implementing them, prioritises them, and sets out how they will be monitored. The objectives are also cross-referenced to the seven issues set out in this chapter.

PART 4

List of Abbreviations

Sources of Further Information

Bibliography

Appendices

A – Statutory Framework, Policy and Guidance

B – Evaluation of the 2001 Management Plan Actions

*C – Table of Archaeological Fieldwork Undertaken in Orkney
2004–7*

LIST OF ABBREVIATIONS

A&IG	Access and Interpretation Group
CG	Consultation Group
DCMS	Department for Culture, Media and Sport
DDA	Disability Discrimination Act
EASE	Environment & Archaeology Services Edinburgh
EC	European Community
EIA	Environmental Impact Assessment
IBZ	Inner Buffer Zone
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
GUARD	Glasgow University Archaeological Research Division
HS	Historic Scotland
LGBT	Lesbian, Gay, Bisexual and Transgender (equality group)
MCU	Monument Conservation Unit (Historic Scotland)
NSA	National Scenic Area
NGR	National Grid Reference
NPPG	National Planning Policy Guidelines
nyr	not yet received
OASIS	Online Access to the Index of Archaeological Investigations
OAT	Orkney Archaeological Trust
OBZ	Outer Buffer Zone
OCCGU	Orkney College Geophysics Unit
OIC	Orkney Islands Council
OUV	Outstanding Universal Value
PAN	Planning Advice Note
PIC	Property in Care
RCAHMS	Royal Commission on the Ancient and Historical Monuments of Scotland
RDC	Rural Development Contract
RSPB	Royal Society for the Protection of Birds
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SEPA	Scottish Environment Protection Agency
SGRPID	Scottish Government Rural Payments and Inspections Directorate
SHEP	Scottish Historic Environment Policy
SMC	Scheduled Monument Consent
SMR	Sites and Monuments Record
SNH	Scottish Natural Heritage
SPA	Special Protection Area
SPP	Statutory Planning Policy
SSSI	Site of Special Scientific Interest
UHI	University of the Highlands and Islands
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VSBD	Visitor Services and Business Development (Historic Scotland)
WHS	World Heritage Site
ZVI	Zone of Visual Influence

SOURCES OF FURTHER INFORMATION

Historic Scotland

www.historic-scotland.gov.uk/index/heritage/worldheritage.htm

HS's World Heritage webpages provide information on all five Scottish WHSs. Links from the page on the Heart of Neolithic Orkney direct you to the Management Plan, Research Agenda, 1998 Nomination Document and relevant guidebooks.

UNESCO World Heritage

whc.unesco.org

The text of the World Heritage Convention and the latest Operational Guidelines are available from UNESCO's World Heritage website. It includes useful information about periodic reporting and the nomination of Sites and access to the World Heritage Papers, World Heritage Review series and World Heritage Committee decisions.

UK World Heritage Sites Portal

www.ukworldheritage.org.uk/index.htm

The UK World Heritage Sites Portal is run by the DCMS. It provides information on all 28 UK WHSs and a useful news and events section which is updated regularly.

ICOMOS

www.international.icomos.org

The ICOMOS website is an important resource which has a wealth of information about the conservation of sites and the work of its international scientific committees.

ICOMOS-UK

icomos-uk.org

The ICOMOS-UK website provides information on all 27 UK WHSs and the work of its specialist committees. Back issues of its newsletter and important advice and guidelines relating to a range of heritage issues, including World Heritage, are available through the site.

ICCROM

www.iccrom.org

The International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) website is a useful resource for cultural resource managers and conservators. A range of reports and manuals on topics as diverse as 'Introducing Young People to Heritage Site Management and Protection' to 'Sharing Conservation Decisions' are available for download or purchase.

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APPENDIX A

STATUTORY FRAMEWORK, POLICY AND GUIDANCE

Introduction

A.1 This appendix builds on the summary in Chapter 3 of a range of statutory mechanisms, policies and guidance which have some bearing on the management of the Orkney WHS. This appendix covers:

- International Treaties
- National Legislation
- National Policy
- Regional and Local Policy

An explanation of how they relate to the proposed objectives set out in this Plan is provided in the Environmental Report which accompanied the consultative draft as an appendix available from: www.historic-scotland.gov.uk/index/about/consultations/closed-consultations.htm.

A.2 International Treaties

The World Heritage Convention

A.2.1 The Convention Concerning the Protection of the World Cultural and Natural Heritage 1972 was ratified by the UK government on 29 May 1984. It defines the types of sites which can be inscribed onto the World Heritage List and sets out how they are to be identified, protected and preserved.

A.2.2 No additional statutory controls result from designation but Scottish Government policy states that a combination of a clear policy framework and a comprehensive management plan should be established to assist in maintaining and enhancing the quality of these areas.

A.2.3 UNESCO's *Operational Guidelines for the Implementation of the World Heritage Convention* are revised regularly, the latest edition being that of January 2008.

Other Relevant Conventions

A.2.4 The European Convention on the Protection of the Archaeological Heritage (Revised) 1992 was ratified by the UK government in 2000 and came into force the following year. It contains provisions for the identification and protection of archaeological heritage, its integrated conservation, the control of excavations, the use of metal detectors and the

prevention of the illicit circulation of archaeological objects, as well as for dissemination of information.

- A.2.5 The European Landscape Convention 2000 was ratified by the UK government in 2006 and promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues.
- A.2.6 The Council of Europe's Framework Convention on the Value of Cultural Heritage for Society 2005 has not yet come into force or been ratified by the UK Government, however, this situation may change during the Plan period 2008–13. The Convention focuses on the ethics and principles of the use and development of heritage in a Europe affected by globalisation.

European Directives

- A.2.7 European Council or Commission Directives which have been adopted by the European Community and the UK as a member state are implemented in the UK through national legislation. Where relevant, these are referred to below.

National Legislation

- A.2.8 This section highlights the current cultural and natural heritage designations, other than World Heritage status, which overlap with the Heart of Neolithic Orkney WHS or are close by and thus are potentially relevant given the objectives set out in this Management Plan. Consideration of WHSs is currently covered by national planning policy.

Ancient Monument Legislation

- A.2.9 The sites that make up the WHS are part of four **scheduled monuments** which are recognised as being of national importance and are designated under the Ancient Monuments and Archaeological Areas Act 1979. A range of works to scheduled monuments is managed through a consent regime, Scheduled Monument Consent (SMC).
- A.2.10 The Act also makes provision for Scottish Ministers or local authorities to acquire ancient monuments by purchase agreement or in guardianship and includes rights of public access. Those acquired by Scottish Ministers are managed on their behalf by HS and are known as 'Properties in Care' (PICs), which is the case for the monuments that make up the WHS. A parallel system to SMC (PIC Clearance) exists for works carried out by HS to PICs.

Natural Environment Legislation

- A.2.11 The Lochs of Harray and Stenness are designated as a **Site of Special Scientific Interest** (SSSI) under the Nature Conservation (Scotland) Act 2004 for its flora, fauna and its importance to wintering wildfowl. Prior consent from SNH is required for certain operations. SSSIs are areas which are of special (national) interest by reason of their flora, fauna or geological or physiographical features. The Bay of Skail is designated as an SSSI for its geological interest and the Stromness Heaths and Coast SSSI is an important habitat and has geological and geomorphological importance. The Act also places a

general duty on all public bodies to further the conservation of biodiversity. Notification of proposed SSSIs is also governed by the 2004 Act.

- A.2.12 The Loch of Stenness is designated as a **Special Area of Conservation (SAC)** as a saline lagoon under the Conservation (Natural Habitats &c.) Regulations 1994 (as amended). This designation applies to rare, endangered or vulnerable habitats and species of community interest and plays a key role in ensuring they are either maintained at, or restored to, favourable conservation status.
- A.2.13 The EC Council Directives on the Conservation of Natural Habitats and Wild Flora and Fauna 1992 and the Conservation of Wild Birds Directive 1979 also promote other measures for the sustainable management of the countryside and marine environment outside designated areas such as SACs and Special Protection Areas (SPAs) such as for European protected species. These species are listed in the Habitats Regulations 1994. In certain circumstances licenses from SNH or the Scottish Government are required where protected species might be affected. The Birds Directive confers special responsibilities on national governments to maintain populations of wild birds and to ensure that a sufficient diversity and area of habitats are maintained for them.
- A.2.14 From 1 April 2008 applications for SMC to carry out works to a scheduled monument affecting a designated area or certain species which might also require consent from SNH will be co-ordinated by HS through a single application process.

Planning Legislation

– Primary Legislation

- A.2.15 The Town and Country Planning (Scotland) Act 1997 is the primary legislation which governs both development planning and development management in Scotland. The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 governs the listing and protection of buildings and areas of special architectural or historic interest. The Planning etc. (Scotland) Act 2006 amends in part the 1997 Act and makes further provision relating to town and country planning in Scotland.
- A.2.16 The Brodgar–Stenness monuments of the WHS lie within the Brodgar Rural **Conservation Area** which was designated by OIC in 1976 to offer protection to the scheduled and unscheduled sites in that area. Controls lie mainly within national and local policies.
- A.2.17 The Brodgar–Stenness monuments of the WHS lie within the Hoy and West Mainland **National Scenic Area (NSA)** which was designated in 1980 by order under the then planning legislation which was subsequently repealed. NSA provisions have been reintroduced under the 2006 Act, section 50 (currently only in part to enable regulations to be made and guidance to be issued). An NSA is an area of unsurpassed attractiveness which must be conserved as part of our national heritage.

– Secondary Legislation

- A.2.18 The Town and Country Planning (General Development Procedure) (Scotland) Order 1992 (as amended) governs the application of the 1997 Act. Amongst other things it sets out consultation requirements for certain planning applications. These include:

- consultation with Scottish Ministers (through HS) where development may affect the site or setting of a scheduled monument, an **A-listed building** or a **garden or designed landscape** identified in the *Inventory*. The designed landscape associated with the A-listed Skail House next to Skara Brae is on the *Inventory*.
- Consultation with SNH where development affects an SSSI, an SAC, an SPA or a Ramsar site. Ramsar sites are designated under the Convention of Wetlands of International Importance 1971. The Lochs of Harray and Stenness SSSI has been considered as a Ramsar site for its waterfowl but it did not meet the criteria.

A.2.19 The Town and Country Planning (Notification of Applications) (Scotland) Direction 2007 requires the planning authority to notify Scottish Ministers in certain instances where it proposes to grant planning permission. It includes provision for notification of applications affecting a scheduled monument, A-listed building, SSSI, SAC, SPA or Ramsar site.

A.2.20 The Town and Country Planning (General Permitted Development) (Scotland) Order 1992 lists certain classes of development which have deemed planning permission such as the majority of agricultural buildings. In some cases prior notification to planning authorities is required and in these instances planning advice states that the impact of the development on the cultural and natural heritage should be considered. Planning authorities might also consider including policies related to prior notifications in their development plans.

Environmental Assessment Legislation

A.2.21 The **Environmental Impact Assessment** (Scotland) Regulations 1999 (as amended) set out a process which identifies the environmental effects of development proposals to prevent, reduce and offset any adverse impacts. The Environmental Impact Assessment Directive 1985 (as amended) requires the assessment of impacts of certain projects on the environment to ensure that the authority giving the primary consent for a particular project makes its decision in the knowledge of any likely significant effects on the environment. HS and SNH are statutory consultees under the Regulations.

A.2.22 The Environmental Assessment (Scotland) Act 2005 requires the **strategic environmental assessment** (SEA) of certain public sector plans, programmes, strategies and policies with the aim of managing adverse impact on the environment by integrating environmental considerations into their preparation. The Strategic Environmental Assessment Directive 2001 requires the assessment of the effects of certain plans and programmes on the environment with the objective of providing for a high level of protection of the environment and contributing to the integration of environmental considerations into the preparation and adoption of plans and programmes.

Other Relevant National Legislation

A.2.23 A range of national legislation is relevant to the management of the WHS. Relevant legislation includes:

- Land Reform (Scotland) Act 2003
- Water Environment and Water Services (Scotland) Act 2003

- Water Environment (Controlled Activities) (Scotland) Regulations 2006
- Disability Discrimination Act 1995

How these and other acts and regulations relate to the proposed objectives set out in this Plan can be found in the Environmental Report available at www.historic-scotland.gov.uk/index/about/consultations/closed-consultations.htm.

A.3 National Policy

Planning Policies

- A.3.1 The *National Planning Framework for Scotland* (2004) sets out the Scottish Government's strategy for Scotland's long-term spatial development to 2025. Statutory Planning Policies (SPPs) provide statements of government policy on nationally important land use and other planning matters. Existing National Planning Policy Guidelines (NPPGs) are relevant until such time as they are replaced by an SPP.
- A.3.2 *SPP 1: The Planning System* (2002) provides an overview of the land-use planning system in Scotland under the 1997 Act. This policy will be revised once the amendments to the 1997 Act brought in by the Planning etc (Scotland) Act 2006 are fully in force.
- A.3.3 *NPPG 5: Archaeology and Planning* (1998) sets out the government's planning policy on how archaeological remains and discoveries should be handled under the development plan and development control systems. Unscheduled archaeology should be defined and justified by planning authorities through development plan policies, with priority also given to their preservation in an appropriate setting.
- A.3.4 *NPPG 18: Planning and the Historic Environment* (1999) sets out the government's planning policy on listed buildings, conservation areas, **world heritage sites**, gardens and designed landscapes, and their settings. The impact of proposed developments on WHSs is a key material consideration in determining planning applications. *SPP 23: Planning and the Historic Environment* (consultative draft: February 2008) will supersede NPPG 5 and 18 when it is finalised.
- A.3.5 *NPPG 14: Natural Heritage* (1999) sets out the government's planning policies on how the conservation and enhancement of Scotland's natural heritage (including landscape designations) should be reflected in land-use planning. *NPPG 13: Coastal Planning* (1997) may be relevant given the suggested priorities for the management of the WHS in this Plan.
- A.3.6 Planning Advice Notes (PANs) provide advice on good practice and relevant information. *PAN 58 – Environmental Impact Assessment* (1998) includes WHSs in the definition of 'sensitive areas' which require special consideration in the case of 'schedule 2 developments'. These special considerations also apply in the case of scheduled monuments, SSSIs and international heritage designations.

Historic Environment Policies

A.3.7 Scottish Historic Environment Policies (SHEPs) set out Scottish Ministers' vision and strategic policies for the wider historic environment and provides greater policy direction for HS.

A.3.8 *SHEP 1: Scotland's Historic Environment* (2007) provides the overarching policy statement for the historic environment and a framework for more detailed strategic and operational policies that inform the work of organisations with a role and interest in managing the historic environment. SHEP 1 supersedes the policy elements of *Passed to the Future* (2002), however it remains a resource for implementing a sustainable approach to the historic environment.

A.3.9 *SHEP 2: Scheduling: protecting Scotland's nationally important monuments* (2006) sets out Scottish Ministers' policy for the identification and designation of scheduled monuments and *SHEP 4: Scheduled Monument Consent* (2008) sets out their policy for the control of works affecting scheduled monuments.

A.3.10 *SHEP 5: Properties in the Care of Scottish Ministers* (2008) sets out Scottish Ministers' policy on properties that have come into state care under the terms of the Ancient Monuments and Archaeological Areas Act 1979 and preceding legislation.

A.3.11 *SHEP 3: Gardens and Designed Landscapes* (2008) sets out Scottish Ministers' policy for gardens and designed landscapes. Those on the *Inventory* are afforded a degree of protection under the Town and Country Planning (General Development Procedure) (Scotland) Order 1992 (as amended).

A.3.12 *The Memorandum of Guidance on Listed Buildings and Conservation Areas* (1998) is being withdrawn in stages in 2008–9 and is being replaced by SHEPs and guidance papers. Other policies including a SHEP on WHSs will be developed during the Plan period.

Other relevant national policies

A.3.13 A range of national policies and strategies are relevant to the management of the WHS.

Relevant policies include:

- *Choosing our Future: Scotland's Sustainable Development Strategy 2005*
- *Scotland's Biodiversity: It's in Your Hands: A strategy for the conservation and enhancement of biodiversity in Scotland 2004–2030*

A.4 *Regional and Local Policy*

The Orkney Development Plan

A.4.1 The Structure Plan (2001) sets out the strategic framework for the development of land in Orkney (2001–11). The Local Plan (2004) sets out detailed policies and specific land use proposals/allocations for the development and use of land in Orkney (2004–9) that guide day-to-day planning decisions. Both plans contain specific policies relating to the WHS.

A.4.2 This two-tier system will be replaced by the requirement for each local authority to have a single 'Local Development Plan' under the terms of The Planning etc. (Scotland) Act 2006. It is likely that a new plan for Orkney will be drafted and adopted during the Plan period 2008–13.

A.4.3 Statutory Guidance may supplement the approved policies of development plans. Statutory Guidance which covers the historic environment in Orkney and/or the WHS will be developed during the Management Plan period.

Other relevant regional and local policies

A.4.4 A range of regional and local policies, strategies and plans are relevant to the management of the WHS. Equally, others will be developed or reviewed over the next five years which will become relevant over the Plan period.

Relevant policies, strategies and plans include:

- *Orkney 2020: Our Vision: Orkney's Community Plan 2007–2020*
- *Orkney Islands Council Biodiversity Plan 2008–11* (consultative draft: February 2008)
- *Orkney Tourism Partnership Plan and Action Plan 2006–2015*

APPENDIX B EVALUATION OF THE 2001 MANAGEMENT PLAN ACTIONS

The 53 actions of the 2001 Management Plan are listed under the 'best-fit' aim and the status of that action is given in the final column. This appendix complements Chapter 4 of this plan which evaluates each of the 23 aims.

The key used in the priority and frequency columns is as follows:

KEY: *** – Urgent ** – Necessary * – Desirable
 OO – One-Off W – Weekly M – Monthly A – Annual Q – Quinquennial

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
Aim 1: To ensure that consensus is achieved on changes within the Site and its environs wherever possible.					
1. Prepare and issue Q and A briefing/Press Release.	HS	HS	***	OO Nov 1999	Done: Dec 1999.
2. Agree remit, function and membership of Steering Group and its administrative arrangements.	HS/OAT/ OIC/SNH	HS/OIC	***	OO Nov 1999	Done: Nov 1999. Governance procedures have been reviewed in 2007/08 and the 'Steering Group' has been renamed the 'Management Board'.
3. Draft and arrange for signing of Statement of Intent.	HS/OAT/ OIC/SNH	HS	*	OO Feb 2000	Done: Feb 2000.
4. Signing of Statement of Intent/Ministerial Launching of WHS.	HS	HS	*	OO 24 Mar 2000	Done: 24 Mar 2000.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
Aim 2: To ensure that the details of the Management Plan are directed towards ensuring the conservation and presentation of the Site as a whole, and the constituent parts of it.					
5. Timetable and cost the implementation of parts of the Management Plan.	HS/OIC	HS/OIC	**	A Sep 2000	HS produces annual works programmes for the PICs and these works (including surveys) are budgeted for annually, MCU staff monitor progress monthly. A range of Access & Interpretation projects have been timetabled and costed.
6. Review Skara Brae Interpretation Plan.	HS/CG	HS	**	OO tbc	1996 plan superseded by single plan for WHS, Dec 2002 (see Action 7).
7. Prepare Maeshowe and Tormiston, Stones of Stenness and the Ring of Brodgar Interpretation Plans.	HS	HS/CG	**	OO Apr 2002	Incorporated into single plan for the WHS by HS in Dec 2002 informed by an Access and Interpretation Strategy by Ian Parkin et al, Feb 2002. Audit of current interpretation provision carried out in Aug 2007. New panels to be erected at Brodgar car park and replacement panels at Maeshowe to be installed in 2008.
Aim 3: To increase people's recognition, understanding and enjoyment of the Site and their understanding and enjoyment of Orkney and the rest of Scotland's past.					
8. Arrange public lectures/meetings to mark Launch.	HS/OIC	HS/OIC	*	OO Mar 2000	Done: 5 May 2000.
9. Consider setting up HS webpage.	HS	HS	*	OO May 2000	Information about the WHS forms part of the HS website. It was last updated in Mar 2008 under the 'Looking after our Heritage' section.
10. Draft and issue public information leaflet.	HS/OAT/ OIC/SNH	HS	**	OO May 2000	Done: 24 Mar 2000.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
11. Consider educational options for Orkney schools in consultation with Orkney Heritage.	HS/CG		*	OO/A Mar 2003	HS Ranger Service (established in 2005 co-funded by HS and SNH) and Education Unit have been working in partnership to provide WHS educational activities and resources.
12. Explore and develop options for experimental house Skara Brae.	HS	HS	*	OO Dec 2004	The replica house has been evaluated and maintained by HS's Interpretation Unit. Options for an experimental house have not been developed.
Aim 4: To ensure that management of the Site is guided and informed by appropriate knowledge of development of the Site and its surroundings through time.					
14. Training for all staff in relevant organisations regarding implications of Site and its Buffer Zones.	HS/OAT/ OIC/SNH	HS/OIC	*	OO/A May 2000	First done: Mar-Apr 2000, relevant staff are briefed on any upcoming conservation programmes and monitoring. WHS Rangers provided a tour for SNH area staff in 2005 and worked with OIC staff in Aug 2007.
15. Encourage the formation of a Research Co-ordination Committee.	HS/ OAT/OIC]		*	OO Dec 2000	Done: 2001.
Aim 5: To agree administrative arrangements for the Consultation Group					
16. Agree remit, function and membership of Consultation Group and its administrative arrangements.	HS	HS/OIC	***	OO May 2000	Done: May 2000, Governance procedures have been reviewed in 2007/08 and the 'Consultation Group' has been renamed the 'Stakeholder Forum'.
Aim 6: To obtain agreement to a version of this Management Plan.					
17. Agree revised Management Plan.	HS/OAT/ OIC/SNH/ CG	HS	***	Q Dec 2000	Done: Dec 2000.
Aim 7: To meet the UK's obligations under World Heritage Conventions in relation to effective management of the Site.					
18. Monitor and review effectiveness of Management Plan.	HS/OAT/ OIC/SNH/ CG	HS	**	A Mar 2002	Monitored and reviewed annually 2002 to 2005. Staff resources made this difficult 2006-7.
19. Erect World Heritage Markers at Skara Brae, Maeshowe, Brodgar and the Stones of Stenness.	HS	HS	**	OO Mar 2000	Done: Mar 2000.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
20. Investigate issue of moisture within Maeshowe and devise appropriate course of action .	HS	HS	**	OO Mar 2001	A programme of monitoring internal environment, detailed structural survey and photogrammetry led to the project to investigate the concrete capping, re-waterproof and improve the drainage in 2005-6. Stewarding staff have helped to monitor the interior environment since then.
Aim 8: That WHS status should be reflected in any future statutory and other plans for the area. Also, existing designations and their boundaries should be kept under review by the relevant authorities to ensure that the highest levels of statutory and planning protection are in place to ensure the preservation of the cultural heritage assets of the WHS.					
21. Agree policy proposals for World Heritage status in forthcoming Structure and Local Plans.	HS/OIC	HS	***	OO May 2000	Done: WHS policies in 2001 Structure Plan and 2004 Local Plan.
22. Review the description of the character or appearance of the Brodgar Rural Conservation Area which it is desirable to preserve or enhance the mechanisms for enabling this.	HS/SNH/ OAT/OIC	SNH/HS/ OIC	**	OO Apr 2001	'Carrying Capacity Estimates for the Ring of Brodgar, Stones of Stenness and Maeshowe' was completed in Jul 2004 to inform visitor management to address the potential damage from visitors at peak times. This has resulted in the introduction of timed-ticketing at Maeshowe and revised car-parking provision at Brodgar. A review of the Conservation Area Appraisal is scheduled for 2009 (OIC).
23. Review the Site boundaries.	HS		*	OO Mar 2005	Recommendations for revised Buffer Zones will be considered as part of a study to define the setting of the WHS commissioned by HS in 2007/8.
Aim 9: That policies be directed towards positive measures for the enhancement of the Site and its Buffer Zones so that they benefit in character, appearance and setting, while continuing to support the economy of Orkney and the social well being of those living there.					
See Action 21					
24. Review the implications of the Brodgar Visitor Management Plan and investigate opportunities for the enhancement of the Site and its Buffer Zones.	HS/CG	HS/OIC	**	OO May 2000	A Carrying Capacity Study followed in 2004 and a new car park was provided by OIC in 2007 at the Ring of Brodgar.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
25. Review fencing above entrance at Maeshowe.	HS	HS	**	OO Dec 2000	As the field is grazed, the fence is necessary to stop livestock falling into the entrance passage.
Aim 10: To encourage appropriate and sympathetic land uses in the Buffer Zones in order to protect monuments from degradation and from potentially damaging works that do not require planning permission, and to protect and enhance their setting.					
26. Optimise use of agri-environment schemes and other grants to promote integrated, sustainable and appropriate land management practices.	HS/SNH/CG		*	A Dec 2000	Data shows that grazing is managed under the Rural Stewardship Scheme for six Archaeological/Historic Sites outside but close to the IBZ.
27. Regularly monitor, assess and report on the condition of the Scheduled Monuments in the IBZ.	HS	HS	**	A Dec 2000	On average, the monuments have been visited every two years by the Monument Warden. Since 2005, the WHS Rangers have had a regular presence around the Brodgar-Stenness area. MCU and VSB staff visit the PICs regularly.
28. Review landownership, fencing and grazing policy at the Stones of Stenness and adjacent stones [Barnhouse Stone and Watch Stone].	HS/OIC		*	OO Mar 2003	Ownership is known within the guardianship area. OIC has developed plans to change fencing for Core Paths Network in field to the south-west of Barnhouse Village.
29. Investigate possibilities for management of Ring of Bookan.	HS/OAT		*	OO Dec 2000	In 2007 OIC commissioned Orkney College UHI to conduct a geophysical survey to help determine the extent of the monument.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
Aim 11: That policies recognise that cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones.					
30. Agree a common approach to sustainability and the built and natural heritage.	HS/OAT/ OIC/SNH		*	OO Dec 2000	Done: Mar 2000 (with the Statement of Intent).
31. Consult about preparation of a co-ordinated conservation approach to the Brodgar Rural Conservation Area.	HS/OAT/ OIC/SNH		**	OO Apr 2001	Not done: Conservation Area Appraisal to be reviewed by OIC in 2009.
32. Prepare access and interpretation strategy.	HS/OIC/ SNH	HS/OIC/ SNH/RSPB	***	OO Jul 2001	Done: 2002. Subject to review.
33. Explain to a wider audience how the cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones.	HS/OAT	HS	*	OO Mar 2002	Public lecture: 5 May 2000. The Ranger Service has raised the public profile of the WHS since 2005. Survey and excavation within the IBZ has also received press coverage.
34. Research the tradition and beliefs of the local community.	HS/OAT		*	Q Mar 2004	Angela McClanahan produced a report in 2004 and completed her PhD, sponsored by HS, in 2006.
Aim 12: To establish an accurate picture of the condition and vulnerability of all monuments in the Site and Inner Buffer Zones.					
See Action 27					
35. Prepare Condition Survey for Skara Brae.	HS/SNH	HS	**	OO Mar 2003	Done: Feb 2003
36. Prepare Condition Survey for Maeshowe, Tormiston and Brodgar.	HS	HS	**	OO Mar 2001	Tormiston Mill and Maeshowe: done Mar 2001. Ring of Brodgar: done Feb 2001.
37. Prepare Condition Survey for the Stones of Stenness, Barnhouse Stone and Watch Stone.	HS	HS	**	OO Mar 2003	Done: Dec 2003.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
<p>Aim 13: That all activities on the Site and all activities affecting the natural heritage in the vicinity of the Site should be based on principles of environmental sustainability.</p> <p>See Action 30</p>					
38. Monitor, assess and address coastal erosion at Skara Brae, consulting SNH on opportunities for environmental enhancement.	HS/OIC/ SNH/CG		**	A Dec 2001	HS has prepared a scoping study and various engineers' reports (1994; 1996; 2002; 2007). Outline proposals were prepared by Fairhurst and Partners in 2007 to repair the existing sea wall protecting the monument and also to protect the monument from future erosion to the north. A baseline survey has been produced and a detailed regime of monitoring has been introduced since 2001.
39. Review most appropriate vegetation cover and management for nature conservation interests at Maeshowe, Stones of Stenness and Brodgar.	HS/SNH	HS	*	OO Mar 2002	Ground maintenance regime has been radically altered to encourage growth of natural flora in consultation with RSPB. Footpath routes and their cutting regime have been altered and turf/heather erosion within the Ring of Brodgar is being monitored. Turf reinforcement trials have also been undertaken and the OIC turf reinforcement at Brodgar is being monitored. The RSPB Brodgar Reserve Ecological Management Plan is being reviewed in 2007/8.
<p>Aim 14: That every effort should be made to integrate and enhance the interests of the cultural and natural heritage, balancing the respective needs of each.</p> <p>See Action 32</p>					
40. Review the implications of the Management Plan for the natural heritage.	HS/SNH		**	OO Mar 2003	Biodiversity Plans have been prepared for Tormiston and Maeshowe.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
Aim 15: That policies for development on the Site and adjacent to it should reflect the international importance and the sensitivity of the Site and its setting.					
41. Promulgate the principles set out in various international agreements and The Stirling Charter.	HS/OAT/ OIC/SNH	HS	**	W/M/A	On-going. Note: The policy elements of The Stirling Charter have been superseded by SHEP 1: Scotland's Historic Environment, 2007.
42. Routine site maintenance.	HS	HS	**	W/M/A	A regime of regular inspections is carried out by HS's Works Manager, District Works Manager and District Architect. Annual Monument Audits inform future works maintenance programmes. HS stewards carry out routine site inspections at Maeshowe and Skara Brae.
43. Replace worn site signage at Skara Brae.	HS	HS	***	OO Apr 2000	Done: Apr 2000.
Aim 16: To ensure that policies for development on the Site and adjacent to it should lead to benefits for the economy of local people and of Orkney as a whole.					
Aim 17: To help develop sustainable tourism by encouraging dispersal of visitors to more of the various visitor attractions in Orkney, and by evening out the concentrations of numbers at particular times and locations.					
44. Prepare a plan for dispersal of visitors and for evening out the concentrations of numbers.	HS/CG	HS	**	OO/A Mar 2001	District Visitor Services Manager and Rangers liaise with local Orkney Tour Guides to even out concentrations of visitors on days when cruise ships are expected. HS is involved in regular seminars to inform guides about pressures on the monuments and any actions/projects proposed at the sites.
45. Monitor and address impact of visitors on the fabric of Skara Brae	HS	HS	**	A May 2000	Paths at Skara Brae have been altered such as at House 7 where paths over wallheads have been removed. Further erosion is occurring where Orkney stone paving finishes and this is being monitored

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
46. Compare visitors at Skara Brae Visitor Centre and Skail House to those at Skara Brae to assess if this is minimising the clumping of visitors at Skara Brae itself.	HS	HS	**	OO Dec 2000	Done: Dec 2000. About 75% of visitors to Skara Brae also visit Skail House and the facilities and options for visitors at both sites mean that there is a fairly even spread of footed traffic. There are still occasional peaks which cause bottlenecks to develop at the Skara Brae Visitor Centre and HS is currently looking at ways to relieve the problem.
47. Monitor and address impact of visitors at Maeshowe, Stones of Stenness and Brodgar.	HS		**	A May 2000	A Carrying Capacity Study was completed 2004. Timed-ticketing has been introduced at Maeshowe and the numbers of visitors on tours (20–25) has been capped. A programme of regular photographic survey monitoring of erosion at Brodgar is in place in addition to regular visual inspection. Visitor routes can and have been adjusted to control erosion by footfall.
48. Review 1999 solstice sunset video arrangements.	HS	HS	**	OO Dec 1999	Done. An additional outdoor camera was added in Dec 1999 making a total of 3 cameras which film the event for 2 months each year. Broadband and improved camera equipment have been introduced. The webcam project is run by Charles Tait.
Aim 18: To ensure that policies relating to visitors to the Site emphasise quality tourism and encourage longer stays and higher spending in Orkney.					
Aim 19: To ensure that there are good facilities for people with disabilities by including provision for their needs in all schemes for enhancement at the Site.					
49. Continue to monitor quality issues at HS sites.	HS	HS	**	M/A	HS takes part in VisitScotland's Quality Assurance Scheme. Skara Brae has a five-star rating and Maeshowe and Tormiston have a four-star rating. The Rangers and HS Education Unit regularly evaluate the services they provide.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
50. Continue to monitor use of and satisfaction with facilities for people with disabilities in the WHS.	HS	HS	**	M/A Dec 2001	DDA audits were completed for each monument in 2003. Induction loops are available at Skara Brae and Tormiston. Dedicated disabled parking bays are available at Tormiston, Skara Brae and Ring of Brodgar. Wheelchair use is monitored at Skara Brae.
51. Improve access to Skara Brae for visitors with disabilities.	HS	HS	**	OO Apr 2000	Some works done: Apr 2000. Recent works to footpaths have made reasonable access available to those with mobility difficulties. Works have been carried out to the visitor centre and the replica house is accessible. A motorised buggy and two wheelchairs are available and a computer flythrough is available in the visitor centre.
<p>Aim 20: To ensure that adequate account is taken of the needs of the agricultural industry in and around the Buffer Zones not to be unnecessarily delayed in the going about of its business, particularly at such times as ploughing, silage cropping and harvesting.</p> <p>Aim 21: To ensure that people in the community living to either side of the Buffer Zone should not be unnecessarily delayed in travelling through it.</p> <p>Aim 22: To ensure that arrangements for visitors to the Site do not create traffic hazards for the visitors or for others such as those in the farming industry and commuters.</p> <p>Aim 23: To ensure that the opportunities for reducing conflict between pedestrian, cycle and motor traffic are taken into account in all future schemes for enhancement of the Site and adjacent areas.</p>					
See Actions 24 & 32					
52. Consult early on proposals to mitigate traffic problems and change parking arrangements for the Ring of Brodgar area.	HS/OIC/ SNH/CG		**	OO Mar 2001	New OIC car park (2007) has reduced disruption to traffic at the Ring of Brodgar.

Action	Agencies	Anticipated Funding	Priority	Frequency and Date	Status
53. Continue to monitor traffic hazard at Maeshowe and Tormiston.	HS/OIC	HS/OIC	**	A Dec 2000	OIC has changed the road markings and signage on the A965 which now allows for overtaking and highlights a pedestrian crossing using flashing lights when Tormiston is open. OIC carried out monitoring in 2007. In the short-term, remaining health and safety issues are being addressed by managing the timed-ticketing and car park capacity.

APPENDIX C TABLE OF ARCHAEOLOGICAL FIELDWORK UNDERTAKEN IN ORKNEY 2004-07

This table provides a supplement to Appendix 4 of the Research Agenda (2005) which listed fieldwork in Orkney from 1945 to 2003. This data was supplied by Nick Card, Orkney College UHI.

Parish & Site Name	Type	Period	Fieldwork	Geophys.	RCAHMS No.	SMR No.	NGR	Director	Bibliographic Reference
Birsay, Buckquoy Peninsula			excavation	YES	various	various	HY244282	Griffiths, D	Griffiths, D 2005; 2006
Burray, East Broch	broch	Iron Age	survey	YES	ND49NE 1	OR1780	ND489988	OCGU	OCGU 2006f
Burray, The Bu Sands		prehistoric-medieval	evaluation		ND49NE 38	OR2370	ND485971	Robertson, J & Sharman, P	Robertson, J & Sharman, P 2006
Deerness, Brough of	ecclesiastical	medieval	geophysical survey	YES	HY50NE 14	OR1147	HY595087	OCGU	OCGU 2006d
Eday, Galf of	tomb/settlement	prehistoric	geophysical survey	YES			HY579386	OCGU	OCGU 2006i
Eday, Green	settlement	Neolithic	excavation	YES	HY52NE 10	OR2331	HY569290	Miles, M	Miles, M 2007; OCGU 2006c
Eday, Muckle Hill of Linkataing	settlement	Prehistoric	excavation & survey		HY53NE 8	OR751	HY55303936	Robertson, J & Sharman, P	Sharman 2007
Eday, Stacklebrae	settlement/castle	medieval	geophysical survey	YES			HY564288	OCGU	OCGU 2006b
Firth, Hillock Broch	broch/settlement	Iron Age	geophysical survey	YES	HY31SE 4	OR492	HY361141	OCGU	OCGU 2004a
Firth, Muckquoy	flint scatter	prehistoric	fieldwalking		HY31NE 13		HY376174	Moore, J & Carruthers, M	Moore, J & Carruthers, M 2006
Firth, Redland Farm	flint scatter	Bronze Age	fieldwalking		HY31NE 40		HY376174	Cantley, M	Cantley, M 2005
Firth, Redland Farm			survey		HY31NE 39		HY370170	Lynn, D	Lynn, D 2004b
Harray, Caperhouse	soutterrain	prehistoric	geophysical survey	YES	HY31NW 101	OR2895	HY314171	OCGU	OCGU 2004c

Parish & Site Name	Type	Period	Fieldwork	Geophys.	RCAHMS No.	SMR No.	NGR	Director	Bibliographic Reference
Harray, Geroin	cist	Bronze Age	excavation		HY31NW 102	OR2892	HY328751	Toolis, R	Toolis, R 2004
Harray, Knowes of Trotty	barrows	Bronze Age	excavation	YES	HY31NW 42	OR1642	HY342174	Card, N & Downes, J	Card et al 2005; 2006
Harray, Nessbreck	souterrain	Iron Age	excavation	YES			HY325190	Robertson, J	Robertson, J 2007
Harray, Quilco, Dounby	burnt mound	Bronze Age	geophysical survey	YES	HY22SE 11	OR1717	HY295210	OCGU	OCGU 2006h
Hoy and Graemsay			survey		various	various	HY260000	Robertson, J	Robertson, J 2006
North Ronaldsay, Broch of Burrian	broch	Iron Age	excavation	YES	HY75SE 3.00	OR217	HY763514	Sharman, P & OCGU	Sharman, P 2005; OCGU 2005e
Rendall, Enyas Hill			survey		HY42SW 33		HY408207	Lynn, D	Lynn, D 2004a
Rendall, Tammas Kirk	cemetery	medieval	excavation		HY42SW 34		HY426210	Toolis, R & Cook, M	Toolis, R & Cook, M 2005
Rousay, Eynhallow			survey		various	various	HY290360	Moore, J & Thomas, A	Moore, J & Thomas, A 2007
Rousay, Wasbister Loch	crannog	prehistoric	survey		HY21NE 1	OR468	HY395334	Dixon, N & Forbes, B	Dixon, N & Forbes, B 2004
Rousay, Wyre			survey		various	various	HY445262	Thomas, A	Thomas, A 2006
Rousay, Wyre, Braes of Ha'breck	settlement	Neolithic	excavation	YES			HY437259	Thomas, A	Thomas, A 2007
Sanday, Meur	burnt mound	Bronze Age	excavation		HY74NW 9		HY747457	Toolis, R	Toolis, R 2005
Sanday, Stove Bay			geophysical survey	YES	HY63NW 9	OR136	HY612353	OCGU	OCGU 2007a; 2007b
Sandwick, Spretta Meadow			environ-mental				HY236146	Farrell, M	Farrell, M in prep
Sandwick			environ-mental		various	various		Cluett, J	Cluett, J 2007
Sandwick			geophysical survey	YES	various	various		GSB and OCGU	GSB 2004 & OCGU 2004b; 2005a; 2005b; 2006a; 2006e
Sandwick, Arion Farm	flint scatter	Bronze Age/ Neolithic	fieldwalking		HY21SE 92		HY289144	Cantley, M	Cantley, M 2005

Parish & Site Name	Type	Period	Fieldwork	Geophys.	RCAHMS No.	SMR No.	NGR	Director	Bibliographic Reference
Sandwick, Loch of Stenness	crannog	prehistoric	survey		HY21NE 1		HY260151	Dixon, N & Forbes, B	Dixon, N & Forbes, B 2004
Sandwick, Skara Brae	settlement	Neolithic	survey		HY21NW 12.00	OR1246	HY231187	Sproat, D	Sproat, D 2005
Sandwick, Snusgar	settlement	medieval	excavation and survey	YES	HY21NW 21	OR1255	HY236196	Griffiths, D	Griffiths, D 2005; 2006
Sandwick, Stones of Via	stone setting	prehistoric	geophysical survey	YES	HY21NE 3	OR1264	HY260160	OCGU	OCGU 2005c
Sandwick, Wasbister			survey	YES	various	various	HY285145	Robertson, J	Robertson, J 2005
South Ronaldsay, Blows Moss			environ-mental				ND455859	Farrell, M	Farrell, M in prep
South Ronaldsay, St Ola's Kirkhouse	cemetery	medieval	excavation and survey		ND49SW 7	OR1797	ND434915	Cook, M	Cook, M 2006
South Ronaldsay, The Cairns	settlement/ broch	Iron Age	excavation	YES	ND48NE 14	OR708	ND457855	Carruthers, M A	Carruthers, M A 2006a
South Ronaldsay, Windwick	soutterain	Bronze Age/ Iron Age	excavation	YES	ND48NE8	OR1864	ND460867	Carruthers, M A	Carruthers, M A 2004; 2005
St Andrews, Long Howe	barrow	Mesolithic/ Bronze Age	excavation	YES	HY50NW 61	OR2598	HY509060	Wickham-Jones, C	Card et al 2005; Downes et al 2007
St Andrews, St Peters Bay	broch	Iron Age	geophysical survey	YES	HY50SW 21	OR61	HY536045	OCGU	OCGU 2006g
St Andrews, Mine Howe Environs	barrow and ritual/metal working complex	Bronze Age/ Iron Age	excavation	YES	HY50NW 38	OR63	HY510060	Card, N & Downes, J	Card, N et al 2004; 2005
St Ola, Ramberry	funery/ settlement	Bronze Age	excavation	YES	HY41SW 279	OR2890 & 2891	HY424138	Richards, C & Robertson, J	Richards, C & Robertson, J 2005
Stenness			environ-mental		various	various		Cluett, J	
Stenness			geophysical survey	YES	various	various		GSB & OCGU	GSB 2004; OCGU 2004b; 2005a; 2005b; 2006a; 2006e

Parish & Site Name	Type	Period	Fieldwork	Geophys.	RCAHMS No.	SMR No.	NGR	Director	Bibliographic Reference
Stenness, Brodgar and Dyke o' Sean car park	enclosure	prehistoric	watching brief and evaluation	YES	HY21SE68	OR2925	HY293137 and HY294134	Card, N Sharman, P Carruthers, M & Jones, M	Carruthers, MA 2006b
Stenness, Loch of			environ-mental				HY280150	Wickham-Jones, C & Dawson, S	Dawson, S & Wickham-Jones, C R 2006
Stenness, Maes Howe Chambered Cairn	chambered cairn	Neolithic	geophysical survey & watching brief	YES	HY31SW 1	OR1365	HY318128	OCGU, Murray, D & Hollinrake, A	OCGU 2005d; 2005f; Murray, D & Hollinrake, A 2006
Stenness, Ness of Brodgar	complex	Neolithic	excavation	YES	various	various	HY303129	Card, N	Card, N 2004; Card, N & Cluett, J 2005; Card, N & Sharman, P 2006
Stenness, Unstan	promontory	prehistoric	geophysical survey	YES	HY21SE22	OR1361	HY283117	OCGU	nyr
Stromness, Breckness House	settlement	post-medieval	survey	YES	HY20NW 5	OR1344	HY225093	Leeming, P J & Mamwell, C J	Leeming, P J & Mamwell, C J 2004
Stromness, Ragshore	flint scatter	Mesolithic	fieldwalking		HY21SE91		HY275115	Cantley, M	Cantley, M 2005
Stronsay			survey		various	various	HY650250	Woodward, N	Woodward, N 2007
Stronsay, Sands of Odie			geophysical survey	YES	various	various	HY628296	OCGU	OCGU 2007b
Walls and Flotta, Cantick			survey		various	various	HY341893	Robertson, J	Robertson, J 2006
Westray, Knowe of Burreistae	broch	Iron Age	archaeological assessment		HY44SW 1	OR718 & 723	HY430429	Moore, H & Wilson, G	Moore, H & Wilson, G 2006
Westray, Knowe of Skea	burials	Middle Iron Age	excavation	YES	HY44SW 2	OR719	HY440420	Moore, H & Wilson, G	Moore, H & Wilson, G 2005b; 2006a

Parish & Site Name	Type	Period	Fieldwork	Geophys.	RCAHMS No.	SMR No.	NGR	Director	Bibliographic Reference
Westray, Langskaill	settlement	Late Iron Age/Norse	excavation		HY44SW 9	OR729	HY438428	Moore, H & Wilson, G	Moore, H & Wilson, G 2005a
Westray, Links of Noltland	settlement	Neolithic/ Bronze Age	survey and excavation	YES	HY44NW 33	OR1976	HY428493	Moore, H & Wilson, G	Moore, H & Wilson, G 2007
Westray, Quooygrew-Nether Trenabie	settlement	Viking/ Medieval	excavation	YES	HY45SW 4	OR677	HY443507	Barrett, J & Gerrard, J	Barrett, J 2005

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