



The Old and New Towns of Edinburgh World Heritage Site MANAGEMENT PLAN 2011-2016

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The Old and New Towns of Edinburgh World Heritage Site
MANAGEMENT PLAN 2011-2016



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Foreword

We are delighted to be able to present the second Management Plan for the Old and New Towns of Edinburgh World Heritage Site.

World Heritage Sites are judged to be of such importance to all of humanity that they transcend national boundaries. It is a requirement of UNESCO that all World Heritage Sites have a Management Plan in place to ensure the effective protection and management of these global treasures for future generations. We in Scotland understand that this responsibility is a great one, which is why we recognise and relish the challenges that are associated with a World Heritage Site designation.

Edinburgh's World Heritage Site is widely recognised as being significant at a local, national and international level. Home to over 24,000 people, it is the political and economic heart of Scotland, and acts as the focal point of the Scottish tourist industry. Edinburgh's importance is, however, significantly greater than this narrow characterisation. The World Heritage Site's outstanding universal value comprises numerous attributes that intertwine to make it the great city it is today. The imposing sight of the Edinburgh Castle, overshadowing the small and winding closes of the Old Town, is an image recognised all over the world; across the Waverley Valley is the architectural beauty of the formally planned New Town; whilst the variety of summer festivals, universities, bars and cafes and the city's dramatic history combine with its countless other virtues to add to the atmosphere, splendour and universal appeal of the city. It is this diversity of attributes and uses that make Edinburgh such a culturally rich city, yet paradoxically ensures it is such a challenge to manage.

As in any city, we have to accept that there will be diverse views and demands from different people and organisations concerning conservation and future development. A key purpose of this Management Plan is therefore to set out the outstanding universal value of the site to enable all of its users and stakeholders to

understand exactly why Edinburgh has been designated as a World Heritage Site. The plan also identifies the attributes that must be protected, and the key issues and challenges that need to be managed. With this in mind, we are committed to ensure the continuation of work to engage with the large number of people and organisations involved with the Site to ensure that there is a balance between conservation, sustainability and development. This will allow Edinburgh to continue to develop as a dynamic city while safeguarding its outstanding universal value.

The development of the Site's second Management Plan has come during a challenging period of economic downturn, contrasting significantly with the environment at the time of the first Plan. This change in itself highlights some of the key issues and challenges that face the Site, and that have the potential to impact upon its future. It also demonstrates the need for a flexible and responsive Plan that can adapt throughout its lifespan. We are delighted, therefore, that this Management Plan continues the excellent work of its predecessor by providing an effective framework for the management of the World Heritage Site and a base from which further work can evolve over the next five years.

The Plan has been prepared by the three partners involved in the management of the site – Historic Scotland, City of Edinburgh Council and Edinburgh World Heritage. The early stages of its development purposefully utilised the experience and knowledge of many of the stakeholders who are involved with the World Heritage Site. This was important in developing the shared vision for the Site that is a key element of the Plan. The policies in the Plan have also been shaped by a public consultation process that recognised the importance of ensuring the input of the people and organisations that use the Site on a daily basis.

We are extremely grateful to the various individuals, bodies and organisations who have contributed to the production of this document, and particularly to the Site's three management partners, who have undertaken a great deal of work in its preparation and production. We believe this document can act as a tool to allow the Old and New Towns of Edinburgh World Heritage Site to continue to develop in a way that is respectful of its past, whilst helping to promote the many attributes with which it is undoubtedly blessed.

Bank of Scotland Headquarters, The Mound





Executive Summary

- i. The purpose of the Management Plan is to provide a framework for the management of the Edinburgh Old and New Towns World Heritage Site that will sustain its outstanding universal value.
- ii. The Plan has been prepared by a partnership of Edinburgh World Heritage, Historic Scotland and the City of Edinburgh Council. The vision and objectives for the Site were informed by workshops, exhibitions and a wide range of consultation responses. The involvement of the many stakeholders has made a significant contribution to the vision and objectives for the Site which are included in the Plan.
- iii. The following vision for the Site was developed from the workshop sessions:

We share an aspiration for the World Heritage Site to sustain its outstanding universal value by safeguarding and enhancing the remarkable and beautiful historic environment. This supports a confident and thriving capital city centre, its communities, and its cultural and economic life.

- iv. The core of the Management Plan is presented in chapters 3, 4, and 5. Chapter 3 is the official UNESCO Statement of Outstanding Universal Value. Chapter 4 looks at the individual components that make up the Outstanding Universal Value of the Site. Outstanding universal value is the UNESCO term that describes the features of the World Heritage Site which contribute to its international importance. This is a part of the shared heritage of mankind as a whole, rather than just of Edinburgh, Scotland or the UK.
- v. The issues and objectives that affect the various elements of the outstanding universal value and the objectives designed to manage them are considered in Chapter 5. These directly contribute to realising the vision for the Site. The actions that flow from this are included in a separate Action Plan.
- vi. The Management Plan provides a framework for the management of the World Heritage Site until 2016. The objectives identified in the Plan will also form the basis of the Action Plan.





1: Introduction - The Edinburgh Context

- 1.1 The Old and New Towns of Edinburgh World Heritage Site was inscribed on the World Heritage List in 1995 by the UNESCO (United Nations Educational, Scientific and Cultural Organisation) World Heritage Committee.
- 1.2 The Site sits within the family of World Heritage properties, reflecting the shared values of people across the globe. In the case of Edinburgh, World Heritage status recognises the remarkable juxtaposition of the medieval Old Town, high up on a dramatic ridge, and the classically inspired New Town across the Waverley Valley. The Old Town is the place of birth of the Scottish Enlightenment, and the New Town is the embodiment of its thinking and ideals. The World Heritage Site is a tremendous asset for Scotland and the UK.

World Heritage Site Boundary



- 1.3 UNESCO requires all World Heritage Sites to have a management plan or documented management system in place. This ensures that the special qualities which make it important (the outstanding universal value) are protected and enhanced. It is also the policy of the Scottish Government that all Scottish World Heritage Sites should develop management plans which set a framework for the protection, promotion and enhancement of the sites. It is recommended that these are updated every five years.

The Role of the Management Plan

- 1.4 The Management Plan provides a framework for the effective management of the World Heritage Site. It identifies the issues that affect the different elements of outstanding universal value, many of which evolved from a public consultation process (Annex C). The Management Plan then sets out a series of objectives designed to ensure the protection of the Site in a way that meets international commitments and helps to align the actions of all parties involved in the management process. An Action Plan for the implementation of the objectives will be produced as an accompanying document.
- 1.5 The Management Plan draws together diverse policies and objectives in a coherent framework, and is recognised as a material consideration in the planning system. World Heritage status, in itself, does not provide additional controls or protection beyond the existing planning system. The Management Plan provides a link between the international requirements of World Heritage, the planning process and the wider management issues involved in protecting a complex Site like Edinburgh.
- 1.6 The Management Plan is designed to be flexible and responsive. It guides the management of the Site and through a separate Action Plan is capable of responding to the changing needs and circumstances of the World Heritage Site. This approach reflects 15 years experience of managing the Site and it

has been developed following consultation with the local communities and relevant organisations. It aims to give confidence about the management of the World Heritage Site to these communities, while building on Edinburgh's position as a leading model in the management of the Site.

The Partners

The City of Edinburgh Council

- 1.7 The City of Edinburgh Council is responsible for providing political leadership and governance for a comprehensive range of services across the city.
- 1.8 The Development Plan, consisting of the [Edinburgh and Lothians Structure Plan](#); the [Edinburgh City Local Plan](#) and the Rural West Edinburgh Local Plan, establishes the long term vision for land use in the city. It includes general policies focused on the city-wide built heritage as well as specific guidance regarding the World Heritage Site.
- 1.9 The City of Edinburgh Council is also responsible for the provision of a range of public services that affect day-to-day life within the World Heritage Site. For this reason, a World Heritage Site Officer works within the City of Edinburgh Council's structure to bring a focus to World Heritage issues.



Historic Scotland

- 1.10 The Department for Culture, Media and Sport acts as the State Party for the UK and is responsible for the UK's general compliance with the UNESCO World Heritage Convention. Scottish Ministers are responsible for ensuring the proper management of Scottish World Heritage Sites, and identifying and proposing new sites for nomination by the Department for Culture, Media and Sport.
- 1.11 Historic Scotland is an executive agency of the Scottish Government and is charged with safeguarding the nation's historic environment and promoting its understanding and





enjoyment on behalf of Scottish Ministers.

- 1.12 Historic Scotland has a strategic interest in the management of all World Heritage Sites in Scotland. It is responsible for ensuring that the policies established by Scottish Ministers comply with the World Heritage Convention. In the Old and New Towns of Edinburgh, Historic Scotland manages conservation and maintenance at Edinburgh Castle and the Palace of Holyrood House. In 2010-11, Historic Scotland welcomed 1.3 million visitors to Edinburgh Castle - the highest number of visitors to any paid attraction in Scotland. Historic Scotland also offers technical expertise, support and significant funding to the historic environment throughout Scotland via its in-house experts and various grant schemes, directly employs the highest number of traditional crafts staff in Scotland and actively fosters apprentice development.

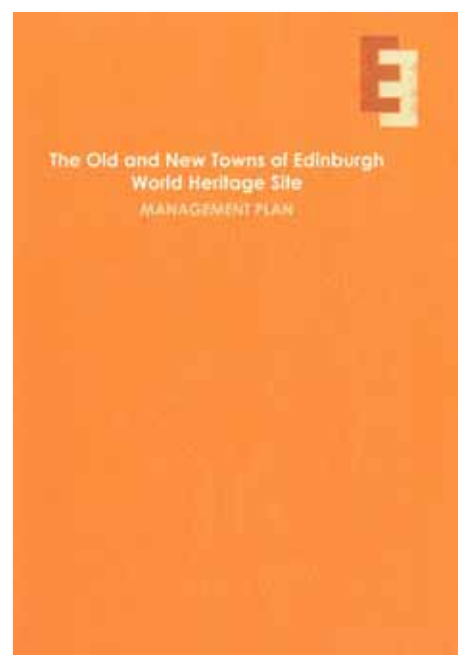
Edinburgh World Heritage

- 1.13 Edinburgh World Heritage is an independent charity formally charged by the City of Edinburgh Council and Historic Scotland with facilitating the work of the World Heritage Steering Group and overseeing the implementation of the Management Plan. It has a small, outward looking and professional team with close links to the different communities within the Site, and the expertise to raise funds and manage a diverse range of projects.
- 1.14 The organisation is supported by the City of Edinburgh Council and Historic Scotland to deliver three core activities covered by Edinburgh World Heritage's business plan which overlaps with the Action Plan:
- Education, interpretation and promotion of the World Heritage Site.
 - Influencing decision making across the city and the World Heritage Site.

- Conservation and repair of buildings and monuments in the World Heritage Site through the Conservation Funding Programme.

The First Management Plan

- 1.15 The **first Management Plan** for the World Heritage Site was published in July 2005. It provided a very solid information base around which to build a shared understanding of the outstanding universal value and the partnerships between agencies, the communities, institutions and business. It set an agenda for action and outlined a range of challenges and opportunities for the World Heritage Site in the context of its outstanding universal value. It remains a relevant background document.
- 1.16 This Management Plan builds on the first Plan. In Chapter Four, it gives a practical and useful description of the Site through the examination of the outstanding universal value. The core of the document focuses on the issues that affect the outstanding universal value and the objectives that arise from this. It will help realise the Vision for the Site.



Progress since the First Management Plan

- 1.17 The political, social, economic and environmental context has changed since the key partners produced the first Management Plan. Emerging issues, such as the economic downturn and the need to accommodate the climate change agenda, have a direct impact on the management of the World Heritage Site and, therefore, on current policies.
- 1.18 Much has been achieved towards meeting the aims of the first Management Plan in terms of conserving and enhancing the outstanding universal value of the World Heritage Site. The Action Plan has been completed and in places exceeded. There is also an increasing integration of the World Heritage Site in the partners' operations.

- 1.19 One of the principal developments in the course of the first Management Plan was the creation of a robust Local Plan policy. The full text of the policy is in Annex A.
- 1.20 The Modernising Planning agenda has resulted in a number of changes to the Scottish planning system. These include different pre-application and determination procedures for national or major developments which involve a greater level of consultation and scrutiny. It is intended to incorporate this approach into all aspects of the management of the World Heritage Site.
- 1.21 The City of Edinburgh Council has led on major public realm projects, for example in St Andrew Square. Edinburgh World Heritage has invested over £6m on behalf of both Historic Scotland and the City of Edinburgh Council in the conservation, repair and restoration of buildings and monuments across the World Heritage Site. This has brought in, on average, £4 of private investment for every £1 of public funds.
- 1.22 The partners have shown that they are responsive to issues that have developed through the five year period of the first Management Plan. This has included modifying the approach to addressing emerging risks, such as climate change, and refocusing the priorities of the Conservation Funding Programme.
- 1.23 Most importantly, however, is that the value associated with the World Heritage Site status is increasingly seen as important in considering the range of issues affecting the city centre. This value provides a focus and framework for the initiatives of a range of institutions, organisations and individuals. It is this awareness that the Management Plan seeks to capitalise on.

— The 2008 UNESCO Mission to Edinburgh —

- 1.24 An important aspect in the development of the Management Plan is the recommendations of the November 2008 joint

UNESCO/ICOMOS reactive monitoring mission to Edinburgh. These recommendations are included in full at Annex B. The recommendations covered issues such as stakeholder engagement, handling development pressure, the skyline study and buffer zones, all of which were considered during the development of the Plan and have been addressed in Chapter 5.

Structure of the Second Management Plan

1.25 This Management Plan is structured to:

- Facilitate engagement by the communities living, working and enjoying the World Heritage Site through the management of the Site
- Provide direction to the actions of partners, which will be defined in more detail in the Action Plan
- Set the broad policy framework for sustaining and monitoring the outstanding universal value
- Show how the ambitions for the World Heritage Site is to be implemented through a set of objectives
- Understand the issues that affect the outstanding universal value
- Define the World Heritage Site and the elements of the outstanding universal value



2: Context - A World Heritage Site within a Living City

The Living City

- 2.1 The World Heritage Site includes a large part of the city centre with all the functions of a thriving capital city. It is home to a range of government, commercial, educational, legal and residential uses; and is the venue for international festivals. The Management Plan aims to support the breadth of this community of interest in the Site, including the residents, and strengthen their support for the Site. Every resident, owner and institution manages an aspect of the Site, highlighting the relationship between people, their activities and the Site's fabric.

Engaging with Communities

- 2.2 Helping the people of the World Heritage Site engage with its history and heritage, and with the decision making processes that shape the city centre, is essential to ensure that the Site remains vibrant and balanced. There are a number of opportunities for engagement within the Site's management structure and the partners want to encourage this for of all the communities within the World Heritage Site to ensure that there is a full appreciation of its importance.
- 2.3 A number of organisations, from street associations to the Chamber of Commerce, already engage with the World Heritage Site and participate in its development. It is important to ensure that there is a clear understanding of the outstanding universal value when considering the future of the Site. This will be encouraged as part of a broad and open dialogue.
- 2.4 Part of being designated as a World Heritage Site is the recognition that it is important to communities beyond Edinburgh, Scotland and the UK. This brings with it an interest from outside the UK in how we care for the Site. This results in a greater degree of scrutiny and a further obligation to protect what is important. It also provides opportunities for Edinburgh to make international connections and attract additional





visitors and recognition. It is planned to build on existing links to ensure that Edinburgh continues to benefit from World Heritage Site status.

The World Heritage Site and the Economy of the City

- 2.5 The World Heritage Site is inextricably linked to the success of the city as a whole. Edinburgh is the political and economic heart of Scotland and the second largest tourist destination in the UK, worth some £2bn a year to the city.
- 2.6 The city is consistently rated as one of the best places to live in Britain and Europe in terms of quality of life.
- 2.7 The values for which the site was inscribed create a beautiful and culturally vibrant city centre in which businesses and individuals want to be based. In turn, the economic success of the city ensures that businesses and individuals are better resourced to maintain their buildings.
- 2.8 Confidence in the city has developed and been supported by long term investment in its historic fabric, both in terms of high quality repair - supported by both public and private sectors - and in terms of quality new building. These activities in turn create the demand for further services and support other businesses in and around the World Heritage Site. What is good for the outstanding universal value of the World Heritage Site is good for the economic life of the city: it embraces the past while enhancing the future.

Supporting Involvement with World Heritage

- 2.9 To ensure engagement with the World Heritage Site at all levels, this Management Plan recommends a process that supports flexible partnership working amongst the various communities, agencies, organisations and individuals.

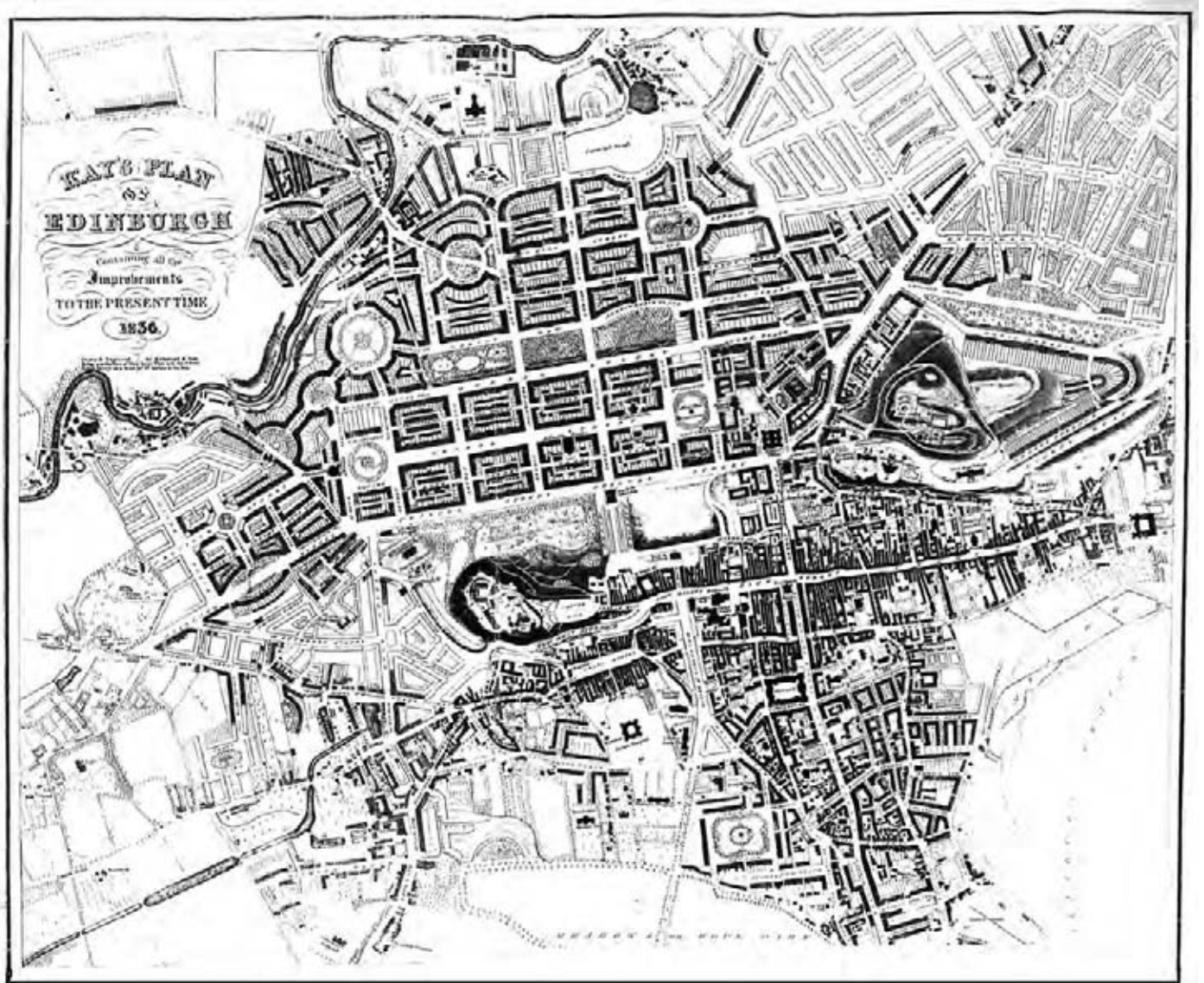
2.10 The communication and learning process for the interpretation of the outstanding universal value is critical to this engagement, which in turn is critical to sustaining the authenticity and integrity of the Site. There are a number of ways in which the Management Plan supports greater involvement with World Heritage status (these are discussed in greater depth in Chapter 5). They include:

- Raising awareness of World Heritage.
- Interpreting the outstanding universal value.
- Using World Heritage for learning.
- Encouraging research into the World Heritage Site.

2.11 The Plan's ambition for the World Heritage Site is to capture the energy and enthusiasm of the Site's communities for the benefit of the culture, heritage and life of the Site.

Festival, High Street





Kay's Plan of Edinburgh 1836

3: A Brief Description of the Site and the Statement of Outstanding Universal Value

3.1 The Old and New Towns of Edinburgh World Heritage Site is located at the heart of Scotland’s capital city, covering some four square miles of the urban area. It includes certain areas where World Heritage status might be used to inspire careful redevelopment (such as the St James Centre), and excludes other areas that act as natural buffers (such as Holyrood Park and the Meadows). There is no formal buffer zone around the Site – rather there is a range of policies covering the setting of the site to protect its outstanding universal value (this is discussed in more detail in Chapter 5).

Introduction to the Statement of Outstanding Universal Value

- 3.2 The World Heritage Committee requires that a Statement of Outstanding Universal Value is developed for every World Heritage Site. This should define the elements within a Site which make it important and which must be protected in order to maintain its significance. The UNESCO World Heritage Committee and the advisory bodies use this document to assess any potential threats to a World Heritage Site
- 3.3 There are strict guidelines governing the development of these statements: they can only include the justification for outstanding universal value that was accepted by the World Heritage Committee, and for which the site was originally inscribed. This Statement of Outstanding Universal Value was, therefore, developed using the nomination document, the evaluation by ICOMOS and the committee decision to inscribe Edinburgh as a World Heritage Site in 1995.
- 3.4 The Statement of Outstanding Universal Value has been developed by the partners following advice from ICOMOS-UK. The following brief synthesis is the text agreed by the World Heritage Committee in 2008. The Edinburgh Statement was submitted to the World Heritage Centre in February 2011. It will be reviewed by ICOMOS International who may recommend alterations. It will only be finalised once it has



Gladstone's Land, Lawnmarket



been agreed by the World Heritage Committee at their meeting in the summer of 2012.

The Statement of Outstanding Universal Value

- 3.5 The remarkable juxtaposition of two clearly articulated urban planning phenomena. The contrast between the organic medieval Old Town and the planned Georgian New Town provides a clarity of urban structure unrivalled in Europe. The juxtaposition of these two distinctive townscapes, each of exceptional historic and architectural interest, which are linked across the landscape divide, the “great arena” of Sir Walter Scott’s Waverley Valley, by the urban viaduct, North Bridge, and by the Mound, creates the outstanding urban landscape.
- 3.6 The Old Town stretches along a high ridge from the Castle on its dramatically situated rock down to the Palace of Holyrood. Its form reflects the burgage plots of the Canongate, founded as an “abbatial burgh” dependent on the Abbey of Holyrood, and the national tradition of building tall on the narrow “tofts” or plots separated by lanes or “closes” which created some of the world’s tallest buildings of their age, the dramatic, robust, and distinctive tenement buildings. It contains many 16th and 17th century merchants’ and nobles’ houses such as the early 17th century restored mansion house of Gladstone’s Land which rises to six storeys, and important early public buildings such as the Canongate Tolbooth and St Giles’ Cathedral.
- 3.7 The Old Town is characterised by the survival of the little-altered medieval “fishbone” street pattern of narrow closes, wynds, and courts leading off the spine formed by the High Street, the broadest, longest street in the Old Town, with a sense of enclosed space derived from its width, the height of the buildings lining it, and the small scale of any breaks between them.



- 3.8 The New Town, constructed between 1767 and 1890 as a collection of seven new towns on the glacial plain to the north of the Old Town, is framed and articulated by an uncommonly high concentration of planned ensembles of ashlar-faced, world-class, neo-classical buildings, associated with renowned architects, including John and Robert Adam, Sir William Chambers, and William Playfair. Contained and integrated with the townscape are gardens, designed to take full advantage of the topography, while forming an extensive system of private and public open spaces. The New Town is integrated with large green spaces. It covers a very large area, is consistent to an unrivalled degree, and survives virtually intact.
- 3.9 Some of the finest public and commercial monuments of the neo-classical revival in Europe survive in the city, reflecting its continuing status as the capital of Scotland since 1437, and a major centre of thought and learning in the 18th century Age of Enlightenment, with its close cultural and political links with mainland Europe.
- 3.10 The successive planned extensions from the first New Town, and the high quality of the architecture, set standards for Scotland and beyond, and exerted a major influence on the development of urban architecture and town planning throughout Europe.

- 3.11 The dramatic topography of the Old Town combined with the planned alignments of key buildings in both the Old and the New Town, results in spectacular views and panoramas and an iconic skyline.
- 3.12 The renewal and revival of the Old Town in the late 19th century, and the adaptation of the distinctive Baronial style of building for use in an urban environment, influenced the development of conservation policies for urban environments.
- 3.13 Edinburgh retains most of its significant buildings and spaces in better condition than most other historic cities of comparable value.

Criteria for designation

- 3.14 *Criterion (ii) - Have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts, or town planning and landscape design.*
- 3.15 The successive planned extensions of the New Town, and the high quality of its architecture, set standards for Scotland and beyond, and exerted a major influence on the development of urban architecture and town planning throughout Europe, in the 18th and 19th centuries.
- 3.16 *Criterion (iv) - Be an outstanding example of a type of building or architectural ensemble or landscape which illustrates (a) significant stage(s) in human history.*
- 3.17 The Old and New Towns together form a dramatic reflection of significant changes in European urban planning, from the inward looking, defensive walled medieval city of royal palaces, abbeys and organically developed burgage plots in the Old Town, through the expansive formal Enlightenment planning of the 18th and 19th centuries in the New Town, to the 19th century rediscovery and revival of the Old Town with its

adaptation of a distinctive Baronial style of architecture in an urban setting.

Integrity

- 3.18 The property encompasses significant town planning components, including layout, buildings, open spaces and views, that demonstrate the distinctiveness between the organic growth of the Old Town and the planned terraces and squares of the New Town with the wide landscaped valley between. Overall, the property forms a remarkably consistent and coherent entity which has developed and adapted over time, whilst preserving the key attributes of outstanding universal value within the site. The vulnerability of the skyline and the views in and out of the property have been addressed by the introduction of a Skyline policy.

Authenticity

- 3.19 The level of authenticity in Edinburgh is excellent. Buildings of all dates have been conserved to a high standard and the layout of streets and squares maintain their intactness. The Site also continues to retain its historic role as the administrative and cultural capital of Scotland, while remaining a vibrant economic centre.

Protection and Management

- 3.20 World Heritage Sites in Scotland are protected by the following legislation. The Town and Country Planning (Scotland) Act 1997 and The Planning etc (Scotland) Act 2006 provide a framework for local and regional planning policy and act as the principal primary legislation guiding planning and development in Scotland. Additionally, individual buildings, monuments and areas of special archaeological, architectural or historic interest are designated and protected under

Listed Buildings in the World Heritage Site



The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 and the 1979 Ancient Monuments and Archaeological Areas Act. The Old Town, New Town, Dean Village and West End Conservation Areas provide adequate protection by covering the majority of the World Heritage Site, whilst around 75% of buildings within the site are category A, B or C listed buildings.

- 3.21 The Scottish Historic Environment Policy (SHEP) is the primary policy guidance on the protection and management of the historic environment in Scotland. Scottish Planning Policy (SPP) sits alongside the SHEP and includes the Government's national planning policy on the historic environment. It provides for the protection of World Heritage Sites by considering the impact of development on the Outstanding Universal Value, authenticity and integrity. Local policies specifically protecting the property are contained within the Edinburgh City Local Plan. A Skyline Policy has also been adopted by the City of Edinburgh Council that defines key views across the city with the aim of providing planning control that will safeguard them. This control of tall buildings that might impact on the city centre provides appropriate protection to the setting of the property. It also safeguards its world-renowned silhouette and views from the Site outwards to such crucial topographic features as Arthur's Seat and the Firth of Forth.
- 3.22 Historic Scotland and the City of Edinburgh Council work closely on the management of the Site. Edinburgh World Heritage was established in 1999 by the City of Edinburgh Council and Historic Scotland through a merger between the Edinburgh New Town Conservation Committee and the Edinburgh Old Town Renewal Trust. Its role includes coordinating the promotion and management of the Site and overseeing the implementation of the Site's Management Plan.



4: Interpretation of the Key Attributes of the World Heritage Site's Outstanding Universal Value

- 4.1 The information in this chapter is designed to expand on the Statement of Outstanding Universal Value from the preceding chapter. The text draws out and develops the key attributes from the Statement and presents this information in a way that clearly describes the fundamental aspects of Edinburgh's outstanding universal value.
- 4.2 Expanding upon the Statement of Outstanding Universal Value in this manner is intended to help promote a better understanding and appreciation of the attributes that combine to provide Edinburgh with its outstanding universal value. In doing so, it assists all users of the Site, from residents to developers, to clearly understand the reasons why Edinburgh is a World Heritage Site, and why it is so important that these aspects of the Site are sustained.
- 4.3 If any of these attributes were to be threatened or lost, the essence of Edinburgh's outstanding universal value and the reason for its inscription as a World Heritage Site could be jeopardised. To avoid this situation an interpretation of the Site's attributes, along with an acknowledgement of the need to sustain them, should be used as a key tool in the management and protection of the Site.
- 4.4 In order to achieve this, the core chapters of this document (3, 4 and 5) identify that which needs protecting in the Site and recognises the threats and management issues that have the potential to impact on the Site's outstanding universal value. This chapter is a key link in understanding the reasons for Edinburgh's outstanding universal value and in clarifying the attributes of the Site that need to be sustained through the management of the various issues and objectives that are detailed in Chapter 5.
- 4.5 The following information, therefore, is a starting point in increasing awareness and understanding of the Site's key attributes and will help to develop further work and guidance on this issue. This future work will be taken forward and built

upon in the Action Plan which will accompany this document. It will also help inform and guide decision-making in relation to the World Heritage Site, whether by the partners or by those seeking change in the Site, while also providing a base for interpretation and further research.

4.6 THE REMARKABLE JUXTAPOSITION OF THE OLD AND NEW TOWNS

- The relationship of the medieval Old Town and the planned Georgian New Town provides a contrast of distinctive urban forms which is unrivalled in Europe. This relationship creates an historic environment of exceptional interest with unrivalled urban and landscape qualities that successfully incorporates all the functions of a thriving capital city.
- The topography of the site creates a dramatic and immediate relationship between the two towns. The Old Town stands on a prominent ridge, dominated at its highest end by Edinburgh Castle. The New Town occupies a lower lying ridge to the north. This topographical arrangement creates a dramatic and immediate relationship between the two towns. This is immediately evident, particularly to visitors arriving at Waverley Station, in the landscaped Waverley Valley, described by novelist Sir Walter Scott as a ‘great arena’ separating the two.
- In spite of its careful planning, based on the historic burgage plots, the densely packed streets and closes of the Old Town, coupled with the topography, give an appearance of buildings growing out of buildings in an apparently random, organic way, especially when seen from a distance. In contrast, the rational street layout of the New Town leads to an overall appearance of order and decorum in the urban form.

4.7 THE OLD TOWN

- The Old Town has prehistoric origins. Early inhabitants exploited the defensive capabilities of a glaciated volcanic plug which became the site of the Castle. Subsequent development took place along a path running up the ridge that gave easiest access to the Castle site, and in the sheltered valley to the south, which is now the Grassmarket. At the base of the ridge Holy Rood abbey, was founded in 1128. The direct route between Castle and Abbey, the primary thoroughfare and market place of the medieval town, became known as the Royal Mile. The contrast in density between the original walled city and the Canongate is a result of the historical separation.

The Old Town from Princes Street



- The Old Town's street layout is based around the Royal Mile and the intricate network of closes that developed running off it at right angles down the sides of the ridge. This plan-form has often been compared to the bones of a fish. The medieval ownership pattern is still evident in the Lawnmarket, the High Street and West Bow. The original medieval street pattern was overlaid with late Georgian and Victorian viaducts and 'improvement' streets, designed to improve links to the rest of the city.
- The streets in the Old Town have a hard urban form with continuous frontages of buildings of consistent and harmonious height. Behind the streets are back areas of a more fragmented and intimate character with buildings that tend to be lower and less uniform. Enclosed gardens, characterised by their individuality, provide valuable areas of open space. It is an environment of enclosed streets and dramatic changes in level which reflects the multiple layers of built heritage and responds to the drama of the topography and setting.
- The Old Town has continued to evolve through a process of growth and renewal that has continued until today. This process, although guided by contemporary tastes, has also respected and reinforced the distinctive character of the area.

4.8 THE NEW TOWN

- The New Town was built to a unified concept. Developed in planned phases on open sites between 1770 and 1870. It embodies Enlightenment ideals of town planning and architectural design, reflecting prevailing ideals of formal order and social hierarchy.
- The street layout is based on a regular rectilinear form with geometric or symmetrical variations interspersed with formal private gardens in the later New Towns. Streets are laid out in a hierarchical manner around a central axis. Between the main streets are secondary streets and mews lanes providing access to the backs of properties. Historically, these provided accommodation for artisans and other workers.

Charlotte Square



Princes Street Gardens



- The New Town was built as continuous terraces with regular ashlar faced facades. The consistent palette of materials includes dressed ashlar sandstone and slate roofs. From the 1790s development of Charlotte Square onwards, palace fronted symmetrical designs became predominant on major streets and squares. The relationship of stone buildings, pavements and setted streets provide a disciplined unity and cohesion.
- In response to an unusually shaped site and the rigid regularity of the earlier New Towns, the Moray Estate abandoned a rectilinear street layout in favour of three geometric shaped spaces linked by axial connecting streets. Each of the formal main spaces contains private gardens at their centres.
- The Calton Hill development exploits the topography of its site and consists of two long outward facing terraces linked at an acute angle. It is built along a natural contour line, maximising long views and the picturesque qualities of the site.
- At the edges of the New Town traditional settlements, such as Dean Village reflect the pattern of development before the layout of the New Town.
- The New Town has a series of 18th and 19th century gardens that are the result of its neo-classical town planning. They range in size from West Princes Street Gardens and Regent Gardens to the smaller squares and strips of Rothesay Terrace. Collectively known as the New Town Gardens, they are generally placed in visible, central locations in the New Town plans, to create an impression of *rus in urbe*. They make an important picturesque contribution to the character of the area and contrast with the controlled architecture of the surrounding buildings.

4.9 ARCHITECTURAL QUALITY

- The Old Town buildings demonstrate the development of the building stock over a period of time, with a gradually developing vocabulary of stone built properties with steeply sloping slated roofs and stone chimney stacks. Window openings are generally modest in scale and vertical in proportion.



- The predominant building type in the Old Town remains the tenement, a form consistently deployed from the 1690s to the 1950s in common with other European cities. Stone built with steep slated roofs, these buildings are often among the tallest of their age, depending on location.
- Georgian civic projects in the Old Town are predominantly Classical. This creates interesting juxtapositions, such as the early 19th century High Courts complex, which wraps its classical elevations around public space on the southern side of the Gothic High Kirk of St Giles, although a commonality of materials remains.
- In the later 19th century a revival in interest in the Old Town coincided with the flourishing of the Scottish Baronial architectural style. This introduced a wealth of architectural detail, much of it derived from non-urban building types, which enriches and enhances the Old Town skyline.



The Scottish Parliament

Baronial buildings

View to Register House



David Hume



- The New Town plans establish major axes which are addressed by formal set piece architecture, often designed by the leading architects of the day. The North Bridge vista is closed by Robert Adam's Register House. Looking east along George Street, the view is closed by William Chambers' Dundas House. Melville Street aligns with George Gilbert Scott's St Mary's Episcopal Cathedral.
- The overwhelming majority of New Town buildings date from the period 1770-1870. Their form was rigidly controlled by a series of feudal conditions. Main doors approached across stone entrance platts bridging the basement area and often marked by entrance lamps are characteristic, as is the regularity of scale.
- The extensive collection of statues and monuments in the World Heritage Site make a significant contribution to the richness and diversity of the townscape. They provide a focus and punctuation points for many views. Calton Hill, with its collection of nationally important monuments, is the classical alternative to the gothic citadel of the castle.
- More recent buildings throughout the Site reflect a variety of different approaches to development in historic areas, while respecting their context and wider setting.

4.10 TOPOGRAPHY, PLANNED ALIGNMENTS AND SKYLINE

- The Old and New Towns both exploit the topography of their site and the value of views both within and out from it to maximum effect. The historic plan forms allied to the dramatic topography results in important terminated and long vistas and landmark features.
- In both the Old and New Town, houses are laid out in continuous rows along main street frontages, with few gaps, creating a clear rhythm and scale. In the Old Town

they form a continuous building line directly abutting the footway, while in the New Town the buildings are generally separated from the sandstone footpath by a sunken area protected by iron railings and fronting the basement storey.

- Successive New Town developments adopted the basic principles of a grid layout. This layout, defined by perimeter blocks with houses between end blocks consisting of apartments, was designed with a concern both for buildings and the public realm and the relationship between built form, streets and open spaces. The blocks themselves are rectangular in the earlier schemes, becoming curved and rounded to meet the grid requirements of later schemes.
- The New Town is characterised by its disciplined facades with palace fronts in local sandstone. They create a regular pattern of stately streets, squares and crescents, interspersed by formal gardens, and containing a series of major classical buildings by architects of the stature of Robert Adam.
- The distinctive and cohesive historic skyline is dominated by The Castle, the spires of the Old Town and Arthur's Seat. Standing just outside the Site, Arthur's Seat is located in the 650 acre Holyrood Royal Park. It is a Scheduled Monument, Site of Scientific Interest and is managed by Historic Scotland.
- The topography creates a variety of important wildlife habitats within the Site, enhancing both its setting and biodiversity. Some areas are designated for their natural heritage value - for example Calton Hill and the dramatic valley of the Water of Leith. All green spaces within the Site have a value for biodiversity, including formal and private gardens, cemeteries and areas such as the Castle Rock.

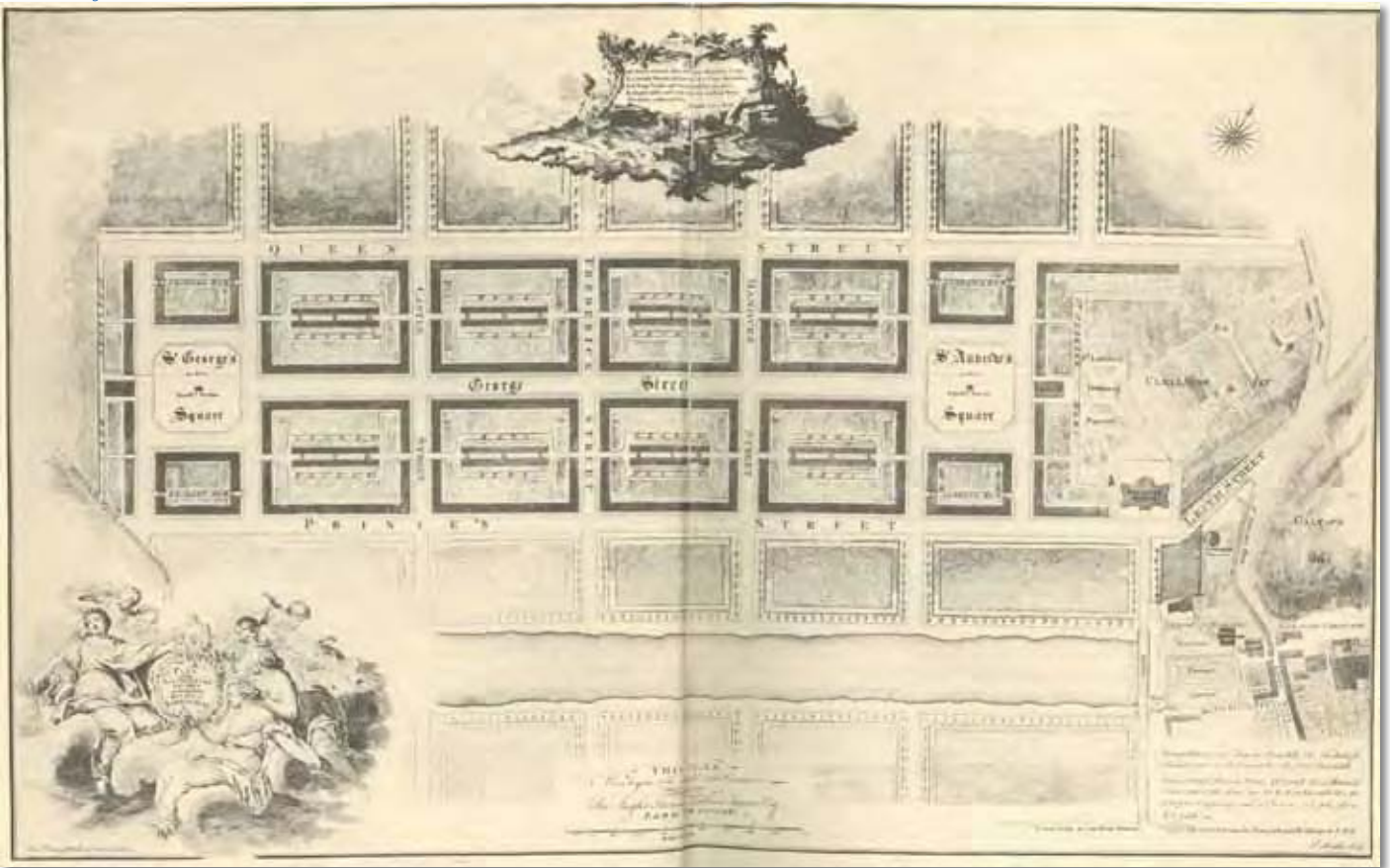
Water of Leith



4.11 INFLUENCE ON URBAN PLANNING

- The medieval ‘fishbone’ street pattern of High Street and closes running off it is often described as the finest surviving example, displaying a clarity of structure unrivalled in Europe.

James Craig's Plan for First New Town



- Successive interventions in the Old Town, particularly those carried out by Edinburgh based Sir Patrick Geddes are an exemplar of early urban conservation.
- James Craig's plan for the First New Town was designed with a strong spatial and social hierarchy. Its ordered geometry was a manifestation of the Scottish Enlightenment which was characterised by empiricism and practicality in which the main virtues were held to be

improvement for the benefit both of the individual and society as a whole, based on the belief that man could change society for the better guided only by reason. It was ambitious, not only in its implementation, but also in its aims and hopes for the future of Edinburgh and Scotland in relation to the rest of the UK and Europe.

- The New Town represented a complete break with the urban form of the old city, and constitutes the most extensive surviving example of neo-classical town planning in the world.

4.12 CULTURE AND ACTIVITIES

- Edinburgh is Scotland's ancient capital, and the World Heritage Site contains many uses and structures that reflect this past including significant civic and national institutions such as the new Scottish Parliament, the City Chambers, the High Court, the Sheriff Court, the National Library of Scotland and the Scottish National War Memorial.
- The complex religious history of Scotland has endowed the Site with a diverse range of religious buildings, often in very close to one another. Many religious groups were founded as a result of schisms or disputes, and subsequently built new church buildings. As a result of the unification of some congregations and declining church attendance many are no longer in church use.
- A university town since the 1580s, Edinburgh's status as a city of learning is international. At the heart of the Scottish Enlightenment, the city came to be termed 'The Athens of the North'.
- The long and continuous occupation history of the site has left an immense archaeological resource, both standing and buried.

St Giles High Church and Charles II Statue



Princes Street



- The Site has a residential population of around 24,000. The presence of a resident population over the whole Site is an important factor in its character and is the main factor in its vitality.
- The Site also includes the primary retail centre of the city, Princes Street and its immediate environs, and a considerable part of its commercial activity. Princes Street and George Street in particular exhibit many fine examples of late Victorian and early 20th century architecture that attest to the commercial expansion and national importance of these uses.
- Outside the shopping area of the First New Town, significant areas of secondary and specialist shopping have developed, in particular in parts of the Old Town. Certain areas of the World Heritage Site have also attracted specialist businesses, such as financial services in the West End.
- The city retains its predominant position within the Scottish arts scene, across the full spectrum of activity, and plays host each year to the highly regarded and world renowned Edinburgh Festival.
- The visitor industry is an important economic component in the site and contributes to the success of Edinburgh's City Centre. The diverse communities, and the many visitors and festivals enliven the Site.



5: Management - Themes, Issues and Objectives

5.1 THE VISION

We share an aspiration for the World Heritage Site to sustain its outstanding universal value by safeguarding and enhancing the remarkable and beautiful historic environment. This supports a confident and thriving capital city centre, its communities, and its cultural and economic life.

- 5.2 This chapter sets out the issues affecting the management of the World Heritage Site and establishes objectives to address them. The vision and the objectives are derived from the public consultation on earlier drafts of the Management Plan, including stakeholder workshops, exhibitions and open evenings, and the knowledge and experience of the partners in the management of the World Heritage Site. They also take into account the comments of the UNESCO reactive monitoring mission to Edinburgh of 2008 (Annex B). Details of the consultation process is included at Annex C.
- 5.3 The objectives will be achieved by the actions of a range of stakeholders and organisations. These will be coordinated through a separate Action Plan which will follow from this Management Plan. The process for implementing the Management Plan and actions is outlined in more detail in Chapter 6. The effectiveness of this and the outcomes will be monitored over the lifetime of the plan to ensure it sustains the outstanding universal value.
- 5.4 The issues and objectives have been grouped under four key themes which, due to the nature of the Site, are all interrelated. Issues affecting one aspect of the World Heritage Site can indirectly impact on others. This is one of the challenges in the management of the Site.
- 5.5 The four key themes are fundamental to the protection of the outstanding universal value. They are divided into sections looking at the more detailed issues affecting these elements of outstanding universal value. This chapter should be read with reference to Chapter 4.

Understanding of the World Heritage Site

Awareness of World Heritage

- 5.6 Awareness of the World Heritage Site and its outstanding universal value varies through the city and its communities. A recent study⁽¹⁾ has shown that those living in or near the World Heritage Site, and people living in more affluent areas, are very aware of World Heritage status. For example, 81% of those living within the World Heritage Site and 70% of people from non-deprived areas. However, those living furthest from the site and in more deprived areas of the city had relatively low levels of awareness. For example, between 5-7km from the Site no one knew of the status, and only 40-54% of those in deprived areas. The overall residential awareness of the World Heritage Site designation is 63%, and 36% are unaware. These figures correlate with the findings of the Scottish Household Survey.
- 5.7 For many people, the most obvious place to start to understand the city, and hence the World Heritage Site, is in terms of its historic buildings. However, there are other significant aspects that play an important role in defining the outstanding universal value. These include, for example, its archaeology, natural heritage, geology, and the city's rich literary history, as recognised in its designation as a UNESCO City of Literature.
- 5.8 There is an opportunity to explore the potential which this dual designation creates for promotion of the city and its international standing, as well as for interpreting Outstanding Universal Value.
- 5.9 At present, Edinburgh World Heritage runs a series of interpretation, outreach and awareness raising programmes, which are building up a body of accessible material for people of all ages. It is also helping others, such as hotels and

The Sir Walter Scott Monument



(1) Sarah Malone – Residents' attitudes and perceptions of the World Heritage Site status of the Old and New Towns of Edinburgh; Masters in Heritage Management; International Centre for Cultural and Heritage Studies.

businesses in the World Heritage Site, include interpretation within their own marketing materials, and provides a broad interpretive framework for others. However, there remains a great deal of work to be done, both at a practical level in influencing existing and emerging initiatives to use World Heritage status, and, at a conceptual level, to help people understand outstanding universal value.

Objective:

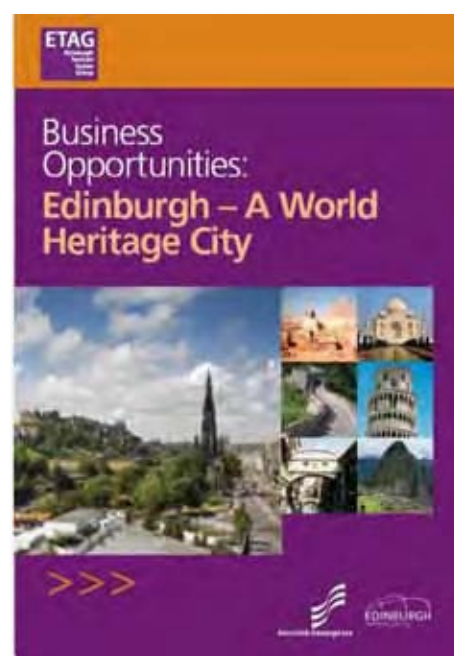
- To increase awareness of World Heritage Sites through interpretation, guidance and promotional activities.

World Heritage Business Toolkit

The Toolkit was published in January 2011 by the Edinburgh Tourist Action Group and Scottish Enterprise to provide businesses with an insight into how they can use the World Heritage Site as a promotional tool for visitors.

The guide explains the concept of World Heritage and the qualities that led to the Site's inscription. It also covers visitor profiles and the importance of the city's built heritage in attracting tourists and shaping their experience whilst in the city. The Edinburgh Visitor Survey found that 82% of visitors considered the city's architecture the most impressive feature, and a favourite activity for 95% was simply walking around the city. A poll in 2011 of 34,650 TripAdvisor members also rated Edinburgh as the UK World Heritage Site travellers most recommend.

Throughout the guide are practical hints and tips on how to use World Heritage status for promotional purposes and suggestions on further information and contacts. Perhaps the most important message is that Edinburgh's tourist offer is not just about attractions. The sheer scale and exceptional quality of the World Heritage Site means that the journey is just as important as the attraction at the end.



Interpreting Outstanding Universal Value

- 5.10 A clear understanding of outstanding universal value is critical to ensuring activities in and around the World Heritage Site are to its benefit by encouraging informed decision making at all levels.
- 5.11 One of the challenges which the Management Plan addresses is the translation of the Statement of Outstanding Universal Value into a series of understandable and useful points which give people the ability to engage, take ownership and understand why the Site is important and how change might affect it. This is included in chapter 4 of the Plan. It is critical that these are universally appreciated for a clear understanding of how the issues in this chapter affect the protection of the Site and the maintenance of its special attributes.
- 5.12 The Management Plan explains the outstanding universal value. However, this work needs to be taken further through a programme of education and awareness raising activities which ensure outstanding universal value is embedded in the decision making processes around the city. This activity is extremely wide ranging, encompassing organisations for which World Heritage is not a core part of their remit, but whose activities have the potential to impact on the Site. The cumulative affect of minor changes and actions have potential impacts and the maintenance of outstanding universal value is the responsibility of all users of the Site. The partners, therefore, have a responsibility to ensure that users are aware of the outstanding universal value and how it should be maintained.
- 5.13 While steps are being taken to ensure that forms of interpretation for tourists raise awareness of World Heritage status, there is a very broad range of information providers, from museums to bus tours to hotels to walking tours. This requires coordination and agreement amongst providers.
- 5.14 Interpretation of the Site presents various challenges, not least of which is the variety and number of providers. It is not the

aim of the Management Plan to impose a specific approach to interpretation, however, the Site would benefit significantly from an overall interpretive framework to ensure consistent themes are conveyed.

Objectives:

- To communicate and interpret the Outstanding Universal Value across a wide range of audiences.
- To develop a broad interpretation strategy for the Site.

Using World Heritage for Learning

- 5.15 Learning involves a range of activities from explaining outstanding universal value to business and development interests, to talking to school children, to interpreting the city to tourists.
- 5.16 Scotland's "Curriculum for Excellence" places an emphasis on how children learn rather than what they learn. Therefore, much of what they do is project based with the deliberate aim of addressing many different curriculum areas eg numeracy, literacy, art, and IT skills. The World Heritage Site, because of its scale and long history, is well placed to be useful for teachers by offering a very wide range of possibilities. For example, the schools who recently participated in the Auld Reekie sessions were studying 'Edinburgh Landmarks', 'Edinburgh as a City' and 'Comparisons'. The key then is not so much providing details of architecture or history, but briefly outlining how a study of the World Heritage Site can address many different skills and then offering support to teachers to tailor specific lessons on the topic. Placing greater emphasis on World Heritage from school age will help increase both knowledge and awareness in the future and is critical to ensure the future protection of the World Heritage Site.



- 5.17 The Scottish Household Survey demonstrates that various important audiences do not currently relate to their history and heritage. World Heritage has the potential to be used as a means of creating common ground and shared purpose, and as a tool for greater social inclusion.
- 5.18 Learning activities need to be targeted for specific audiences. They should explain not only what is significant and why, but how this benefits and adds value to the city. For example, demonstrating to businesses how World Heritage status can be used as a marketing tool.

Objective:

- To develop learning and outreach programmes to ensure broad physical and intellectual access to the World Heritage Site.



Looking up with St Thomas of Aquins High School

The LOOKING uP! Project was run as a part of the Scottish Government's 'Rich Task' initiative, promoting learning outside the normal curriculum and across several different disciplines including history, craft, design and technology. Four groups of first year students completed the tasks throughout the 2009/10 academic year.

The programme started with a tour of the Old Town and a visit to 5 Charlotte Square, where pupils learned about the contrasting styles of architecture in the Old and New Towns. Using this research as inspiration, the pupils then moved on to design a new building in either an Old Town or New Town context. A talk from an architect provided further insight into the design process, and also invited pupils to consider a career in architecture.

The programme concluded with an awards ceremony, where the pupils presented their designs to an invited audience of parents and friends.

Jenny Payne, art and craft teacher said: "I have been very impressed with the pupil's enthusiasm for the project and they have all learned to appreciate what an amazing and unique city they are living in. By simply LOOKING uP! you realise what you walk past every day."



Encouraging Research related to the World Heritage Site –

- 5.19 The Statement of Outstanding Universal Value represents the attributes present at the time of inscription. Although this will not change, our understanding of the Site continues to develop through research.
- 5.20 Developing and increasing understanding is dependent on having access to and encouraging high quality research on different aspects of the World Heritage Site. This ranges from its heritage and history, to how it works as a city centre, to different aspects of its economy through a multitude of subjects. Making this research – and the original sources – accessible is important in terms of informing understanding of the Site and its management.

- 5.21 There are a number of ways in which this can be achieved - from volunteers and interns, to academia to practitioners. One of the many benefits of World Heritage status is the potential for project and research based collaboration within the World Heritage network and wider. However, collaboration requires careful strategic coordination.
- 5.22 Different agencies involved with the World Heritage Site/ city centre carry out research covering their own needs. This research includes:
- Compilation of monitoring and the state environment reports.
 - History of aspects of the World Heritage Site.
 - The effects of climate change.
 - Conservation statements for restoration projects.
 - The economic performance of the city.
 - Understanding visitor preferences.
 - Development opportunities.
 - Archaeology.
- 5.23 It is desirable to achieve greater coordination of these efforts in order to inform decisions about the World Heritage Site. One of the best ways to do this would be the compilation of a research strategy through the Action Plan.
- 5.24 A research strategy should reflect the scope of objectives of the Management Plan, which are based on a wide range of issues identified through monitoring and the public consultation process. The strategy should be flexible, allowing both ad hoc and discrete projects to address particular issues as they arise as well as planned, proactive research to address strategic issues. In the same manner as the Action Plan, the research strategy will require clear actions supported by all relevant stakeholders.

Objectives:

- To support access to archival and other resources.
- To develop a strategy for the co-ordination of research for the benefit of the World Heritage Site and its outstanding universal value.

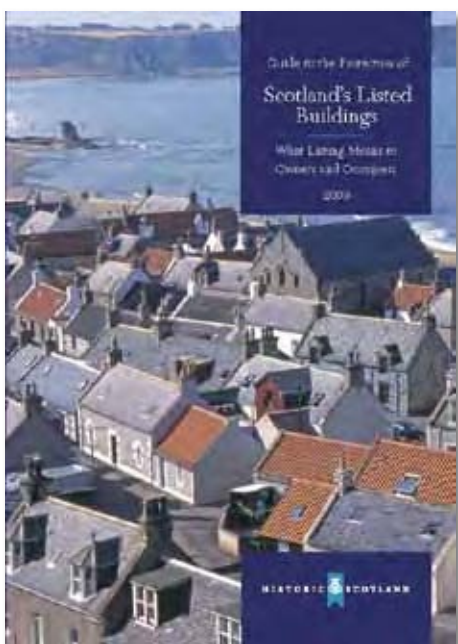
Skyline Study

An example of research that has influenced the management of the World Heritage Site is the Skyline Study. This was commissioned to understand key views around, into and out of the city as a whole, with a particular focus on the World Heritage Site.

The results of the study were adopted by the City of Edinburgh Council and then used in a consultation exercise with a variety of stakeholders to understand whether the objective nature of the study concurred with more subjective opinions.

The outcomes of this were then adopted by the City of Edinburgh Council as policy. This in turn has influenced thinking about dealing with the question of the buffer zone, and forms the central means of protecting the outstanding universal value from harmful development outside the site.





— Safeguarding the Outstanding Universal Value —

- 5.25 The prosperity and desirability of the World Heritage Site and the range of activities that take place within it create a demand for further development. The challenge is to ensure that development takes appropriate account of the attributes of the outstanding universal value. This requires a full and wide understanding in order to ensure that the World Heritage Site is not seen as a barrier to development, but as an integral part of creating better development. Continued evolution of the city is accepted as necessary to sustain the outstanding universal value of the Site.
- 5.26 Identifying the special attributes of the World Heritage Site also recognises what is particularly sensitive to change. Care and attention is required to ensure that any change enhances, rather than harms, the outstanding universal value. The regulatory framework for safeguarding the outstanding universal value is detailed in Annex A.
- 5.27 There are a range of measures that are taken to assure the Site's authenticity and integrity. These include development plan/framework formation, inspection, maintenance and repair, and protection of the historic environment to assure authenticity and integrity. Maintenance of historic buildings is the owners responsibility and guidance on looking after property is available from [Historic Scotland](#), [Edinburgh World Heritage](#) and [the Council](#).
- 5.28 Small scale changes may not directly affect the outstanding universal value, but the cumulative impact of such changes must be managed in such a way that there is no impact on people's ability to appreciate and understand the significance of the Site. The loss of historic windows or the addition of satellite dishes to buildings in conspicuous locations would incrementally change the character of an area. It is, therefore, essential to ensure that there are appropriate policies in place to protect the historic environment.

Special Control of Advertisements

The City of Edinburgh Council is currently piloting increased controls over shopfront signage and advertising on the Royal Mile. This means that all new shop front signage in the area requires planning consent. Localised controls of this nature are designated by the Scottish Government.

The controls will enable the Council to ensure that all new shop front advertisements on the Royal Mile comply with Council policies on shopfronts and advertising, thereby protecting the character and appearance of the area. Where existing shop front advertisements cause significant harm to this character, the Council will be able to require the removal of that signage. The controls will be monitored and if they have been successful they may be rolled out to other selected parts of the World Heritage Site.



Protection of Historic Buildings and Spaces

- 5.29 The majority of buildings (and their interiors) in the World Heritage Site are protected through inclusion on the statutory list of buildings of architectural and historic interest or scheduling, and the majority of Site is covered by conservation areas. Local planning policy completes this comprehensive legislative and policy structure governing this aspect of the management of the Site, ensuring outstanding universal value is taken into account.
- 5.30 The statutory listing of buildings provides protection for the entire building, its curtilage and setting. Conservation areas protect the character of an area in terms of its architecture, spaces and general appearance. Conservation areas also provide for the enhancement of areas, which in the case of the World Heritage Site would require the outstanding universal value to be taken into account as a material consideration in the planning process.

- 5.31 The enforcement of these policies along with specialist conservation advice from qualified professionals ensures that the correct materials are used in the repair of historic buildings, and that there continues to be a market for the craft skills required to properly repair them.
- 5.32 Legislation and policy are regularly monitored and reviewed by the Council to ensure that they are consistent maintained and effectively applied. This structure, as it applies to Edinburgh, is outlined in Annex A. The key to meeting many of the objectives depends on the effective implementation of this legislation and policy.

Objectives:

- To develop appropriate policies and guidance within the planning system to safeguard the outstanding universal value.
- To balance development and heritage through the outstanding universal value.

Skyline, Setting and a Buffer Zone

- 5.33 The World Heritage Site's much admired skyline and setting are vulnerable to unsympathetic development. Some of the city's most striking visual characteristics serve to create a uniquely visible landscape setting for the city. These include the views available from many vantage points, within the city and beyond, of landmark buildings, the city's historic skyline, undeveloped hillsides within the urban area, and the hills, open countryside and the Firth of Forth. As the majority of these key views are across the World Heritage Site, their protection is closely related to the protection of the historic environment. There is a consequent presumption against new buildings that are conspicuously higher than their neighbours.

- 5.34 During the consultation process, it has been argued that the lack of a defined buffer zone around the World Heritage Site leaves it with insufficient protection. The 2008 UNESCO monitoring mission suggested that a buffer zone was needed to manage development outside the World Heritage Site boundary which has the potential to impact on the Site's outstanding universal value. In response, the partners agreed to use the revision of the Management Plan as a mechanism for assessing the need for a buffer zone.
- 5.35 The policy of Scottish and UK Governments is that buffer zones are not always necessary, particularly where adequate layers of protection already exist. The World Heritage Centre's Operational Guidelines in the Implementation of the World Heritage Convention allows this and states that:
- “Wherever necessary for the proper conservation of the property, an adequate buffer zone should be provided”*
- 5.36 The purpose of a buffer zone is not to protect the area within the zone itself but to assist in the protection of the Site's outstanding universal value. Where there are existing protective measures, it is important not to add another layer which duplicates or complicates the protective system. In Edinburgh's case, with its dramatic topography, a buffer zone cannot simply be a ring around the World Heritage Site.
- 5.37 The main objective outside the World Heritage boundary is to protect the iconic skyline, the key views in and out of the Site as well as its setting. At the national level the importance of setting protection has been identified in Historic Scotland's Managing Change in the Historic Environment guidance. In Edinburgh, the Skyline Study compiled by Colvin and Moggridge Landscape Architects has been adopted as planning policy and, when combined with existing designations, provides a more comprehensive and subtler tool to protect the outstanding universal value than a traditional buffer zone. One of the main benefits of the Skyline Study is the additional

protection for the setting of the World Heritage Site defined by the dramatic topography of Arthur’s Seat, Calton Hill, the Firth of Forth and surrounding hills. In planning terms, the mechanism brings together all the attributes critical to an understanding of the World Heritage Site.

Objectives:

- To monitor and review the operation and application of the skyline policy over the life of this plan and if necessary re-evaluate the need for a traditional buffer zone.
- To protect the setting of the World Heritage Site and the city’s iconic skyline.

Excavation of Flodden Wall



Archaeology

5.38 The focus of much of the activity in the World Heritage Site is on the buildings and their setting. However the archaeology of the Site provides an important part of its story. It is an important resource which requires protection and helps develop our understanding of the history of the Site. Recent archaeological investigations in the World Heritage Site, both in terms of buried archaeology and archaeological analysis of its built heritage, have demonstrated the archaeological potential of the Site. It is therefore important that this resource is properly considered in the management of the Site’s outstanding universal value.

5.39 World Heritage Site status also has the potential to provide a proactive framework for investigating, conserving and publicising Edinburgh’s archaeological resources.

Objectives:

- To conserve, promote and interpret the archaeological heritage of the World Heritage Site.
- To ensure the archaeological resource of the World Heritage Site is fully incorporated and considered in the management of the Site.

Architectural Quality

- 5.40 The historic environment of the World Heritage Site is of exceptional interest with unrivalled urban and landscape qualities which successfully incorporates all the functions of a thriving capital city. Its distinctive character is based on its topography, its architectural heritage and the unique form of its historic environment.
- 5.41 Much of the obvious value of the World Heritage Site is embodied in its buildings; the majority of which are in private ownership. To ensure the state of conservation remains at its current level, and that every opportunity is taken to maintain authenticity and restore integrity, it is essential to enable and encourage owners in this by providing advice and incentives. While change is, to some degree, inevitable, it needs to be managed to maintain the outstanding universal value of the Site.
- 5.42 The chapters on outstanding universal value are clear in their statements, describing the quality of architecture and urban planning throughout the Site, and providing an analysis of materials and the form of the urban fabric. There is a strong aspiration for all new buildings in the World Heritage Site to be of the highest architectural quality, reflecting and respecting its remarkable history and heritage.
- 5.43 New development should be sensitive to the historic character, reflect and interpret the particular quality of its surroundings,

and respond to and reinforce the distinctive patterns of development, townscape, views, landscape, scale, materials and quality of the World Heritage Site.

Objectives:

- To conserve and enhance the fabric of the World Heritage Site.
- To ensure ongoing investment in the conservation of the World Heritage Site through appropriate private interventions and state aid.
- To promote high quality architecture and design in and around the World Heritage Site.



The North Holyrood Scheme

Since designation as a World Heritage Site, there has been a consistent effort to increase the quality of new buildings and masterplanning within the Site. The North Holyrood scheme is considered to be amongst the best such developments.

The site, to the south of the Canongate, had the vestiges of the original Old Town structure amongst a range of industrial buildings. In this case the decision was made to appoint a single masterplanner for this major site and then to allow individual architectural practices to design their responses to particular plots, working with the historic Burgess plots and the rhythm of the Old Town. A wide palette of materials was used, yet the forms and use of the materials and colour related to historic precedent.

Restoration of Well Court

A high state of conservation in the World Heritage Site has been achieved by significant investment in the built heritage since 1970s. There are many historic buildings in Edinburgh which have benefited from appropriate restoration treatment and Well Court is one the most important of them. This category 'A' listed courtyard building designed by Sydney Mitchell is located in the Dean Village

Edinburgh World Heritage granted a total of £1.1 million towards conservation work on stonework, roof, windows, the clock tower and communal areas. Part of the costs of restoration was covered by 55 owners who led the project and the other part by Edinburgh World Heritage repayable grants. All works have been carried out using traditional building methods and materials in order to meet the best standards of conservation.



A World Heritage Site in a Sustainable Capital City Centre

- 5.44 Sustaining a living capital city centre is a balance between protecting the environment, strengthening society, supporting a vibrant cultural scene, allowing uses to evolve and providing for places to live and work (and access to them), without damaging the outstanding universal value of the Site. If one of these elements fails, the others are also at risk of failing.
- 5.45 The characteristics that led to Edinburgh's inscription as a World Heritage Site are directly linked to the fact that it is a desirable place to live, work and visit and the high quality of life it provides.
- 5.46 A significant area which impacts on the outstanding universal value is the maintenance of the public realm and traffic management. These are issues that are repeatedly raised in public consultation exercises.

Sustainability - Society and communities

- 5.47 As discussed in Chapter 2, the World Heritage Site is the political and economic heart of Scotland, and has the highest visitor numbers in the UK after London, while hosting around 25,000 residents, in what is consistently rated as one of the best places to live in Britain and Europe in terms of quality of life.
- 5.48 The World Heritage Site contains a range of communities living and working in the Old Town, the New Town and in Dean Village, reflecting the historic diversity of these areas. It also contains a significant student population. The liveability of the site plays a key role in supporting the breadth of the communities, while the continuing presence of the different communities supports the vitality of the Site.
- 5.49 There has been a steady effort to support the communities of the area through the repair of historic buildings. Starting in the New Town in the 1970s and accelerating in the Old Town in the 1980s. Prior to this, parts of the New Town were in serious decline along with much of the Old Town. These efforts continue today, especially in the Old Town, where the communities remain vulnerable. The resident population of the Old Town continues to show steady growth and was just over 6,000 in 2009, an increase of 20% from 2001.

Affordable Housing

The desirability of the World Heritage Site as a place to live poses challenges for inclusion. For example house prices within the World Heritage Site are higher than in other areas and this, and the associated prosperity, can lead to a sense of exclusion for those who live and work outside the city centre. It is important to ensure that the World Heritage Site remains accessible to all.

There are a number of policies in place to address this issue including the affordable housing policy, which meet the needs of people who cannot afford to buy or rent housing on the open market and ensure that key workers and those on low incomes can afford to live in the World Heritage Site. A principal aim is that affordable housing should be integrated with market housing and should address the full range of housing need, including family housing, supporting the diverse community within the World Heritage Site and hence its outstanding universal value.



Objectives:

- To support actions which retain a mix of uses and a diverse social mix in the city centre.
- To support and enhance the high quality of life in the World Heritage Site.

Sustainability - Economy

- 5.50 The city's economy is the engine of the nation's economy, with around 85,000 jobs within the World Heritage Site, focussing on the service sectors. The dominant industries are hospitality, retail and finance related: Edinburgh is also the second largest UK tourist destination and second only to London in the UK as a financial centre.
- 5.51 The number of businesses located in the World Heritage Site reflects the Site's city centre coverage and its highly attractive



location in terms of both communications and environment. It has consequently built a solid base in the finance sector and is a highly successful tourist destination.

- 5.52 The universities also provide an important influence within the World Heritage Site. They are key landowners, holding some important buildings within the Site and attract 58,000 students a year to the city. These students provide an economic and cultural stimulus but can also increase the burden on the World Heritage Site's resources. The universities also provide an important source of information and knowledge about the World Heritage Site, its history, development and protection.
- 5.53 The economic success of the city provides the means to ensure its continuing protection, while the values for which it was inscribed as a World Heritage Site encourage businesses and individuals to make Edinburgh their base. Balancing the needs of the city to maintain its economic vibrancy and the need to protect the heritage is essential for both. The relationship between outstanding universal value and economic success needs to be protected, developed and celebrated.
- 5.54 This success creates pressure for physical development within the World Heritage Site that can potentially have a negative effect on the outstanding universal value. However, a robust planning policy framework is in control to manage this and the Management Plan considers that which is sensitive to change and how these pressures might be managed.
- 5.55 The City of Edinburgh Council actively promotes the city as a destination for national and international investment. Current plans focus growth and renewal on four strategic locations: the Waterfront (Leith and Granton), South East Edinburgh (Royal Infirmary and the Bioquarter), Western Edinburgh (the airport and A8 corridor) and the City Centre (Princes Street and the Old and New Towns).

Calton Hill

Objectives:

- To understand the capacity limits of the city in order to maintain a positive relationship between the World Heritage Site and the economic and cultural activities of the city.
- Support economic diversity and growth to sustain the outstanding universal value.
- To foster relationships across the city's economic sectors.



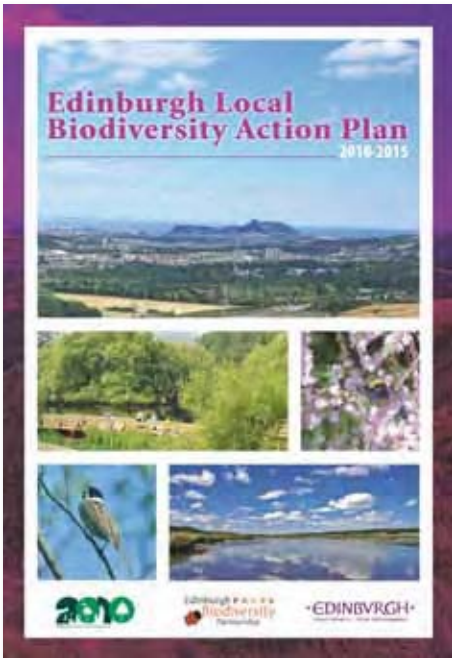
Sustainability - Biodiversity and Natural Heritage

5.56 The World Heritage site is important for more than just its cultural attributes and it is essential that there is an appropriate balance between these factors. Natural Heritage provides the World Heritage Site with outstanding amenity in both physical and visual terms and complements the outstanding universal value. A range of spaces, gardens and designed landscapes enrich the Site forming an integral element of the setting and townscape.

5.57 Open spaces within the Site and those on its edges contribute to its setting. They range in scale and character from the substantial formal gardens and designed landscapes of the New Town such as Princes Street and Queen Street Gardens, to the more domestically scaled Old Town gardens, remnants of the old Burgess plots. Dramatic topographical features such as the Castle Rock, Calton Hill and Arthur's Seat (outwith the site), and the Water of Leith valley provide additional significant contribution to visual character and vistas.



Cottage - Princes Street Gardens



5.58 The deeply incised Water of Leith Valley provides a particularly dramatic contrast with the built elegance of the New Town. The Valley provides a strategically important wildlife corridor linking rural habitats in the Pentlands with other green networks and urban green spaces, and ultimately with the sea at Leith. The Water of Leith Management Plan and Edinburgh Biodiversity Action Plan provide a framework for ensuring that these resources are protected and enhanced.

Objective:

- To ensure that the natural heritage is managed in a manner which supports the outstanding universal value of the Site.

Sustainability - Culture

5.59 Change does not just include development, but also uses and activities within the Site. The World Heritage Site includes festival and cultural venues, primary shopping streets, universities, and political, legal and social institutions. It is important for the vitality of the city, as recognised in the outstanding universal value, that a range of uses is maintained within the World Heritage Site. The loss of shops or a festival may not directly impact on the outstanding universal value, but would reflect on the health of the city and, in the long term, may affect its ability to properly maintain the Site.

Adam Smith



5.60 The cultural life of the city, reflected in its rich history and architecture, as well as in its institutions and festivals, is closely allied to the liveability of the city and its economic success. Historically, the city has a rich cultural and intellectual life, which is a part of the outstanding universal value and which is vital to sustain. This rich contemporary cultural life in such a magnificent setting attracts tourists in greater numbers than would otherwise be the case, and the loss of this cultural life would result in a fundamental change of character of the World Heritage Site

- 5.61 The literary history of the city is reflected in its dual designation as a UNESCO City of Literature, alongside its World Heritage status, further encouraging tourism and exploration of the Site. The intellectual history is reflected in the City's institutions and universities, as well as wonderful monuments to important figures, linking culture and academia, such as Dugald Stewart, Robert Fergusson, David Hume and Robert Burns.
- 5.62 The City of Edinburgh Council Museums Service is responsible for a number of museums within the World Heritage Site and the Council is active in its support of the many festivals, such as the Edinburgh International Festival, the International Book Festival, the Fringe, the Festival of Politics and the Old Town Festival. The museums sit alongside the major national institutions such as the National Galleries of Scotland and the National Museum of Scotland, which are supported by Scottish Government, charitable donations and private benefaction – demonstrable public support of the cultural life of the Site



Objective:

- To support the conditions for cultural activities to flourish within the World Heritage Site.

Liveability - Public Realm

- 5.63 The public realm, the space between the buildings, is the “face” of the World Heritage Site. It presents an excellent opportunity to enhance the Site's outstanding universal value, providing the setting for its historic buildings and the activities that give the Site a lively atmosphere. There is a strong sense of public ownership, and the quality of the public realm exerts a significant influence on decision-making: where to invest, where to live, and where to visit.
- 5.64 Recent initiatives including the ‘Capital Streets’ programme (Castle Street, St. Andrew Square and the Grassmarket), along

Grassmarket



with works to the Royal Mile and South Bridge, have resulted in significant improvements to main streets and public squares of the World Heritage Site.

- 5.65 There is a great deal of historic fabric that enhances the streets of the World Heritage Site- setted streets, whinstone kerbs, areas of honozed paving and original street lamps all add to the character and individuality. However, feedback from public consultation identifies the public realm as an area of concern, in terms of how its condition affects the overall presentation of the city centre.

- 5.66 The vision detailed in the Public Realm Strategy is to develop and maintain a high standard of quality to complement the outstanding built and natural features of the city.
- 5.67 The following priorities have been established in order to carry forward the good work that has already been achieved:
- Materials map and guidance to ensure key streets in the World Heritage Site use high quality natural paving materials.
 - City Dressing strategy to enhance the appearance of the city during key events.
 - Lighting strategy to transform the urban area through the perception of the space by night, enhancing key routes, user safety, and enliven public spaces.
 - Decluttering of the streets to ensure ease of pedestrian movement, aid visual order, maintenance and servicing.
 - Maintenance and management to prevent previous investment being undermined.
 - Streetscape delivery process to facilitate a coordinated approach to public realm across the city.





St Andrew Square – Public Realm Project

Following an initiative to open the gardens to the public for the first time since its creation in 1768, St Andrew Square gardens received an investment of £2.6 million for its redesign. The project was part of the Capital Streets Programme of improvements to the public realm in the Edinburgh. It was promoted through a partnership of the City of Edinburgh Council, the Edinburgh City Centre Management Company, Edinburgh World Heritage and Scottish Enterprise Edinburgh & Lothians.

Due to its situation at the heart of the World Heritage Site the improvements needed to be extremely carefully considered and designed with sensitivity and care using appropriate materials and finishes. The project has created a major new public open space in the heart of the World Heritage Site. The contemporary design provides a sensitive and contextual response to the classical geometry of the New Town whilst creating a public space that responds to the way we live today.

Objectives:

- To support a high quality public realm that reflects the built quality of the city and improves the pedestrian experience.
- To ensure consistency in the public realm.

Liveability - Traffic

- 5.68 Recent decades have seen a substantial increase in personal mobility. These trends have significant consequences for the environment, with the transport sector accounting for an increasing proportion of energy consumption, carbon emissions and other pollutants.
- 5.69 The World Heritage Site is no exception to these trends. It has some characteristics which tend to amplify travel demand – its role as the centre of the capital city and major financial hub;

its appeal as a tourist destination; its strong economy and high land values, which tend to displace cost-sensitive land uses to more peripheral locations.

- 5.70 Actions have been taken to ensure that the necessary infrastructure is in place to keep up with this growth in demand. However, the challenge is to ensure that the city is well connected, whilst not undermining the distinctive character and attractiveness of the Site. Traffic remains the main source of air pollution in Edinburgh.
- 5.71 An improved transport system based on sustainable alternatives to the car is a high priority for Edinburgh. This will tackle congestion, enable the best possible access for all to work and essential services, and provide wider connections of a quality befitting the World Heritage Site.
- 5.72 While Edinburgh meets national and EU objectives for most airborne pollutants, an Air Quality Management Area (AQMA) is in place, covering parts of the World Heritage Site in order to meet the national annual air quality objectives for Nitrogen Dioxide. Concentrations of Nitrogen Dioxide were found to exceed the UK objective level by an increasing amount between 2004 and 2007. The reduced concentrations in 2008-2009 reflect traffic flow disruption due to the Edinburgh Tram Project works, particularly in the Central AQMA where traffic was banned from Princes Street (except buses and taxis) for most of 2009. The City of Edinburgh Council has prepared an action plan setting out measures intended to help reduce vehicle emissions from such areas.
- 5.73 Edinburgh is a city that is ideally suited to active travel. Over 70,00 people live within 20 minutes walk of Princes Street and Edinburgh's residents also walk over one third of all their journeys. The number of residents cycling to work is also increasing - in 1981 around 2000 Edinburgh residents (1.4%) cycled to work and the current estimate at 2011 is 7250 (4.9%). The adoption of measures to increasing active travel in the



World Heritage Site and the subsequent reduction in vehicle movements would have significant benefits for the outstanding universal value of the Site.



The Active Travel Action Plan

Active Travel is at the heart of the Council's Transport 2030 Vision which is to make Edinburgh's transport system one of the most environmentally friendly, healthiest and most accessible in Northern Europe. The Active Travel Action Plan is aimed at improving the quality of life in Edinburgh by enabling and encouraging more people to cycle and walk more often, safely and comfortably.



Edinburgh World Heritage Walking Tours

Edinburgh World Heritage, on a regular basis, offers visitors, such as students and foreign partners, thematic tours of the World Heritage Site. Walking tours are a good way to explain components of the outstanding universal value, projects and issues related to the Site's management. The walking tours are also part of a celebration of Edinburgh's intangible heritage and untold stories which visitors are encouraged to explore during evenings in the atmospheric Old Town.

Edinburgh World Heritage employs a variety of interpretative media to improve the visitors' experience:

- Interpretive panel on navigator signs and on information points at car parks, bus station and railway station.
- Multi-lingual leaflet with map distributed to key city centre venues.
- Themed trail leaflet eg House Histories, Auld Reekie.
- On-line interactive maps on the Edinburgh World Heritage website supported by podcasts.
- An Iphone app for GPS enabled phones.
- Live interpretation in the form of guided tours, storytelling tours and presentations.

Objective:

- To reduce the impact of traffic and promote sustainable forms of transport.

Servicing the World Heritage Site

- 5.74 Servicing the city centre in a manner that respects the outstanding universal value is challenging. For example, how the Council addresses waste collection in a discrete and efficient way while seeking to achieve recycling targets and without affecting elements of the outstanding universal value is of concern to residents and businesses across the Site. Following thorough consultation with the community and with the partners, the City of Edinburgh is to trial a number of different solutions, such as food waste and night time collections. The quality of workmanship to street surfaces following work to maintain or install utilities is also essential to maintaining high standards in the public realm.

Objective:

- To ensure that the work of statutory undertakers and other utility providers meets appropriate quality standards within the World Heritage Site.

The Effective Management of the Site

- 5.75 Edinburgh is a complex urban World Heritage Site, with a wide array of stakeholders needs. This leads to particular challenges in its management. It requires appropriate engagement methods and management structures to ensure the management of the Site is dynamic and able to react as circumstances change. The UNESCO mission in 2008 acknowledged the professionalism and skills of the team in place to manage the World Heritage Site, but recommended that efforts be made to improve clarity about the management

structures and engagement with stakeholders. These comments have been considered and are reflected in the development of the Plan, and will be central to its implementation.

- 5.76 The management structure which will implement this Management Plan and the subsequent Action Plan is outlined at chapter 7. The management of the Site will be guided by the framework established in this Plan and through the detailed actions established in the Action Plan. The progress on the implementation of both these documents will be subject to ongoing monitoring and, if necessary, adjustment by the Steering Group.

Objective

- To monitor the effectiveness of the implementation of the World Heritage Site management Plan.
- To meet and set national and international best practice in the management of the Site.

Partnership Working

- 5.77 Partnership working amongst public agencies, institutions, private owners, business and the third sector is considered the most effective way of delivering results in Edinburgh, where the ownership of the World Heritage Site is diverse. It has the benefit of increasing understanding of the importance of the World Heritage Site amongst those partners. Broad support from the organisations and individuals it attempts to influence is critical to the effectiveness of any management plan. The creation of partnerships at the local, national, European and global level are therefore crucial to the effective management of the World Heritage Site.
- 5.78 The proposed management structure encourages partnership working and community engagement, reflecting a long history of community participation, as well as the comments of the

2008 UNESCO reactive monitoring mission in relation to this (see Annex B) .

The Twelve Monuments

A recent example of highly successful partnership working was the Twelve Monuments Project in which Edinburgh World Heritage worked with different Functions of the City of Edinburgh Council. The Cub Scouts organised planting around the repaired Burns Monument and a combination of student interns and placements under the Future Jobs Fund were also involved.

The project raised funds for and repaired a dozen monuments across the World Heritage Site.

Throughout the programme, working relationships between Edinburgh World Heritage and the City of Edinburgh Council were strengthened. The partnership was able to draw on the respective expertise of both organizations. Edinburgh World Heritage raised funds from a broad range of donors (reflecting the strength of public involvement and interest) and monitored the work. The Council selected the monuments and procured the work contracts. The outcome has been not just the repair of the monuments but a strong basis for future projects.



Objective:

- To develop inclusive partnerships that support the management of the Site.

Stakeholder Engagement

5.79 Successful implementation of the Plan is dependent upon all stakeholders. It is, therefore, extremely important to ensure that they are aware of the outstanding universal value and the content and purpose of the Management Plan. The Partners' processes are firmly based around principles of consultation and community engagement.

5.80 The consultation process for this Management Plan

demonstrated the open and positive approach of the partners. The Management Plan has taken account of the issues raised during consultations and has evolved as a result. It is the partners' intention to continue the dialogue with stakeholders and build on these relationships; through the Action Plan and by fostering greater involvement of stakeholders in the detailed management of the Site.

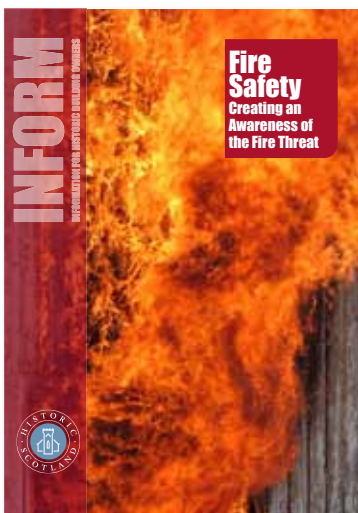
5.81 The structures for partnership working and stakeholder engagement are discussed in further detail in Chapter 7

Objectives:

- To broaden and maximise stakeholder engagement.
- To develop, coordinate and implement the Action Plan with a broad range of organisations.

The Risks to the World Heritage Site

5.82 While Edinburgh is not generally afflicted by natural disasters in the way that other World Heritage Sites are, it is not immune to the effects of climate change, fire and flood risk and, like any other thriving city, the pressures of development. These issues need to be assessed and managed. This is largely done through local policy



- Fire Safety. Fire poses a threat to any building and where it occurs in historic buildings, there is significant risk to authentic fabric and valuable contents. Historic Scotland has produced an information leaflet on fire safety, which offers advice on how to reduce the risk of fire, fire safety management and suppression and detection systems. Historic Scotland co-operates with the Fire and Rescue Services in managing a Historic Buildings National Fire Database, which provides fire fighting crews with information on the importance and value of category 'A' listed buildings. The implication of this for the World

Heritage Site is that there is a strategy in place that ensures that there is knowledge and consistency in the approach to dealing with fire damage.

Victoria Street Fire Site

In 2009, 9 Victoria Street, the former St John's Church building, caught fire. It is a category 'B' listed building dating from 1838-40 and was in use as a restaurant. The City of Edinburgh Council took responsibility for the management of the site and immediately informed ICOMOS UK about the fire damage to a building located within the World Heritage Site. The Council was engaged in every stage of the reconstruction of the building, from advising on structural work, to reinstating the roof with salvaged slate.



- **Inadequate Resourcing.** The organisations and bodies that are focused on the management of the World Heritage Site require adequate funds to actively manage, effectively coordinate and carry out actions in relation to sustaining and enhancing the World Heritage Site.
- **Flood Prevention.** Flooding poses a threat to a limited part of the World Heritage Site, principally around the Dean Village and Stockbridge. A flood prevention scheme for the Water of Leith Area was published in 2003 as a response to the severe flooding, which caused damage to 500 properties and businesses. A revised version of the scheme was approved in March 2007 by Scottish Ministers and is being implemented. This will also contribute towards improved water quality.
- **Unsustainable Development Pressure.** The success of the city and its World Heritage Site creates pressure for development. Development which undermines the outstanding universal value and threatens World Heritage status is a risk. The risk is managed through planning policy and guidance. Policy ENV 1 in the Edinburgh City Local Plan provides additional recognition of outstanding



universal value and the Management Plan in the planning system. Development that damages the outstanding universal value will make the World Heritage Site a less attractive place to live, work and visit. Development pressure and the effectiveness of the protective measures are subject to monitoring

- **Climate Change.** We need to understand the physical impact of climate change and responses to it on the built and natural environments of the World Heritage Site. Changing climatic conditions will affect its fabric (for example, speeding up stone decay) as well as creating significant pressure for the adaptation of buildings to reduce carbon emissions. The Scottish Government has a very ambitious agenda in relation to climate change. This has been emphasised in *Changing our Ways – Scottish Climate Change Programme*, published in March 2006. The intention is that Scotland will take the lead in tackling climate change in Northern Europe. The main aims include reduction of carbon emissions of 1.7m tonnes by 1m tonnes in 2010 and 80% reduction by 2050. Scotland's climate change targets stemming from the Climate Change (Scotland) Act 2009 give carbon emissions reduction targets of 42% by 2020 and 80% by 2050.

5.83 The management of the World Heritage Site needs to take account of these impacts and developments and ensure that the Site makes a positive contribution to the wider climate change agenda. It is currently doing this through energy efficiency programmes and research by the partners to change habits, address fuel poverty and to understand how we can adapt historic buildings without harming their integrity. Changeworks, an environmental organisation, is also very active in the city. These initiatives show that the historic environment can make a positive contribution to the climate change agenda.

Objectives:

- To take account of climate change and sustainability issues in safeguarding the outstanding universal value of the Site.
- To understand risk issues by establishing a Risk Register which will be regularly reviewed.





6: Measuring the State of Conservation

- 6.1 Every six years, the World Heritage Committee requires State Parties to submit a report on the application of the World Heritage Convention. The partners use the annual monitoring reports which focus on an evaluation of the state of conservation of the Site as a part of the management cycle. This guides the action of the partners in terms of the Action Plan. Appropriately carried out, monitoring is critical in informing the decision making process in relation to World Heritage.

Methodology

- 6.2 The monitoring exercise involves the continuous collection of data for analysis and interpretation. The scope of indicators is different for every World Heritage Site, reflecting their unique character as embodied in the outstanding universal value. The Old Town and New Towns of Edinburgh World Heritage Site Steering Group have developed the current monitoring methodology since inscription in December 1995. This experience contributed to the development of the International Council on Monuments and Sites of the United Kingdom (ICOMOS UK) *Toolkit for World Heritage Site Monitoring Indicators*.
- 6.3 The methodology reflects environmental changes in the living city as well as the experience of other World Heritage Sites. The production of this second Management Plan has allowed reconsideration of the methodology. The aim of this revision is to create an improved system of data exchange between the City of Edinburgh Council, Historic Scotland and Edinburgh World Heritage, while revisiting and balancing the scope of monitoring indicators with an emphasis on the effectiveness of implementation of the Action Plan.
- 6.4 The bi-annual Monitoring Report is compiled on behalf of the partners. Its methodology (scope of indicators, data collection, and analysis) is the main technical issue related to the compilation of the monitoring report. In practice, the scope of monitoring indicators is subject to agreement of the partners

dictated by the scope of objectives in the Management Plan and projects in the Action Plan. The information and statistical data are relatively accessible, however, broad the range of subjects and interests producing it, and are then gathered, analysed and compiled in one report. In the case of Edinburgh, the methodology has been developed over the years from the inscription with only minor changes.

7: Implementation

of the Second Management Plan

Management of the World Heritage Site

- 7.1 The key organisations for the implementation of the Management Plan and protection of the World Heritage Site's Outstanding Universal Value are the City of Edinburgh Council, Edinburgh World Heritage and Historic Scotland, which form the core Steering Group. A broader partnership of this group also meets and has included Essential Edinburgh and Scottish Enterprise.
- 7.2 The revision of the Management Plan has provided an opportunity to review the management structure and consider whether it continues to be appropriate, to identify other partners involved on a permanent or occasional basis, and to consider how the public might best engage with the management structures.
- 7.3 The World Heritage Site is a place where numerous different interests meet. Management of the World Heritage Site is, therefore, indirectly influenced by a larger number of organisations, communities and interest groups. These groups often have an interest in the management of the city centre, not the World Heritage Site *per se*, hence their influence on the integrity and authenticity should be perceived as indirect.
- 7.4 The World Heritage Site has geographical boundaries, however, they do not apply to those who want to support its management. The new partners will include all those with an interest in the strategic management of the World Heritage Site, as well as those who would like to support it without being actively engaged. The scope of strategic partners should reflect the objectives of the Management Plan and will include:
- Agencies responsible for international promotion of Edinburgh as tourism destination.
 - Businesses and agencies which engage 'face to face' with tourists, for instance tour guides.
 - The Chamber of Commerce.

- Essential Edinburgh.
- Scottish Enterprise.
- Community groups.
- Local universities and colleges.
- Libraries and galleries.
- Councillors.

The Action Plan

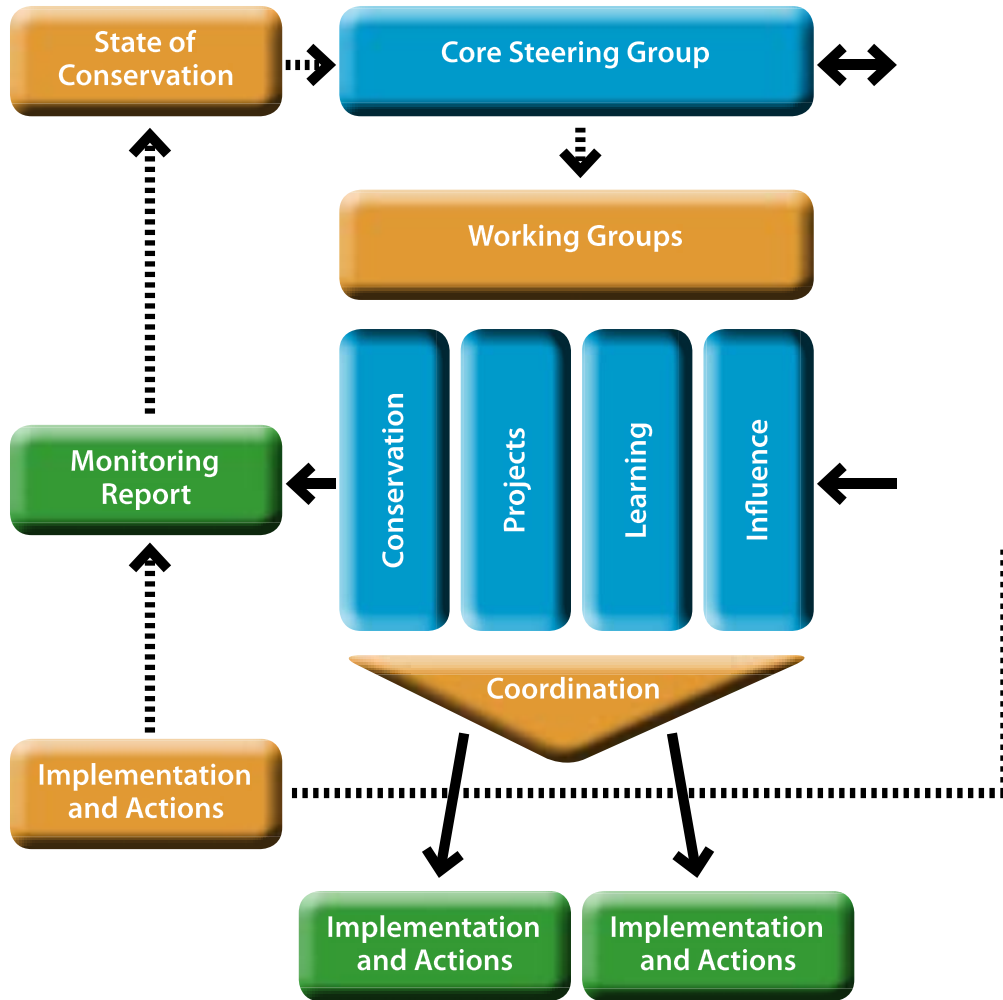
- 7.5 The Management Plan is a strategic document. It sets out the vision for the World Heritage Site and establishes the parameters for achieving that vision through the identification of objectives and broad actions.
- 7.6 The next step is to develop an Action Plan, based on the objectives in the Management Plan. It is envisaged that these actions will be coordinated by a World Heritage Site Steering Group. Each component of the Action Plan will be a project aimed at delivering the Vision.

Monitoring

- 7.7 Progress with the Action Plan (and the resulting effect on the World Heritage Site's state of conservation) will be regularly monitored to check both progress and the efficiency of its implementation. There will be biannual reviews by the World Heritage Site Steering Group. The means of implementing the Action Plan is designed to be as efficient as possible, while remaining flexible, allowing for the potential involvement of new stakeholders. This is particularly important when compiling the Action Plan, as the process is likely to identify a range of potential stakeholders and partners that it would be useful to have involved.

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

- 7.8 The World Heritage Site Steering Group will include the key partners in the management of the World Heritage Site. These are currently Edinburgh World Heritage, City of Edinburgh Council, Historic Scotland, along with Scottish Enterprise and Essential Edinburgh.
- 7.9 The World Heritage management structure consists of:
- The Core Group of the key stakeholders.
 - Working groups focused on particular areas or projects that implement the vision of the Management Plan.
- 7.10 The Core Group is responsible for:
- Oversight of the drafting and revision of the Management Plan.
 - Oversight of the implementation of the Management Plan through the Action Programme.
 - Setting up the scope of indicators of the Monitoring Report.
 - Identification of new partners and additional resources within partner organisations to support the progress of the projects.
 - Engagement and involvement with potential stakeholders.
 - Supporting fundraising for the implementation of the Management Plan.
 - Reconciliation of conflicting initiatives in relation to the outstanding universal value.
- 7.11 Working Groups of the World Heritage Site Steering Group meet on a regular basis to co-ordinate particular projects.



Annex A: Managing Change:

The Regulatory Framework for Safeguarding the Outstanding Universal Value

Legal and Policy Measures

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

National

Primary Legislation

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

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

Scottish Historic Environment Policy (SHEP)

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

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

Scottish Planning Policy (SPP)

Scottish Planning Policy is a statement of Scottish Government policy on land use planning. It sets out the Scottish Government's

core principles and objectives for the operation of the Planning system and concise subject planning policies, including the historic environment.

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

Regional

The Development Plan

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

Edinburgh and the Lothians Structure Plan

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

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

The Plan includes policies aimed at protecting important elements of the built and natural heritage from harmful development, adopting National Planning Policy in respect of development that might affect international or national designations of built heritage interest.

Regional and local natural and historic or built environment interests are also protected by the Structure Plan. The following is the most relevant built heritage policy in the Structure Plan:

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

Local

Edinburgh City Local Plan

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

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

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

Policy Env1: World Heritage Site.

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

It continues:

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

Conservation Area Character Appraisals

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

Other Guidance

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

Annex B: Unesco Mission to Edinburgh

From the 12th-15th November 2008, Edinburgh hosted a reactive monitoring mission from UNESCO. The mission team concluded that the overall state of conservation of the site was satisfactory and made a series of specific recommendations for consideration by the national and local authorities and other stakeholders which this Management Plan seeks to address.

- a. The mission team reviewed the overall state of conservation of the property and underlined that it is satisfactory and that World Heritage has been the focus of conservation. They found that a professional team is in place which proceeds according to the rules under Scottish and British law and that necessary legislation and regulations are in place and are regularly updated. The restoration status is convincing and the management adequate.
- b. The mission commended the authorities for the skyline study by Colvin & Moggridge, involving different stakeholders, which has become an important instrument for planning in relation to the World Heritage property;
- c. The mission noted that update of the Management Plan provides an opportunity to involve more stakeholders as partners in site management, in a more complex and encompassing way than before;
- d. The mission noted that the Site has no buffer zone. However, the 40 existing conservation areas cover not only the World Heritage property but also nearly all adjacent land and therefore enhance conservation of the World Heritage property. The mission recommended that the discussion on the establishment of a buffer zone could be linked to the update of the management plan;
- e. The mission considered that the success of Edinburgh's commerce, economy and population growth has led to a considerable amount of development projects of which four were reviewed in detail.

Annex C: The Public Consultation Process

The Planning Committee on 5 August 2010 approved the draft Edinburgh World Heritage Site Management Site Plan for consultation purposes.

The draft Plan was the subject of a detailed consultation which took the form of direct and email notification, workshops involving stakeholders, an exhibition which was displayed at venues across the World Heritage Site, an internet survey and a series of open meetings. Details were included on the websites of Historic Scotland, Edinburgh World Heritage and the Council.

The first workshop on 16th February 2010, provided a solid base for the scope of the review. Eight months later, on 12th October 2010, a second workshop was held as part of the public consultation exercise. It allowed the opportunity to consider whether the draft Management Plan reflects the public perception of the Vision for the World Heritage Site, the proposed Statement of Outstanding Universal Value and the Objectives for the implementation of the Vision.

The consultation involved the complete Plan with consultees being asked to comment on the vision, objectives and actions in particular. The results of the consultation have informed recommended amendments to the Management Plan.

The Old and New Towns of Edinburgh World Heritage Site MANAGEMENT PLAN 2011-2016

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