

Gorham's Cave Complex World Heritage Site

Management Plan 2023 to 2028



ACKNOWLEDGEMENTS

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The Gibraltar National Museum is the Management Authority for the Gorham's Cave Complex World Heritage Site, appointed by HM Government of Gibraltar.

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This Management Plan 2023 to 2028 has not been printed in hard copy, but is freely available to download from the World Heritage Site's website, <https://www.gorhamscave.gi>.

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Foreword



It gives me great pleasure to formally write this foreword to the Gorham's Cave Complex UNESCO World Heritage Site Management Plan 2023-28. This is the first review of the Management Plan since the first one was successfully prepared during the process of nomination. The aim has been to review the plan every five years but, as recognised by the authors, the COVID-19 pandemic got in the way. So, the decision was taken to continue to apply the exiting plan until such time as the new one could be drafted. A great deal of hard work has been put into the new plan, by essentially a small team of professional and dedicated staff. It never ceases to amaze me how much work the team puts into this work. This is, after all, the kind of document that many sites would commission consultants to produce. It is also the kind of document that they would be proud to have. We are blessed, not just by the team's commitment, but also their knowledge and expertise.

The publication of the new Management Plan is both essential and timely. Our site has just completed its contribution to the United Kingdom's Periodic Reporting Review and a fresh Management Plan, along with a new Research and Conservation Strategy and a Risk Preparedness Plan, is the ideal support that backs up everything that is being done. The excavations at Gorham's and Vanguard Caves are proceeding, supported by a team of students from Leiden University in the Netherlands, as I write these lines. What new discoveries await us this year? Whatever they might be, they will have been carefully embedded in a research strategy that ensures the preservation of archaeological deposits for the future.

I have been pleased to see the detail in this plan and I also welcome the emphasis now being placed on, not only meeting the site's objectives, but also the wider aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty. I know, directly from the chair of the IRCC, herself a former Deputy Director of the UNESCO World Heritage Centre in Paris, that the work being done here in Gibraltar is considered exemplary and worthy of transmission to other sites across the world. That is really pleasing and it makes me proud, as a Gibraltarian, to be a part of this incredibly successful story. Long may it continue!

The Honourable Professor John Cortes MP

Minister for the Environment, Sustainability, Climate Change, Heritage and Culture

June 2023

VISION

The Gorham's Cave Complex was inscribed as a UNESCO World Heritage Site in July 2016, in the lifetime of the first Management Plan, which covered April 2015 to March 2020. The life of this plan has been extended until the current review, in large measure the result of the COVID-19 pandemic and its impact on operations at the site.

The management priorities for Gorham's Cave Complex, set out in the first plan and in this new one, are articulated in the context of the responsibilities set out in the 1972 UNESCO Convention on the Protection of Cultural and Natural Heritage and of the core vision which was initially set for a 10-year time frame, 2015 to 2025.

This updated Management Plan was delayed for practical reasons and is now applicable to the period June 2023 to May 2028. It is, nevertheless, a 'living document', which will be updated as necessary independently of formal review at the end of its life. The context of the plan acknowledges the changes in emphasis implemented by UNESCO on sustainability and the 2030 agenda and goals. In essence, the Management Plan continues to try to reconcile the voices and messages from our past with our current and future ambitions, so that future generations may also value, enjoy and safeguard our World Heritage Site and its distinctive contribution to global society.

Our vision for the World Heritage Site is expressed in the following statement:

We believe that protecting, conserving and enhancing the Outstanding Universal Value of the Gorham's Cave Complex World Heritage Site will act as a catalyst and flagship for the conservation and protection of the wider heritage of Gibraltar and will bring the community together under a common aim, reinforcing cultural distinctiveness, identity, social inclusion, and sustainable development.

It has the potential to be an important driver for economic diversification of the tourism sector and is a keystone for the teaching of history, natural history and heritage at all levels. Given the small size and compactness of Gibraltar, permitting the rapid diffusion of information and community involvement at all levels, we believe that the project can become an exemplary model of integrated heritage management.

We recognise that the universal importance of the site has come to light as the direct result of more than 35 years of collaborative scientific research, including archaeological excavations, at the site. The continuing research at the site therefore forms the basis for understanding it and for being able to conserve and interpret it fully. Research is the kingpin in the whole project and its importance, and the need to support it is a central tenet of this vision.

OVERVIEW

In July 2016 Gorham's Cave Complex was inscribed as a UNESCO World Heritage Site, the 30th UK Site to be inscribed on the 30th Anniversary of the UK's first Tentative List. It is one of only two World Heritage Sites that represent the Neanderthals. The Gorham's Cave Complex is of major significance in understanding and transmitting the global story of human evolution.

The Gorham's Cave Complex covers 28 hectares (ha), rising from sea level to the highest point of the Rock at 426m above Ordnance Datum (AOD). It is essentially a Neanderthal occupation site, used between c. 125,000 and 32,000 years ago, that retains features and functions which have persisted to the present day. The coastal plain which, along with the cliffs, was the hunting ground of the Neanderthals is currently submerged but would have been dry land for long periods except in high-level sea stands during inter-glacial periods and during the past 10,000 years. The landscape today, with the current sea level position and the submerged shelf, would have been similar to the inter-glacial Neanderthal landscape. Gibraltar provides a unique opportunity for people to experience the environments that were present since at least 125,000 years ago and to appreciate the nature, abilities and lifestyle of the Neanderthals. Thirty-five years of a remarkable international, multi-disciplinary research project have revealed the vital importance of the site in our understanding of a critical juncture in human evolution, and of the Neanderthals in particular. Of special importance is the evidence of Neanderthal behaviour and ecology, and of their cognitive capacities.

HM Government of Gibraltar has appointed the Gibraltar National Museum as the 'Managing Authority' for the WHS, through enacting the Gorham's Cave Complex Regulations 2019. The responsibility for the development, implementation and review of the Management Plan and policies rests with the Managing Authority. The Museum's Curator is also the WHS Director, who leads the World Heritage Office – which comprises a dedicated team including the WHS Co-ordinator, the Senior Archaeologist, Scientific Officer and the Senior Guide - with additional support from cross-working museum staff. The project is overseen by a steering body, the World Heritage Advisory Forum (WHAF). This forum is chaired by the Minister for Heritage and has representatives of all key departments, Gorham's Cave Complex standing committees and the local Community. A representative of the UK Government, as the State Party to UNESCO, is also a member of the forum.

A property of such intrinsic importance within the small territory of Gibraltar with its high population density (c. 34,000 inhabitants; and, in past years, a further 12 million visitors per year), requires careful and sympathetic management. The overarching aim of this revised Management Plan is to support the site's legal protection and ensure first and foremost the continued survival of this exceptional site for the benefit of present and future generations.

Eight policy objectives were set down in the first Management Plan, and these have been retained. The first four are key, and work over the years since inscription has focused on meetings of these four in particular:

- safeguarding the property's Outstanding Universal Value (PO1);
- gathering and disseminating information about the site and its values (PO2);
- raising awareness of the site's Outstanding Universal Value (PO3); and
- welcoming local residents and visitors to the site at levels which it can sustain (PO4).

The vision which underpins all objectives and activities sees the property acting as a catalyst and a flagship for the active conservation management of the wider heritage of Gibraltar, as well as a driver

for economic diversification and a keystone for education at all levels in history, natural history and heritage. We hope that the active management of the WHS can bring the community together under a common aim, reinforcing cultural distinctiveness, identity and social inclusion, and sustainable development, and therefore become an exemplary model of integrated heritage management.

With that aim in mind, this plan incorporates new UNESCO policies and guidance, and responds to changes in monitoring and reporting procedures for the third official cycle of Periodic Reporting. Two existing and retained policy objectives are aimed at contributing to UNESCO's strategic aspirations. Policy Objective 6: to ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar; and Policy Objective 7: to promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty.

In updating this Management Plan, the World Heritage Office has considered how the management activities might contribute to the UN's 2030 Sustainable Development Goals (SDG). The strongest alignment with the SDGs in both routine activities and one-off actions is SDG11 (Sustainable cities and communities; specifically, 11.4 cultural and natural heritage), followed by SDG4 (Quality Education); SDG 8 (Decent Work and Economic Growth); SDG13 (Climate Action) and SDG3 (Good Health and Well-being). The two cross-cutting themes SDG5 (Gender Equality) and SDG17 (Partnership) are also well-represented. These are in line with the recent assessment of the Wider Value of UNESCO to the UK published by the UK National Commission for UNESCO (June 2020).

The research which has given so much information on Neanderthal and early modern human behaviour and ecology is the foundation for understanding, active conservation and interpretation. Research is a central tenet of this vision and will continue as the kingpin in the whole project. But it is essential that the research programme continues to regard the conservation responsibilities for the site, balancing the need to excavate and add to knowledge with that of preserving deposits for the future. All research and balancing conservation with the search for knowledge will continue to be guided by an agreed research framework ratified by the International Research and Conservation Committee.

Local community awareness and involvement are crucial. World Heritage Status and Outstanding Universal Value only have meaning if embedded and in harmony with local communities. The status and responsibilities must have perceived and real benefits. World Heritage status provides opportunities for Gibraltar and Gibraltarians, and this Management Plan seeks to articulate ways of developing some of those opportunities, including job creation through tourism and heritage management, building local skills and capacity, as well as educational opportunities, international profile and a contribution to international sustainable development.

World Heritage Status also brings challenges. Amongst these are ensuring public benefit from investment in cultural heritage; and ensuring a fully integrated, viable, approach to heritage management, planning and tourism, including changing perceptions so that cultural heritage is regarded as a source of pride and a driver of change rather than a barrier. Infrastructure, resources and skills availability, and not least funding, in an increasingly pressured economic environment will also test the strength of Gibraltarian partnerships.

In addition to existing challenges, the revision of this plan was delayed by the COVID-19 pandemic, which has affected Gibraltar as well as all global societies. The ultimate outcomes of this pandemic are still not fully known, but there will inevitably be substantial changes in the way societies live and interact, including social distancing, travel and other restrictions. The impact on global economics will be profound. In such circumstances there is more need than ever for coming together to support

local and wider populations and using World Heritage Status for the purpose UNESCO intended via its Conventions. Good communication and working in partnership are essential.

The updated plan covers the five-year time frame June 2023 to May 2028, but will be a living document reviewed annually so that it will remain a five-year Management Plan on a rolling programme.

CHAPTER 1 INTRODUCTION – WORLD HERITAGE STATUS

1.1 Inscription as a World Heritage Site

The Gorham's Cave Complex (Figure 1.1) was put forward for inscription on the UNESCO World Heritage List by the United Kingdom Government in January 2015. It was then called "*Gibraltar Neanderthal Caves and Environments*". On 15th July, 2016, after robust scrutiny and testing of the nomination by the International Council on Monuments and Sites (ICOMOS) on behalf of UNESCO, the candidate site, renamed Gorham's Cave Complex, was inscribed on the World Heritage List at the 40th Meeting of the World Heritage Committee in Istanbul (Decision reference 40 COM 8B.29; UNESCO reference 1500; Chapter 2).

World Heritage Sites (WHS) are places of Outstanding Universal Value (OUV) to the whole of humanity - of such exceptional cultural or natural significance as to transcend national boundaries. They illustrate the influence of ideas, the environment, economy and geography in shaping the evolution of peoples and nations; and they have worldwide relevance.

The long-term protection of the world's cultural and natural heritage is of high importance to the present generation, who are also the custodians on behalf of future generations. Those who manage WHS have a common obligation to ensure that they are protected, not only through legal means but also by inclusive, sustainable, management practices. An agreed management framework – a Management Plan – is therefore a crucial tool.



Figure 1.1. Gorham's Cave Complex World Heritage Site at dawn

HM Government of Gibraltar (HMGOG) is committed to the protection, conservation, and presentation of its World Heritage Site and to the transmission of its values to future generations (Figure 1.2). This is reflected in HMGOG's strategic priority to protect and enhance the quality of the natural and historical environment for all to enjoy. World Heritage Sites contribute to a national and local sense of community and identity and to sustainable economic development and regeneration.



Figure 1.2. September 2016, Professor Minja Yang, representing the UNESCO World Heritage Centre, presents the Chief Minister, the Hon. Fabian Picardo, with the official inscription certificate at the viewing platform, in the shadow of the World Heritage Site

1.2 UNESCO and World Heritage – the context for World Heritage Inscription

UNESCO – the United Nations Educational, Scientific and Cultural Organisation – was created in the aftermath of the Second World War, when 44 nations decided to create an organization that would embody a genuine culture of peace, to establish the “intellectual and moral solidarity of mankind” and prevent the outbreak of another world war. Its constitution was adopted formally in November 1946, with the ratification of the constitution by 20 countries, including the United Kingdom.

UNESCO’s mission is to facilitate international cooperation and collaboration as expressed in its Mission Statement: “As a specialized agency of the United Nations, UNESCO – pursuant to its Constitution – contributes to the building of peace, the eradication of poverty, and sustainable development and intercultural dialogue through education, the sciences, culture, communication and information.” UNESCO is, in essence, the intellectual hub of the United Nations, serving as a laboratory of ideas and a standard-setting agency. To achieve its aspirations UNESCO uses a series of international treaties – protocols and conventions - including ‘The Convention concerning the Protection of the World Cultural and Natural Heritage’, adopted in 1972. The first World Heritage sites were inscribed in 1978.

Inscription on the UNESCO World Heritage List is therefore not only an acknowledgement of a place’s global significance, but it carries a responsibility to participate in the global partnership to achieve UNESCO’s overarching aspirations for peace and sustainable development (Figure 1.3). That context and ambition needs to be reflected in any World Heritage Site management plan. In particular, for this revision of the Management Plan, it must respond to UNESCO’s updated policies, strategies and guidelines, monitoring processes and reporting procedures.

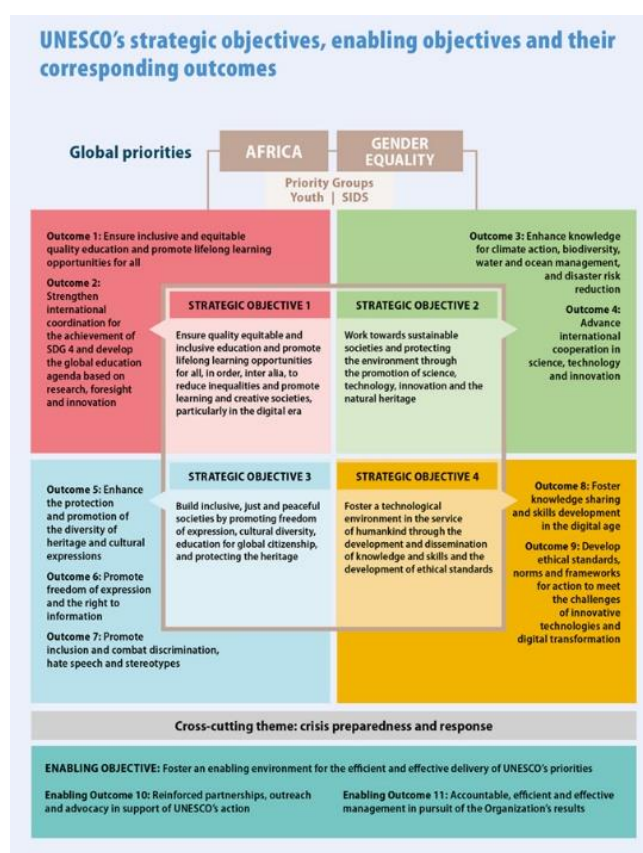


Figure 1.3. UNESCO's Objectives and Priorities

(UNESCO 2021, Document 41 C/4, Medium-term Strategy 2022 to 2029, page 19)

UNESCO's Draft Medium Term Strategy has been re-aligned to ensure that it contributes – and encourages its Member States to contribute – to delivering the 2030 Agenda for Sustainable Development and “*building back better*” in the recovery from the devastating impacts of COVID-19 (UNESCO Document 41 C/4 and Figure 1.4). Its four strategic objectives for 2022 to 2029 place emphasis on the nine Sustainable Development Goals where the organisation has unique or the strongest strategic contribution. The objectives are:

- Strategic Objective 1: Ensure quality, equitable and inclusive education and promote lifelong learning opportunities for all, in order, *inter alia*, to reduce inequalities and promote learning and creative societies, particularly in the digital era.
- Strategic Objective 2: Work towards sustainable societies and protecting the environment through the promotion of science, technology, innovation and the natural heritage.
- Strategic Objective 3: Build inclusive, just and peaceful societies by promoting freedom of expression, cultural diversity, education for global citizenship, and protecting the heritage.
- Strategic Objective 4: Foster a technological environment in the service of humankind through the development and dissemination of knowledge and skills and the development of ethical standards.

1.3 Changes in UNESCO's policy, guidelines and monitoring processes since 2015

The first Gorham's Cave Complex Management Plan (MP) was drafted in late 2014 before the adoption of the 2030 Agenda for Sustainable Development by UN Member States in September 2015, although two of the MP's policy objectives [PO6 and 7] do address sustainable development and UNESCO's wider aspirations. The UN framework for action was translated into 17 Sustainable Development Goals (SDGs) with targets and global indicators.

UNESCO has placed the SDGs at the centre of its strategy and programmes, incorporating the SDGs in all conventions' implementation and monitoring. UNESCO and the UK are encouraging all UNESCO designations to engage in this process and ensure that their activities are linked to the appropriate indicators, strengthening the demonstrable wider role of culture as an enabler and driver of sustainable development.

The UNESCO General Assembly adopted the World Heritage Sustainable Development Policy (WHSD) in 2015. This calls on Member States to promote World Heritage Sites as innovative models of sustainable development: *“In addition to protecting the OUV of World Heritage properties, States Parties should, therefore, recognise and promote the properties' inherent potential to contribute to all dimensions of sustainable development and work to harness the collective benefits for society, also by ensuring that their conservation and management strategies are aligned with broader sustainable development objectives. In this process, the properties' OUV should not be compromised.”*

The UNESCO Draft Medium Term Strategy will place emphasis on nine of the 17 SDGs: (Figure 1.4).

UNESCO has also developed a set of Thematic Indicators for Culture (Appendix 3), aimed at enabling the measurement of culture's contribution to the achievement of the SDGs on a broad scale. There are 22 indicators grouped into four themes. This framework will sit alongside the SDG 11.4 (cultural and natural heritage).



Figure 1.4. UNESCO's contribution to Sustainable Development Goals and the 2030 Agenda
(UNESCO 2021, Document 41 C/4, Medium-term Strategy 2022 to 2029, page 12)

The WHSD policy was given further practical definition with the approval at the World Heritage Committee in 2019 of new Operational Guidelines for UNESCO World Heritage Sites, which embed sustainable development principles into the management and procedural guidelines for all World Heritage Sites. The revised guidelines also emphasise international co-operation in research particularly aimed at demonstrating the contribution that the conservation and management of World Heritage properties, their buffer zones and wider setting make to sustainable development.

UNESCO's Periodic Reporting Cycle 3 – the first that Gorham's Cave Complex WHS has had to complete – runs from 2018 to 2024. The reporting period for Europe and North America is 2022-23, with examination of the results by the World Heritage Committee in 2024. The revised format of the questionnaire for Cycle 3 includes the following major changes:

- full integration of the Sustainable Development approach;
- an emphasis on synergies with other conventions and programmes relevant to World Heritage; and
- the creation of a monitoring indicator framework for the implementation of the World Heritage Convention. In Section II of the Periodic Reporting Questionnaire, site managers are asked about how they cooperate with the different conservation instruments and how overlapping protection is being used to ensure the conservation of heritage, and what impact WH status has had with a particular emphasis on WH and sustainable development policy.

The revised Management Plan for 2023-2028 has been developed in response to UNESCO's new policies, indicators and latest guidance outlined above. The implementation plan (Chapter 6) is linked directly to both internal policy objectives, and also to the SDG and UNESCO themes.

The Management Plan also reflects the change of emphasis in monitoring and in reporting set out in the guidance on periodic reporting. Finally, the plan also integrates the World Heritage Committee's recommendations made at the time of inscription in 2016 (Chapters 4 and 5).

1.4 The purpose and structure of the Management Plan 2023-2028

1.4.1 Requirement and purpose

UNESCO's *Operational Guidelines for the Implementation of the World Heritage Convention* provide clear requirements for most aspects of property management. Paragraph 108 requires all World Heritage Sites to have an appropriate management plan or other documented management system which specifies how the Outstanding Universal Value of a property should be preserved, preferably through participatory means (UNESCO 2019).

The United Kingdom has required its World Heritage Sites to have management plans since 1994, as the State Party is ultimately responsible for demonstrating adequate protection of a World Heritage Property (Operational Guidelines 2019, paragraphs 97, 98 and 117). Once HMGoG has adopted the revised plan it will be sent to the Department for Digital, Culture, Media and Sport (DCMS). The DCMS will then send the plan to the UNESCO World Heritage Centre. Such plans are sent to UNESCO for information and do not normally trigger further action. The exceptions to this would include the presence of management issues, such as a Section 172 notification, which could prompt a technical review.

The purpose of the Management Plan is to ensure the effective protection of the WHS and its Outstanding Universal Value (OUV) for present and future generations. This requires a thorough, shared understanding of the site and its values, vulnerabilities and pressures, and opportunities, to be presented in the plan, with a clear cycle of planning, implementation, monitoring, evaluation and feedback. The plan must also show an inclusive management process, and address resourcing, including capacity and capability.

1.4.2 Structure and contents

The Management Plan for The Gorham's Cave Complex starts with the Statement of Outstanding Universal Value (SOUV) – the key management document, a description of the site, its values and its state of conservation (Chapters 2 and 3). There follows a description of the activities, achievements and issues for the period of the first plan, 2015 to 2020 (Chapter 4). The aims and implementation of the first Management Plan including the success of monitoring processes and performance indicators, are then briefly evaluated.

This leads into an assessment of current challenges, risks, issues and opportunities, and a slightly revised set of objectives and strategies (Chapter 5). Finally, there is an implementation plan, with sets of one-off and continuing actions linked to policy objectives, and to the SDGs and thematic indicators (Chapter 6). Monitoring and review processes are set out in Chapter 7.

There is a small number of appendices covering new legislation, the UN SDG and UNESCO Themes for Culture and other detail.

In a change from the first plan, the Risk Preparedness Plan will now be a separate living document. Relevant points are summarised in Chapter 5 and actions in Chapter 6, the implementation plan.

CHAPTER 2 THE SITE AND ITS VALUES

2.1 Location, topography and boundaries

The Gorham's Cave Complex WHS lies on the eastern side of the Rock of Gibraltar, itself on the south-western tip of the Iberian Peninsula and only 21 km from the coast of North Africa. The WHS encompasses an area of 28 hectares (ha) with a Buffer Zone of 341 ha (Figure 2.1); together, property and Buffer Zone constitute 41% of the land area of Gibraltar. The territory has a high population density (c. 34,000 inhabitants and – pre-COVID-19 – a further 12 million visitors per year), but despite this proximity to a high population, the WHS's topography and abrupt relief make it remarkably remote and well-protected. Gibraltar has endured 14 military sieges and has seen two world wars. In spite of this activity, the site retains its authenticity and integrity, a testament to its natural resilience.

The Rock marks the north-eastern limit of the Strait of Gibraltar which connects the Mediterranean Sea with the Atlantic Ocean. The Rock is therefore situated in the heart of a major geographical nexus, where two continents and two large bodies of water meet. It has been known since classical times as the northern Pillar of Hercules (*Mons Calpe*). Together with Jebel Musa (*Mons Abyla*, the other pillar) on the Moroccan coast opposite, the Rock has been a universally-recognisable silhouette and one of the Earth's major landmarks for millennia.

The Rock is 6km long and 1.5km wide and rises sharply from the sea to a maximum altitude of 426m at its southern peak, which is within the World Heritage Site. To the north, the Rock is linked to the mainland by a sandy, now largely built-up, tombolo, and to the west it is delimited by the City and Bay of Gibraltar. The eastern coastline, largely adjacent to or part of the property, faces the Mediterranean Sea. The Rock's southernmost cliffs, at Europa Point, face the Strait of Gibraltar and the African continent beyond. The Rock is a beautifully-preserved geomorphological feature with an exceptional stratigraphic record of the tectono-eustatic evolution covering the Pliocene and Pleistocene (5.33 million to 10,000 years ago). The cliffs constitute an unspoilt record of the Earth's climatic history and are of exceptional beauty, having been captured by many painters of the 18th and 19th centuries. As such, they are a major component of the symbolic image of "the Rock" - the recognisable feature and beacon to mariners approaching from the Mediterranean Sea since at least the 8th Century BCE.

The WHS extends from sea level to the top of the Rock (at 426m AOD) and is covered by natural vegetation. The property is traversed by a pathway, the Mediterranean Steps, parts of which date to the 19th Century. At its southern extremity, it includes a short stretch of modern road. Apart from this, the only man-made features are a small number of historical military structures, including tunnels, gun batteries and searchlights, and associated buildings, all of historical interest.

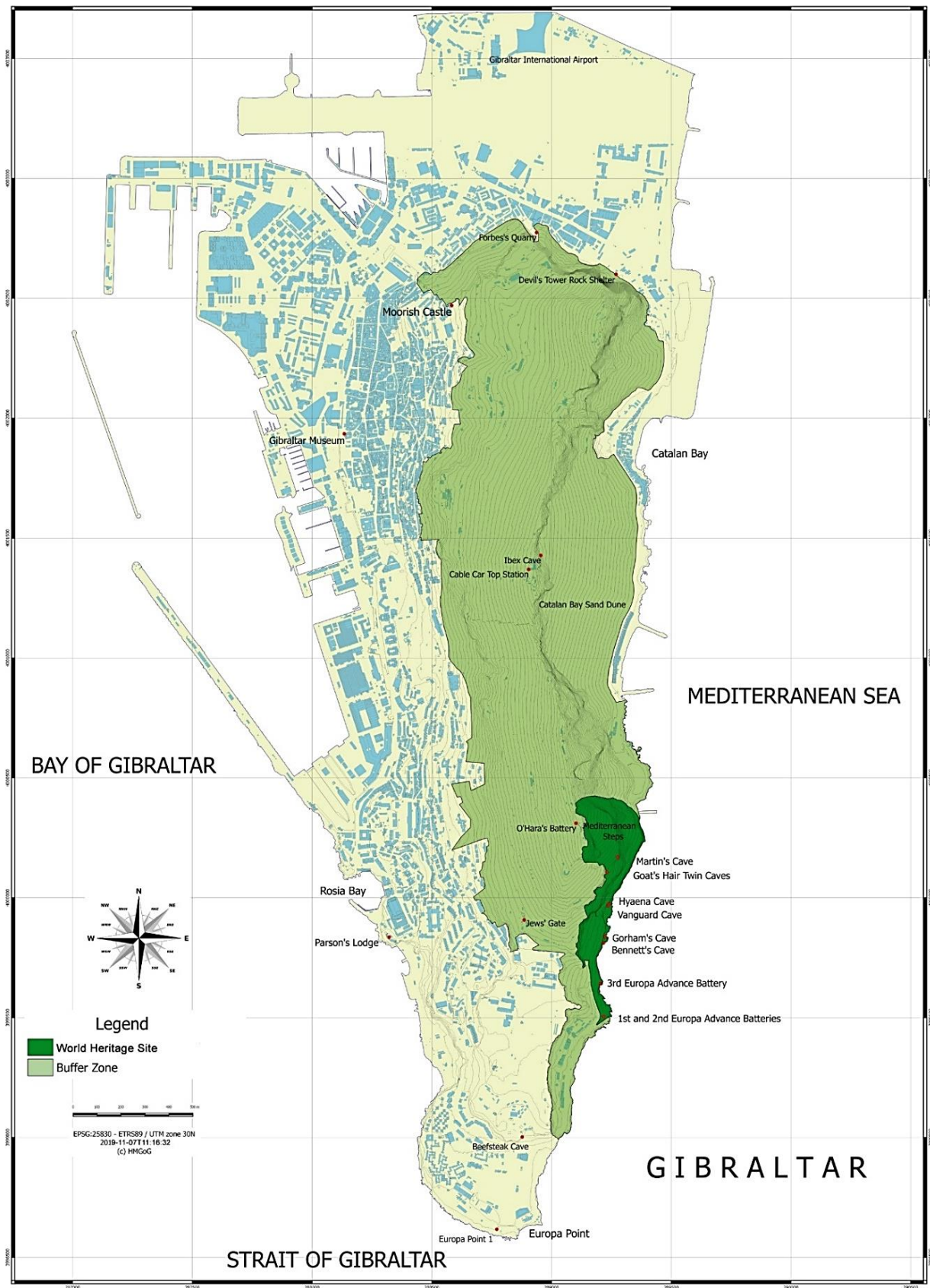


Figure 2.1: Gorham's Cave Complex WHS and Buffer Zone

The WHS boundaries are clearly visible as natural topographical boundaries (Figure 2.2). The eastern boundary is delimited naturally by the Mediterranean coastline. At the southern end, the boundaries start at sea level immediately south of and below the 1st and 2nd Europa Advance Batteries, rising vertically to take in the batteries (which now form the Viewing Platform for the WHS) and following along the Europa Advance Road wall to the Hole-in-the-Wall gate. The boundary runs across the gate and then follows natural cliff lines below Levant Battery to the highest point at the top of the Rock. The western boundary is delimited by the ridge of the Rock turning east where its northern boundary follows a steep topographical discontinuity in the contours to the top of the Dudley Ward Tunnel entrance and reaching sea level again south of the Ammunition Jetty.



Figure 2.2: The Gorham's Cave Complex WHS viewed from the east, showing the site boundaries in red

A Buffer Zone has been defined to protect the key elements of the WHS (Figure 2.1). Its boundaries are coincident with those of the legally-protected Nature Reserve to the north and west. At the southern end the boundary again lies within the Nature Reserve but is delimited by the natural cliff below Windmill Hill Flats, rather than the reserve boundary.

2.2 Ownership and legal status

Most of the WHS is in the ownership of HMGoG, with a small area owned by the Ministry of Defence. The WHS boundary is now enshrined in secondary legislation through the 2019 Gorham's Cave Complex Regulations (L.N. 2019/150, Schedule; see Appendix 1). This Regulation also sets down guidelines for the protection of the attributes which express the WHS's OUV, its associative attributes and its additional values, including for visitor management and access, and for the promotion and monitoring of research and conservation.

Designations were reviewed at the time the new Heritage and Antiquities Act 2018 was drafted to replace the Gibraltar Heritage Trust Act 1989. Individual elements are still protected as Scheduled Monuments under the new Act (Schedule 2, Part 4). Scheduled sites comprise Gorham's Cave, Vanguard Cave, Bennett's Cave, Hyaena Cave, Martin's Cave, Fig Tree Cave No. 2, a rock-cut seat near the top of the Mediterranean Steps and the Stay Behind Cave Complex, which is right on the edge of the WHS.

The WHS lies entirely within the Gibraltar Nature Reserve. The Nature Protection Act 1991 has been amended, and subsequent legislation includes the Nature Protection Act 2020, the Nature Conservation Area (Upper Rock Nature Reserve) (Protection and Regulation) (Amendment) Regulations 2019; and the Nature Conservation (Designation of Gibraltar Nature Reserve) Order 2019. The last contains a revised map of the whole Nature Reserve in its figure 2, including the whole WHS and its Buffer Zone. Finally, the National Trails Act 2021 provides a statutory right of access to the Upper Rock, subject to reasonable behaviour (Schedule Part 5, Upper Rock Trails – Mediterranean Steps; Europa Trail past the WHS Viewing Platform). The boundaries of the WHS and Buffer Zone have been recently incorporated into the Gibraltar National Park by the National Park Act (2023).

2.3 Gorham's Cave Complex WHS – human and natural legacy

Gorham's Cave Complex WHS is essentially a Neanderthal occupation site that retains features and functions which have persisted to the present day. The coastal plain which, along with the cliffs, was the hunting ground of the Neanderthals, is currently submerged but would have been dry land for long periods except in high-level sea stands during inter-glacial periods, and during the past 10,000 years (Figure 2.3). This means that the observable landscape of today, with the current sea level position and the submerged shelf, would have been similar to the inter-glacial Neanderthal landscape of 125,000 years ago.

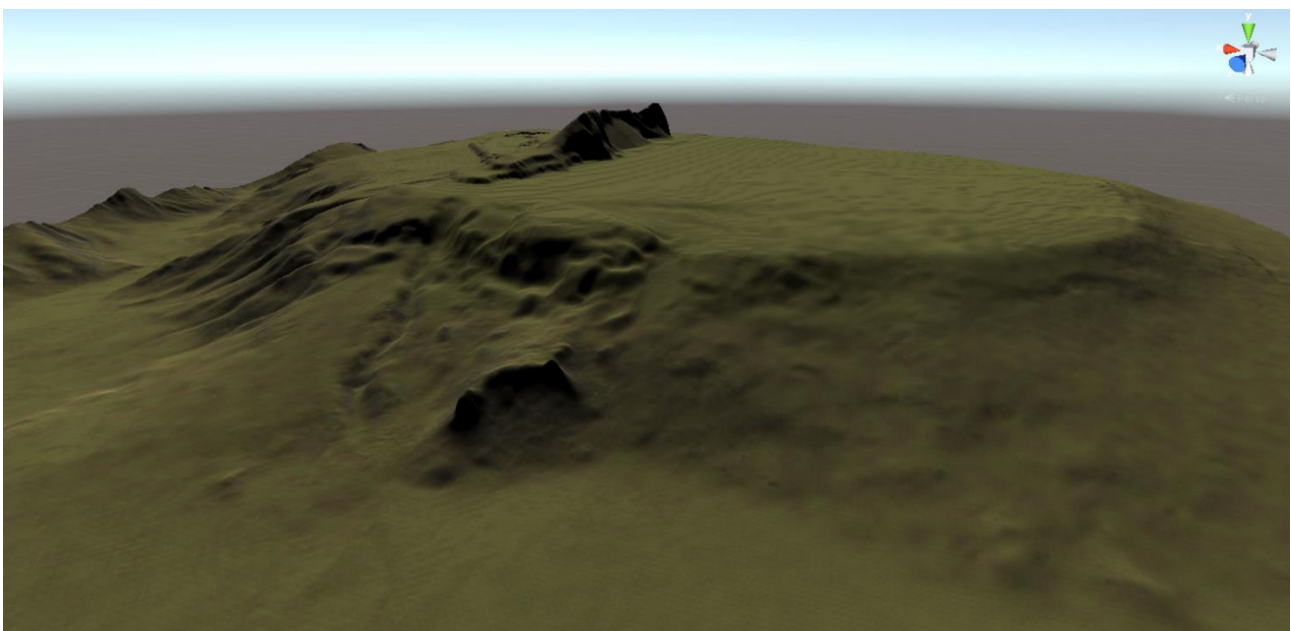


Figure 2.3. 3D-bathymetric model showing the underwater landscape around Gibraltar. To the east of the Rock the plain slopes gently to -80/-100m over about 5km before, dropping steeply away. Courtesy Department of the Environment

Neanderthal was a lineage of the genus *Homo* which is regarded by some students as a separate species, *H. neanderthalensis*, and by others as a sub-species of *H. sapiens*. The Neanderthal lineage split from the modern human lineage sometime around 400,000 years ago and occupied vast areas of Eurasia. No Neanderthal remains have yet been found in Africa. The Neanderthals were adapted to open woodland landscapes where they could exploit a wide range of resources. During cold glacial periods, much of their range became inhospitable and Neanderthals survived in the southern peninsulas: in Iberia, Italy, the Balkans and Crimea. Southern Iberia, particularly the coastal south-west around Gibraltar, had the most benign climate because of the tempering influence of the

Atlantic Ocean, and the distance from the high mountain glaciers and high latitudes. It was here (Figure 2.4) that Neanderthals persisted without interruption for almost the entire last glacial cycle in the Late Pleistocene (125,000-32,000 years ago).



Figure 2.4 The coastal plain which, along with the cliffs, was the hunting ground of the Neanderthals is currently submerged but would have been dry land for long periods except in high-level sea stands during inter-glacial periods, and during the past 10,000 years (*Image based on research undertaken by the Gibraltar National Museum*)

The earliest evidence of modern humans outside Africa is in the Middle East where a first appearance is recorded around 180,000 years ago. The two lineages clearly inter-bred, interchanging genes, which resulted in a Neanderthal contribution of between 1.5 and 2.1% to people of European ancestry. In spite of the close proximity of modern human and Neanderthal populations, facing each other across the Strait of Gibraltar, there is currently no evidence to support maritime contact between the two populations in the Middle Palaeolithic. It would take modern humans another 150,000 years to reach the northern shore of the Strait of Gibraltar, spreading west across Europe from the Middle East. By the time modern humans reached the region around Gibraltar, the Neanderthals were gone.

The Gorham's Cave Complex WHS complements the Mount Carmel World Heritage Site in Israel, the only other site currently on the World Heritage List that represents the Neanderthal lineage. Mount Carmel records the early contact between Neanderthals and modern humans and Gibraltar marks the end of the process.

The legacy that Gibraltar offers is a very detailed record of how Neanderthals lived and survived in isolation at a time when modern human - Neanderthal contact was taking place in other parts of the world. The behaviour of the Neanderthals in Gibraltar cannot therefore be attributed to any process

of acculturation due to contact with modern humans. Consequently, Gibraltar is crucial to our understanding of the Neanderthals and the world in which they lived. Gibraltar provides a unique opportunity for people not only to appreciate the nature, abilities and lifestyle of the Neanderthals, but also to experience the environments that were present between 125,000 and 10,000 years ago.

2.4 Statement of Outstanding Universal Value

This legacy and the opportunities that Gibraltar offers for enhancing understanding of a key stage in the human journey led to the inscription of The Gorham's Cave Complex as a UNESCO World Heritage Site in July 2016 (Figure 2.5). The formal description of The Gorham's Cave Complex, which is used for monitoring and periodic reporting to UNESCO, is enshrined in the Statement of Outstanding Universal Value (SOUV) adopted by the 40th Session of the World Heritage Committee. The inscription is recorded as follows:

“Decision: 40 COM 8B.29

The World Heritage Committee,

1. Having examined Documents WHC/16/40.COM/8B and WHC/16/40.COM/INF.8B1,
2. Inscribes the **Gorham's Cave Complex, United Kingdom of Great Britain and Northern Ireland**, on the World Heritage List on the basis of criterion (iii);
3. Adopts the following Statement of Outstanding Universal Value:

Brief Synthesis

Located on the eastern side of the Rock of Gibraltar, steep limestone cliffs contain four caves with extensive archaeological and palaeontological deposits that provide evidence of Neanderthal occupation over a span of 100,000 years. These caves have provided extensive evidence of Neanderthal life, including rare evidence of exploitation of birds and marine animals for food; and use of bird feathers and abstract rock engravings, both indicating new evidence of the cognitive abilities of the Neanderthals. The sites are complemented by their steep limestone cliff settings, and the present-day flora and fauna of Gibraltar, much of which can be also identified in the rich palaeo-environmental evidence from the excavations. While long-term scientific research is continuing, these sites have contributed substantially to the debates about Neanderthal and human evolution. The attributes that express this value are the striking cluster of caves containing intact archaeological deposits that provide evidence of Neanderthal and early modern human occupation of Gibraltar and the landscape setting which assists in presenting the natural resources and environmental context of Neanderthal life.

Criterion (iii): Gorham's Cave Complex provides an exceptional testimony to the occupation, cultural traditions and material culture of Neanderthal and early modern human populations through a period spanning approximately 120,000 years. This is expressed by the rich archaeological evidence in the caves, the rare rock engravings at Gorham's Caves (dated to more than 39,000 years ago), rare evidence of Neanderthal exploitation of birds and marine animals for food, and the ability of the deposits to depict the climatic and environmental conditions of the peninsula over this vast span of time. The archaeological and scientific potential of the caves continues to be explored through archaeological research and scientific

debates, providing continuing opportunities for understanding Neanderthal life, including their capacity for abstract thinking.

Integrity

The boundary includes all elements necessary to express the Outstanding Universal Value of this property, including the setting of the caves in relation to the topography and vegetation of Gibraltar (limestone cliffs, fossil sand dunes, fossil beaches, scree slopes, shorelines and flora and fauna). The property is vulnerable to sea level rises, flooding and other effects of climate change.

Authenticity

The authenticity of this property is demonstrated by the substantial stratified archaeological deposits in the caves, the landforms that contain the caves and demonstrate the geomorphological history of Gibraltar, and the cliff vegetation and fauna that can be associated with the environmental conditions of the past.

Protection and management requirements

The property and most of the buffer zone are located within the Gibraltar Nature Reserve (Upper Rock Nature Reserve). The property and its buffer zone are given legal protection by Gibraltar Heritage Trust Act (1989), the Nature Protection Act (1991) the Town Planning Act (1999), the Town Planning (Environment Impact Assessment) Regulations (2000), and the Nature Conservation Area (Upper Rock) Designation Order (2013). The individual caves containing evidence of Neanderthal and early modern human occupation are protected as Schedule 1 Category A (maximum protection) sites under the Gibraltar Heritage Trust Ordinance.

Development is regulated by the Town Planning Act and by implementation of policies in the Gibraltar Development Plan (2009), including the 2014 Town Planner's amendments. Planning controls and procedures are enforced by the Development and Planning Commission.

The area of sea adjacent to the property is located within the Eastern Marine Conservation Zone, protected as a marine area of conservation through European Union legislation (European Marine Special Area of Conservation), and Gibraltar legislation (Marine Nature Reserve Regulations (1995), the Marine Strategy Regulations (2011) and the Marine Protection Regulations (2014)).

The property is managed by the Gibraltar Museum. The Executive Management Group (comprised of relevant government agencies) oversees the implementation of the management system, assisted by the Museum's multi-disciplinary World Heritage team. The Executive Management Group reports to a Steering Committee (Advisory Forum) which includes a wide spectrum of stakeholders. The International Research and Conservation Committee assists in establishing research programs and reviewing scientific outcomes. Levels of resourcing, including staffing are reviewed annually.

Management plans are in place for the property and for the (larger) Gibraltar Nature Reserve. The latter will be revised to ensure compatibility with the World Heritage inscription and to ensure priority is given to the retention of the Outstanding Universal Value of the property. The management system is further supported by the Risk Preparedness Plan, Research and Conservation Strategy and Integrated Visitor Strategy. A five-year Archaeological Excavation

Action Plan (2016-2020) outlines the planned work and addresses the need to balance excavation and the conservation of deposits.

While visitor pressure is not a current threat, it is likely that visitation will increase. Access to the caves is strictly controlled, and visitors must be accompanied by a guide approved by the Director of the Gibraltar Museum. Monitoring is in place and the carrying capacity of the property is reviewed annually. Implementation of the Integrated Visitor Strategy will improve the visitor experiences and presentation of the Outstanding Universal Value.

4. Recommends that the State Party give consideration to the following:
 - a) regularly updating the five-year Archaeological Excavation Action Plan to: assist with the monitoring of the state of conservation of the property; strengthen the role of the International Research and Conservation Committee; underpin the annual review and planning processes; and ensure continued maintenance of scientific standards for excavations and dissemination of results,
 - b) establishing Heritage Impact Assessment processes for future proposals for new buildings, adaptive re-use of historic structures and planned changes to facilities located within leased lands in the buffer zone,
 - c) continuing the assessment of the heritage significance of the features of military history, graffiti and infrastructure located within the property in order to clarify which elements can be removed or adapted to other site management purposes,
 - d) completing and implementing the integrated management database as a priority to ensure ongoing effective management of the property,
 - e) revising the integrated visitor strategy in light of changed proposals for visitor management, ensuring coherence in light of the delivery of interpretation in a number of locations,
 - f) completing the current revisions to the Management Plan for the Gibraltar Nature Reserve ensuring that it is consistent with the provisions of the Management Plan, and that the retention of the Outstanding Universal Value is given clear priority across both documents,
 - g) considering investigating the scientific potential of Hyaena and Bennett's Caves using non-invasive methods,
 - h) fully implementing the monitoring of the property, ensuring a focus on the attributes of Outstanding Universal Value."

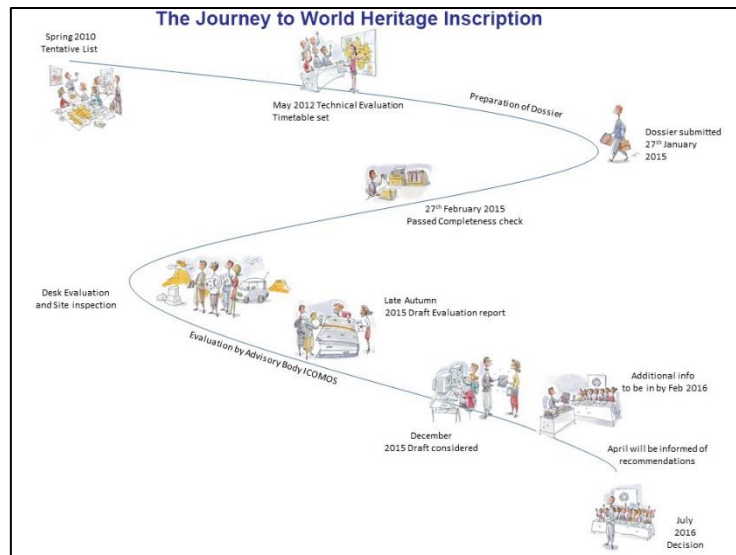


Figure 2.5. The route to WHS inscription

2.5 The Attributes of OUV in Context

The SOUV characterises the two key attributes which express the OUV of The Gorham's Cave Complex as:

- the striking cluster of caves containing intact archaeological deposits that provide evidence of Neanderthal and early modern human occupation of Gibraltar, and
- the ecological and geological setting which assists in presenting the natural resources and environmental context of Neanderthal life.

Caves and Cliffs

Within the Rock itself are 213 caves (known and explored to date), of which 46 are inside the World Heritage Site. Nine of these caves and rock shelters have evidence of Neanderthal presence, with seven sites in the WHS containing the most significant Palaeolithic deposits.

The 46 caves within the WHS are set in a landscape that was home to the Neanderthals for at least 100,000 years, and can be classified into two clusters:

A Gorham's Cave Complex - 28 caves at the base of the southern peak of the Rock of Gibraltar between sea level and +60m AOD. These lie within the most recent morpho-tectonic unit of the Rock (250,000 years ago to present). Caves include Bennett's, Gorham's, Hyaena and Vanguard; and

B Main Cliff, Southern Peak - 18 caves on the cliffs of the southern peak of the Rock of Gibraltar, situated above (A), between +60 and 426m AOD. Martin's Cave 1, Goat's Hair Caves 1 and 2 (Goat's Hair Twin Caves)

Four are representative of the Middle Palaeolithic (Neanderthals) and four of the Upper Palaeolithic (modern humans). There are, in fact, seven caves with archaeological deposits, as Gorham's Cave has evidence for both lineages, (Table 2.1).

Table 2.1: Caves within the World Heritage Site by cultural attribution and cluster

Cultural attribution	Cluster A Gorham's Cave Sea level Complex (28 Caves in total)		Cluster B Southern Peak, Main Cliff, between +60 and 426 m AOD (18 Caves in total)		Total
	Number	Name	Number	Name	
Middle Palaeolithic - Neanderthal	4	Bennett's* Gorham's* Vanguard* Hyaena*	0		4
Upper Palaeolithic – modern human	1	Gorham's*	3	Martin's 1* Goat's Hair No 1 Goat's Hair No 2*	4
Neolithic	1	Gorham's*	4	Martin's 1* Collins's* Goat's Hair No 1 Goat's Hair No 2*	5
Protohistoric	3	Coptic* Bennett's* Gorham's*	0		3
Medieval	0		1	Martin's 1	1
Post-medieval Historic	5	Coptic* Boat Hoist Monkey's Upper Sandy Dickson's	4	Martin's 1 Martin's Guard No 1 Martin's Guard No 2 Mediterranean	8
Unknown attribution	19	South Finlayson's Cormorant Lower Sandy Gunn's Smith's Winkie's Swallow Nest Marble Arch Smuggler's Columba Unnamed x 8	6	Martin's 2 Fig Tree No 2* Spider John's Giant Reservoir No 4 Reservoir No 5 Unnamed x 5	21

Asterisk suffix (*) indicates that the cave has potential for further excavation

There are a further eight known caves in the Buffer Zone to the north of the Gorham's Complex, on the cliffs below the central ridge of the Rock of Gibraltar and above the Catalan Bay Sand Dune, at heights between 290 and 385m AOD. These include Ibex Cave which was a Neanderthal hunting station and butchery site and Sewell's Cave with evidence of Upper Palaeolithic occupation (Figure 2.6).



Figure 2.6: There are a further eight known caves in the Buffer Zone on the cliffs below the central ridge of the Rock of Gibraltar, above the Catalan Bay Sand Dune

The coastal, submerged or partly-submerged caves in the Gorham's Cave Complex would have also been occupied or visited by Neanderthals and modern humans as they have similar topographical characteristics and lie close to the other caves. Sea level rise 10,000 years ago would have washed away any archaeological deposits in these (although small pockets of sediment remain in some fissures). Nevertheless, these complement the archaeological caves in allowing an understanding of the function of a group of caves, which constitute an exceptional example of a Neanderthal settlement.

The four Neanderthal occupation sites (Gorham's, Vanguard, Bennett's and Hyaena Caves) in the WHS, constitute an exceptionally high density (1.4 caves/10 ha). Each has a sequence of sediments of great depth and deposited over a great time span. The sediments contain successive levels showing evidence of human occupation in the form of artefacts, processed bones, hearths and paintings. Hence these caves have generated a large body of evidence of the way of life of the Neanderthals in favourable climatic and ecological conditions, including unique and exceptional examples subsistence and behaviour.

The archaeological and palaeontological record of Neanderthal occupation over a period of approximately 100,000 years is unique. It is the longest and most detailed record of their way of life that is currently available. This outstanding record includes elements which are found nowhere else in the world and have changed our perception of the Neanderthals, of their capacities and culture. The Gorham's Cave Complex is the Neanderthals' defining site.

The caves are situated at the base of an impressive cliff that provides additional caves and shelters, cliff vegetation, avifauna, intertidal invertebrate communities and tectono-eustatic features, including raised beaches and fossil dunes.

A Natural Laboratory and Archive

The available evidence clearly shows that the property represents an exceptional natural laboratory in which to study the close interrelationship between climate, the environment and the Neanderthals in a place where they lived for at least 100,000 years.

Above all else, the site is an exceptionally well-preserved archive, to be studied within a place where the physical and biological functions have persisted, creating together a natural laboratory. At times, the landscape would have been similar to today and at others, with sea level drop, quite different. The basic geological structure of the Rock itself, however, would have been very similar to today throughout the period of Neanderthal occupation.

This Neanderthal natural laboratory was created by a combination of tectonic uplift, as the African tectonic plate pushed into the European plate, and climatic-driven (eustatic) sea level change. These fluctuations in sea level, against a backdrop of a rising Rock, kept altering the landscape by exposing and submerging the coastal shelf, by acting on the coastal cliffs and opening up sea caves, by generating mobile dune fields and by encouraging rock falls and landslides which created scree slopes. Coastal processes have been particularly active in the eastern face of the Rock which has a greater fetch than the west, which is protected by the Bay of Gibraltar.

The successive sea-level fluctuations throughout the Quaternary undoubtedly constitute the most important factor determining the morpho-sedimentary evolution of the Rock. There are five main morpho-tectonic steps on the Rock, all within the property: marine terraces between 1 and 25m (e.g. Gorham's Cave), 30–60m, 80–130m, 180–210m (e.g. Martin's Cave), and features above this level. The higher morpho-tectonic steps are older than lower ones, and probably formed in the Pliocene. Raised shorelines are represented by marine sediments and landforms and are best developed to the south and east of the Rock, also within the site. Current evidence suggests that there are traces of at least 12 former levels that are now raised above present mean sea level (MSL) at heights of 1–3, 7–9, 15–17, 20–25, 30–40, 50–60, 80–86, 90–130, 180–190, about 210, and possibly 240–250m or even 300m.

There are two prevailing winds in the Gibraltar area: easterly and westerly (Figure 2.7). The former is by far the stronger and more persistent. Dunes were formed on the Rock by easterly winds during the Quaternary, limited to zones which had a sufficient sand supply. In these sectors large, rampant (climbing) dunes were built against the steep slopes of the Rock, having originated on a marine beach before being blown inland. During the period represented by the Gorham's, Vanguard and other related cave sediments, as well as the Catalan Bay climbing sand dunes, it was likely that Gibraltar was part of the mainland, with a broad coastal plain covered with wind-blown dunes.

The Catalan Bay Sand Dune deposits are Pleistocene in their entirety and sections have been dated by Optically Stimulated Luminescence (OSL) to between 95,000 and 130,000 years ago. The dune's last active episodes appear to have been around 40,000 years ago, although activity may have continued until 10,000 years ago. The various fossil dunes on the east side of Gibraltar are a unique testimony of aeolian, typically arid, events of the Mediterranean Pleistocene.



Figure 2.7. There are two prevailing winds in the Gibraltar area, easterly and westerly. The former is by far the stronger and more persistent

The sedimentary record of cave infill includes levels of both external and internal provenance, and accumulations of clastic, chemical and organic debris. Allochthonous (external) sediments are aeolian sands, marine boulders and sands, scree and fissure breccias and rill wash silts and sands. The autochthonous sediments are fallen rocks, water-lain silts and sands, bat/bird guano and bones, human artefacts, combustion zone ash layers, organic and phosphatic sediments, and speleothems. These caves operate like sediment traps that provide a high-resolution Quaternary record.

The steep cliffs which fringe Gibraltar were formed by coastal erosion during periods of relative marine sea level high-stand and still-stand. The eastern side of the Rock is exposed to easterly storms from the western Mediterranean. It has a fetch of approximately 1,500 km. As a result, the eastern side is subject to much stronger littoral erosion, leading to a continuous coastal retreat, while the western side is hardly affected by such a process. Thus, the relief of the eastern side, where the site is located, has changed more quickly than in the west, giving rise to a great variety of erosional landforms.

2.6 The Attributes which express Gorham's Cave Complex's OUV

Setting detail on the two attributes which express the property's OUV as above, helps to facilitate good management of the property, since this identifies the features which must be protected in order to safeguard and enhance Gorham's Cave Complex's special values for current and future generations.

The sections below aim to explain those elements whose protection is a key consideration in the management of the site, particularly in spatial planning, heritage or environmental impact assessment, development management decisions and interpretation. The special qualities are summarised in Table 2.2, which is taken from *Information Sheet 14: A guide to the preparation of*

World Heritage Site Heritage Impact Assessments (available on the Town Planning website at <https://www.gibraltar.gov.gi/town-planning/planning-guidance>).

The striking cluster of caves - Gorham's and Vanguard Caves

Gorham's and Vanguard Caves are the most important caves within the property (Figure 2.8) and have provided exceptional evidence of Neanderthal behaviour and ecology. Together, they contain a rich archive of stone tools, remains of camp fires, bones, molluscs and pollen that permit a detailed reconstruction of climate and ecology, as well as Neanderthal behaviour, and changes through time. These caves have been excavated systematically over the past thirty-five years but the vast deposits remain largely intact and retain huge potential. Ongoing archaeological investigations are guided by a Research and Conservation Strategy.

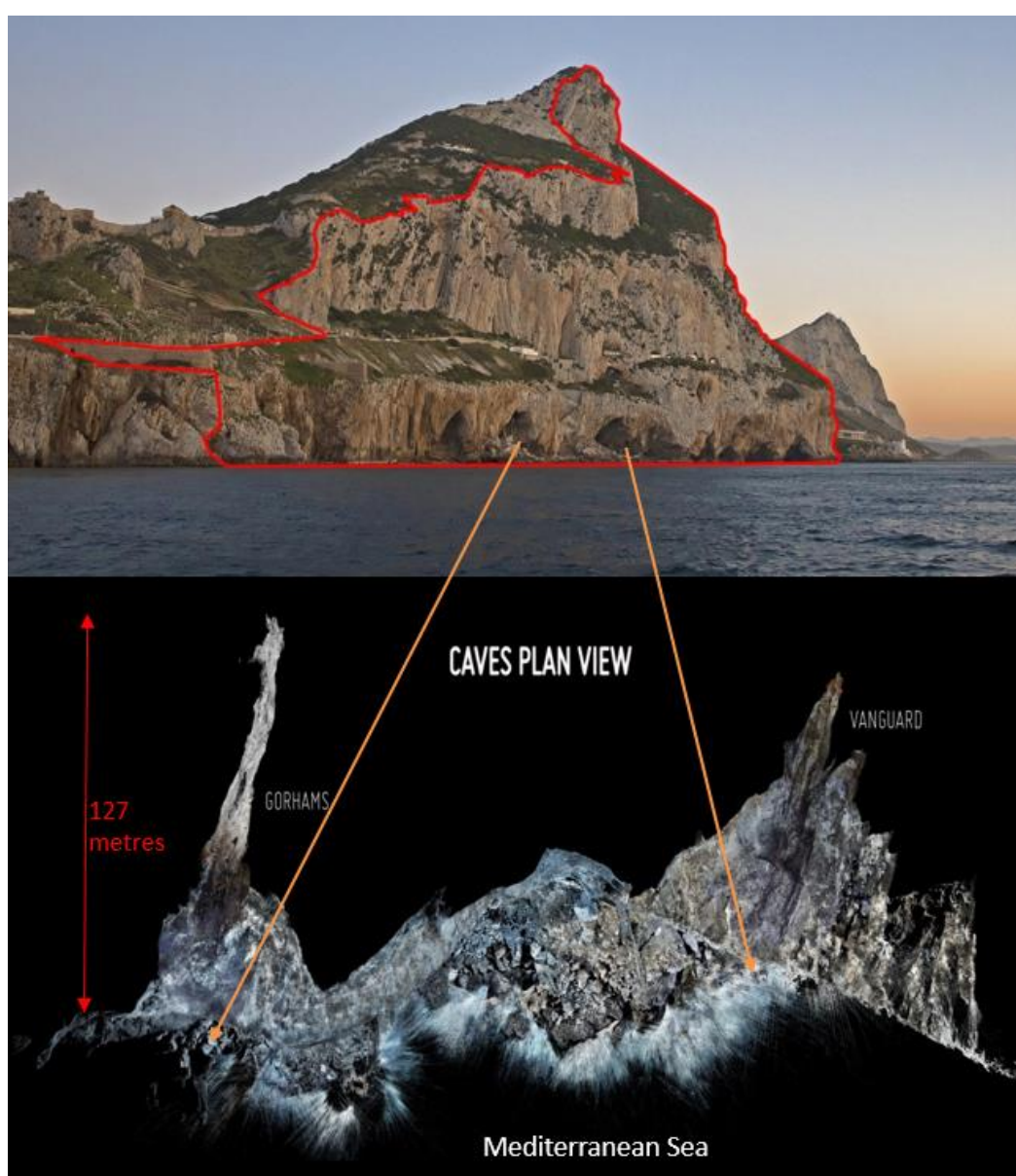


Figure 2.8. Gorham's and Vanguard Caves are the most important caves in the cluster. The boundaries of the WHS are outlined in red

Gorham's is a large sea cave, with a depth of 92m stretching back into the Rock. At the back of the cave there is a chamber that extends further by 35 m, giving the cave a total depth of 127 m. The cave has a height of 40m and width of 70m at its entrance. The depth of archaeological and palaeontological sediments is 18m and the stratigraphic record here has revealed that Neanderthals occupied this site between 125,000 and 32,000 years ago, right to the end of their existence. The sequence of deposits includes occupation levels of low intensity and few artefacts, other levels with high intensity of occupation including hearths, and yet others that were unoccupied. Gorham's Cave thus appears to have been occupied intermittently by Neanderthals and hyaenas. The greater part of the sequence in Gorham's (approximately 95% of the deposits) is represented by Neanderthal occupation as is the entire sequence at Vanguard Cave.

Vanguard Cave complements the Gorham's Cave Neanderthal occupation sequence, spanning the time frame 127,000-75,000 years ago, in 17m of sediment. This cave had a known depth of 41 m, but work in 2021 uncovered an additional 13-metre chamber on the very roof of the cave (Figure 2.9). This chamber had been sealed for at least 40,000 years. Initial exploration produced surface finds including remains of lynx, hyaena and griffon vulture, as well as scratch marks on the walls produced by a carnivore, as yet unidentified. There is also a large whelk which must have been transported up to the chamber which, even today, is well away from the coast. There is also evidence of ancient earthquakes. Vanguard Cave has a height of 35m and a width of 35m at its entrance.



Figure 2.9. Vanguard Cave 2021, the new chamber discovered at the roof of the cave

Approximately 70% of the archaeological deposits at Gorham's Cave, 90% of those at Vanguard Cave and 100% at Bennett's Cave remain unexcavated. The adjacent Bennett's and Hyaena Caves hold significant potential for future research within the terms of the research framework and are currently left untouched in reserve.

In addition to the long chronology, the evidence from Gorham's and Vanguard Caves represents aspects of Neanderthal behaviour, some of which are ground-breaking and have no equivalent anywhere else in the world. The evidence is permitting a reappraisal of Neanderthal cognitive capacities and subsistence economy. Key elements include:

- (a) the first clear evidence of abstract thinking by the Neanderthals in the form of a rock engraving (Figure 2.10);
- (b) the first and only known example of regular exploitation of birds for food by the Neanderthals (Figure 2.11);
- (c) the first and only known example of regular exploitation of marine, alongside terrestrial, mammals for food by the Neanderthals with clear evidence of processing including cooking;
- (d) Neanderthal exploitation of raptors and corvids for their feathers - the active selection of birds of prey and crows with black feathers, hinting at previously unsuspected behaviour patterns indicative of symbolism and ornamentation;
- (e) the largest collection of sub-fossil bird species remains from this period anywhere in the world (161 species); and
- (f) high resolution evidence (Figure 2.11).



Figure 2.10. The Neanderthal engraving incised into the rock more than 39,000 years ago at the back of Gorham's Cave,

Gorham's Cave also provides evidence of the first modern humans in the area. In addition to stone tools, camp fires and palaeontological material, Gorham's Cave has revealed examples of mobile and parietal art dating back to at least 20,000 years ago. Martin's Cave has parietal art and evidence of early modern humans as do the Goat's Hair Twin Caves.



Figure 2.11. Pollen and charcoal evidence from Gorham's and Vanguard Caves have shown that many of the plant species growing on the limestone cliffs and ledges today were also present when the Neanderthals lived on the Rock. Many of bird species recorded as fossil contemporaries of the Neanderthals, are also a recurring presence during their annual migrations between Europe and Africa

The Ecological and Geological Setting

The 426-metre-high Jurassic limestone cliffs within the property provide a unique record of sea-level change, with evidence of fossil beaches at 5m above present sea level, and tectonic uplift, with raised beaches, dunes and scree slopes at different levels up to 210m above present sea level. The cave sequences are therefore embedded in a wider time frame which is recorded by the geological formations within the site, currently estimated at around 3 million years, and encompass the entire Quaternary and part of the Pliocene.

Pollen and charcoal evidence from Gorham's and Vanguard Caves has shown that many of the plant species growing on the limestone cliffs and ledges today were also present when the Neanderthals lived on the Rock (Figure 2.11). The well-preserved vegetation on Mediterranean Steps and adjacent cliffs on the site provides a living testimony of the world of the Neanderthals and the functions of the ecosystems of which they were a part.

Today, there is a recurring presence of large numbers of birds, many of species recorded as sub-fossil contemporaries of the Neanderthals in the caves, which utilise Gibraltar as a point of transit during their annual migrations between Europe and Africa, as they would have done at the time of the Neanderthals. There are, additionally, several cliff-nesting resident birds which appear to have lived here since the time of the Neanderthals.

Offshore, cetaceans and fish (including tuna), also recorded within the caves as fossils, continue their presence and migrations between the Atlantic Ocean and the Mediterranean Sea. Bats, of species also found in the fossil record, also continue to visit the site today. Put together, a uniquely substantial proportion of the fauna that existed at the time of the Neanderthals remains observable today as are some ecological processes, especially connected with migration.

There is also a well-preserved intertidal community of organisms on the rocky beach by Gorham's and Vanguard Caves, with many species which are recorded inside the caves as having been consumed by Neanderthals and early modern humans during the Late Pleistocene.



Figure 2.12. Fossil remains (with cut marks) of cetaceans and fish including tuna are also found in the caves, and still migrate today between the Atlantic Ocean and the Mediterranean Sea

Table 2.2: Heritage assets or attributes and their values

Value	Generic Assets	Gorham's Cave Complex Heritage Assets
Very high	<ul style="list-style-type: none"> World Heritage Property as a whole and its OUV; 	<ul style="list-style-type: none"> The WHS (as a whole) within its boundaries as inscribed on the World Heritage List in 2016; and described in the Gorham's Cave Complex Regulations 2019
	<ul style="list-style-type: none"> All individual attributes that convey the WHS's OUV; 	<ul style="list-style-type: none"> The caves (scheduled or not) and their archaeological deposits and all materials contained therein; The 426m-high landscape setting of the caves, including the cliffs, fossil beaches, scree slopes, shoreline; Vegetation demonstrably similar with Middle and Upper Palaeolithic environments; Fauna present now and demonstrably present in Middle and Upper Palaeolithic, resident or migratory
High	<ul style="list-style-type: none"> Buffer zone as a whole; 	<ul style="list-style-type: none"> Buffer zone as a single asset as shown on the official map of the WHS (Figure 2)
	<ul style="list-style-type: none"> Buffer Zone attributes which directly link to its function as a reservoir of species 	<ul style="list-style-type: none"> Buffer zone vegetation demonstrably similar with Middle and Upper Palaeolithic environments Buffer Zone Fauna present now and demonstrably present in Middle and Upper Palaeolithic, resident or migratory
	<ul style="list-style-type: none"> Associative attributes of OUV 	<ul style="list-style-type: none"> Catalan Bay fossil sand dune Submerged landscape - submerged features include Flysch pinnacles at -30m deep, which are associated with freshwater springs, indicative of the wider landscape at the time of the Neanderthals and of the presence of coastal oases Museum collections of artefacts, fossils, plant remains and scientific specimens from the WHS

Value	Generic Assets	Gorham's Cave Complex Heritage Assets
	<ul style="list-style-type: none"> Scheduled associated or contemporary sites outside the WHS 	<ul style="list-style-type: none"> Forbes's Quarry; Devil's Tower Rock Shelter
	<ul style="list-style-type: none"> Scheduled national sites, structures or buildings in the WHS or its Buffer zone (other periods) 	<ul style="list-style-type: none"> As listed in the schedules of the Heritage and Antiquities Act 2018 Scheduled military sites within the WHS or Buffer zone (for example the 1st to 3rd Europa Advance Batteries) and associated features such as the Mediterranean Steps themselves
	<ul style="list-style-type: none"> Any intangible additional values as defined in the Nomination Dossier 	<ul style="list-style-type: none"> Historical and spiritual values associated with the 'Pillars of Hercules' beliefs and the Islamic conquest of Hispania in the early 8th century BC Education value, local and wider Research and evidential values e.g. ecological, historical or global cultural heritage; climate change studies
	<ul style="list-style-type: none"> Any tangible additional values as defined in the Nomination Dossier 	<ul style="list-style-type: none"> Natural resources – endemic or migratory, for example plant species of local, regional and international importance not in the fossil record; reintroduced avian species Military heritage sites in the WHS Tourism and economic values
Medium	<ul style="list-style-type: none"> Undesignated but other known archaeological or historical sites, buildings or objects over 50 years old 	<ul style="list-style-type: none"> Known but un-scheduled archaeological or historical sites within the WHS and Buffer Zone – consult the Ministry for Heritage records, Gibraltar National Archives, Gibraltar National Museum, Gibraltar Heritage Trust
Low	<ul style="list-style-type: none"> Modern (late 20th century or later) structures 	
Uncertain	<ul style="list-style-type: none"> Sites whose exact nature or extent are unknown or unexplored, artefact scatters or occasional finds' records 	

2.7 Associative Attributes

The associative attributes are features and qualities which do not form part of the property itself but provide important contextual information about location, setting, use and function of the WHS itself. These associative attributes therefore have a direct bearing on and support its OUV: They comprise:

- The submerged landscape and the Catalan Bay Fossil Sand Dune which are relics of the Neanderthal landscape when sea levels were lower than today. These features have been modified to some degree by human activity, particularly in relation to the Second World War, but they are of sufficient contextual importance to be considered associative attributes.
- Rich collections of artefacts and fossils housed in the Gibraltar National Museum.

The submerged coastal shelf and coastal oases

For the better part of that last glacial cycle, the sea level remained, on average, 80m below the present sea level, and at the Last Glacial Maximum fell to –120m. The landscape of Gibraltar was most affected on the east side of the Rock which is much shallower than to the west, and where a large coastal plain was exposed, extending to up to 5km from the present coastline. The emerged coastal shelf harboured many of the biological species, water and lithic raw material resources that were present and were exploited by Neanderthals and modern humans. The plain's substrate was windblown sands which accumulated against the limestone rock. Together, acidic sands and alkaline rocks created a geological ecotone which generated high ecological diversity.

The Gibraltar limestone formation – the Rock - extends offshore as submerged platforms of various depths. The seabed to the east of the Rock has a shallower gradient than that recorded in the west. It has a gentle slope continuing over 4.5km from the eastern edge of The Rock in its widest part. The depth of the seabed reaches 100-110m before the slope angle doubles. The plateau represents the footprint of what was once a much larger geomorphological feature – one with which Neanderthals would have been familiar.

Several sandstone pinnacles have been identified off the east side of Gibraltar at –30 to –40m. The pinnacles are the tectonic relic of vertical Flysch sandstone strata isolated by differential erosion. These were rock shelters and potential sites of lithic extraction for Neanderthals and are associated with freshwater springs, veritable coastal oases for humans and fauna. Such springs align along the N–S fault contact between the Gibraltar calcareous rocks and the siliceous Flysch Units. During Marine Isotope Stage (MIS) 3 (57-29,000 years ago), in the presently submerged areas, these springs were probably feeding freshwater coastal lakes and ponds, as is detected in Gorham's Cave.

Vladi's Reef is a submerged platform off Europa Point, where archaeological work has been carried out by the project “Underwater Archaeological Excavations (GIBRAMAR)”. The reef drops from –19.0m at the top of the cliff to –22.0m at its north-east limit. Here caves are located at the foot of the cliff. The Vladi's Reef breccia has proved to be terrestrial in origin, and its late calcrite cementation have been dated to between 34.84 and 36.28 thousand years ago, providing direct evidence that these reefs at –22m were above sea level at the time of late Neanderthal occupation of Gorham's and Vanguard Caves.

The various Pleistocene cool events that led to lowering of the sea level off Gibraltar opened up a large sandy plain off the east side of the Rock estimated to have been as large as 25km². As easterly winds blew against the Rock sand dunes accumulated.

The Catalan Bay Fossil Sand Dune

As described above, the Catalan Bay Fossil Sand Dune was formed by the strong easterly winds at a time when it is likely that Gibraltar was part of the mainland in the Pleistocene era, largely between 130,000 and 95,000 years ago, with the last dated active formation about 40,000 years ago. This last phase was contemporaneous with the infilling of Vanguard Cave. The dune would have been part of the Neanderthals' landscape, part of their hunting grounds, along with the extensive sandy coastal plain which stretched out to the east.

The Rich Collection of Artefacts and Fossils

The rich collections of artefacts and fossils excavated in the sea caves over the past 30 years as well as material from earlier excavations in the WHS and elsewhere in Gibraltar. These collections are housed in the Gibraltar National Museum which is situated just 4.5km from the Gorham's Cave Complex.

2.8 Additional Values

The World Heritage Site contains a large number of later archaeological and historical remains, as well as natural assets, many of which are important in their own right, although not attributes of its OUV. In some cases, these are of international importance. They form part of the Management Plan for the site.

Historical and spiritual

The Rock of Gibraltar is a globally-recognisable feature. In addition to the specific attributes which give the site its OUV, the broader context is of a natural landmark set within a unique geographic context, astride two continents and two large bodies of water (Figure 2.13). This image of the Rock as a whole and seen from a distance, either by land, sea or air, constitutes the defining essence of the place and has provided a tangible canvas to the identity of the people who have made this their home.

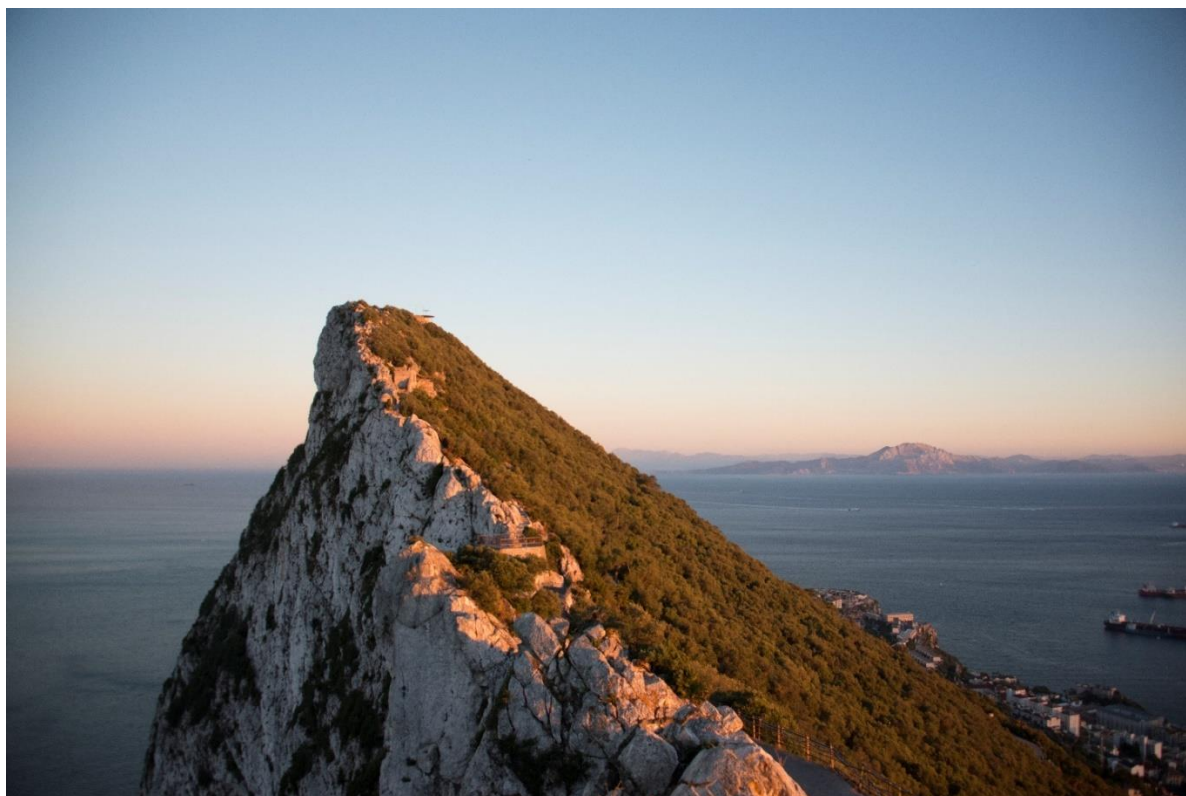


Figure 2.13. The spectacular cliffs on the Mediterranean side of the Rock of Gibraltar constituted a famous landmark in the classical world, known as the northern Pillar of Heracles – *Mons Calpe* to the Romans - and signalling the end of the Earth (*ne plus ultra*). The view shows the *Mons Abyla* (Morocco) in the background and *Mons Calpe* in the foreground. The peak falls within the property

The spectacular cliffs on the Mediterranean side of the Rock of Gibraltar constituted a famous landmark in the classical world, known as the northern Pillar of Heracles – *Mons Calpe* to the Romans - signalling the end of the Earth (*ne plus ultra*). At the base of the highest peak, mariners landed regularly and made offerings to the gods, in the cave that we know today as Gorham's Cave. The interaction between the ancient eastern Mediterranean mariners and the local indigenous people is recorded in the diverse array of ceramics and other artefacts in Gorham's Cave.

Reference to its international dimension and symbolic significance is captured widely in the classical literature of outstanding universal significance, commencing with Homer's *Odyssey*, as a marker beyond which lay Atlantis (Plato's *Timaeus and Critias*), and in various important geographical texts such as Herodotus's *History*, Avienus' *Ora Maritima*, Strabo's *Geographica*, Pliny the Elder's *Naturalis Historia* and Diodorus Siculus's *Bibliotheca historica*. Its origins lie in Greek Mythology, in Heracles' tenth labour – the capture of the cattle of Geryon - during which he created the Pillars.

In the early 8th Century CE, the Rock marked the western edge of the territory of Islam. In 711 the Berber Tarik-ibn-Ziyad led a force across the Strait from North Africa and landed on the Rock. It marked the beginning of the conquest of Hispania and the start of the 781-year Muslim rule of al-Andalus. The spiritual and strategic significance of the cliffs and peaks of the Rock, the beacon and point of the first landing, to Islam were recognised in a new name for the *Mons Calpe*: since then, it has been known as the *Jebel Tarik*, the mountain of Tarik - Gibraltar. The symbolic significance of *Jebel Tarik* to Islam is captured in a number of important texts, some of outstanding universal significance: Ibn Battuta's *Travels in Asia and Africa*, al-Idrisi's *Kitab nuzhat al-mushtaq* (Latin *Opus Geographicum*), al-Himyari's *Kita bar-Rawd al-Mi'tar*, Ibn al-Jatib's *Mi'yar al-Ijtyar* and Ibn Marzuq's *Musnad*.

Military heritage

Several fortifications are located within the WHS. They reflect its evolution since the 18th Century. They include a number of observation posts, gun positions and related structures (Rollo 1989). Overall, they have little impact on the WHS. The main ones are:

- (a) Advance Light anti-aircraft (LAA) Site – World War II
- (b) AROW Street Gun Positions – World War II
- (c) AROW Street DEL Sites – World War II
- (d) 1st to 4th Europa Advance Batteries – 18th Century to World War II (Scheduled under the Heritage and Antiquities Act 2018)
- (e) Mediterranean Battery – 19th Century (1834) and World War II, closed 1958 (Figure 2.14)
- (f) Sandy Cave DEL Site – World War II
- (g) Scree AASL Site – World War II

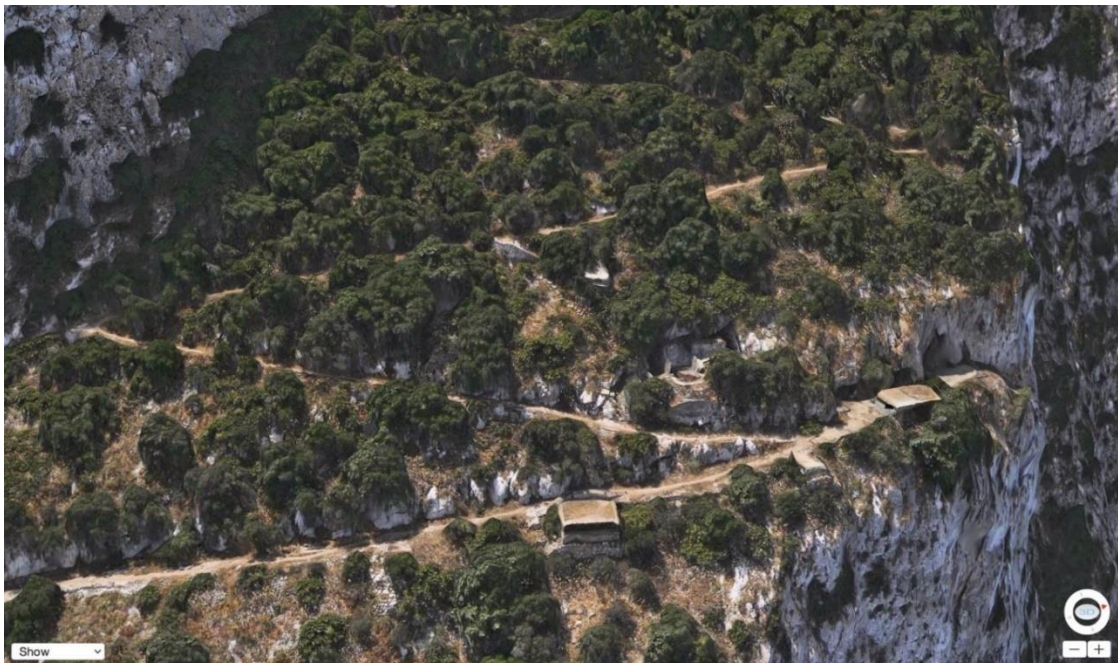


Figure 2.14. Mediterranean Battery from the east, on the Mediterranean Steps through the WHS

Museum and Archival Collections

Archaeological and historical collections, other than those referred to above from the site, are housed within the Gibraltar National Museum. There is a wealth of documentary material, including paintings, engravings and photographs, housed in the Gibraltar National Museum, the Gibraltar National Archives and the Gibraltar Garrison Library.

Natural Values

In addition to the natural attributes that give the site its OUV, the WHS and its Buffer Zone have a wide range of plant and animal species. Some of these are not part of the OUV but are nevertheless of local, regional and international importance. These include a wide range of plant species, including endemics. Significant re-planting of natural vegetation of the Catalan Bay Sand Dune (an Associative Attribute) commenced in 1997 after the metal sheets that formed the water catchments were removed, and is aided by natural seeding. A similar process has more recently been carried out along Europa Advance Road, and includes the removal of invasive species.

Research Values

The international, multi-disciplinary, research project that has been excavating in Gorham's and Vanguard Caves over the past thirty-five years is indicative of the site's research potential (Figure 2.15). That potential goes beyond the archaeology and palaeontology with scope for significant work in the fields of cultural heritage and natural history including climate change.



Figure 2.15. Excavations in Gorham's Cave by the international, multi-disciplinary Team that has been exploring Gorham's and Vanguard Caves for 35 years

Educational and well-being Values

The site provides opportunities for residents and visitors of all ages. It is also important for children at primary and secondary levels and has a high potential for undergraduate and post-graduate courses, as well as life-long learning opportunities.

Cultural and natural heritage sites can also make substantial contributions to the physical and mental well-being of a community and of individuals.

Tourism and Economic Values

The Rock of Gibraltar was, until 2020, the major tourist attraction in the region, and is gradually recovering its visitor numbers post-COVID-19. Tourism visits mainly focus on the west of the Rock (Figure 2.16) including the Upper Rock Nature Reserve, and are largely by coach tour or taxi. But there is a significant number of visitors on foot, and increasingly they are looking to visit alternative attractions.

The east side of Gibraltar, incorporating the World Heritage Site, is still relatively under-visited despite its potential. It is hoped that major changes and developments may modify the pattern of visits.



Figure 2.16. Visitors to the Upper Rock near Douglas Path; Jebel Musa in the background

CHAPTER 3 THE CURRENT STATE OF CONSERVATION

3.1 The Property

The general state of conservation of the property has recently been re-assessed as part of the risk assessment process. The overall condition of the property is still excellent, as it was at the time of Inscription in 2016. Given the proximity to a high density of population zone and long, sometimes intensive, military history, that the property is in good condition is particularly noteworthy.

Several elements within the property, none of them critical attributes of OUV, required attention at the time of Nomination; these have all been addressed and are highlighted below in the relevant section.

The two attributes which express the property's OUV – the striking cluster of caves containing intact archaeological deposits and the landscape setting – are both in excellent shape and maintain a natural coherence and integrity.

The striking cluster of caves containing intact archaeological deposits

The caves are very well-preserved and the two main archaeological and palaeontological ones (Gorham's and Vanguard) retain vast deposits that constitute a reservoir of information for present and future generations of scientists. The archaeological and natural deposits are in very good condition but are fragile. The scale of the deposits is such that little impact is noticeable from the last 30 years of investigation – in excess of 97% of deposits remain. Nevertheless, there is an actively-managed approach to the excavations, guided by a question-led Research and Conservation Strategy. That strategy also sets out indicators for balancing between safeguarding the site's OUV and attributes that carry that OUV, and new exploration and research. Compliance is monitored by the International Research and Conservation Committee (IRCC). The deposits in Bennett's and Hyaena Caves are 100% intact, having been deliberately preserved. The caves are routinely inspected and photographic records of condition are made.

Access by land to the caves' interiors is restricted to 120 visitors per year, over and above the research teams. The quota is under regular review. All visits are escorted by guides from the Gibraltar National Museum. Guided tours are offered to the public during the summer and the standard tour is to the caves' entrances but not inside, in order to preserve the fragile sediment layers. Land access is further controlled by the Ministry of Defence (MOD), and is limited to 20 people escorted at any one time. There are no plans to change this system of controlled access, which is effective in safeguarding the site's OUV whilst facilitating physical access for members of the local community and visitors. Restricted access is now also clearly defined in law by the Gorham's Cave Regulations 2019.

A number of conservation projects have improved access. The steps down from Burma Road were replaced before inscription and access into Gorham's Cave was improved by the addition of matting and purpose-built galvanised steel steps and high-level walkways (Figures 3.1 & 3.2). Robust matting pathways were also provided for Vanguard Cave, to safeguard the fragile sandy deposits. Monkeys' Cave Convalescent Hospital, above Gorham's Cave, was repaired and made safe, and painted to reduce its visual impact. The MOD has also installed a low safety fence along the seaward side of the Burma Road access.



Figure 3.1. Aerial view of the repainted Monkey' Cave Hospital (left) and the repaired access steps. Also, just visible in Vanguard Cave is the matting protecting the sandy deposits. The Upper Sandy level (the line of buildings) and AROW Street (the lower line of openings and structures) (Courtesy of the Royal Navy, 2017)

The condition of individual heritage assets is overall very good with those relevant to the site's OUV being excellent. These include the caves with Middle Palaeolithic occupation at sea level and higher up the Rock. The condition of some of the later military heritage assets is variable, but none are badly compromised and the property's OUV is unaffected.

Some caves that are accessible have been protected by gates and monitoring of others by the Gibraltar National Museum's Caving Unit is on-going. There are some relatively minor problems in a few caves (particularly Goat's Hair Twin Caves) with graffiti. A programme to remove these is planned, but has not yet commenced; the pandemic having delayed several intended programmes. Some of the historic graffiti will be left, as it is considered to form part of the site's history, being of significant local interest.



Figure 3.2. Materials for the galvanised steel platforms in Gorham's Cave being brought by barge in June 2015. Great care was taken to avoid damaging the rocks and any inter-tidal species

The Ecological and Geological Setting

The cliffs are in pristine condition and covered in rich growths of lichen which are indicators of clean air. The lush natural vegetation on these cliffs, which can be experienced at first hand in the Mediterranean Steps path, is another excellent indicator of the environmental health of the property. The remoteness of the vertical cliffs has guaranteed their long-term survival, which is now enhanced by legal protection. This isolation has also allowed species of birds to live here, either to nest, roost or to refuel on migration.

The vertical cliffs above Gorham's and Vanguard Caves were stabilised before inscription. The condition of the Mediterranean Steps path through the upper part of the WHS is generally very good (Figure 3.3). There is an ongoing programme of routine maintenance including regular clearance of litter. Baseline data on plant species, invertebrates, birds, mammals and reptiles are kept and monitored by the Gibraltar Ornithological and Natural History Society.



Figure 3.3. The cliffs and lush vegetation above Mediterranean Steps path (May 2022)

In addition, the World Heritage Office has carried out regular condition monitoring surveys of the Upper Rock and the whole east side, based on fixed-point photographs since 2015 when the baseline data were collected. In 2018 a new survey was instigated, when it was noted that there was increasing erosion from foraging macaques. This survey is now carried out at two-weekly intervals throughout the year and has proved very useful in identifying issues (such as erosion of the path or build-up of loose scree and small rocks) quickly so that any problems can be fixed (Figures 3.4 & 3.5). Rock falls from the Mediterranean Steps area and cliffs down to the steps and Gorham's Cave access are a hazard, though the erosion is not damaging the attributes of OUV.



Figure 3.4. Mediterranean Steps above Monkeys' Cave Hospital and Gorham's Cave, with safety barriers installed and upgraded in 2021 to reduce falling scree and rocks (May 2022)



Figure 3.5. Macaques foraging along the Mediterranean Steps (October 2019)

The WHS Viewing Platform

The viewing platform for the WHS was constructed on the 1st and 2nd Europa Advance Batteries and opened in December 2017 (Figure 3.6). It lies inside the WHS on the cliffs south of the sea caves and provides an excellent view down to the shore as well as to the top of the Rock by O'Hara's Battery. The facility comprises a small office and reception building with visitor toilets, and a large platform with interpretation panels around the edge of the site. Parking is available for a small number of vehicles. The viewing platform is accessible to people of all abilities.

The viewing platform is in excellent condition, though blown litter can require daily clearance and regular maintenance of panels and infrastructure is necessary (the east side winds are often fierce).



Figure 3.6. Aerial view of the east side showing the viewing platform at Europa Advance Road inside the WHS and the east side buffer zone (photograph courtesy of HM Royal Navy, 2017)

There are plans to improve pedestrian access and safety along Europa Advance Road by providing a footpath as part of the Gibraltar Nature Trails. The works were delayed by COVID-19 initially but will be re-scheduled as soon as possible. There will also be a monument, indicating the World Heritage Site, on an old lookout position between Half Way Battery and the Europa Advance Batteries.

The viewing platform is monitored through the regular, quarterly condition surveys of the east side as well as through the museum's estate management procedures.

3.2 The Property's Buffer Zone

The buffer zone to The Gorham's Cave Complex WHS lies largely within the Gibraltar Nature Reserve, which has statutory protection under the various Nature Protection Acts and Regulations. The aim of the buffer zone is to provide additional protection for the attributes of OUV within the property from adverse external impacts (Figure 3.7). Being within a strictly controlled reserve, the buffer zone

permits the continued protection of the ecological and geological setting and its components, thus also acting as a reservoir of species for the property.



Figure 3.7. The east side buffer zone looking north along Europa Advance Road, with the WHS in the background (May 2022)

Most of the buffer zone is free from development pressure as part of the Gibraltar Nature Reserve, which helps to protect the property's setting (Figure 3.8). The part of the buffer zone on the western side of the Upper Rock (west of the ridgeline marking the top of the nominated property) is entirely within the designated Gibraltar Nature Reserve and its overall condition is very good. In addition to protection by legislation and by the Gibraltar Development Plan, access is controlled; only limited types of vehicles are allowed, and entry is restricted between sunset and sunrise to those who live in the reserve. This western part of the reserve (the Upper Rock) contains several natural and heritage visitor attractions and receives the majority of visitor traffic. There are daily programmes of cleaning and routine maintenance which cater for littering caused by some visitors to the area. Visitor facilities have been upgraded and information and signage improved since 2016. The eastern side of the buffer zone above the sea caves is also in the Nature Reserve, but only a part is accessible on foot along the Mediterranean Steps Path, so visitor impact is reduced.

The Gibraltar Nature Reserve has evolved and developed significantly since the original area was designated in 1993, when it was exclusively contained within the extent of the Upper Rock. As part of the continued effort to further protect biodiversity and natural habitats in Gibraltar, the Upper Rock Nature Reserve was extended in 2013 to include new areas that help to protect unique and distinctive habitats and species found in Gibraltar. The Gibraltar Nature Reserve now encompasses distinct habitats all of which support both endemic and more common flora and fauna.

In order to ensure the proper management of the reserve, a new Management Plan was published in 2019 by the Department of the Environment (HMGOG 2019) which builds on the earlier management and action plans. The revised plan includes a section on the WHS and incorporates a wider management body composed of the Department for the Environment, Ministry for Tourism, Ministry for Heritage, Nature Conservancy Council, Department of the Environment, Gibraltar Tourist Board, Gibraltar Ornithological & Natural History Society, Gibraltar National Museum, Gibraltar Heritage Trust and the Ministry of Defence as well other stakeholders. This structure complements the management structure for The Gorham's Cave Complex.

The few areas of buffer zone outside the Nature Reserve (largely along Europa Advance Road) are regulated by Gibraltar's spatial planning procedures, which are enforced in legislation. The environment of this area has been significantly improved over the past five years including the removal of invasive species and the demolition of an old incinerator. An old quarry, however, is still used at present to store refuse prior to disposal. This facility is planned for closure and a tender notice for a new waste management facility was issued in May 2023.

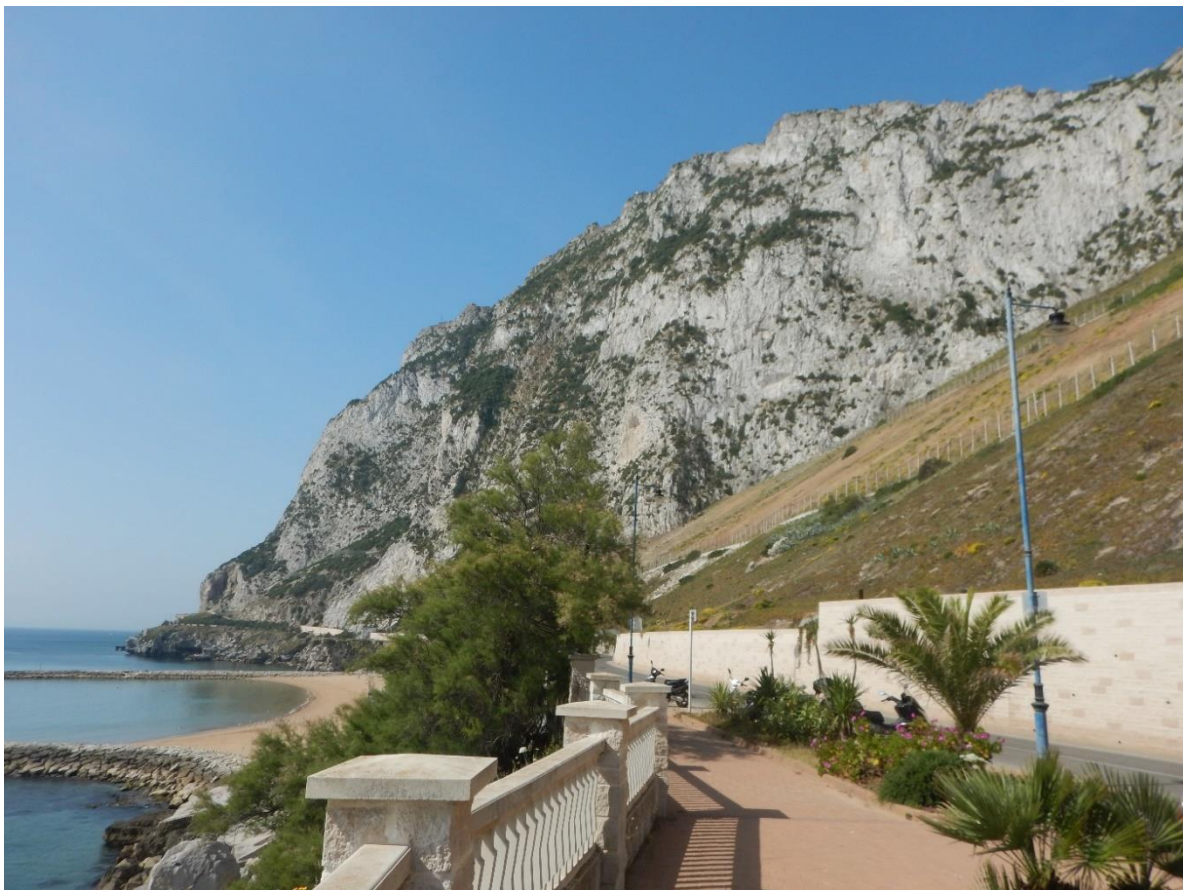


Figure 3.8. Part of the east side buffer zone with the Catalan Bay Sand Dune; looking towards the WHS (May 2022)

To the north of the WHS on the east side, the buffer zone comprises the Catalan Bay Sand Dune, the cliffs above the dune and the talus slopes, all within the Gibraltar Nature Reserve (Figure 3.8). The state of conservation here is very good and the strict guidelines of the Gibraltar Nature Reserve apply. The remains of quarrying machinery are still in place on a small area of the slopes of the Catalan Bay Sand Dune, and will be removed when resources permit. At present they are no threat to the area.

The buffer zone today fully protects the property's attributes of OUV. Nevertheless, work will continue to improve and beautify the approaches to the site through landscaping and the removal of

unused buildings and structures. The condition of the whole east side buffer zone is monitored using fixed-point photographs every quarter.

3.3 The Wider Setting

The wider terrestrial setting is framed by the iconic outline of the Rock. There are historical and modern buildings, notably military remains and the village of Catalan Bay and Both Worlds which take advantage of the limited amount of ground suitable for settlement on the east side. None of the settlements impinge directly on the WHS and protection is through the spatial planning system. The military emplacements in and on the Rock also form a key part of its history and development. The complete sequence of tectonic units and caves can be viewed, uninterrupted, particularly from the south-east.

The marine setting is very good and protected by designation as a Special Area of Conservation (Southern Waters of Gibraltar SAC) and anchorage restrictions monitored by the Port Authority. The best way to appreciate the whole site is from the sea or from the viewing platform (Figure 3.9). Viewed from these, the site and its evolutionary history is perfectly clear as it retains its natural coherence within which the various attributes are seen to be interlinked and their interrelationship is clearly visible. There is a programme of regular clearance of litter on some sea cliffs in place.

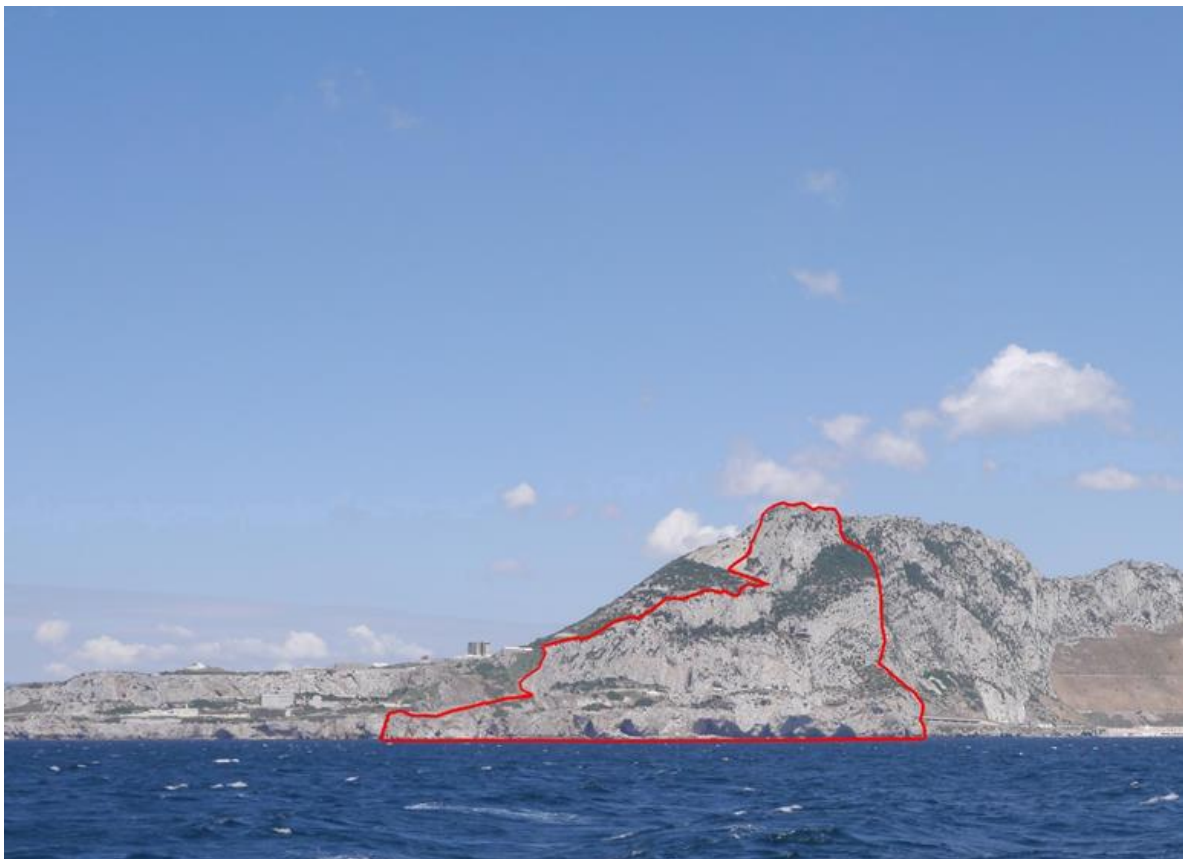


Figure 3.9. Gorham's Cave Complex WHS viewed from the sea

3.4 Vulnerabilities and Threats

Introduction: Risk Review 2022

While the overall condition of the WHS is excellent, the property does have vulnerabilities. A new risk review has been carried out in 2022 and the vulnerabilities list updated. The purpose of risk management is to reduce, as far as reasonably possible, the risks from natural and human-made hazards and disasters to people visiting and working in the WHS; to the WHS itself and its global values, as well as its Buffer Zone and setting. The Risk Preparedness Plan and Register, which is a separate living document, has been adapted to match the UNESCO-adopted Statement of Outstanding Universal Value, and considered the following areas:

- (a) The WHS property as a whole;
- (b) Its attributes of OUV (“the cluster of caves that provide evidence of Neanderthal and early modern human occupation of Gibraltar and the landscape setting which assists in presenting the natural resources and environmental context of Neanderthal life”);
- (c) The Viewing Platform at Europa Advance Road (inside the WHS);
- (d) Associative Values as listed in the Nomination Dossier;
- (e) Additional Values as listed in the Nomination Dossier; and
- (f) The Buffer Zone.

Factors scored as very high risk and high risk are both classified as major risks. Very high risk is defined as a significant risk to life or where irreparable damage may be caused to the attributes of OUV, with potential destruction of the property. High risk is defined as potential risk to life; major damage to attributes of OUV, possibly some irrecoverable. **There are no factors in either category at this stage.**

The highest risk category scored is Medium Risk: not of great or immediate concern with potential but low risk to human life; there is a limited degree of risk to the WHS’s OUV or individual attributes of OUV and the ecological and geological setting. The risk is undesirable but of limited concern. The relevant risks are:

- (a) **Sea Level Rise** is identified as a risk potentially affecting the parts of site and its attributes that are currently at, or close to, sea level. The Buffer Zone is unaffected. Measures to ensure the long-term safety of key features have been installed.
- (b) **Severe Weather Events** pose a potential risk to the site and its attributes but have to be understood to be, and have been, part of the dynamics of the site and its natural processes. Rock falls are a consequence, particularly after heavy rains. The area around Monkeys’ Cave Hospital and the access steps to the caves is particularly vulnerable during or immediately after bad weather. Standing instructions are that access is not allowed within 48 hours of bad weather or 7 days of extreme events.
- (c) **Fire** is always a factor to consider in a natural Mediterranean environment with three months of summer without rainfall. Fires pose a potential risk to the vegetation attributes in the site and buffer zone. There have been very few fires in the Buffer Zone in the past fifty years and none in the WHS itself. Firebreaks and routine maintenance reduce the risk. The Gibraltar Fire and Rescue Service is quick to respond to incidents.

- (d) **Oil spills and shipwrecks** always pose a risk in the waters of the Strait of Gibraltar which are characterised by heavy shipping. The risk is to the intertidal community of organisms on the beach at the site and Buffer Zone and also to the submerged associative values. The Port Authority have emergency plans to deal with these scenarios. In addition, regular monitoring takes place from the viewing platform.
- (e) **Archaeological Excavation** is a destructive process. The site's values would be unknown had it not been for archaeological excavations. A balance is sought and the maintenance of representative archaeological levels, with potential for research in the future, is guaranteed. Current estimates indicate that the site has archaeological potential, at the current rate of excavation, that will last for a minimum of 800 years. Excavation is specifically targeted to answer scientific questions and the results also aid in conservation. Work proceeds only in Vanguard and Gorham's Cave. Hyaena and Bennett's caves remain untouched. Excavations follow a research strategy and an annual plan. All plans are put forward to the International Research and Conservation Committee for approval.
- (f) **Development** poses a very low risk to the site and its attributes. Gibraltar is a small, and densely populated, peninsula and development proceeds on the margin of the Buffer Zone. The risk to the Buffer Zone itself is also very low and the spatial planning system, EIA and WHS HIA processes mitigate possible impacts. There is also guidance provided in the Town Planning website. Planning applications are monitored by the WHS. The risk is only considered medium in respect of peripheral developments that could be considered to have an impact on the visual perception of the Catalan Bay Sand Dune, an associative value. The reconstruction of the Caleta Hotel, on the edge of the dune, will include interpretation of the WHS and viewing facilities of the dune and the coastline which is considered positive.
- (g) **Visitor Pressure and Vandalism** is a low risk to the site and its attributes. The Mediterranean Steps are open to the public and can generate moments of large visitor numbers, particularly during charity events (e.g. walks to the top of the Rock). The result can be erosion to paths and punctual disturbance of fauna. Visitor numbers and impact are closely monitored by the WHO(G).
- (h) **Invasive Species and feral cats** pose a medium risk, particularly in the buffer zone. Routine monitoring and removal of invasive species programmes are in place. Feral cats pose a threat to birds, particularly migratory birds, reptiles, and bats, and are considered a medium risk that requires attention.

Table 3.1 summarises the results of the Risk Review.

Table 3.1: Summary of all risks identified for the WHS, attributes of OUV and other areas and values

Area	Low Risk	Medium Risk	High Risk	Very High Risk
(a) the WHS as a single entity	Earthquake New substantial development inside WHS	Severe weather events Sea Level Rise Fire (natural) Fire (human-made)		

Area	Low Risk	Medium Risk	High Risk	Very High Risk
	<ul style="list-style-type: none"> Development on periphery of WHS Explosion Pollution from traffic Excessive visitor numbers Excessive and/or non-research-led archaeological excavation Lack of financial resources Lack of people resources (capacity, skills and experience) 	<ul style="list-style-type: none"> Oil spill in inter-tidal zone 		
(b-1) attributes of OUV – the caves and their archaeological deposits	<ul style="list-style-type: none"> Rock falls outside caves Rock falls inside caves Rock falls (inside) injuries to people Severe weather events Archaeological Excavation Feral pigeons Gulls Macaques Explosion Unauthorised visits from sea Excessive visitor numbers Vandalism 	<ul style="list-style-type: none"> Rock falls (outside) injuries to people Sea level rise 		
(b-2) attributes of OUV – the ecological and geological setting	<ul style="list-style-type: none"> Erosion (natural weather and macaques) Fire (natural, injury to people) Fire (human made) Alien and invasive species Explosion 	<ul style="list-style-type: none"> Severe weather events Rock falls Erosion (macaques) injuries to people Fire (natural) Sea level rise Feral cats Visitor pressure Oil spill Water leaks 		

Area	Low Risk	Medium Risk	High Risk	Very High Risk
(c) the WHS Viewing Platform	Pollution – litter Traffic movement & vehicle pollution Macaques and Gulls Development along Europa Advance Road	Severe weather events		
(d) associative values	Infrastructure development Erosion (natural or human-made) Fire Pollution – litter Alien or invasive species Poor storage conditions Loss or theft Vandalism	Pollution (oil spill) Shipwreck affecting submerged landscape Rock falls Development on the periphery		
(e) additional values	Litter Lack of resources – poor maintenance Inappropriate maintenance or restoration	Vandalism Severe weather events		
(f) the WHS Buffer Zone	Development Erosion Fire (people) Visitor pressure Excessive traffic & pollution Explosion Water leaks	Severe weather events Oil spill along coast Shipwreck Rock falls Fire (natural or human-made) Spread of alien or invasive species Feral cats Visitor pressure (people)		

CHAPTER 4: HOW DID WE DO? REVIEW OF ACTIVITIES 2015 TO 2022

4.1 Introduction

The first Management Plan for Gorham's Cave Complex was submitted to UNESCO with the Nomination Dossier in 2015 and was intended to be reviewed after five years. However, the pandemic and changes in staffing delayed the review.

Eight Policy Objectives, intended to guide the long-term management of the WHS, were agreed by the Steering Group in 2014. These objectives have flowed through the proposed approaches, work plans, monitoring and management systems since then, before and after inscription. Responsibility for ensuring the implementation of the policy objectives rests with the World Heritage Site Director, assisted by the World Heritage Office Team (WHO) and cross-working Gibraltar National Museum staff. Operational support is provided by the Executive Management Group.

The project is overseen by the World Heritage Advisory Forum (WHAF; the successor to the Nomination Steering Group), chaired by the Minister for Heritage. Its role is to provide a strategic overview, to champion the WHS and promote the property, to support and provide advice to the WH Team and Executive Management Group and to monitor implementation of the property's Management Plan, in particular to monitor the defined performance indicators. The WHAF also ratifies the annual plans developed by the WHO. This Forum has representatives of all key Government departments, the MOD, the IRCC, NGOs and the community. Representatives of the UK Government are also invitees to the Forum, as the State Party to UNESCO.

The Management Plan 2015-20 recognised the many opportunities that World Heritage Status could potentially bring: economic benefits, including job creation through tourism and heritage management; capacity and skills development; education and improved physical and intellectual access to cultural and natural heritage for community – for all ages and all abilities; community engagement and pride and enhanced international profile. But it also acknowledged the challenges that inscription would bring. These challenges included – and still include - ensuring public benefit from investment in cultural heritage and ensuring a fully-integrated sustainable approach to heritage management, planning and tourism, in which cultural heritage is viewed as a source of pride and a driver of change rather than a barrier to change. Other challenges comprise resources and skills availability and, not least, funding in an increasingly-pressured economic environment. Sustained effort and investment are necessary to ensure that the benefits of inscription and its challenges are clear to all. The Management Plan therefore placed, and continues to place, good communication and partnership working at the heart of success.

The eight Policy Objectives (PO) are:

- (1) to safeguard the site's Outstanding Universal Value;
- (2) to foster the gathering and dissemination of scientific information about the site;
- (3) to promote awareness and understanding of the site's Outstanding Universal Value;
- (4) to welcome local people and visitors to the site at levels which it can sustain;
- (5) to provide a high-quality range of educational information and services about the site;
- (6) to ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar;

- (7) to promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty; and
- (8) to be an exemplary model for World Heritage Site Management.

In order to assess how well the objectives are implemented, Performance Indicators (PI) were developed for each one (Management Plan 2015, Table 6.1, pp. 209-215). There were 43 in total. As the Management Plan is a living document, small adjustments have been made continuously.

The review below considers performance in overall terms and identifies successes and areas or activities where changes would be beneficial. It is by necessity a summary of activities and can only reflect the key points.

The subsequent Plan sections in Chapters 5 to 7, reflect the performance review and aim at continual improvement in looking after and promoting the Gorham's Cave Complex WHS (Figure 4.1).

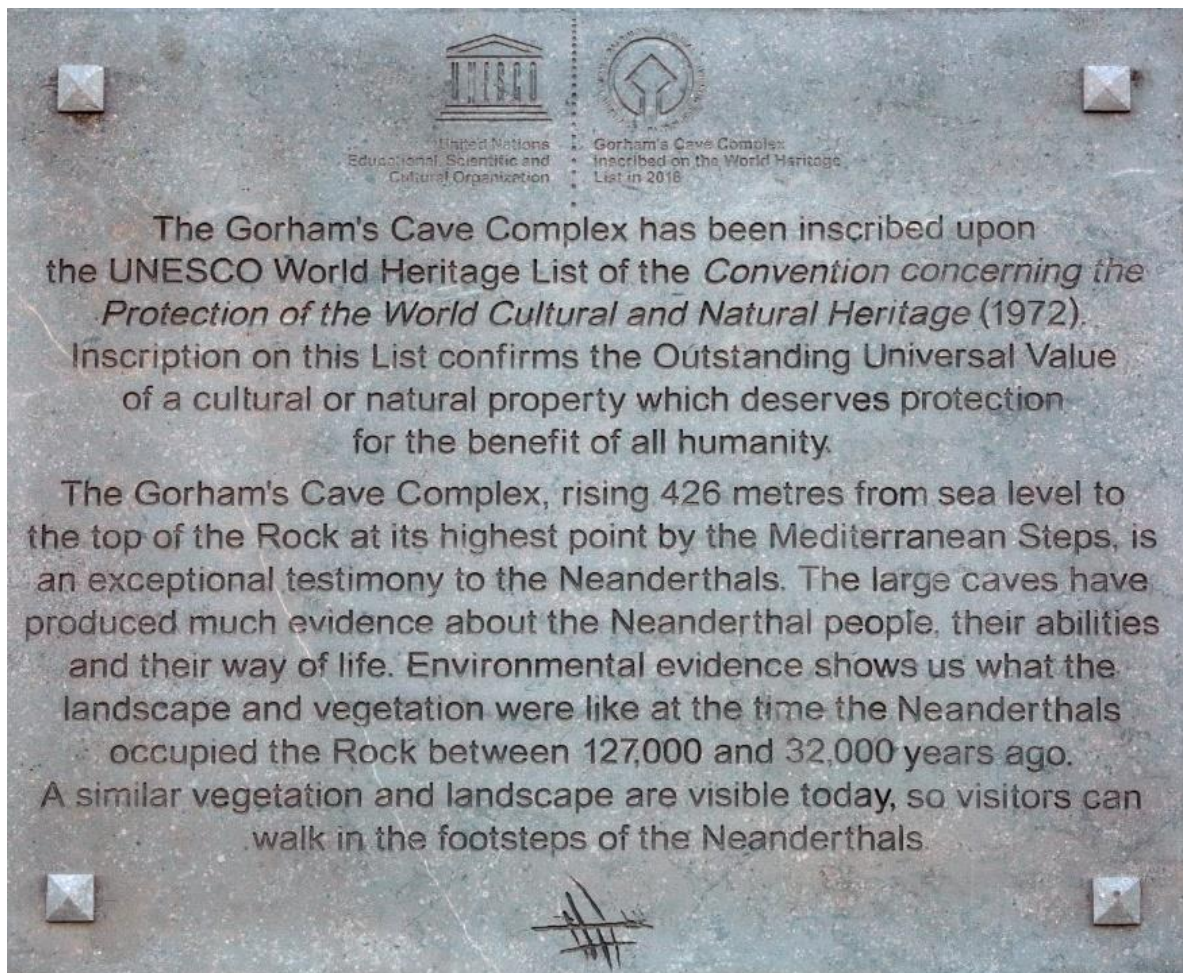


Figure 4.1 The official UNESCO text describing why the property has Outstanding Universal Value. This commemorative stone was installed at the viewing platform for the opening ceremony of the WHS by the Chief Minister

4.2 The Initial Works Plan

The first works plan (Management Plan 2015, pp. 86-95) set out 73 specific tasks or processes each linked to a lead policy objective and to subsidiary objectives; 43 of those tasks (58%) have been successfully accomplished. The majority of completed tasks reflect the principal focus which has been on PO 1 to 3 (safeguarding the site's OUV, fostering research and promoting awareness), where 78% of initial tasks have been successfully addressed. Where the tasks have not been addressed, there are usually external factors at play – for example, the Gibraltar Development Plan has not yet been updated (task 1/008) – and the 3rd Europa Advance Battery has not yet been converted to a viewing platform as it still retains its pre-existing use as a target-shooting range.

In contrast, PO 4 and 6-8 have been the least successfully-implemented. This is at least in part a reflection of priorities. But these are objectives relating to sustainability and will therefore be addressed more robustly during the life of this revised Management Plan.

To set the scene for Chapters 5 and 6, an assessment of progress to date is summarised below.

4.3 Policy Objective 1: to safeguard the site's Outstanding Universal Value

Performance Indicators PI 1 to PI 11 (Management Plan 2015, Table 6.1, pp. 209-211).

State of Conservation

At the time of inscription in 2016, the overall condition of the site and the two key attributes of OUV, the caves with their substantial intact archaeological deposits and the landscape setting, were described as excellent (see Chapter 3). This remains the case overall and a significant amount of effort is invested in ensuring that the site is well-protected and its condition checked regularly.

Condition monitoring and conservation measures (PI 1 to PI 8)

Heritage Database (PI 1)

The WHO continues to maintain a baseline archive including archaeological records and material, condition assessments, and all management documentation, meetings' records, etc. The database is mainly digital, backed up with paper records, but has not been transferred to a full digital management system as these are overly-complex for management requirements at this stage; and resources were better expended elsewhere. Systems considered have included ARCHES and MIDAS; and further consideration will be given to transferring the data if the benefits are assessed as meriting the resource commitment, but this is not a priority.

Surveys and condition monitoring (PI 2)

Ten regular ecological and cultural heritage surveys have been carried out regularly by museum staff since 2015, with a number of other one-off or baseline surveys also undertaken. Baseline data on plant species, invertebrates, birds, mammals and reptiles are also kept and monitored by the Gibraltar Ornithological and Natural History Society. The routine ecological surveys include the diversity and abundance of bats, resident birds, roosting birds and bird migration, the last also looking at functions of the local habitats. Periodic surveys have covered vegetation, including invasive species, reptiles and invertebrates, cetaceans and tuna. These surveys mainly address PI 2 and PI 5. Of particular interest in 2022 was the exceptional winter abundance of the crag martins to Gorham's and Vanguard Caves.

The WH Office monitors the state of conservation of the landscape and cultural heritage attributes, and the impact of visitors, through fixed-point photography and the use of standard condition assessment forms (PI 5-7, and also 8 and 10). A comprehensive baseline photographic survey of the whole WHS was completed in 2015, and from that fixed points were agreed for the lower east side and for the Upper Rock area.

There are four main routine photographic surveys: of the Mediterranean Steps area, the east side, the caves and monitoring erosion largely caused by foraging macaques in the upper part of the WHS. The last is a more detailed check on all areas where macaques are active; there are no fixed survey points.

The east side, including site boundaries, landscape features and heritage features, setting and general condition, is monitored monthly between the southern end of Europa Advance Road and the northern edge of Catalan Bay. The upper part of the WHS in the Nature Reserve is monitored between Jews' Gate and O'Hara's Battery, including Martin's/the Mediterranean Steps Path, at quarterly intervals. This survey uses standard condition monitoring forms and a scoring system to guide recording. The monitoring regularly scores condition as 'very good', and there has been no encroachment or alterations to site boundaries.

Macaque activity was identified in the baseline survey in 2015 in one place where a wall was slightly affected. But from June 2018, surveys also highlighted a growing issue: displacement of soil and rocks by macaque activity – digging for roots and shoots - particularly in the upper part of the Steps. This is causing varying degrees of erosion along the path and in some places displacing larger rocks, affecting walls or road edging. Material spilling onto the path is a hazard for visitors.

The increased foraging may relate to groups splitting up. There is, at present, no risk to the WHS's Outstanding Universal Value (OUV) or to the attributes which carry that value. The surveys have already identified several safety issues which have been addressed, and improvements to safety barriers (rope-and-post) have also been implemented. The partnership with the DoE's Upper Rock Management Team and Technical Services Department works well.

From early 2022 records have been compiled by viewing platform staff on visits from macaques. These are not frequent and have posed no difficulties to date (Figure 4.2).



Figure 4.2. Barbary macaques at the viewing platform, Europa Advance Road

The condition of the caves and their deposits is inspected, typically monthly, and records are made on a daily basis during excavations. The general condition of deposits is very good.

All military structures in the WHS have been surveyed for condition (again using standard structure condition record forms) and will be re-surveyed periodically.

The quality of the environment (air and water) is monitored by the Department of the Environment, but the data are not considered by the WHO, unless there is a direct impact on the WHS or its OUV. The quality of habitats, vegetation and topography is monitored via the routine condition surveys.

Major physical changes and conservation measures (PI 5, 7 and 8)

As discussed in Chapter 3, there are no features that indicate that the property's OUV is at risk (PI 5). There have been no major physical changes within the WHS which have had an adverse impact on the WHS or its attributes of OUV. Change and condition are monitored through the routine fixed-point photographic surveys and data gathered are now quite extensive.

Conservation measures in the Upper Part of the WHS

In terms of active conservation measures within the WHS, those in the upper part of the WHS relate to severe weather, rock falls and erosion. The surveys identified several safety issues which have been addressed, though the need for routine maintenance is continual. Measures include making safe a dilapidated wall at the base of the Mediterranean Steps themselves, rectified by the Department for the Environment (DoE) and Technical Services, and improvements to safety barriers (rope-and-post) at certain points including the access by O'Hara's Battery (Figure 4.3).

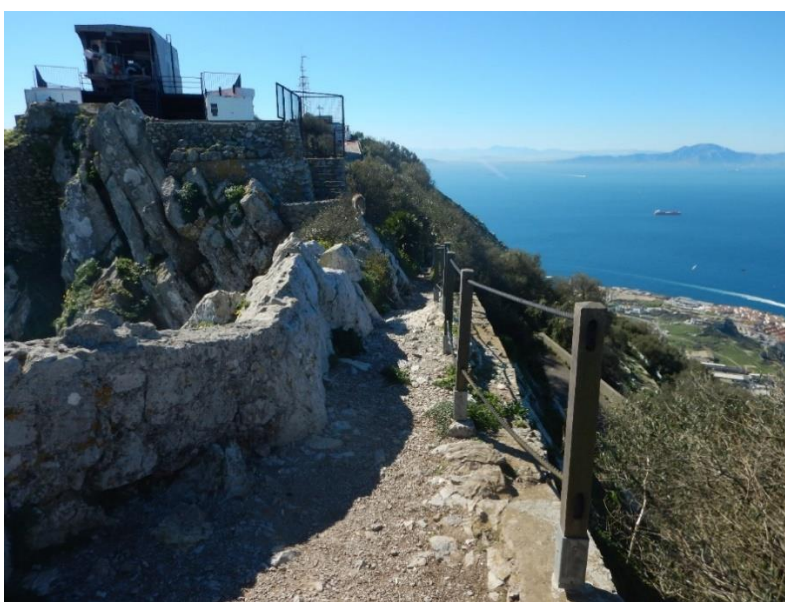


Figure 4.3. Safety fencing installed at the upper entry to the Mediterranean Steps by O'Hara's Battery.

A more pressing concern was the accumulation of loose rocks and scree debris against a low retaining wall on the edge of the cliff immediately above Monkeys' Cave Convalescent Hospital, where gabion baskets and railway sleepers were beginning to fail. This area is immediately above the pedestrian access to the sea caves and the MOD offices, so there was a risk to life as well as damage to the buildings and cliffs below. The cause of the problem was not entirely clear and was probably the result of a number of issues, including natural erosion and water-induced erosion from a burst water

pipe, both exacerbated by monkeys skittering across the slopes. The Technical Services Department designed a solution and a series of gabion baskets and sleepers was installed (Figure 4.4).

The risk of rocks falling onto the area in front of Monkeys' Cave Convalescent Hospital and onto the access steps down to the sea caves, remains an issue and the use of appropriate protective equipment is mandatory.



Figure 4.4. The Mediterranean Steps above Monkeys' Cave Hospital, showing the rock fall prevention measures.

Conservation measures above the Sea Caves

Several elements within the property, none of them critical attributes of OUV, required attention at the time of nomination and have been completed. Safety considerations led to the renovation (like-for-like) of the steps leading down to Gorham's and Vanguard Caves in early 2015.

The Second World War Monkey's Cave Convalescent Hospital, above Gorham's Cave, is in poor condition. In relation to the site's OUV the hospital is of very low significance, but its derelict state and visual impact were detrimental to the WHS. Its façade was made safe and repaired and painted in December 2014. Two rooms are used as stores supporting the archaeological excavations but the remainder of the building remains out-of-bounds. The re-painting resulted in the agreement of a colour palette for reducing the visual impact of all buildings in the area and along the road to the site. This palette is now implemented routinely for maintenance or renovation works in the buffer zone as well as the WHS and along the Europa Advance Road access.

The cliffs above the sea caves have also been stabilised (in 2015) by the replacement of netting.

Conservation measures to protect the sea caves and their fragile archaeological deposits

By their very nature, the sediment deposits which contain the archaeological and palaeontological artefacts and related evidence are fragile and the stratigraphy is easily disturbed or destroyed. There are two main hazards: severe weather events, and human disturbance from official activities (such as archaeological investigations or surveys) or from illicit access. The Gorham's Cave Regulations

2019 now make it a criminal offence to access the caves without permission from the Minister for Heritage. The same Regulations also require the Managing Authority to control visitor numbers carefully and operate an annual quota system. This quota system was already in operation before the legislation came into force.

To protect against severe weather from easterly storm surges or similar, gabion baskets have been installed at both Gorham's Cave (Figure 4.5) and Vanguard Cave (Figure 4.6) to protect the fragile sand deposits from storms and high tides. The material was delivered by barge, and all construction work was by hand.



Figure 4.5. Gabion baskets installed in front of Gorham's Cave to protect against severe weather (2016)



Figure 4.6. Materials for the gabion baskets fronting Vanguard Cave being delivered by barge in March 2018

Protection inside the caves focused on ensuring access by research staff and visiting researchers, or visitors, did not damage the fragile sand deposits during fieldwork or specialised tours. Lightweight galvanised steel steps (with reversible pad footings) and platforms had been installed in Gorham's Cave before inscription (Figure 4.7a). Vanguard Cave is a different proposition, as there had been no significant archaeological work leaving areas which had been disturbed. Installing platforms and access steps was not feasible without potential significant damage to the Vanguard's sloping sand deposits containing the evidence for Neanderthal activity or the walls of the cave. Therefore, a more basic solution - a timber and rubber mat pathway – was put in place (Figure 4.7b). This system protects deposits.



Figure 4.7. Measures inside the Caves which protect the fragile sand deposits containing the important evidence for Neanderthal occupation: (a) Gorham's Cave (left); (b) Vanguard Cave (right)

New legal protection and designations within the WHS and its Buffer Zone (PI 9)

The Gorham's Cave Regulations 2019 set down the WHS boundaries in a legal instrument. A number of new Acts and Regulations also affect the WHS and add to its statutory protection. These include:

- National Park Act 2023, Schedule
- National Trails Act 2021, Schedule Part 5, [Upper Rock Trails – Mediterranean Steps; Europa Trail past Viewing Platform] – Statutory right of access subject to reasonable behaviour]
- Nature Protection (Amendment) Act 2020
- Climate Change Act 2019
- Town Planning Act 2018
- Town Planning (EIA) Regulations 2019
- Town Planning (Development Control) Regulations 2019
- Town Planning (General Procedures) Regulations 2019
- Nature Conservation Area (Upper Rock Nature Reserve) (Protection and Regulation) (Amendment) Regulations 2019 [no single-use plastics]
- Nature Conservation (Designation of Gibraltar Nature Reserve) Order 2019 [map of Nature Reserve in Figure 2 including all WHSW]

The National Park Act was recently enacted, in March 2023. Its purpose is:

- “(a) conserving and enhancing the natural beauty, wildlife and natural and cultural heritage of the areas specified in subsection (2); and
- (b) promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public.”

Areas are included for the following reasons:

- “(a) their natural beauty;
- (b) their biodiversity and natural heritage;
- (c) their cultural heritage; or
- (d) the opportunities they afford for open-air recreation, having regard both to their character and to their position in relation to centres of population.”

The Act provides for a co-ordinating board of between four and eight members chaired by the Minister). One key intention is that there should be improved co-ordination of conservation and other activities within the park. This should assist in the holistic management of Gibraltar’s cultural and natural heritage, including that of the WHS.

Monitoring Planning Applications (PI 10)

The WHO has been a statutory consultee on planning applications since January 2016 and regularly receives requests for comments via the Gibraltar ePlanning portal. The criteria for selection of application by Town Planning are:

- all applications within the WHS,
- all applications within the buffer zone and
- all applications within 100m (horizontal) of the WHS or buffer zone boundaries, except very minor applications. From February 2018 consultations were expanded to include applications which the Town Planning Department considers may have an impact on other heritage assets.

A total of 541 applications (2016 to the end of 2021) was received from Town Planning (Table 4.1), and all applications were reviewed and comments uploaded to the website, except where the request to comment is on a minor amendment (e.g. revised drawings). Data are retained on a spreadsheet in the WHS Archive. The WHO normally restricts its comments to the effect or potential effect on the WHS or its Buffer Zone.

Table 4.1 Summary of planning applications monitored between 2016 and 2021, inside the WHS, in its Buffer Zone and within 100m of the Buffer Zone boundary

Year	In WHS	In Buffer Zone	Within 100m of BZ boundary	Others	Gross Totals	Comments, key applications/outcomes (Top – in WHS; lower Buffer Zone)
2016	2	7	11	65	85	WHS: Viewing Platform x2; DBA and watching brief 18 th -C Battery
						BZ: MOD: 4 antennae and one security fence; Devil's Gap pool; Gt Siege Tunnels (withdrawn)
2017	2	6	12	10	30	WHS: 3 rd Europa Advance Battery x 2, target shooting range for Island Games. Visual impact; impact on views from Viewing Platform.
						BZ: Devil's Gap; Girl's Guides Hut; Spyglass Battery; Siege Tunnels Lighting; Governor's Cottage Industrial Estate; Old Incinerator.
						100m: Lathbury Sports centre (HIA by WHO)
2018	2	7	19	84	112	WHS: 3 rd Europa Advance Battery revision to Shooting Range; (HIA Govt Archaeologist). Para 172 Notification sent to UNESCO; development went ahead. No comment from UNESCO
						WHO application to erect a WH logo sign at the top of the access steps to the sea caves.
						100m: Hassan Centenary Terraces (HIA Govt Archaeologist)
2019	0	9	42	73	124	WHS: 3 rd Europa Advance Battery updated drawings
						BZ: Cable car demolitions x 2; Demolition store Rock Gun; Governor's Cottage 3 extensions; North Defences Water Infrastructure; Unit F Devil's Gap
						100m: 39-42, 74 Devil's Tower Road HIA (AOC Edinburgh) 92 Devil's Tower Road (HIA by Planning Vision)
2020	2	9	51	46	108	WHS: Mast & camera Armaments Depot; Armaments Depot 3m security fence
						BZ: Governor's Lookout Scouts Centre demolitions and build x 2 (HIA Stonebow for Ramboll); Spyglass mast & camera; Governor's Cottage rock fall canopy; Lewis's Battery Hotel x 2; Governor's Cottage extensions x 2; Cable Car replacement HIA (Engain)
						100m: Both World South Side (HIA, Stonebow Heritage for Ramboll);
2021	2	12	39	30	83	WHS: Armaments Depot 3m security fence – withdrawn after discussion with WHO; replaced with handrail. Upper Sandy replacement rock fall canopy – approved and installed; negligible visual impact; no impact on OUV.
						BZ: Scouts Activity Centre revisions; Cable Car replacement demolitions; Rock Gun TACAN radar; Lewis's Battery hotel (HIA requested); North defences; Poca Roca x 3 residential; Jews'

Year	In WHS	In Buffer Zone	Within 100m of BZ boundary	Others	Gross Totals	Comments, key applications/outcomes (Top – in WHS; lower Buffer Zone)
						Gate beautification (withdrawn); fossil dune antenna; Northern Defences Masterplan; Rock Gun fence
						100m: Caleta/Hilton Hotel & Residential (HIA Pellinec for Ramboll) [Consulted over EIA scoping for Eastside Coastal & Eastside residential – HIA ANS and Jacobs January 2021]
2017-2021 Totals	10	50	174	308	542	Planning and WHS HIA Guidance road-tested by external consultants 2020 and 2021 Planning Guides 12-16 uploaded to Town Planning website January 2021, including two (13 & 14) on the WHS and HIA

Applications in the WHS

Ten applications between 2016 and 2021 were for developments or changes inside the WHS, five of which were minor amendments or related to withdrawing the proposal. One Paragraph 172 Notification (UNESCO Operational Guidelines 2019) was issued in 2018.

The proposal to build a Viewing Platform with small offices and facilities at 1st/2nd Europa Advance Batteries was supplied to ICOMOS and UNESCO in September 2015 as part of the supplementary data for the Nomination. It included proposed mitigation measures. In November 2016 (post-Inscription), HMGoG submitted a planning application to the Development and Planning Commission to build the Viewing Platform Visitor Centre for the WHS at 1st and 2nd Europa Advance Batteries (scheduled monuments inside the WHS), along with a desk assessment and mitigation strategy. The WHO carried out a building survey of the batteries, and archaeological monitoring during construction works. The Viewing Platform opened in December 2017.

In late 2017 a proposal to construct a clay target shooting range for the Island Games (hosted by Gibraltar in 2019) on the 3rd Europa Advance Battery (a scheduled monument) was put forward by HMGoG. Following objections from a number of organisations, including the World Heritage Office, the Development and Planning Commission deferred the application so that further discussions could take place and a Heritage Impact Assessment could be completed by the Government Archaeologist. The Minister for Heritage subsequently obtained agreement for the plans to be significantly amended and agreement in principle for the Battery to be available after the Games as another Viewing Platform for the WHS.

A Paragraph 172 Notification was issued by HMGoG to DCMS in London and their advisors, Historic England, on 7th May 2018, and the DCMS then notified UNESCO in Paris. The notification letter explained the circumstances, objections received and that the plans had been downsized. The redevelopment went ahead in later 2018. Once completed, the sympathetic cladding of the structure has minimised the visual impact on the WHS. None of its attributes of OUV have been compromised.

The WHO also applied in 2018, via the Ministry for Heritage, for permission to place an official site logo on a sign at the top of the access steps down to the caves. This was installed in 2022, after permission to use the new UNESCO logo had been obtained (Figure 4.8). The other applications inside

the WHS were in MOD land and included a security camera on a mast, a rock fall protection canopy and a 3m-high security fence. The last was withdrawn following a meeting with the WHO, and replaced by the installation of a 1.1m high handrail along the cliff edge.



Figure 4.8. 2022 installation of the sign bearing the new official site logo at the top of the steps leading down to the caves

Applications in the Buffer Zone

Over the six-year period some 50 applications were reviewed, including revisions. The most significant proposals in scale were in the Upper Rock part of the Gibraltar Nature Reserve: Scouts Activity Centre at Governor's Lookout (HIA carried out in 2020 by Stonebow, London, for Ramboll); the refurbishment of the Cable Car and its stations (HIA carried out in 2020 by Engain, UK); and a proposed hotel at Lewis's Battery. The first two applications were permitted; the hotel application is not yet approved. None of the applications had significant impacts (direct or indirect) on the Buffer Zone or on the World Heritage Site itself, and none affected the functions of the Buffer Zone; physical and visual impacts were very minor or negligible.

Applications within 100m of the Buffer Zone boundary

A greater number of applications for development or changes within 100m of the Buffer Zone Boundary were reviewed by the WH Office – 174 in all. This is because areas of the Upper Town and residential areas of the South District come within the area, as does the Devil's Tower Road at the base of the North Face of the Rock where the main industrial and service areas are located and are being extended.

Of the 174 applications, six were the subject of HIA: Lathbury Sports Complex 2017 (HMGOG application; HIA by the WH Office); Hassan Centenary Terraces on the Eastside in 2018 (HMGOG development; HIA by the Government Archaeologist); 39-42, 74 Devil's Tower Road in 2019 (private development; HIA by AOC Edinburgh for Ramboll) and 92 Devil's Tower Road (HIA by Planning Vision, Gibraltar); Both Worlds South Side in 2020 (HIA by Stonebow, London, for Ramboll Gibraltar);

Caleta/Hilton Hotel and Residential development, Catalan Bay (HIA by Pelinec, Cornwall) and the Eastside and its coastal defences in 2020/21 (HIA by Jacobs, UK).

ICOMOS 2016 Recommendation B: establishing Heritage Impact Assessment processes for future proposals for new buildings, adaptive re-use of historic structures and planned changes to facilities located within leased lands in the buffer zone (PI 11)

Six recommendations made by ICOMOS following its evaluation of the Gorham's Cave Complex nomination in 2016 were adopted by the WH Committee in the Inscription in 2016. Recommendation B picks up on the first (2014) Management Plan Policy Objective 1, PI 11 - existence of WHS Policy and Planning Guidance in the local development framework. This recommendation has been fully met.

The WH Advisory Forum established a working group to consider the ICOMOS recommendation, its remit in 2017 being to consider what risk management mechanisms were needed, and to draft a simplified guide to Heritage Impact Assessment for the WHS.

The Working Group initially consisted of two members of the WH Office, the Town Planner and the Team Leader for the Department for the Environment. The Deputy Town Planner and the Government Archaeologist were also key participants from 2018.

On behalf of the Working Group, the WH Office drafted six documents in all, widening the remit to cover cultural heritage and development generally and to develop a standard for desk assessments, as well as guidance for owners and occupiers of scheduled buildings or monuments. The Standard and Guidance documents comprise:

- Standard for Desk-based heritage Reports, heritage impact assessments (including EIA) or consultancy advice in Gibraltar (2020)
- Information Sheet 12 - A guide to the protection of Cultural Heritage in planning applications (2021)
- Information Sheet 13 - A guide to the protection of Gibraltar's World Heritage Site in planning applications (2021)
- Information Sheet 14 - A guide to the preparation of World Heritage Site Heritage Impact Assessments (2021)
- Information Sheet 15 – Scheduled Buildings (Guide for owners and occupiers) (2021)
- Information Sheet 16 – Scheduled Monuments (Guide for owners and occupiers) (2021).

Information Sheet 14 - A guide to the preparation of World Heritage Site Heritage Impact Assessments (2021 – builds on the ICOMOS 2011 Guide and includes detail specific to Gorham's Cave Complex (for example the suggested asset values). The guidance also reflects the standards and guidance documents of the Chartered Institute for Archaeologists, the Landscape Institute and other professional documentation.

Information Sheets 12-14 were refined after a seminar with the Town Planning Team, and revised following the enactment of the Heritage and Antiquities Act 2018 and its Gorham's Cave Regulations 2019, as well as the new Town Planning Act 2018. Numbers 13 and 14 in particular were road-tested during 2018, 2020 and 2021. Helpful feedback was received from Ramboll (Gibraltar), Jacobs, Pelinec, and Stonebow Heritage. Feedback and informal approval were also received from the CEO

of the Chartered Institute for Archaeologists, the UK's heritage sector professional body which has codes of ethics and conduct, and standards and guidance documents for all types of heritage work.

Heritage impact assessments were carried out for one site inside the WHS (2018); two in the Buffer Zone (2020) and seven for sites within 100m of the Buffer Zone boundary (2017 to 2021/2 inclusive).

The HIA for Government proposals were carried out by the WH Office (for Lathbury Sports Centre) or the Government Archaeologist (3rd Europa Advance Battery and Hassan Centenary Terraces). Those in the Buffer Zone or within 100m were mainly undertaken by UK-based consultancies under the aegis of local project managers, with one local planning firm carrying out an HIA for a Devil's Tower Road Site.

The guidance will be kept under review and revised as needed, but the performance indicator, PI 11, and the ICOMOS recommendation have been fully met or even exceeded.

The information sheets are now (as of January 2021) available on the Town Planning website at <https://www.gibraltar.gov.gi/town-planning/planning-guidance>. Future HIA will need also to be mindful of the substantial 2022 UNESCO publication '*Guidance and Toolkit for Impact Assessment in a World Heritage Context*'.

Summary of overall performance against Policy Objective 1

Overall, Policy Objective 1, to safeguard the Site's Outstanding Universal Value, has been well fulfilled. Routine condition monitoring schedules are in place, and where issues have been identified, they have been resolved in discussion with partners in various departments, principally Technical Services and the Department for the Environment.

Monitoring of planning applications is now also routine and there have been few which have raised significant concerns. However, given the morphology of Gibraltar and the exceptionally limited available land for development, the monitoring of planning applications and suitable responses will continue to be a priority activity.

Of particular note is the working relationship with the Town Planning Department, and the development of guidance notes on cultural heritage and development, on the protection of the WHS and on heritage impact assessment. What is essential, however, is the continued promotion of the guidance to developers, architects and engineers, through a variety of channels and the raising of awareness generally of the importance of the WHS and Gibraltar's cultural legacy.

Safeguarding through additional legislation has been enhanced, and the newly-formed National Park Co-ordination Board should continue to enhance the holistic management of cultural and natural heritage assets, including the WHS.

4.4 Policy Objective 2: to foster the gathering and dissemination of scientific information about the Site (PI 12 to 15)

Research, and disseminating the information gained, is at the heart of managing the WHS and promoting its importance widely. The aim is to continue as an international, inter-disciplinary, project with a view to making it, additionally and given the scope, inter-generational (PI 14). Sharing of knowledge and expertise in a site of this magnitude is essential.

The Research Strategy: balancing investigation with conservation to maintain the OUV

The Research Strategy and Excavation Action Plan (PI 12), drafted in 2014-5 and submitted with the Nomination, has been revised and was approved by the IRCC in March 2023. Key amongst the principles embodied in the strategy is the commitment to balance investigation (archaeological excavation which has brought to light the uniqueness of the site is, by its very nature, destructive) with conservation, protecting the attributes of OUV by retaining a significant volume of deposit, representative of all the episodes recorded within the site, for future generations.

The excavations (PI 13) are focused on the two large sea-level caves which have provided crucial information over the past 33 years, Gorham's and Vanguard Caves. The research and conservation strategy is intended to further our understanding of Neanderthal behaviour and ecology over long timescales in a range of environments. It uses a combination of archaeological evidence and present-day biological proxies to develop quantitative ecological reconstructions to aid understanding of the Neanderthals, their behaviours and their environments. The investigation is centred round six research objectives:

- a) Improving our understanding of the stratigraphy and chronology of the sequences at Gorham's and Vanguard Caves
- b) Furthering our knowledge of Neanderthal behavioural ecology over large timescales, using information from terrestrial and sub-marine deposits
- c) Gaining a better understanding of the use of space by Neanderthals within the caves
- d) Assessing the extent and potential of the caves' deposits
- e) Modelling quantitative ecological reconstructions by using present-day biological proxies
- f) Ensuring an effective and integrated archive, available for future researchers and for the management of the project

Excavations took place between 2015 and 2018 principally, with WH Office Staff and students from Liverpool John Moores University and the University of Leiden. The excavations involved researchers from many countries, in the long-standing tradition of this inter-disciplinary project. The thousands of bones and artefacts which have been excavated continue to be studied in the laboratories in the Gibraltar National Museum.

Places are also offered to local volunteers on a regular basis. But opportunities for research to improve employment, to expand funding opportunities and to generate social benefits have yet to be realised, and the archaeological work was disrupted over three years by safety matters (rock falls in 2019; and COVID-19 in 2020 and 2021). This necessarily affected partnerships, community participation and volunteers.

Work resumed in 2021 with a much-scaled-down team, but that year a new passage was discovered at the back of Vanguard Cave, which stirred significant local and international interest and media coverage (Figure 4.9).

Vanguard Cave 2021 – a new 13m-long Chamber at roof level

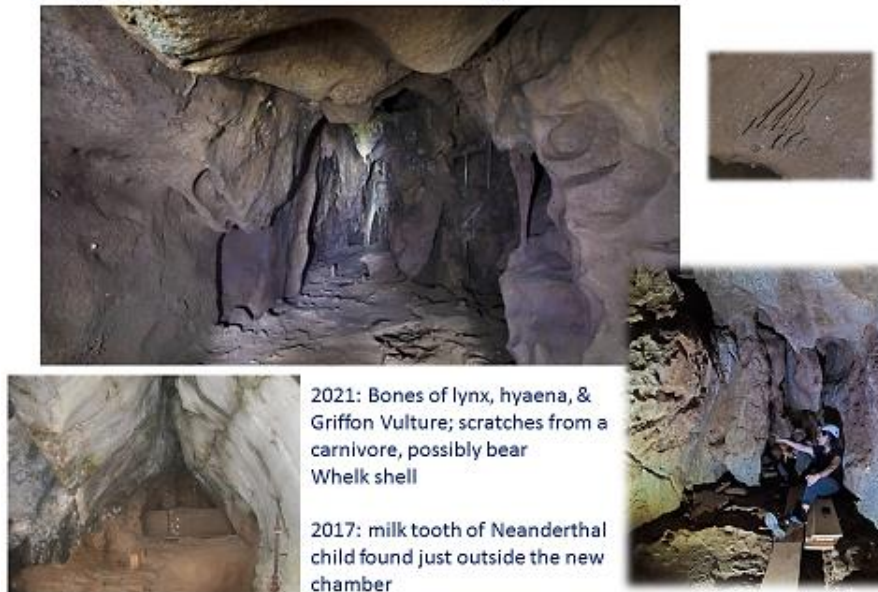


Figure 4.9. Significant discoveries in Vanguard Cave 2017 and 2021

The highlight of the season in 2017 was the discovery of the first human fossil remains, a Neanderthal tooth, in Vanguard Cave (Figure 4.10). No further remains have been found so far but much of the archaeological level awaits excavation. The tooth was a Neanderthal child's upper right canine milk tooth in Vanguard Cave. The tooth was discovered during laboratory work in the Gibraltar National Museum. Photographs of the tooth were sent immediately to leading experts in this field who confirmed that tooth belonged to a human child aged 4-5 years and showed features characteristic of Neanderthal. Its context, in a level at Vanguard Cave dated to c 50,000 years ago, confirms the identity as being Middle Palaeolithic Neanderthal. The level is not a Neanderthal occupation layer but appears to have been a spotted hyaena's (*Crocota crocuta*) lair. It is possible that the child had been predated by hyaenas, but this is only a working hypothesis. The discovery of a human fossil in Vanguard Cave strengthens the evidential value of the site and further enhances its OUV.



Figure 4.10. The Neanderthal child's upper right canine milk tooth found in a well-stratified Middle Palaeolithic level in Vanguard Cave.

Research outside the Caves

Whilst the main focus of the strategy is on investigations within the principal caves, research was proposed to continue on two fronts away from the site but with a direct bearing on it. Underwater investigations of the submerged landscape which would have been dry land at periods of Neanderthal occupation and use were anticipated to resume in 2015, but have not been feasible so far. More importantly, the ecological reconstructions of the site also involve an on-going project in Gibraltar and beyond, including research and photographic documentation of species once present at the caves and no longer there. This important work also resumed and continues and is key to the understanding of the ecological function of the site, thus providing the backdrop to the understanding of the Neanderthals and how they fitted into the ecosystem outside the caves. The work at the caves is precisely about understanding and interpreting function and the artefacts and remains found in the caves supply the raw material on which the interpretations are based.

Dissemination of Results

The results of research naturally feed and develop the interpretation of the site in Gibraltar via traditional and social media, and enable educational resources to evolve. Some 25 academic and popular publications have been produced (PI 15) since 2015, adding to the already significant series of works which supported the WHS nomination. The published works (which can be found on the museum website at <https://www.gibmuseum.gi/our-work/academic-publications>) include discussion of the ecology, Neanderthal habitats, significant artefacts, fossilised footprints and dating. Three major books were published: in 2017 *LOST WORLD: Secrets of a World Heritage Site* (C, G and S Finlayson); in 2018 Alex Menez was the author of *Almost Homo Calpicus: The Early History of the Gibraltar Skull*; and in 2019 *The Smart Neanderthal* by Clive Finlayson was released by Oxford University Press.

The excavations received much media coverage, locally and abroad, and results were presented in a number of local and international talks, including the ICOMOS-UK Christmas lecture by Professor Finlayson.

Summary of overall performance for Policy Objective 2

Policy Objective 2, to foster the gathering and dissemination of scientific information about the site, is crucial to the management of the WHS and the protection of its OUV as well as advancing knowledge and understanding. Despite enforced pauses in the field investigations, for safety and health reasons, there have been two outstanding discoveries of new information about the Neanderthals and their habitats. This is further enhanced by scientific works by partner organisations on DNA and other areas. Publications and lectures are strongly represented, and existing partnerships continue to be nurtured and new ones developed.

This policy objective is the best-implemented of the eight identified objectives. However, information still needs to be disseminated more widely on site and is included as a one-off action in Chapter 5's Plan. It is also discussed in sections 4.5 and 4.6.

4.5 Policy Objective 3: to promote awareness and understanding of the Site's OUV (PI 16-19)

Background and proposals in the first Management Plan

The two key strands of the World Heritage Convention are conservation and presentation of the property. Articles 4, 5 and 27 of the Convention outline UNESCO's expectations. Interpretation and visitor strategies must balance the two strands of conservation and preservation carefully. Archaeological, palaeontological and geological sites, especially those related to early humans, are generally less accessible to the public than monumental sites, the deposits which hold the information can be very fragile and are of relatively lower visibility. Their meaning can be difficult to grasp as a result.

The Gorham's Cave Complex is no exception: the sea caves containing the crucial evidence for the Neanderthals' lifestyle and behaviour are filled with fragile sand deposits and require protection to conserve the stratigraphy. Access is very difficult (344 steps and a boulder field to cross) and is not feasible for anyone with limited mobility or health problems. Visits are necessarily very restricted (see section 4.6). However, the WHS stretches from the caves at sea level to the top of the Rock at the apex of the Mediterranean Steps within the Nature Reserve. The upper part of the WHS is therefore relatively accessible, being open at all times when the Upper Rock Nature Reserve is open, and provides opportunities to interpret the Neanderthals' and early modern humans' landscapes and habitats, hunting grounds, vegetation and fauna.

The 2015 Management Plan set out an ambitious strategy to provide a diverse and high-quality experience with a range of options for access and different mechanisms to provide information and interpretation, including remote access via digital media and bringing into play other heritage sites, including Parson's Lodge. One key proposal was a viewing platform at the 2nd Europa Advance Battery to compensate for the necessarily restricted physical access to the sea caves. New museum exhibitions and new signage across Gibraltar were proposed.

The key messages devised in 2014/5 are still pertinent and flow through the various interpretation media:

- (a) why the site is important in global terms – perceptions and values;
- (b) walking with Neanderthals;
- (c) what it tells us about the human past, survival or failure to adapt;
- (d) what it tells us about geological and environmental change, including past climate change;
- (e) how we can learn from these changes;
- (f) the need for conservation of the fragile environment of the site and setting;
- (g) respect for the natural and cultural heritage;
- (h) heritage in community life; and
- (i) what such sites mean in the global context – UNESCO's contribution to and a sustainable and peaceful future through its flagship World Heritage project.

Outreach & Interpretation 2016-2021

The over-arching strategy was over-ambitious for a five-year period, and although much has been achieved, the pandemic and limited resources, human and financial, has meant that other objectives have been adapted or abandoned, and some remain to be completed. Efforts and resources have been focused on the first two policy objectives.

Nevertheless, there has been a successful campaign to raise awareness locally and internationally and to provide quality information through a variety of media on the significance of the Gorham's Cave Complex.

Interpretation Hubs

One of the concerns expressed by ICOMOS at the time of inscription was the coherence of the interpretation strategy given that quite a high number of interpretation points were set out in the Nomination Dossier. This was expressed in one of the recommendations adopted by the WH Committee in the decision to inscribe The Gorham's Cave Complex, that the following should be considered: *"e) revising the integrated visitor strategy in light of changed proposals for visitor management, ensuring coherence in light of the delivery of interpretation in a number of locations"*.

In essence, there are now (apart from the Site itself) two key interpretation hubs which complement each other: The Gibraltar National Museum and the viewing platform at the 1st/2nd Europa Advance Batteries (Figure 4.11). The entrance to the WHS at the south side is shortly to be marked with a stone monument where visitors can stop to take photographs of the Site.

With the opening of the viewing platform Parson's Lodge was no longer required as an interpretation hub, but it continues to be used as a field centre and workshop base for the annual excavations and for educational projects. As from the autumn of 2023, Parson's Lodge will open to the public as the Gibraltar National Museum (Natural History), providing a broad interpretation of Gibraltar's natural history within which past ecology and the Neanderthals will be embedded. Thus, this expansion is in keeping with the first Management Plan proposals. Alternative proposals for the Moorish Castle (ex-prison) to be developed as a field study and research centre to house museum collections, including those from The Gorham's Cave Complex, thus releasing space for expanding displays at the museum, have been replaced by the Parson's Lodge project. The overarching strategy to provide access and interpretation has been actively implemented.

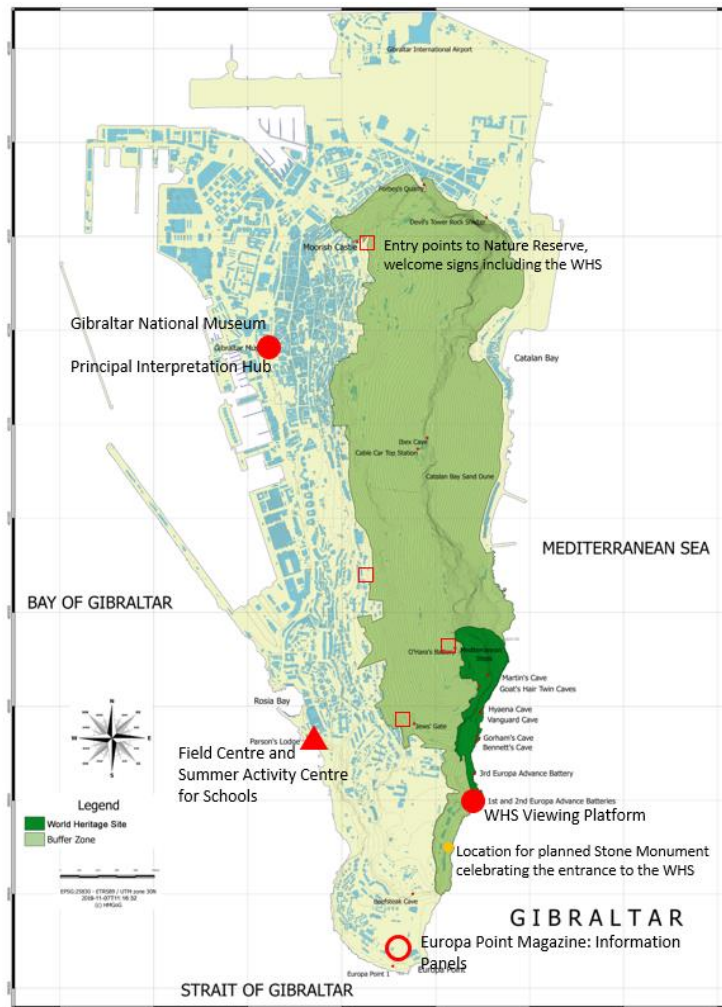


Figure 4.11. Gorham's Cave Complex, interpretation hubs, field centre and entrances to the upper part of the WHS

The Gibraltar National Museum

The Gibraltar National Museum is the principal interpretation hub for the World Heritage Site, as well as being the National Museum for Gibraltar's cultural and natural heritage with a variety of static and temporary exhibition spaces, with short films on a range of topics. With the development of Parson's Lodge, the museum at Bomb House Lane will focus on history and cultural heritage and will retain the Neanderthal displays. The museum is the Managing Authority for the World Heritage Site (as delegated by HMGoG formally in the 2019 Regulations) and houses the World Heritage Office and staff.

The Museum Neanderthal-related displays were enhanced in 2016 and 2017. Exhibits from the excavations are on display, along with the popular forensic reconstructions of *Nana* and *Flint* (Figure 4.12). A new gallery, dedicated to the Pillars of Heracles, and incorporating artefacts from Gorham's Cave and other Gibraltar sites, was opened in 2022.



Figure 4.12. The forensically-accurate reconstructions made by Kennis & Kennis from the two Neanderthal skulls discovered in Gibraltar

World Heritage Site-specific exhibitions and interpretation include:

- ‘*Nana and Flint*’ – forensically-accurate models of the first two Neanderthal skulls from Gibraltar in a dark room, simulating the cave environment
- A dedicated room with
 - a cast of the Neanderthal engraving and a video on the engraving
 - A ‘behind-the-scenes’ film showing how *Nana and Flint* were made
 - A case with sub-fossil animal bones from the caves’ excavations; Neanderthal and Modern human stone tools.
- A room looking at ‘exploration and collecting’, including human evolution (skulls), a video on scientific research in Gibraltar (including the caves’ excavations), mummies etc. This room also has a video explaining about the history of the museum building from the 14th century baths onwards.
- An education room (‘Digging Deeper’) in the form of a cave, where local schools have workshops on the Neanderthals, contemporary animals and other topics, mainly related to the National Curriculum.
- The new Pillars of Heracles Gallery

The Gibraltar National Museum won the Festival Award at the Twickenham Alive Film Festival 2016 with the short film showcasing the Gorham’s Cave Complex UNESCO WHS. The Film Festival provided an excellent opportunity to showcase the stunning cultural and natural heritage of Gibraltar to a wider audience. This added to the numerous documentaries, produced both locally and internationally, of natural heritage in Gibraltar, particularly on Neanderthals, via the museum.

The museum also provides guided tours of the displays for visitors, including school students, from Gibraltar and Spain, and occasionally from the UK and elsewhere, including:

The Viewing Platform

The Viewing Platform is the second key interpretation hub and was opened in December 2017 by the Minister for Heritage, Professor John Cortes MBE. The platform is open Mondays to Fridays, between 10:00 and 14:00hrs. There is a member of reception staff and usually one staff member to give guided tours and talks about the WHS. A series of information panels around the viewing platform

cover not only the WHS, but also the Strait of Gibraltar, the Pillars of Hercules and natural history and geology.

A special statue of a Mediterranean Monk Seal mother and pup sits at the north end of the viewing platform. The location was specially selected as it overlooks the WHS, a site known to have been occupied historically by this now-rare and endangered marine mammal. The statue, sculpted by the Tarquinian artist, Guilio Cosini Bagada and sponsored by Count Louis Vitetti Martini, was unveiled in September 2017 by the Minister for Heritage, as part of an awareness campaign which is being promoted by the Italian Gruppo Foca Monaca-Onlus. The group was initiated following the international alarm for the risk of extinction of the Mediterranean Monk Seal. This is the only seal species that lives in the Mediterranean and it is classified as the most threatened mammal in Europe and one of the rarest in the world. From about 300 individuals left in the 1970's, the number is now believed to reach about 700 individuals.

The Viewing Platform is also used as a monitoring point for bird migrations and bat surveys.

Europa Point

Europa Point is one of the most-visited places in Gibraltar and is a routine stop for the buses and taxis taking visitors from cruise liners and coach tours from Spain. A 19th-century ammunition magazine at Europa Point has been utilised as an outdoor information centre on local cultural and natural heritage. Six of the eleven information panels feature the WHS and information on opening times and how to reach the viewing platform are also included (Figure 4.13).



Figure 4.13. One of the information panels at Europa Point

Entry Points to the Upper Rock Nature Reserve

Although not strictly interpretation hubs, each entry point to the Upper Rock (Figure 4.14) now has reference to The Gorham's Cave Complex and uses the UNESCO World Heritage Logo.



Figure 4.14. One of the entry signs to the Upper Rock installed in 2020, featuring the various heritage attractions including the Gorham's Cave Complex

Interpretation along Mediterranean Steps

At present there is no information on The Gorham's Cave Complex in the Upper Rock area of the Nature Reserve in the upper part of the WHS, which includes Mediterranean Steps, a route very well-used by residents and by visitors. There are plans to install 12 signs between Jews' Gate (M1) and the top of the Steps by O'Hara's Battery (M12), (See Chapter 5).

Local and international Lectures, Conferences and Briefings

Work on The Gorham's Cave Complex has been made publicly available through lectures, conferences and publications for the last 35 years. This continued with the annual international Calpe Conferences (Table 4.2), which attract international participants with increasingly diverse specialisms resulting in higher attendance at the conferences. Research at The Gorham's Cave Complex has made exceptional contributions to our understanding of the Neanderthals' lifestyle, behaviour.

Table 4.2: Calpe Conferences since 2014

2022	Palearctic-African Bird Migration
2021	Iberian Neanderthals
2020	Natural History of Gibraltar: Past, Present Future
2019	Archaeological and Heritage Research in Gibraltar: the past thirty years
2018	NEANDERTHAL: The Conference
2017	The Re-wilding Conference
2016	Past Worlds: Neanderthal and Modern Human response to climate and environment change
2015	Redefining the Neanderthals
2014	In the footsteps of the ancestors: a universal heritage of everyone

Lectures in the museum series continue annually and maintain a focus on World Heritage and related matters including climate change as well as keeping the local community abreast of new discoveries and new interpretations. One new feature introduced in 2016 was the introduction of a Christmas Lecture, normally featuring a World Heritage or other expert guest speaker.

Museum and WHO staff have given presentations on the WHS in a number of countries to a diverse range of institutions including universities, museums and centres for human evolution studies, professional conferences and the general public. The subjects have included not only the discoveries and significance of The Gorham's Cave Complex, but also the crucial partnership approach which has been implemented to explore the site. To date around 60 institutions have participated, including the regular excavation partners, Liverpool John Moores University (UK) and the University of Leiden (Netherlands).

The WHO has provided briefings and presentations to government departments including Planning, Building Control, Technical Services and the Gibraltar Tourist Board (GTB) staff (Figure 4.15). Short presentations and briefings for all new GTB guides on exam days are now a regular occurrence, and the new and existing guides are issued with a short briefing note/aide memoir of key facts on the property, its values and on UNESCO and its aspirations. GTB Staff were given presentations in their offices and on the Viewing Platform at Europa Advance Road. The WHO has also provided briefings for staff from private tour companies.

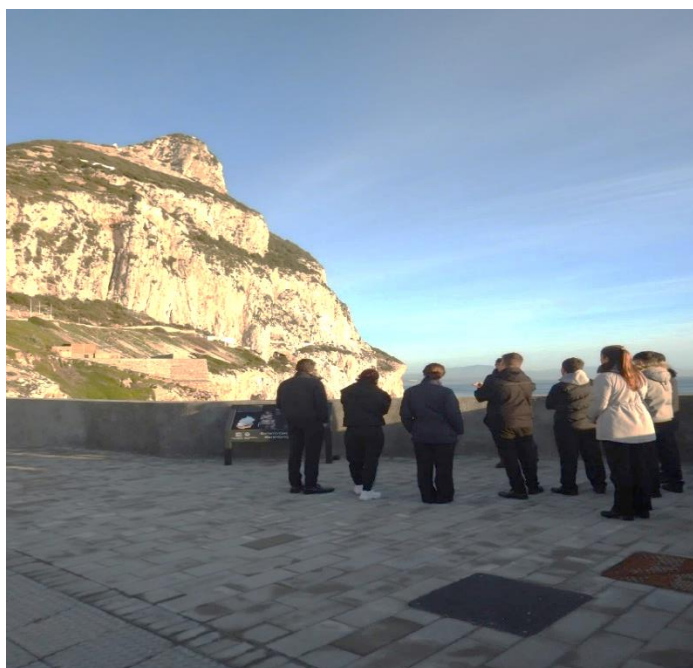


Figure 4.15. Gibraltar Tourist Board Staff at the WHS Viewing Platform, January 2018

[The Gorham's Cave Complex Website and Social Media](#)

The Gibraltar National Museum website has included pages on the Gorham's Cave Complex since 2014. In 2021 a website dedicated to The Gorham's Cave Complex Site was launched.

Twitter pages have over 3,000 followers for the Gorham's Cave Complex and around 3,000 for the museum page (2022 figures). The museum also has an Instagram page (1,800 followers), a Facebook page (over 6,000 followers) and is on a YouTube channel (nearly 4,000 subscribers). The Gorham's Cave Complex Facebook page has nearly 17,000 followers.

Media coverage

Local and international interest and coverage continues to be extensive. On average there have been at least ten press releases per year, and the work of the museum and The Gorham's Cave Complex Team has featured roughly every two weeks in the local press. One example was a new outlet in 2017, the New York Times Magazine online, which published a long article on the Neanderthals in January, featuring The Gorham's Cave Complex and Gibraltar. The writer, Jon Mooallem, tracks the history of the Neanderthals and how our perception of them has changed since the early discoveries of the 19th Century (which included the first Gibraltar Skull in 1848). The writer explains his impromptu visit to Gibraltar in June 2016 when he heard that an excavation was in progress at Gorham's Cave. His description includes a snapshot of Gibraltar at the time of the Brexit Referendum and the writer immerses himself in Gorham's and Vanguard Caves where he is taken back to a remote time.

The article was part description and part reflection of humanity, parallel humanities and the fate of peoples' past, with a strong connection to the world today. The author describes a visit to the Gibraltar Museum to see the then recently-inaugurated *Nana* and *Flint* and then went on to interview the artists – Kennis and Kennis – in their home in the Netherlands. Overall, the article gives an up-to-date perspective of our current views of the Neanderthals and places Gibraltar at the centre of the work which is changing the old views.

International interest in the discovery of the new chamber at the back of Vanguard Cave was particularly strong. It produced 110 articles and features in the international press in 30 different countries, including India and China, the USA and Canada, South America and Europe, in September and October 2021.

Over 14 documentaries about the WHS have been produced since 2015, both by local and by international teams including the BBC, BBC Earth, Channel 4, NHK Japan and Curiosity Stream. More are in hand, with three international television crews having covered the 2023 excavations and others expected before the end of the excavation season.

2018 saw work on the Gorham's Cave Complex receive prime-time coverage in a BBC Two documentary series entitled "Neanderthals: Meet Your Ancestors", which featured Archaeologist Ella Al-Shamahi and actor Andy Serkis (best known as Gollum in the 'Lord of the Rings' films; Figure 4.16). Serkis is also renowned for his highly-accurate film visualisations. The first ever scientifically-accurate 3D working avatar of a real Neanderthal was created for the series in which The Gorham's Cave Complex took central stage as a key site which has revolutionised our understanding of Neanderthal behaviour.





Figure 4.16. Filming for the BBC2 documentary ' Neanderthals: Meet your Ancestors, with Andy Serkis and Ella Al-Shamahi. On the right is the face of the Neanderthal Avatar

Summary of overall performance against Policy Objective 3

Promoting awareness and understanding of the Site's OUV by providing outreach and access opportunities and high-quality interpretation on the values of the WHS has met with variable success. Some aspects have been excellent – lectures, conferences, press and media coverage and documentaries, complemented by academic articles and books - but there is clear room for expansion. It will be important during the lifetime of the second draft of the Management Plan, to provide on-site interpretation in the upper and more accessible part of the WHS – signage along the Mediterranean Steps, and more directional signage for visitors across Gibraltar. It will also be important to continue to raise awareness with all stakeholders as people change or take up new posts. For example, changes at the MOD or the Defence Infrastructure Organisation, or the Tourist Board may well impact on the management of the WHS. Equally it will be important to retain a high local and international profile through media, the website and participation in events when opportunities arise. It would also be useful to obtain more information on resident and visitors' views on the WHS to inform decisions on awareness strategies.

4.6 Policy Objective 4: to welcome local residents and visitors to the site at levels which it can sustain (PI 20 to 26)

Introduction

Providing physical access to the whole of Gorham's Cave Complex WHS is not straightforward. The Site is basically split into two parts, both of which can be challenging and difficult for people, particularly for the less mobile or for anyone with a tendency to vertigo. Its sheer verticality has protected the site but also hampers access.

The upper area of the WHS, including the Mediterranean Steps (Figure 4.17), is open to residents and tourists all year round as part of the Upper Rock experience; there is a charge for tourists. The Mediterranean Steps are accessed from the west side at Jews' Gate, where visits are on foot, either completely or via the cable car to the top of the Rock and to O'Hara's Battery where the

Mediterranean Steps reach the apex of the Rock. The Steps are relatively well-used by those who are reasonably fit and mobile. The topography is challenging, but the upper part is relatively robust and can withstand significant numbers of visitors. There are safety issues, including periodic rock falls and unfenced drops over cliffs, and occasionally the path is closed following bad weather, but the area is generally safe if care is taken. To date there have been no reportable accidents or incidents, and the impact of visitors is monitored by the WHO (see section 4.2 above).



Figure 4.17. Aerial view from the east in 2017 showing the verticality of the WHS and the two parts – open access along the Mediterranean Steps and restricted access through the MOD property and down the steep access steps to sea level (courtesy of the Royal Navy, 2017)

The lower part of the WHS is accessed through MOD property from Europa Advance Road, and there are formal restrictions on the numbers of people who may be in the lower WHS at any one time for safety reasons. The limit is 20 people. Unrestricted, unlimited access is not possible. In addition, reaching the caves at sea level, 60m below the road, means descending (and ascending) 344 steps and crossing boulder fields or climbing the sand dunes inside the caves. There are safety issues arising from the access, and from periodic rock falls and severe weather events – easterly storms. Safety protocols are in place which restrict all access immediately after (and during) bad weather, but also restrict access to those who can demonstrate their fitness and good health. This is to ensure not only the safety of individuals with issues, but also not to put other visitors or staff at risk.

The other concern when providing access or facilitating visits to the sea caves is the fragility of the deposits which contain the evidence for the Neanderthals and their environments. The deposits are sand, blown in during easterly gales, and these contain or seal evidence of activity. Measures are in place to protect the sand layers and their contents, which are one of the key attributes which carry the Site's OUV, including access platforms and protective matting. But sheer numbers of people treading on these will potentially damage the exceptionally fragile stratigraphy.

As a result of these complex access issues, the sea caves can only be visited by prior arrangement and in limited numbers to specific areas. A policy for visits put in place in 2016 defined four zones (Figure 4.18): Zone A no visitors; Zone B restricted to 50 visitors a year; Zone C 120 visitors a year and

Zone D – the standard tour – unlimited. The standard tour is to the Gorham's Cave entrance but not inside the cave. These figures do not include the archaeological and scientific teams, or media.

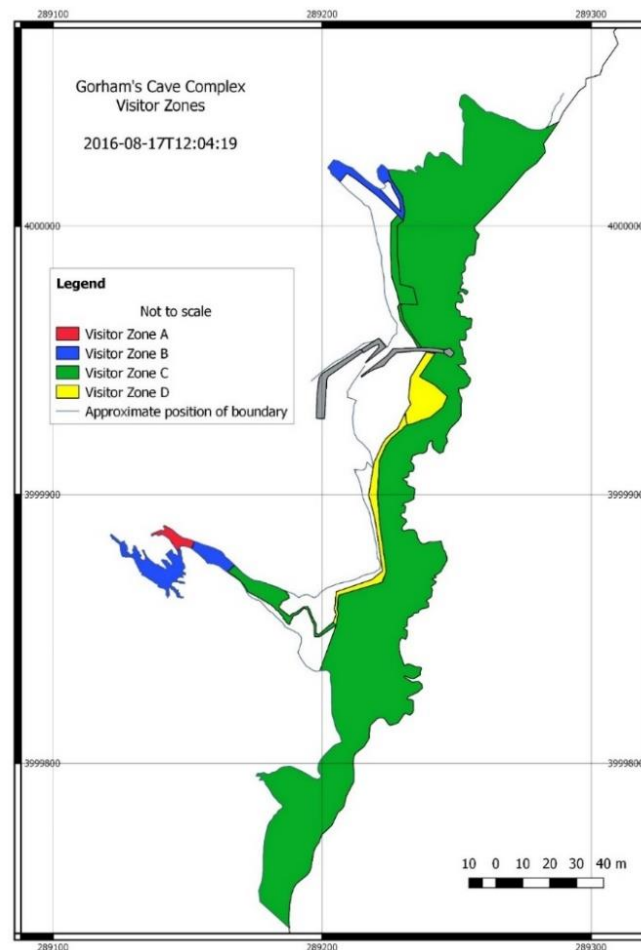


Figure 4.18. Visitor Zones for the sea caves (Gorham's and Vanguard Caves).

The Museum organises guided tours to the sea caves between July and October each year, when the weather is usually good. There is normally a maximum of six people per tour with one guide, and safety precautions are taken. These include a written declaration (to be completed on application for a visit) by anyone requesting a visit that they are in reasonable health and are mobile enough to cope with the terrain; safety briefings held at the gathering point on the Viewing Platform; and PPE –hard hats or caving helmets to provide protection from rock falls. Two tours a week are usually planned, but are weather-dependent and resource-dependent. There is usually a waiting list. Details of how to request a tour are on the website (<https://www.gorhamscave.gi/visit-us>) and are available from the museum reception.

Number of Visits to the WHS

The WHO maintains a record of numbers of visitors to the sea caves and to the viewing platform, and museum visitor statistics are also available.

Between 2016 and 2021 the sea caves' standard tour was joined by 606 people (average per year 87); mainly local residents, but also including tourists with long-planned visits. A further 3,278 people visited the viewing platform after it opened in December 2017 (average 546 per year). Non-residents

pay an entry fee for the museum and viewing platform; there is no charge for residents. A fee is also charged for guided visits to the sea caves.

At least 37 countries are currently represented in the viewing platform visitor statistics: England, Scotland, Wales, Austria, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Latvia, Netherlands, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland, Ukraine, Morocco, Canada, USA, Uruguay, Brazil, Dubai, Hong Kong, Singapore, China, India, Japan, New Zealand and Australia. The overwhelming majority of visitors were from England and the rest of Great Britain and the Crown Dependencies, followed by European tourists (Table 4.3).

Table 4.3: Nationalities visiting the WHS Viewing Platform

Country	Number*	% of total Visitors
England	768	65.6
Great Britain and Crown Dependencies (Excluding England)	54	4.6
Great Britain and Crown Dependencies (Excluding England)	822	70.3
Europe (excluding Spain)	131	11.2
Europe (including Spain)	218	18.6
Spain	87	7.4
America	42	3.6
Canada	32	2.7
Asia	25	2.1
Australia/NZ	24	2
S America	3	0.3
Middle East	2	0.2
Morocco	2	0.2

*Sample 1,170 visitors

Boat Trips

Perhaps the best way to view the entire WHS is from the sea. Boat trips to view the WHS are a regular weekly feature of Dolphin Adventure tours and can be booked for specific visits or events. WHO staff occasionally provide specialist talks on board; in addition, there is a recorded commentary by the WHS Director.

Summary of overall performance against Policy Objective 4

Slightly under ninety people were taken on guided tours to the sea caves on average each year during the four months in which tours can normally operate safely, keeping within the established quota of 120. There have been some 546 visitors to the viewing platform annually (open all year round for 20 hours per week). There are no available statistics for visitors (resident or tourists) to the Mediterranean Steps or for boat trips.

The numbers visiting the sea caves on the standard tour are principally a reflection of the resources available to the museum in terms of suitable staff to lead the visits safely, combined with restrictions placed on numbers and the number of applications to visit. The carrying capacity of that part of the

WHS (i.e. outside the caves) is much greater, though would require a more in-depth study to define accurately.

The tours have received very positive feedback on the quality, knowledge and enthusiasm of the guides. Similarly, there has been very good feedback on the talks given by staff at the viewing platform. The visitors book held at the UNESCO World Heritage Site viewing platform has been reviewed and the comments have been categorised below.

The visitors' book was first made available in 2018 and is still in use. All visitors' reviews/comments were resoundingly positive in relation to the site itself, its importance, the guides and staff in general, the tour/talk and its contents, as well as the guides' knowledge and enthusiasm.

There was a total of 542 reviews from 2018 to 2022. Most reviews were positive (531/542 – 97.8%). A small proportion of these added negative comment or suggestion (11/542 – 2%) (Table 4.4). It should be noted that all 542 gave positive comments but only those providing exclusively positive comments were scored as positive. These comments included road access being too dangerous for pedestrians, too hot/no shade in summer, no chairs, the need for a bus to include the viewing platform in its route (Table 4.5). These comments are being taken on board and changes, as far as possible, are being made. For example, the presentations are being organised to be given within the viewing platform building (in the shade) and seating is being provided. The question of pedestrian access is being discussed with the Ministry. The Gibraltar National Museum responses for the same period are also included in Table 4.4, for comparison. The two sets of responses are very similar.

Table 4.4. Summary of responses by year. VP = Viewing Platform; GNM = Gibraltar National Museum

Year	VP Total Reviews	VP Positive	VP Negative	VP Neutral	GNM Total Reviews	GNM Positive	GNM Negative	GNM Neutral
2018	188	183 (97.3%)	5 (2.7%)	0	498	486 (97.6%)	6 (1.2%)	6 (1.2%)
2019	222	220 (99.1%)	2 (0.9%)	0	334	327 (97.9%)	4 (1.2%)	3 (0.9%)
2020	60	59 (98.3%)	0	1 (1.7%) (query)	71	70 (98.6%)	1 (1.4%)	0
2021	56	53 (94.6%)	3 (5.4%)	0	30	28 (93.3%)	2 (6.7%)	0
2022	16	16 (100%)	0	0	242	228 (94.2%)	0	14 (5.8%)
Total	542	531 (97.8%)	10 (1.9%)	1 (0.2%)	1175	1139 (96.9%)	13 (1.1%)	23 (2%)

The most frequently used descriptors were: Interesting (131/544) – 24%; Informative (91/544) – 17%; Fascinating (79/544) – 15%; Great (63/544) – 12%

Table 4.5. Categorisation of responses for the viewing platform

Remarks including	Total reviews	Total reviews included	%
Great/wonderful/enjoyed/enjoyable/fabulous/fascinating/stunning/superb/awesome/amazing/outstanding/fantastic/excellent/exciting/extraordinary/ brilliant/impressive/cool	412	544	75.7
Views/wildlife e.g. whale/breath-taking	21	544	3.9
Positive comments about the guide/staff/reception	49	544	9
Positive comments about the delivery/guide expertise e.g. passionate/knowledgeable/enthusiastic	167	544	30.6
Positive comments about the presentation content e.g. interesting/in depth/ detailed	314	544	57.7
Thank you/Well done	165	544	30.3
Worthwhile/worth every penny/Best/A+++/5*/10/10	26	544	4.8
Recommend or will return	7	544	1.3
Negative comments or recommendations e.g. improve road access safety/seating/provide shade	10	544	1.8

Criticism that the WHS is not well-enough visited is perhaps rather unfair, given that the upper part is always open and the lower part – the sea caves – is not suitable for mass tourism for several reasons, not least the fragility of the attributes of OUV and the difficulty of physical access and safety.

Overall performance is certainly adequate, and copes with current demand. Perhaps more effort is required in making people aware that the sea caves are not suitable for large numbers of visitors, and that in world heritage conservation terms that is perfectly acceptable.

4.7 Policy Objective 5: to provide a high-quality range of educational information and services about the site (PI 27-8)

Summary

Conferences, lectures and academic articles and the dedicated website are an important educational resource and a major contributor to this policy objective.

There is a range of educational resources and activities available, run from the Gibraltar National Museum. These include teachers' packs, the dedicated website, an education officer and assistants, activities on site, in the museum, in schools, etc. Activities are guided by input from teaching staff on the suitability to key stage curricula.

The main delivery mechanism specific to educational services is through school visits to the museum or by museum staff going into schools. The Primary Schools' curriculum includes a module on prehistory that can be adapted to local circumstances and includes Gibraltar in the time of the Neanderthals. When schools visit, museum education staff use the exhibits, forensic reconstructions

and real artefacts and fossils from Gorham's Cave to talk about a range of topics including the Neanderthals in Gibraltar, subsistence and environments, and human evolution. Hands-on workshops in the dedicated '*Digging Deeper*' Education Room (a cave mock-up) include games for the children to learn about stratigraphy, and detective work where the children have to decide which fossils belong to what animals or the 'dustbin game' – what rubbish can tell us about the occupants of a particular area or cave. Handling the material always goes down well, and the various animal and bird models form a good basis for learning. The contents of these visits and workshops are very flexible and are adapted for different age groups and abilities. Information is available on the website <http://www.gibmuseum.gi/our-work/education-outreach>. There are normally about 40 visits from local schools each year. The museum also regularly receives school-parties from Gibraltar and Spain, occasionally from other countries including France and the United Kingdom, for general pre-booked guided tours, which also cover the WHS and early prehistory.

Museum staff also go into schools to give presentations on a variety of topics, which has included human evolution to GCSE and A-Level students. WHO staff have also given presentations on the WHS to tourism students at the Gibraltar College.

In conjunction with the Gibraltar Sports and Leisure Authority's Summer Sports and Leisure Programme, the Gibraltar National Museum provides workshops at Parson's Lodge on Archaeology Excavation (Figure 4.19), Ceramics and Prehistoric Art, Neanderthal subsistence, and other topics. The new Natural History Museum will offer scope for expansion, particularly in the diversity of topics to cover. Museum staff also give guided tours of local sites under the '*Walks Through History*' programme including the City Walls, the Moorish Tour, the Great Siege Tunnels, Parson's Lodge, the 100-ton Gun and Rosia Bay, the WWII Tunnels, and a boat tour of the Gorham's Cave Complex and cetacean watching, in association with Dolphin Adventure. About 120 children regularly participated in the Parson's Lodge Workshops along with many parents and grandparents.



Figure 4.19. Participating in the Archaeology Excavation workshop at Parson's Lodge

Summary of overall performance against Policy Objective 5

As discussed in earlier sections, education through lectures, conferences and academic publications is clearly well covered. The provision of educational resources and activities to schools has continued in a modest but regular way and responds to the current needs and requests from local schools, so the policy objective is being met. It is, however, desirable to review how to enhance and update these schools' resources and activities during the currency of the new Management Plan. The new natural history museum at Parson's Lodge will offer further scope for development.

4.8 Policy Objective 6: to ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar (PI 29 to 33)

The indicators for this policy objective largely relate to the economic and social impact of World Heritage status and are subject to a review after five years (Management Plan 2015, p. 101), though annual figures for visitor spending, jobs generated and travel to the WHS, and environmental policy were to be reported annually. The impacts of restrictions in 2020 and 2021 have had an obvious effect on this policy objective, and there is a lack of suitable data – it would be very challenging, if not impossible with current monitoring - to separate out data specific to WHS inscription.

In reality this objective has not been met, partly because of limited internal resources and largely because information is not available generally in the correct format. However, with the publication of a draft vision and principles for the conservation and management of the whole of Gibraltar's heritage for greater public benefit, there will be opportunities to make better progress towards this objective. The WHO will consider whether a time-limited, specialist working group should be set up to consider the issue.

4.9 Policy Objective 7: to promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty (PI 34 to 36)

Promotion of UNESCO's aims and aspirations (Figure 4.20) has been relatively low key since Gorham's Cave Complex was inscribed on the WH List in 2016, the focus has been more inward-looking to ensure the conservation and security of the site and its OUV and to raise awareness as a first stage priority.

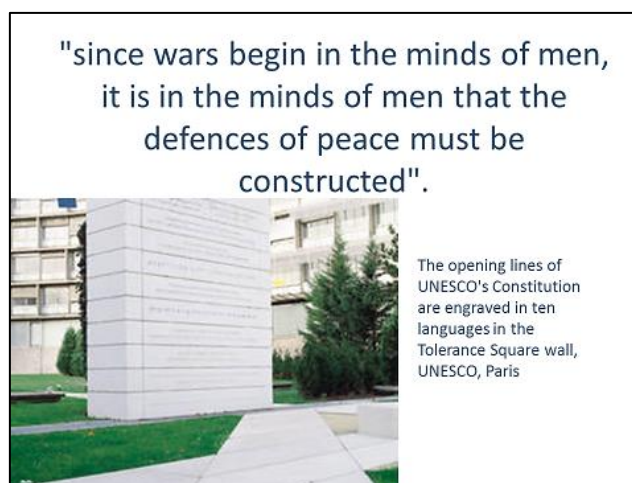


Figure 4.20. UNESCO's Constitution and Aspirations

However, UNESCO's work has been promoted through lectures and talks: through the regular training sessions for Gibraltar's licensed guides and government departments, talks by guides at the viewing platform and on guided visits, and by lectures to the local community. For example, the 2017 Museum Lecture Series included a 'Journey through World Heritage' which looked at the origins and aims of UNESCO and the World Heritage Convention, the huge range of natural and cultural sites and the range of management challenges facing world heritage sites, to set The Gorham's Cave Complex in its global context.

The United Nations Conference on Trade and Development (UNCTAD) Centre of Excellence (CoE) was established at the University of Gibraltar in late 2016, following the signing of a Memorandum of Understanding between HM Customs Gibraltar and UNCTAD. UNCTAD is the focal point within the United Nations for the integrated treatment of trade and development, and interrelated issues including sustainable development and the prevention of illicit trade. Trade in illicit objects plus CITES trade is worth more than the international drugs trade – more than \$46 billion. There are also strong security implications in terms of looting of sites and illicit trade funding terrorism. WHO staff have attended meetings and promoted the WHS and UNESCO's work in this context, but since the various COVID-19 lockdowns, this has not yet been actively pursued.

On the recommendation of the IRCC, the WHO is exploring the development of a support network for human evolution World Heritage Sites to help enrich scientific work in developing countries. The Gorham's Cave Complex Team has substantial experience in partnership working and developing networks and it was agreed with the IRCC that the WHO should develop a scoping document and roadmap for such a network. This has been delayed by lack of staff availability due to illness and by the impact of COVID-19 restrictions. The idea is for the site to "export" its successful research and management project to other sites across the world, particularly World Heritage Sites.

Overall performance against this policy objective has been low key, mainly achieved through talks, briefings locally and lectures locally, and activities on World Heritage Day. But partnership-working has been a highlight of the research strategy for The Gorham's Cave Complex since the beginning of its exploration. This policy objective needs to be a higher priority in the next period, and this has been reflected in the proposed action plan.

4.10 Policy Objective 8: to be an exemplary model for World Heritage Site Management (PI 37 to 43)

Funding, Governance and Management

HM Government of Gibraltar has continued to fund recurrent and capital expenditure for the management and conservation of the WHS, including research.

In 2019 the enactment of the Gorham's Cave Complex regulations confirmed Government's ownership of the WHS, and the Minister for Heritage formally appointed the Gibraltar National Museum (GNM) as the competent authority to manage the WHS. The Minister for Heritage oversees the competent authority; the WHS Director is the Curator of the GNM.

Under these Regulations, the competent authority is responsible for the promotion, development, periodic review and implementation of a Management Plan for The Gorham's Cave Complex; and is required to consult the World Heritage Advisory Forum and International Research and Conservation Committee. Implementation of the Management Plan is carried out by the staff working in the WH

Office within the museum, and by the various partners in the long-standing research and management programmes.

The Minister has formally appointed the World Heritage Advisory Forum (WHAF) and the International Research and Conservation Committee (IRCC) to assist him in the management of the WHS. The WHAF is a strategic advisory body, providing advice to the GNM and WHO, and monitoring WHO activities, to ensure the safeguarding of the WHS's Outstanding Universal Value (OUV). The WHAF replaced the Nomination Steering Group in 2016 and is now chaired by the Minister for Heritage. Members represent relevant Gibraltar and UK government departments and agencies, and Gibraltar civil society through non-Governmental organisations (NGOs).

The IRCC is also an advisory and monitoring body, comprised of international academic and management experts and members of the GNM WHO. The IRCC's key role is to ensure that the property's OUV, authenticity and integrity are not compromised by research and conservation proposals or actions and to ensure a proper balance is maintained between investigation and conservation of deposits, including to assist in the development of appropriate impact assessment, measurement and monitoring techniques.

In addition, an Executive Management Group (EMG), comprising the WHO and representatives of the main Government Departments, meets periodically to consider cross-department operational matters and resolve any issues. The EMG is chaired by the Director of the Gibraltar National Museum in his capacity as Director of the World Heritage Site.

The Committees' roles are set out in Chapter 5, Table 5.1.

Some fourteen staff work in the WH Office, with five working mainly on WHS matters (FTE 3.5 to 4 posts: archaeologist, guides/viewing platform staff and visit coordinator), and the remainder cross-working and providing substantial support for education and day-to-day operations. The WHS Director (the GNM Curator) and the WHS Co-ordinator (the GNM Managing Director), are the management leads.

The WHO develops and implements the Management Plan and all routine activities, undertakes research and excavations, develops strategies, policies and practice as needed, deals with required UNESCO reporting, etc. The WHO also carries out risk assessments and routine condition monitoring. The WHO reports on its activities to the WHAF.

A pragmatic approach to training has been taken, with staff attending First Aid and Safeguarding courses. The investigations have provided opportunities to contribute to training new generations of archaeologists and palaeontologists. One PhD thesis, using data from Gorham's Cave, has been successfully read and three others are in progress as at 2023.

Partnerships, networking and sharing experience

The Gibraltar National Museum is a corporate member of ICOMOS (International Council on Monuments and Sites), which is the expert body advising UNESCO on cultural heritage matters. It is also a corporate member of World Heritage UK, which is a UK charity aiming to raise the profile of World Heritage as an asset in the UK and elsewhere and to bring together all the agencies and interested parties to better look after the UK's World Heritage Sites for future generations (Figure 4.21).

The WHS Director, Co-ordinator and Staff regularly attend meetings and give presentations to these organisations, including an inaugural presentation on Gorham's Cave Complex, the UK's 30th WHS inscribed on the 30th anniversary of the UK's first tentative list and first WHS.

The Gibraltar National Museum and the Fundación Atapuerca (a non-profit organisation set up to support scientific research and excavations in the Sierra de Atapuerca) signed a Memorandum of Understanding in September 2016 to create a co-operative network of scientific research teams on human evolution associated with UNESCO World Heritage Sites. The site at Atapuerca was inscribed on the World Heritage List in 2000. In addition, both entities have signed a framework agreement which provides for teams from both entities to collaborate with each other, through the exchange of expertise and scientists, which formalises a multidisciplinary partnership which has been working for some years in the Gorham's Cave excavations.



Figure 4.21. Networking - Members of the WHO attended the 2016 World Heritage UK annual conference at Caernarfon to introduce the new World Heritage Site to the UK community

The international inter-disciplinary partnership at Gorham's Cave, started by and driven by the Gibraltar National Museum over the past three decades has continued and expanded. Its role in gaining international recognition of the site's global significance was key and has been the topic of a presentation to the Chartered Institute for Archaeologists Annual Conference in April 2017. Delegates at the session on World Heritage Site Research were both surprised and impressed by the wide-ranging skills and number of participating organisations and countries, and the degree to which knowledge about Neanderthals has been advanced through the partnership working at The Gorham's Cave Complex.

The Gibraltar National Museum has also built strong partnerships with Liverpool John Moores University and the University of Leiden, as well as with the Max Planck Institute in Leipzig and CENIEH in Burgos.

Community involvement is generally through attending organised lectures or visiting the WHS and viewing platform. Some volunteers work on the excavations and help with processing materials and with school activities.

Summary of overall performance against Policy Objective 8

Overall, the performance indicators have been met. HMGoG has demonstrated its commitment in funding and support, and the newly-published vision for Gibraltar's heritage (Safeguarding our Past: Enriching our future) is an excellent opportunity to enhance performance in this and other policy objectives. Weaker areas are in community involvement and training, both of which would benefit from a higher priority as far as resources permit, and both feature strongly in the vision. The chair of the IRCC, a former Deputy Director of the UNESCO World Heritage Centre in Paris, has described the work being done in the caves by the museum team as "exemplary".

CHAPTER 5 LOOKING FORWARD: OBJECTIVES AND STRATEGIES 2023 TO 2028

5.1 Policy Objectives

The 1972 Convention clearly sets out the duties of state parties and managing authorities in understanding and conserving natural and cultural heritage and, crucially, in ensuring that local people and the wider community appreciate and respect heritage:

“Article 4

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage ... situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources...

Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage ..., each State Party to this Convention shall endeavour:

- 1. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;*

Article 27

- 1. The States Parties to this Convention shall endeavour by all appropriate means, and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage...”*

The point of the Management Plan is to help achieve the convention’s broad aims within an agreed framework relevant to local circumstances in as effective and accountable a manner as practicable. No such plan should be rigidly set in stone. Conservation management is about managing change and any plan needs sufficient flexibility to be able to respond to new issues or significant developments. Looking to the future, the plan needs to set out clearly which activities, actions and targets are needed in the short and medium term in order to secure and promote the WHS, set within a long-term strategic view.

In 2014, therefore, a set of policy objectives was defined for the first Management Plan. The review of activities and achievements in Chapter 4 clearly shows, unsurprisingly, that the emphasis over the past six years has been on the first two key objectives of safeguarding the site’s OUV and fostering research to enhance knowledge and understanding. There has been less emphasis on Gibraltar’s wider sustainable objectives and on UNESCO’s aspirations, and on visitor experience. However, overall, the eight policy objectives agreed in 2014 are still pertinent and useful in guiding the approach to managing the Gorham’s Cave Complex WHS. The existing objectives have therefore been retained, but as set out in the Implementation Plan (Chapter 6) more effort than previously will be directed at objectives 4 and 6-8, with strategies and tactics adapted appropriately.

The retained policy objectives are:

- (1) To safeguard the site’s Outstanding Universal Value;

- (2) To foster the gathering and dissemination of scientific information about the site;
- (3) To promote awareness and understanding of the site's Outstanding Universal Value;
- (4) To welcome local people and visitors to the site at levels which it can sustain;
- (5) To provide a high-quality range of educational information and services about the site;
- (6) To ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar;
- (7) To promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty; and
- (8) To be an exemplary model for World Heritage Site Management.

5.2 Monitoring Performance

These objectives flow through the proposed approaches, work plans, monitoring and management systems, and will be reviewed and reported annually. Chapter 6 links the activities of the WH Office to the policy objectives, and to the 2030 UN sustainable development goals (SDG), as well as to UNESCO's Thematic Indicators. Minor adjustments have also been made to the performance indicators defined in 2014, reflecting experience and the perceived usefulness of previous measures. Chapter 7 sets out the performance indicators used to evaluate success.

The responsibility for ensuring the implementation of the policy objectives rests with the Managing Authority – the Gibraltar National Museum - in the person of the World Heritage Site Director, assisted by the World Heritage Office Team and cross-working museum staff.

The World Heritage Project is overseen by a steering body, the World Heritage Advisory Forum (WHAF), chaired by the Minister for Heritage and with representatives of all key departments, the Ministry of Defence, NGOs and the local community. Representatives of the UK Government's Department for Digital, Culture, Media and Sport (DCMS) are also invitees to the Forum, as the UK is the State Party to UNESCO. In addition to supporting the World Heritage Team and assisting in setting strategic direction, one of the specific functions of the WHAF is to monitor the implementation of the property's Management Plan, in particular to review the defined performance indicators.

Research and Conservation objectives, tactics and results are monitored by the International Research and Conservation Committee (IRCC), an independent body of international experts appointed by the Minister for Heritage.

The terms of reference and membership for the WHAF and the IRCC are set out in Appendices 4 and 5.

5.3 Making the most of opportunities to embed the underpinning aspirations and provide benefits

The key phrase used constantly is Outstanding Universal Value: something of such importance that it transcends boundaries and which has global meaning and significance. The Gorham's Cave Complex WHS is clearly of major significance in understanding the global story of human evolution and adaptation. Gibraltar provides a unique opportunity for people to experience the environments that were present 100,000 years ago and to appreciate the nature, abilities and lifestyle of the Neanderthals.

But OUV only has meaning if it is embedded in the local ecology and is in harmony with local communities (Irina Bokova, Director-General of UNESCO, 2011). It must have perceived and real benefits. It is therefore essential that the project is understood and supported by the Gibraltarian community. Although already a reality, this is an area which has scope for improvement, particularly in terms of sustainable development. The WHS provides a range of opportunities for Gibraltar and the Gibraltarians, and this Management Plan seeks to set down ways of taking some of those opportunities. The focus of activities will include endeavouring to:

- Improve information for all visitors on site.
- Improve education opportunities - greater physical and intellectual access to cultural and natural heritage for community – for all ages and all abilities.
- Strengthen community engagement and pride.
- Build local skills and capacity.
- Raise international profile – remote access - media centre of excellence for heritage studies and practice – capacity building – economic and reputational impacts.
- Contribute to the economy, including job creation

Inscription also brings challenges. Amongst these will be ensuring public benefit from investment in cultural heritage, ensuring a fully integrated sustainable approach to heritage management, planning and tourism, in which cultural heritage is seen as a source of pride and a driver of change rather than a barrier to change. Infrastructure and transport needs, resources and skills availability and not least funding, will be major tests in an increasingly pressured post-COVID and post-Brexit economic environment. None of these are insurmountable. But they will need more and sustained effort and investment to ensure that the benefits are clear to all. Good communication and working in partnership are essential.

5.4 Approaches and strategies

Policy Objective 1: To safeguard the site and its values

Ownership and legal protection

Ownership of the site remains in the hands of HMGoG, with a small section under the ownership of the UK's Ministry of Defence. All the key attributes of OUV are entirely situated within wholly-owned HMGoG (non-leased out) land. Ownership is confirmed in the Gorham's Cave Complex Regulations 2019, S8(1) (LN 2019/150; Appendix 1).

Through the same Gorham's Cave Regulations 2019, HMGoG formally confirmed the appointment of the Gibraltar National Museum as the 'Competent Authority' to manage the WHS. Legal protection has been strengthened through the same legislation, with the boundaries of the WHS defined in its Schedule, and clauses requiring the maintenance of strict quotas for access and the active promotion of research and conservation. Unauthorised access to sensitive caves became an offence under the Regulations, subject to fines and/or imprisonment.

The long tradition of heritage protection in Gibraltar, first formalised in 1930 with the Museum and Antiquities Ordinance, continues with the updating of the 1989 Gibraltar Heritage Trust Act in the new Heritage and Antiquities Act 2018. Nature protection legislation continues as a key protection mechanism and planning and environmental impact assessment legislation was updated in 2018.

Monitoring Planning Applications, Providing Guidance

Although the Gibraltar Development Plan (2009) has yet to be revised (and hence there is no new policy specific to the WHS in it), planning controls and procedures continue to be increasingly strictly enforced by the Development and Planning Commission following the general policy to improve Gibraltar's environment. The museum's World Heritage Office has been a consultee on planning applications since January 2016 and regularly receives requests for comments via the ePlanning portal. The agreed criteria for selection of applications sent for review to the WH Office by the Town Planning Department are:

- all applications within the WHS,
- all applications within the buffer zone, and
- all applications within 100m (horizontal) of the WHS or buffer zone boundaries, except very minor applications (such as internal alterations of small signs).

From February 2018 consultations were expanded to include applications which the Town Planning Department considers may have an impact on other heritage assets.

The protection of cultural heritage assets has been strengthened in the planning process with clear conditions requiring developers to commission appropriate works ahead of or during development. One significant change for the WHS has been the imposition of conditions for heritage impact assessments for any proposals that might affect the Gorham's Cave Complex WHS. The World Heritage Office, in partnership with Town Planning and the Ministry for Heritage, drafted guidance on the WHS specifically and on heritage impact assessments for proposals that might affect the Gorham's Cave Complex. Guidance on the wider cultural heritage and development was also produced and these information sheets are now available to everyone via the Town Planning website (<https://www.gibraltar.gov.gi/town-planning/planning-guidance>).

This system works well and will be kept under review. The WH Office will continue to work with the Ministry for Heritage and the Town Planning Department to ensure that the significance of Gibraltar's cultural heritage, including its World Heritage, is well-understood by all and included in all relevant proposals for change at the planning or due diligence stage. The WH Office will also review the efficacy of the guidance and processes over the next few years and will seek to agree any necessary amendments with partners and stakeholders.

Access, safety and security

The WHS is protected by its relatively isolated location on the east side, and by the restricted access to the lower part and sea caves via a Ministry of Defence facility. The upper part of the WHS lies in the Nature Reserve and access is also limited to a small number of residents after the reserve gates are closed at nightfall.

In addition, visitor numbers to sensitive parts of the site have been restricted since 2016, a requirement reinforced through the new Regulations published in 2019 (Appendix 1). Because of the sensitive nature of the cave deposits, access into Gorham's, Vanguard, Bennett's and Hyaena Caves is strictly controlled and only permitted with a guide approved by the WHS Director. Martin's Cave is protected by a gate on a path leading to the cave.

A series of Visitor Zones, tour arrangements and quota numbers were defined in 2016 and ratified by the WHAF; these will be retained for the period of this plan. Enforcement of access restrictions

to the most sensitive parts of the property will be reviewed annually, or more frequently on an *ad hoc* basis if needed. (Visitor access is further discussed under Objective 4 below.)

Safety is always the priority. The lower part of the WHS experiences rock falls, after bad weather in particular but also from activities on the Upper Rock path. There is a strict access rule that no one can visit the caves within a minimum of 48 hours of bad weather, and up to one week if there has been an extreme weather event.

The security of the fragile deposits in the sea caves is monitored via off-site cameras managed 24/7 by a security company. Any incursions are therefore recorded and are immediately reported to the Royal Gibraltar Police.

The museum will continue to liaise closely with the Department for the Environment, Technical Services, the MOD, AquaGib and other partners over safety. Re-routing of an outfall water pipe from its current position 60m above Gorham's Cave is being explored, and this will improve safety for staff and visitors. It is considered a priority.

The upper part of the WHS is entirely inside the Nature Reserve. The Mediterranean Steps are open to the public and are maintained with interpretation. The Upper Rock is secured at night by locked gates, with access for homeowners on the west side limited to that from the Upper Town. Local traffic, other than authorised vehicles, is not allowed on the roads above St Michael's Cave. Non-Gibraltarian vehicles are not normally allowed in the Nature Reserve/Upper Rock.

Visitor access during daylight hours to the Nature Reserve is by foot, private vehicle, cable-car or taxi/bus tours. The Upper Rock is well visited and there are some issues of littering and graffiti, but little other damage.

In order to provide some compensation for the restricted and difficult access to the sea caves, a viewing platform was opened at Europa Advance Road inside the WHS. This gives visitors an opportunity to see the whole WHS from sea level to the top of the Rock.

The east side Catalan Bay Sand Dune in the buffer zone is very difficult to access, as are the submerged landscape features. Catalogued collections (material finds, environmental data and scientific samples, together with their records) are housed in secure conditions in the Gibraltar National Museum stores.

Managing Risk

A Risk-Preparedness Plan, including a risk register, has been revised and is a separate 'living document'. Assessment of risk is a standard part of any project and monitoring will be continuous through, *inter alia*, the regular condition surveys and routine inspections. Stakeholders and partners will continue to be informed routinely of the current position and advised of any potential issues needing to be address. If required, issues would be referred to the Executive Management Group or the WHAF.

Specific potential risks or new projects which involve change may be assessed using the current guidance on Heritage Impact Assessment for World Heritage Sites developed for The Gorham's Cave Complex (<https://www.gibraltar.gov.gi/town-planning/planning-guidance>).

Policy Objective 2: To foster the gathering and dissemination of scientific information

The Gorham's Cave Complex Research and Conservation Strategy

Research underpins our understanding of the importance of The Gorham's Cave Complex in the human story and is a central tenet of the vision. Archaeological excavations, though naturally destructive by removing sediments, are hugely significant in enhancing and communicating knowledge, and in the management of the site. Non-destructive surveys (for example laser scanning and photography) are also used to assist in interpretation and management.

The excavations are carefully managed and carried out within an agreed research and conservation strategy, approved by an international committee of experts, the International Research & Conservation Committee (IRCC), and submitted to UNESCO (Nomination Dossier Volume 4). Annual excavation plans are developed to guide implementation. The research strategy develops a model for furthering understanding of Neanderthal behaviour and ecology over long timescales in a range of environments. It uses a combination of archaeological evidence and present-day biological proxies to develop quantitative ecological reconstructions to aid understanding of the Neanderthals, their behaviours and their environments. The strategy makes provision for dissemination, educational information and for raising awareness.

The ultimate aim of the research and conservation strategy is to ensure the protection of the site and its OUV while catering for the need to continue the research that is so vital for its understanding and hence its conservation. The use of the latest results from the scientific research at the site, which changes constantly as new discoveries are made, is a key element of the research and conservation strategy. Specific aims or questions may change as new discoveries, such as the new chamber at the back of Vanguard Cave, are made.

Six over-arching research aims which guide the archaeological work were defined in 2015 and remain valid; they are:

- a) Improving our understanding of the stratigraphy and chronology of the sequences at Gorham's and Vanguard Caves
- b) Furthering our knowledge of Neanderthal behavioural ecology over large timescales, using information from terrestrial and sub-marine deposits
- c) Gaining a better understanding of the use of space by Neanderthals within the caves
- d) Assessing the extent and potential of the caves' deposits
- e) Modelling quantitative ecological reconstructions by using present-day biological proxies
- f) Ensuring an effective and integrated archive, available for future researchers and for the management of the project

There is an established operational procedure and annual work plans, linked to the strategy and scientific aims. Crucially, there is a defined and agreed balance between investigation – the amount of material excavated annually – and the conservation of deposits left untouched. Quantifiable indicators have been agreed with the IRCC, in order to ensure the balance is not adversely affected by annual works. These indicators are:

1. Excavations will only be undertaken in Gorham's and Vanguard Caves. All other sites will be kept in reserve and will not be excavated.

2. A target volume of Middle Palaeolithic deposits to be excavated in Gorham's Cave during the period of 35m³ but no more than 48m³ or 0.06% of archaeological levels will be removed from Gorham's Cave during the period of this Management Plan.
3. A target volume of deposits to be excavated in Vanguard Cave of 40m³ but no more than 91m³ or 0.75% of archaeological levels will be removed from Vanguard Cave during the period of this Management Plan.
4. A profile of all stratigraphic levels will be preserved for future reference.
5. At least 50% of each archaeological horizon will be preserved *in situ*.
6. An unprocessed sample of all levels will be retained as part of the archive.
7. Monthly condition survey of caves and deposits will be carried out during the year.
8. Daily photographic record of the caves and deposits during excavations (existing indicator).

From 2015, a small archaeological team has undertaken small-scale excavations year-round, when feasible, though opportunities were limited between 2019 and 2021. The aim of the ongoing work is to permit greater control over excavations and ensure that no excavations are left unfinished (and potentially eroding) until the next field season. Annual investigations will continue, with very specific research questions, to ensure there is no loss of site integrity, and in support of the small-scale year-round project.

Work is supervised by an experienced and highly qualified international team, and specialists visit the site or the collections throughout the year as part of the on-going research. The IRCC meets annually and reviews annual excavation plans from the perspective of conservation and maintenance of site integrity.

Technically, the strategy, aims and excavation plan, cover the five years of the initial research strategy, 2015 to 2020 when review was due, but the plans are still current given the reduced level of fieldwork over the past three years. The 2023-28 research strategy has recently been reviewed and approved by the IRCC (Chapters 6 and 7 respectively).

The main focus of the strategy is on investigations within the principal caves, but it was intended to continue research will continue on two fronts away from the site but with a direct bearing on it: underwater investigations of the submerged landscape which would have been dry land at periods of Neanderthal occupation and ecological reconstructions (an on-going project in Gibraltar and beyond). This has not, however, proved possible with limited resources. At present there are no plans to reinstate the underwater surveys, but this will be kept under review, and new work may be feasible during the period of this plan.

Teaching, training and capacity-building

The museum will continue to work closely with a range of international partners including universities and scientific institutions, and to offer students opportunities to work on the annual excavations. Where appropriate and feasible, the museum will also support placements or internships. The partnerships with the University of Leiden and Liverpool John Moores University will continue to take a prominent place in this aspect of the WHS.

Encouraging post-graduate studies

The project has stimulated several post-graduate studies and the Gibraltar National Museum will continue to promote the site to the academic community and encourage potential Masters and PhD students to take on aspects of the investigations. These will feed back into the understanding, interpretation and presentation of the works. The museum is now an Associate Campus of the

University of Gibraltar. Museum personnel and other experts in Gibraltar also act as mentors and advisers for post-graduate students.

Academic Publication

A key element of the research has, and will continue to be, academic publication as well as more popular publications, public talks and lectures. The Gibraltar National Museum will continue to hold the annual Calpe Conference highlighting the theme of human evolution at least every third year. The knowledge gained will also feed into interpretation strategies for visitors and educational projects.

A major publication summarising the project results so far is planned during the period of this Management Plan.

Utilising the Media – dissemination via documentaries and other vehicles

The Gorham's Cave Complex has been a regular subject of international, high-quality, documentaries and television programmes over the past few years. These have generally been extremely successful and well-received by local and wider audiences, raising the profile of the WHS and Gibraltar and successfully disseminating the latest information and interpretations. The reach of such programmes is extensive and all opportunities will be taken to continue to inform international and local communities of the archaeological discoveries at the Gorham's Cave Complex.

Policy Objective 3: to promote awareness and understanding of the site's Outstanding Universal Value

Information hubs

The Gibraltar National Museum and the viewing platform on Europa Advance Road which opened in 2017 are the key interpretation hubs, with permanent and temporary exhibitions, information panels and videos. The new Natural History Museum at Parson's Lodge will be an important new component. Other sites, with potential for the dissemination of information, will be considered.

Local community involvement and local outreach activities

A number of societies and organisations, including the Gibraltar Heritage Trust, the Gibraltar Ornithological & Natural History Society and the History Society, are active in Gibraltar. There are frequent heritage and nature articles in the press and media and in other publications. There is, in summary, a long history of awareness and active interest in the heritage of the Rock and its environs, going back to explorations of the 18th and 19th centuries. This history is exceptionally well-documented representing a resource unparalleled in many areas.

Gibraltar has a long history of conservation and education. Events and programmes include schools' activities and curricula, talks and lectures, international conferences such as the Calpe Conference, museum and other local exhibitions. The diverse experiences which are available offer opportunities for public engagement with their heritage at a variety of levels, in a variety of places. The museum will continue its well-established annual series of local public lectures

There is a local, human, infrastructure that is the community itself. Local community awareness and support for, and pride in, their natural and cultural heritage is well-embedded in many facets of their lives, including schools' programmes, arts and cultural events and not least tourism. This interest is reflected in, amongst other events, the number of local visitors to the annual Gibraltar National Museum Open Day, with numbers attending representing between 2 and 4% of the population of Gibraltar.

Raising awareness in partner departments, agencies and the business community

The Museum periodically runs short awareness and training courses for staff of the Tourist Board and other government departments who may be called on to work in the WHS or whose work may affect it. The recent Town Planning guides (<https://www.gibraltar.gov.gi/town-planning/planning-guidance>) are available to developers and architects and to the public generally. These guides explain clearly why the WHS is important and how it should be considered in any proposals for change. The guides are also available on the Gorham's Cave Complex and the Ministry for Heritage websites.

Promoting the Site and its OUV to visitors

The large number of licenced guides on the Rock (>440) gives an indication of a strong level of commitment and understanding. The World Heritage Office has provided training lectures with Q & A sessions since 2016 for all guides as part of their learning process, several times a year. The workshops cover the WHS and information on Neanderthals as well as setting the WHS in its UNESCO context and discussing UNESCO's aspirations and aims. This work is carried out in partnership with the Gibraltar Tourist Board which carries responsibility for the licensing of guides, and the WHO will continue to promote such awareness-raising.

Websites and Social Media

The use of digital media has proved very successful in engaging not only the local community, but a wide-ranging international audience. The museum designed and implemented a 'virtual museum' – short illustrated essays on particular topics – during the pandemic lockdowns which proved to be an excellent way of engaging more people with their heritage. The museum's website has been updated and includes a section on the WHS.

In 2021 a new dedicated WHS website was created at <https://www.gorhamscave.gi/>. Information from the archaeological studies and surveys will be made available via the internet on this dedicated website. This information includes digital surveys of caves, and videos which will form the basis of virtual tours.

In addition to the website the museum also has a Facebook Group on Gorham's Cave (<https://www.facebook.com/groups/202777843167670/>). This aims to inform as many people as possible on the values of the Gorham's Cave Complex.

The Media

Gibraltar's WHS has been the frequent subject of documentaries and other television programmes, and all media avenues will continue to be used to promote the site's OUV.

Policy Objective 4: To welcome local people and visitors to the site at levels which it can sustain;

Sustainable Tourism

Gibraltar has a rich heritage and as it has always been a "fortress", there are countless visible vestiges of the different occupations, from the medieval Moorish, through the Spanish and finally to the British. There is a wealth of architectural styles and good vernacular buildings with impressive architectural details, reflecting Gibraltar's history and the diverse origins of its inhabitants.

There are many audiences to cater for in seeking to provide access to Gibraltar's rich prehistoric heritage, cultural and natural assets. The principal ones are:

- Visitors and tourists - visitors to the town only; visitors by car, coach and taxi to the Upper Rock sector of the Gibraltar Nature Reserve and heritage attractions; visitors to the Upper Rock on foot or by cable car/foot; visitors to the Upper Rock Mediterranean Steps and top of the Rock; visitors to Europa Point by car or foot; and visitors taking boat tours.
- Local community - residents within the buffer zone and immediate environs; residents elsewhere on the Rock; businesses; social enterprises; local societies and Government; military staff stationed in Gibraltar.
- Local schools and those further afield - primary schools; secondary schools; and sixth form colleges.
- Academic and professional community - local and international.

Gibraltar has a long history in tourism; it remains a mainstay of the economy. Before 2016 (Brexit), the total annual visitor footfall to Gibraltar often exceeded 11 million, with visitors arriving by sea, by car and coach, or as pedestrians across the land border and by air. A very high proportion of visits (c 86%) were day trips. Numbers of visitors fell in 2016 and 2017 to fewer than 10 million but recovered to exceed 10 million in 2019 (Note that these figures include cross-frontier workers.) The global pandemic of 2020-1, as everywhere, had a major adverse impact on visitor numbers as a result of global lockdowns. Visitor numbers are now increasing again, particularly with the revival of cruise ships and day trips in 2022, but the market is still undergoing change and no market is guaranteed.

The established tourism infrastructure includes an increasingly wide range of accommodation of all types, an increase in hotel rooms (completed and planned) and self-catering options. Dedicated tours by minibus and taxi are now complemented by a greater array of guided walking and cycling tours, with new companies emerging in recent years. Increasingly, tourists are also using the local bus service and 'self-guiding', often using mobile apps and other online resources.

The majority of tourist visits are day trips from southern Spain, which often focus on the town or on the west and top of the Upper Rock Nature Reserve and are largely by coach, tour or taxi, with a significant number of visitors on foot. In addition, it is well-used by local residents as a leisure area particular on weekends and holidays. However, there appears to be an increasing market for short-stay visits (particularly in self-catering apartments), and there have been attempts to broaden the tourist product by promoting local culture and cuisine.

World Heritage Sites are magnets for some elements of the tourist market. The Gorham's Cave Complex WHS adds another dimension to the existing product in Gibraltar, but the challenge is how to promote physical and intellectual access to a WHS where the carrying capacity is very limited.

There is a wealth of information on where and how Middle and Upper Palaeolithic people lived and behaved, of complex social behaviour and abstract thought, of which plants, birds and other animals they were familiar with and often subsisted on, where they acquired materials for tools and what their environment was like. Their landscape around Gibraltar was far greater than today, with a sandy plain extending east of the cliffs where the sea lay. The site is key in the global understanding of the Neanderthals and of the overlap with modern humans, and an understanding of their demise.

Gibraltar is uniquely placed, especially to promote awareness and understanding of our closest extinct human relatives, the Neanderthals, the Rock's earliest inhabitants, and their environments. Not only is there a wealth of data, but some of their landscapes – in the Upper Rock Nature Reserve

and the Great Catalan Bay Sand Dune – are still present. Visitors can walk in the Neanderthals' footsteps and experience the same plants, habitats, topography and shelter.

The two key strands of the World Heritage Convention are conservation and presentation of the property. Any visitor strategy must balance the two strands carefully. In addition, archaeological, palaeontological and geological sites, especially those related to early humans, are generally less accessible and less visible to the public and often more fragile (as the information-bearing deposits in Gorham's and Vanguard Caves) than monumental sites. Their meaning is more difficult to grasp as a result, so promoting reasonable physical access is important, as well as providing intellectual access to the information.

A Visitor Management Plan, drafted in 2015, set out a vision for new, diverse and high-quality experiences for visitors offering a range of new routes and new sites. Physical access to the sea caves was included but cautiously, allowing for the protection of the fragile deposits and the difficulty of access to the lower part of the WHS. The visitor carrying capacity of the lower part of the WHS is low, and access requires substantial staff input to run guided visits. In addition, there have been natural events preventing access, including poor weather and rock falls.

The two main interpretation hubs will continue to be the Gibraltar National Museum and the Viewing Platform. Parson's Lodge will continue as a field centre and to be used for educational workshops and will be expanded as a Natural History Museum. The strategy for physical visitor access to the sea caves will continue for the foreseeable future:

- Zone A (rear of Gorham's Cave) no visitors;
- Zone B (inside the centre Gorham's and Vanguard Caves) restricted to 50 visitors a year;
- Zone C (the outer parts of the Caves and the inter-tidal zone) 120 visitors a year and
- Zone D – the standard tour, steps and path to Gorham's Cave only) – no limit. The standard tour is to the Gorham's Cave entrance but not inside the Cave.

Subject to safety considerations and staff availability, the museum will continue to offer guided tours in the summer months, normally up to twice a week July to October. The size of each party is normally limited to six plus the guide, and no one with health or mobility issues can be taken down, as it would be a risk to those with any such difficulties and the party, given that access is difficult.

The upper part of the WHS is within the Gibraltar Nature Reserve and includes the Mediterranean Steps. The Steps are open during all hours that the reserve is accessible. New signage and information panels will be installed as soon as funding permits.

[The Viewing Platform](#)

In order to provide some compensation for the restricted and difficult access to the sea caves, the viewing platform at Europa Advance Road (Figure 5.1), inside the WHS, gives visitors an opportunity to see the whole WHS from sea level to the top of the Rock. It currently has restricted opening hours (10:00 to 14:00 hrs, Monday to Friday), but the museum will seek to increase access if possible. The policy of opening out of hours for special booked visits will continue.

The viewing platform is an essential tool in making the WHS more accessible to people of all abilities. Physical access to the sea caves is difficult and impossible for the less mobile or those with health issues. The Mediterranean Steps can also be a challenging walk for some visitors and requires a good head for heights. The viewing platform provides a good alternative and can be visited by car, cycle or on foot.

There are plans to improve the safety for pedestrian access along Europa Advance Road with the construction of a proper footpath. The timing of these essential improvements will depend on the availability of funds.



Figure 5.1. The Viewing Platform, Europa Advance Road (arrowed)

Boat Trips

The view of the WHS from the east – from the sea – is the best way to experience and understand the whole WHS, which can be seen in its entire height from sea level to the top of the Rock. In partnership with a local company, Dolphin Adventure, the Gibraltar National Museum has run both specialised boat trips to the WHS and has provided commentators and a taped narrative for the regular dolphin-watching boat trips.

Signage Enhancement

Nature Reserve, Jews' Gate and O'Hara's Battery

New signs, at either end of the Mediterranean Steps, with the official UNESCO standard text describing the WHS's Outstanding Universal Value will need to be placed. These will make clear to visitors to Mediterranean Steps that they are entering the World Heritage Site.

Mediterranean Steps

Plans for enhanced signage and information boards along Mediterranean Steps will be implemented in the period of this plan, once funding is agreed. Current plans are for twelve new information boards (Figure 5.2), consistent with the Department for the Environment's design, from Jews' Gate to the top of the Rock by O'Hara's Battery.



Figure 5.2. Planned locations of the new information boards along the Mediterranean Steps path (north is to the right)

Signs at either end will provide an introduction to the steps, its history, importance, WHS boundaries and key features, map and route with points of interest along it, time, difficulty, and safety considerations. Signs at key viewing points will include a commentary on *Jebel Tariq* and the Pillars of Hercules; information on the Neanderthal landscape, flora and fauna, the Neanderthals' diet, hunting and food processing. Other signs will cover geology, caves and sand dunes, military history and features. Mediterranean Battery is intended as a point where there can be more information on the present-day studies and new information on the Neanderthals' life gained from the excavations and scientific studies.

World Heritage Emblem

It is intended to use the WH Emblem to indicate access points by the viewing platform and on the gate by the northern entrance to Dudley Ward Tunnel. Subject to final agreement, there will also be a sign on the MOD Gate with an information board inside the gate for contractors, MOD staff and visitors. In addition, a monument highlighting the World Heritage Site, will be erected on the approach to the viewing platform along Europa Advance Road.

Europa Point

The 19th-century magazine at Europa Point has permanent information panels on the cultural and natural history of the area and the WHS, and includes directions and information on opening hours. Further forms of promoting the WHS from Europa Point are being explored.

Frontier and Cruise Terminal

Information boards – where the WHS is and how to visit, importance, what there is to see, viewing platform & museum information hubs – will be installed at the Cruise Terminal and Frontier.

Museum Collections

Collections of Middle and Upper Palaeolithic material, including those from the excavations of the caves, can be viewed at the Gibraltar National Museum in town. The exhibitions include films on the WHS, forensic reconstructions and the latest discoveries. All exhibitions are updated with the latest information from time to time.

Training for Gibraltar's Licensed Guides

The Gibraltar National Museum will continue to provide information and training presentations on the WHS to licensed guide candidates and to staff of the Tourist Board, tourism companies and others as requested.

Key Messages

The principal intent of the visitor management and interpretation strategy is to raise awareness and public understanding – education and informing in its widest sense – about the site and its values, and also about UNESCO's role and aspirations. Good quality visitor experience is essential and the strategy aims to provide a high-quality service, accessible to all, through the range of options above.

Key messages in the interpretation strategy cover:

- (a) why the site is important in global terms – perceptions and values;
- (b) walking with Neanderthals;
- (c) what the site tells us about the human past, survival or failure to adapt;
- (d) what the site tells us about geological and environmental change, including past climate change;
- (e) how we can learn from these changes;
- (f) conservation of the fragile environment of the site and setting;
- (g) respect for the natural and cultural heritage;
- (h) heritage in community life; and
- (i) what such sites mean in the global context – UNESCO, contribution to the UN sustainable Development Goals 2030 and to a sustainable and peaceful future.

Policy Objective 5: To provide a high-quality range of educational information and services about the site

Hands-on Activities at the Gibraltar National Museum in Bomb House Lane and Parson's Lodge

It is proposed to continue the Gibraltar National Museum's active hands-on programme on human evolution, including the Neanderthals, for local schools and visiting schools from abroad. This is run in conjunction with the Department of Education. The programme includes books, worksheets and teaching aids, including box toolkits, which are kept in each school and in the museum. The development of experimental archaeology demonstrations at the Parson's Lodge Field Centre is seen as a continuation in the development of this Educational Programme which has been welcomed in the many international fora in which it has been presented.

Museum staff will continue to go into schools to give presentations on a variety of topics including human evolution to GCSE and A-Level students. WHO staff will also provide presentations on the WHS to tourism students at the Gibraltar College.

Parson's Lodge will continue to be used as a centre for summer activities for school children, and it is intended to offer tours and activities to adult learning groups and groups seeking team-building opportunities. There will be a focus on groups who may not normally exploit the services readily available.

Teaching Packs

Services and activities will expand to include education packs for schools on the property and on UNESCO/global citizenship; talks to schools and specific activities related to the property, and to global citizenship, covering the range of archaeological, environmental, geological and landscape elements, and arts-based interpretation including music, dance and drama.

Public Lectures

As part of its activities promoting the Neanderthals and the work inside the property, the Gibraltar National Museum organises an annual public lecture series. This is well-attended reflecting local interest in the subject. In addition, every third year, the annual Calpe Conference develops the human evolution theme. An impressive array of international speakers attends the conference which is open and free to the local community. In this way, they are exposed to the leading researchers in this field, which is unique for a community of its size.

World Heritage Day

World Heritage Day has now become a part of the annual round of international celebrations. In addition, participation in the World Heritage Youth Forum will be encouraged.

Associate Campus of the University of Gibraltar

The museum is an Associate Campus of the University of Gibraltar, linked to its study of the physical and natural sciences and the interaction of these two branches of Natural Science. The focus is primarily, but not exclusively, interdisciplinary with a focus in biology, geology and the environmental sciences. Ecology, evolution, palaeontology, geomorphology, conservation biology, climatology and soil science – all pertinent to the Gorham's Cave Complex – form the core subjects. It is potentially a crucial vehicle in the development and dissemination of high-quality information about the World Heritage Site.

Policy Objective 6: To ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar;

The Gibraltar National Museum will seek to make an active contribution to heritage-led regeneration in Gibraltar through the WHS project, including opportunities for job creation within the heritage sector and in allied sectors including tourism. The WHS Team will continue to support the Tourist Board and Upper Rock Management in supplying accurate and informative material about the cultural and natural heritage. The Team will also seek opportunities to assist in the development of new tourism options linked to the cruise market and package tourists, by providing both information and people to act as informed guides for well-designed niche tours, courses or lectures.

The concept of a broader 'passport' to Gibraltar's cultural and natural heritage will be explored in partnership with the tourist industry to encourage longer stays and return visits. All-inclusive

ticketing packages to various heritage sites, the museum, water-borne interpretation, will be promoted in conjunction with business partners.

There are also potential options for the development, in the longer-term, of the notion of a world location for studies, for example, in human evolution, in historic coastal military and defence systems, in the medieval archaeology of the western Mediterranean and studies in natural and cultural conservation management.

The WHS Team can also contribute to the climate change debate and the adaptation of Gibraltar to a changing world environment.

Policy Objective 7: To promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty;

The World Heritage Convention is not solely about prestige and the identification of places of outstanding universal value. It is a tool which UNESCO uses to achieve its wider aspirations in promoting global sustainable development and reducing poverty, in line also with the UN's sustainable development goals. Promotion of UNESCO's aims and aspirations has been relatively low key since 2016, with UNESCO's work principally promoted through lectures and talks, such as the regular training sessions for Gibraltar's licensed guides and government departments.

The Gibraltar National Museum will seek to develop links with developing countries and offer opportunities for capacity-building and training in cultural and natural heritage management. Specifically, the museum will continue to explore the development of a support network for human evolution world heritage sites to help enrich scientific work in developing countries, as suggested by the International Research and Conservation Committee. The Gorham's Cave Complex Team has substantial experience in partnership working and developing networks.

The museum will also explore options for an integrated heritage management course at the university, in partnership with the Ministry for Heritage and others. The project may also seek to develop activities and courses for rehabilitation and recovery for civilian and military people.

The museum also proposes to work with partners in the United Nations Conference on Trade and Development (UNCTAD) Centre of Excellence (CoE) which was established at the University of Gibraltar in late 2016, following the signing of a Memorandum of Understanding between HM Customs Gibraltar and UNCTAD. UNCTAD is the focal point within the United Nations for the integrated treatment of trade and development, and interrelated issues including sustainable development and the prevention of illicit trade. There are also strong security implications in terms of looting of sites and illicit trade funding terrorism. WHO staff have attended meetings and promoted the WHS and UNESCO's work in this context, but since the various COVID-19 lockdowns, this has not yet been actively pursued.

Policy Objective 8: To be an exemplary model for World Heritage Site Management.

Sound processes and principles underpin good management. Partnership is a fundamental consideration of UNESCO in managing World Heritage Sites. Alongside these is the need for strong, accountable and transparent governance for decision-making, for a secure, long-term resource base and back-office and administrative support. Policies and practice relating to monitoring and evaluation are in place in order to ensure that we can learn from past work and disseminate good practice.

A fit-for-purpose governance system is in place, along with monitoring indicators (Chapter 7) and review processes. The WHS management will ensure that there is accountability and transparency of decision-making affecting the site, and that the work is for the public benefit, through its review meetings and monitoring.

The management team will ensure that the World Heritage team is maintained as the key implementation body for the Management Plan, and, in conjunction with HMGoG will ensure that there are sufficient resources to enable effective delivery of the Management Plan.

Governance

HM Government of the United Kingdom (HMGoUK) is the State Party to the World Heritage Convention. Responsibility for meeting the Convention's obligations rests with the Department for Digital, Culture, Media and Sport (DCMS). However, responsibility for the Gorham's Cave Complex WHS rests with HMGoG. HMGoG has statutory powers to enact legislation and to control all areas, including town planning, which have a potential impact on the protection and management of the site.

The governance structure for Gorham's Cave Complex was established in its current form in 2015, and the structure will continue. Elements were formalised in law with the enactment of the 2019 Gorham's Cave Complex Regulations.

HMGoG has continued to fund recurrent and capital expenditure for the management and conservation of the WHS, including research.

In 2019 the Gorham's Cave Complex Regulations (Appendix 1) confirmed Government's ownership of the WHS, and the Minister for Heritage formally appointed the Gibraltar National Museum (GNM) as the competent authority to manage the WHS. The Minister for Heritage oversees the competent authority; the WHS Director is the Curator of the GNM.

Under these Regulations, the competent authority is responsible for the promotion, development, periodic review and implementation of a management plan for The Gorham's Cave Complex; and is required to consult the World Heritage Advisory Forum and International Research and Conservation Committee. Implementation of the Management Plan is carried out by the staff working in the WH Office (WHO) within the museum, and by the various partners in the long-standing research and management programmes.

The Minister has appointed the World Heritage Advisory Forum (WHAF) and the International Research and Conservation Committee (IRCC) to assist him in the management of the WHS (Table 5.1; terms of reference are in Appendices 4 and 5 respectively). The WHAF is a strategic advisory body, providing advice to the GNM and WHO, and monitoring WHO activities, to ensure the safeguarding of the WHS's Outstanding Universal Value (OUV). The WHAF replaced the Nomination Steering Group in 2016 and is now chaired by the Minister for Heritage. Members represent relevant Gibraltar and UK government departments and agencies, and Gibraltar civil society through non-Governmental organisations (NGOs).

The IRCC is also an advisory and monitoring body, comprised of international academic and management experts and members of the GNM WHO. The IRCC's key role is to ensure that the property's OUV, authenticity and integrity are not compromised by research and conservation proposals or actions and to ensure a proper balance is maintained between investigation and conservation of deposits, including to assist in the development of appropriate impact assessment, measurement and monitoring techniques.

In addition, an Executive Management Group (EMG; Table 5.1; Appendix 6), comprising the WHO and representatives of the main Government Departments, meets periodically to consider cross-department operational matters and resolve any issues. The EMG is chaired by the Director of the Gibraltar National Museum in his capacity as Director World Heritage Site. The committees' roles are set out in Table 5.1 below.

Staffing

The level of staffing will be maintained with some 14 people working on the WHS project, five working mainly on WHS matters (FTE 3.5 posts: archaeologist, guides/viewing platform staff and visit coordinator), and the remainder cross-working and providing support for education and day-to-day operations. The WHS Director (the GNM Director and Curator) and the WHS Co-ordinator (the GNM CEO), are the management leads and their roles remain: the Director is responsible overall for developing policy, strategy and the WHS Management Plan, and for its implementation, for preparing reports to WHAF and HMGoG, for promotion and operation of the site. The WHO will continue to develop and implement the Management Plan and all routine activities, undertake research and excavations with the partners, etc. The WHAF will continue in its oversight role.

Table 5.1: Standing Committees' Terms of Reference

Gorham's Cave Complex Standing Committees' Terms of Reference (agreed in March 2017)		
WHAF	EMG	IRCC
<p>To champion the Gorham's Cave Complex World Heritage Site, and to assist in promoting the property and its values in Gibraltar and further afield</p> <p>To ensure the safeguarding of the World Heritage Site and its Outstanding Universal Value</p> <p>To facilitate the engagement of stakeholders</p> <p>To support the World Heritage Team and the Executive Management Group</p> <p>To assist in setting strategic direction and policy objectives</p> <p>To provide expert policy or technical advice as needed</p> <p>To monitor the implementation of the</p>	<p>To provide expert, technical or policy advice as needed to the World Heritage Site Management Authority Team</p> <p>To be responsible collectively for day-to-day policy and operational matters relating to the World Heritage Site</p> <p>To resolve collectively or individually any issues affecting the World Heritage Site and its effective management within their individual areas of expertise or responsibility</p> <p>To assist in identifying and providing resources to deliver the actions of the Site Management Plan</p> <p>To be responsible individually for the design and successful</p>	<p>To support the research and conservation activities relating to the Gorham's Cave Complex World Heritage Site through the provision of expert advice either collectively or individually</p> <p>To ensure that the property's Outstanding Universal Value, authenticity and integrity are not compromised by research and conservation proposals or actions</p> <p>To ensure a proper balance is maintained between investigation and conservation of deposits, including to assist in the development of appropriate impact assessment, measurement and monitoring techniques</p> <p>To comment on and agree the property's over-arching Research and Conservation Strategy, annual action plans for excavation, investigations, surveys or publications or similar as required</p> <p>To assist in setting the strategic research and conservation direction for the property and hence to assist the development of the Site Management Plan</p>

Gorham's Cave Complex Standing Committees' Terms of Reference (agreed in March 2017)		
WHAF	EMG	IRCC
property's Management Plan, in particular defined performance indicators, through agreed reporting processes	<p>implementation of specific elements or actions of the Management Plan as agreed</p> <p>To monitor the implementation of the Site Management Plan, especially the works plan and performance indicators and to take an overview of progress</p> <p>To assist in promoting the property and its values in Gibraltar and further afield</p>	<p>To assist in identifying resources, methodologies or expertise to deliver the actions of the Research and Conservation Strategy and Management Plan</p> <p>To monitor the implementation of the Research and Conservation Strategy, and the relevant policy objectives and identified performance indicators</p> <p>To be responsible collectively or individually, where beneficial and as agreed, for implementing elements of the Research and Conservation Strategy</p> <p>To assist in promoting the property and its values, and the results of research and conservation initiatives in Gibraltar and further afield</p>

CHAPTER 6 IMPLEMENTATION PLAN 2023-2028

The list of actions and activities set out in Table 6.1 below will form the basis for annual action plans and routine activities.

It is important to keep this Implementation Plan up-to-date and review its effectiveness. It is reasonably comprehensive, but it must inevitably be changed and adapted to prevailing circumstances in a timely manner.

The plan and activities will therefore be reviewed regularly by the WHS Director and Co-ordinator, and by the WHAF and the IRCC to ensure that it is appropriate to ensure the effective management the Gorham's Cave Complex WHS for the wider public benefit.

6.1 Alignment with Policy Objectives and UN Sustainable Development Goals

The eight policy objectives from the 2015 Management Plan have been retained, including the two relevant to the UN SDGs (Policy Objective 6, to ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar; and Policy Objective 7, to promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty).

Alignment with The Gorham's Cave Complex Policy Objectives

Table 6.1 shows the alignment of one-off and routine activities with the policy objectives. Both sets of activities focus primarily of safeguarding the WHS's OUV and both place an emphasis on sustainable development. The one-off actions also look to improving awareness of the site and its OUV and to raising awareness of UNESCO and its aspirations; the latter an area which has not been addressed substantively before. Routine activities are largely focused on research, promoting awareness of the WHS and on enhancing visitor experience and visitor management.

Table 6.1: Alignment of activities and Policy Objectives

One-off Actions 2023-28 Policy Objective (Strongest at the top)	Number of actions	Routine Activities 2023-28 Policy Objective (Strongest at the top)	Number of activities
1 To safeguard the site's Outstanding Universal Value	9	1 To safeguard the site's Outstanding Universal Value	17
6 To ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar	6	4 To welcome local people and visitors to the site at levels which it can sustain	9
3 To promote awareness and understanding of the site's Outstanding Universal Value	5	2 To foster the gathering and dissemination of scientific information about the site	8
7 To promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty	5	4 To welcome local people and visitors to the site at levels which it can sustain	8
2 To foster the gathering and dissemination of scientific information about the site	2	6 To ensure that World Heritage Site status assists wider sustainable development objectives within Gibraltar	8
4 To welcome local people and visitors to the site at levels which it can sustain	1	8 To be an exemplary model for World Heritage Site Management	7
5 To provide a high-quality range of educational information and services about the site	0	5 To provide a high-quality range of educational information and services about the site	3
8 To be an exemplary model for World Heritage Site Management	0	7 To promote and support the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty	2

Alignment with the UN Sustainable Development Goals (SDG) and UNESCO Themes

At present the strongest alignment with the SDGs in both routine activities and one-off actions is, unsurprisingly, SDG11 (specifically 11.4 cultural and natural heritage) (Figure 6.1).



Figure 6.1. The top five Sustainable Development Goals (based on routine and one-off activities at 18.06.23)

In the Implementation Plan, SDG4 (Quality Education), SDG 8 (Decent Work and Economic Growth), SDG13 (Climate Action) and SDG3 (Good Health & Well-being), and the two cross-cutting themes, SDG5 Gender Equality and SDG17 Partnerships for the Goals, are also represented (Figure 6.2).

The proposed activities are least aligned to SDG1 (No poverty), SDG2 (Zero Hunger), SDG6 (Clean water and sanitation), SDG7 (Affordable & clean energy) and SDG14 (Life under water). This fits with the assessment of the wider value of UNESCO to the UK published by the National Commission in 2020.

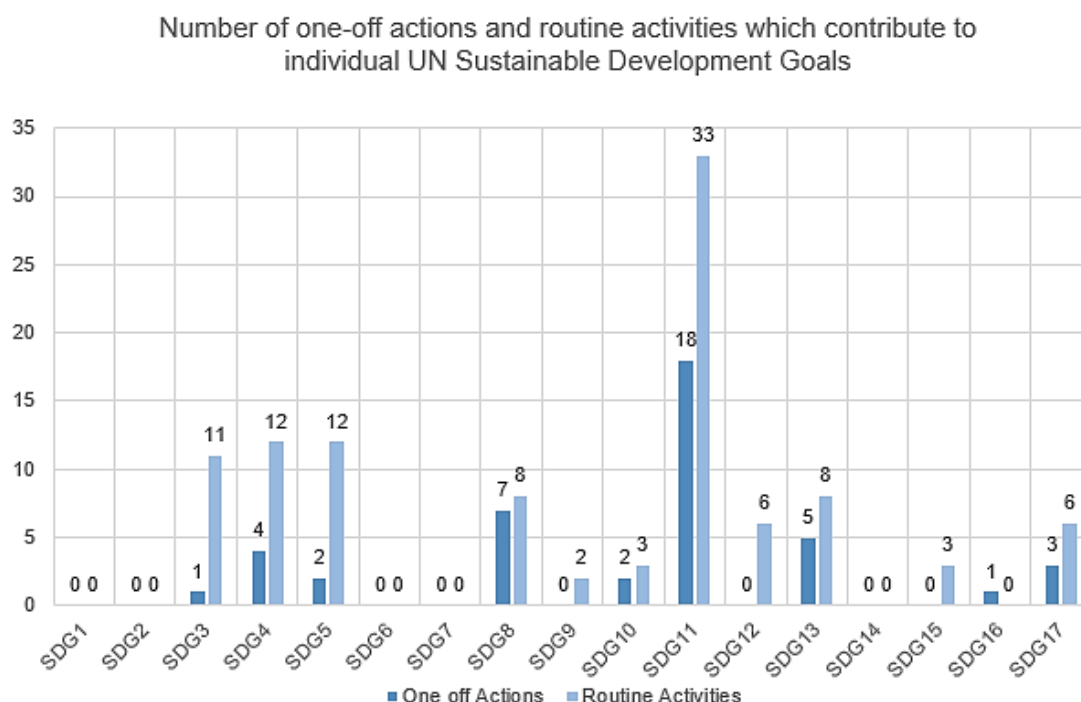


Figure 6.2. Actions and activities aligned with the UN's Sustainable Development Goals

Generally, UK designations feel best aligned to SDG4, SDG13 and SDG17 (*Wider Value of UNESCO to the UK*, UK National Commission for UNESCO, July 2020), but also feel they should contribute more to SDG3, SDG8, SDG9 (Industry, Innovation and Infrastructure), SDG11 and SDG14.

The WHS Management will keep the alignments under review and may seek to amend or add priorities.

6.2 The Implementation Plan 2023 to 2028

Abbreviations in the Implementation Plan List of One-off and Routine Activities:

C- WHS Coordinator;
D – WHS Director;
DCMS – Department for Digital, Culture, Media and Sport (London);
DoE – Department for the Environment (Gibraltar)
HAD – Head of Administration;
IRCC – International Research and Conservation Committee
SDG - UN Sustainable Development Goal
SSO - Senior Scientific Officer
WHAF – World Heritage Advisory Forum
WHO – World Heritage Office
WHS – World Heritage Site

Table 6.1 Implementation Plan 2023-28 – One-off Targets

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Target date	Action by
23/01	WHS and Buffer Zone on HMGOG Geo-portal Town Planning Map	1	3 and 6	SDG11	Environment & resilience	E	High	September 2024	WHO (C)
23/02	Written Protocol Document agreed with MOD and other WHS Stakeholders on conservation, security and access	1	3 and 6	SDG11	Environment & resilience	E	High	September 2024	WHO (C)
23/03	Complete Management Manual	1	8	SDG11	Environment & resilience	E	Medium	September 2024	WHO (HAD))
23/04	Hold Climate Vulnerability Index Workshop and prepare report	1	6, 7 and 8	SDG11, SDG13	Environment & resilience	D	Medium	June 2024	WHO (C), DoE
23/05	Draft Climate Change Plan, integrating CVI	1	6, 7 and 8	SDG11, SDG13	Environment & resilience	E	Medium	March 2024	WHO (D), DoE
23/06	Contribute to consultation on revision of Gibraltar Development Plan	1	3, 6 and 8	SDG11	Environment & resilience	E	Medium	TBA	WHO (C)
23/07	Preparation for Periodic Reporting to UNESCO	1	7 and 8	SDG8, SDG11	Environment & resilience	E	High	March 2023 (completed)	WHO, Ministry for Heritage, DCMS and Historic England
23/08	Build capacity for integrated heritage management, offer two tailored apprenticeships each year for residents	1 and 6	7 and 8	SDG8, SDG11	Prosperity & livelihoods Knowledge & skills	D	High	2025	WHO (D, C), Ministry for Heritage
23/09	Seek to protect the whole WHS as a scheduled monument in the Heritage and Antiquities Act 2018	1	7 and 8	SDG11	Environment & resilience	E	Medium	2024	WHO, Minister for Heritage and Ministry
23/10	Review access to archaeological data, archive and reports for all excavations; update processes and outputs as appropriate	2	1 and 5	SDG4, SDG11 and SDG17	Knowledge & skills	D	High	June 2024	WHO, IRCC)
23/11	Monograph on excavations	2	3 and 8	SDG4; SDG17	Knowledge & skills	E	Medium	December 2025	WHO

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Target date	Action by
					Environment & resilience				
23/12	Install Sign by Monkeys' Cave Hospital	3	4	SDG11	Prosperity & livelihoods Inclusion & participation	E	High	June 2023 (Completed)	WHO (C)
23/13	Complete and agree design, and install all remaining signage and information panels including directional	3	4, 5 and 6	SDG4, SDG11	Environment & resilience Knowledge & skills Inclusion & participation	E	High	June 2024	WHO (D; C, HAD), WHAF; DoE, Planning Department, Traffic
23/14	Revise and disseminate supporting literature, leaflets, brochures	3	4, 5 and 6	SDG4, SDG5 and SDG11	Environment & resilience Knowledge & skills Inclusion & participation	D	Medium	September 2024	WHO (D; C; HAD)
23/15	Stone Monument Europa Advance Road: complete preparations and install	3	4 and 6	SDG11	Environment & resilience Knowledge & skills	D	Medium	June 2023	WHO (D) and Ministry for Heritage, Planning Department, Technical Services
23/16	Send participant to WH Youth Forum	3	7	SDG16	Inclusion & participation	D	Medium	2025	WHO, Department for Education
23/17	Revised Visitor Management Plan, including development of niche tourism products and if possible 'passport to Gibraltar'	4	1, 3, 6 and 7	SDG8, SDG11	Environment & resilience Prosperity & livelihoods	E	High	April 2024	WHO, GTB, Ministry for Heritage, tour operators
23/18	Review brief for developing links with Commonwealth & Overseas Territories WHS	6, 7 and 8	7 and 8	SDG8, SDG17	Prosperity & livelihoods Environment & resilience	D	Medium	September 2025	WHO and IRCC

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Target date	Action by
23/19	Establish a Masters course in Human Evolution studies to include integrated [cultural and natural] heritage management; at the University of Gibraltar in conjunction with international partners	6	5	SDG8, SDG11	Prosperity & livelihoods Knowledge & skills	D	Medium	September 2025	WHO (D), University and Ministry for Heritage
23/20	Explore Geopark Programme, submit application if considered appropriate	6	1 and 8		Environment & resilience	D	Medium	2026	WHO, Ministry for Heritage, DoE
23/21	Explore Man & The Biosphere Programme, submit application if considered appropriate	6	1 and 8		Environment & resilience	D	Medium	2026	WHO, DoE
23/22	Complete draft proposal for aid to developing countries with human evolution sites,	7	6	SDG8	Prosperity & livelihoods Environment & resilience	D	Medium	September 2024	WHO and IRCC
23/23	Design and implement, with key partners, a rehabilitation and recovery project for military and civilian participants (Akin to Operation Nightingale in UK)	6 and 7	3 and 8	SDG3 SDG5 SDG8 SDG10	Knowledge & skills Inclusion & participation	D	Medium	September 2024	WHO, Ministry for Heritage, Public Health Gibraltar, Gibraltar Regiment
23/24	Review the benefits of closer coordination with other UNESCO Conventions and programmes	7	6 and 8	SDG10 SDG11	Prosperity & livelihoods	E	Medium	June 2024	WHO (C) and Government Archaeologist
23/25	Explore feasibility with the UK National Commission for UNESCO for a UNESCO Chair in integrated and sustainable heritage management or similar within five years	7	6	SDG4 SDG11 SDG13	Environment & resilience Knowledge & skills	D	Medium	2025	WHO (D), University and Ministry for Heritage, Office of the Commissioner for Sustainable Development

Implementation Plan 2022-27 – Regular Ongoing Activities

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
R01	Review Research and Conservation Strategy and revise as needed	1 and 2	5, 6 and 8	SDG11	Environment and Resilience; Knowledge & skills	E	High	Annual	WHO (D, C), IRCC
R02	Condition monitoring cultural heritage and human impacts, including cave deposits, built heritage including military, erosion of Med Steps. Circulate reports. Keep under review.	1	3, 4, 6 and 8	SDG11	Environment and Resilience; Knowledge & skills Prosperity & livelihoods	E	High	Quarterly	WHO (SSO Guide), with DoE, MOD, Ministry for Heritage
R03	Condition monitoring landscape and natural erosion (e.g. macaques, rock falls). Circulate reports. Keep under review.	1	3, 4, 6 and 8	SDG11 SDG13 SDG15	Environment and Resilience; Knowledge & skills Prosperity & livelihoods	E	High	Fortnightly	WHO (SSO and Senior Guide), DoE, Technical Services
R04	Ecological/biological monitoring of species. Circulate reports as appropriate. Keep under review.	1	3, 6 and 8	SDG11 SDG13 SDG15	Environment and Resilience; Knowledge & skills	E	High	As appropriate	WHO (SSO), DoE
R05	Risk assessment (Factors affecting the WHS); (H&S separate)	1	4, 6 and 7	SDG8 SDG11	Environment and Resilience; Knowledge & skills Prosperity & livelihoods	E	High	Annual	WHO (HAD and C)
R06	Risk assessment (generic for people safety and welfare)	1	3 and 4	SDG3 SDG8 SDG15	Environment and Resilience; Knowledge & skills Prosperity & livelihoods	E	High	Annual updates and as needed	WHO (HAD and C)

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
					Inclusion & participation				
R07	Clearance invasive species	1	6 and 7	SDG11 SDG15	Environment & Resilience	D	Low to medium	Continuous as needed	DoE
R08	Conservation/other reports on activities including planning application works	1	3, 6 and 8	SDG11	Knowledge & skills	E	Medium	As needed	WHO (SSO, HAD)
R09	Monitor and respond to planning applications in WHS, Buffer Zone and 100m zone	1	3, 4, 6 and 8	SDG11 SDG12	Environment & resilience Knowledge & skills Inclusion & participation	E	High	Continuous	WHO (HAD), Ministry for Heritage, Planning Department
R10	Maintain and improve digital heritage management archive, including condition and conservation actions	1	3, 5 and 8	SDG11	Knowledge & skills Inclusion & participation	E	Medium	Continuous	WHO and Ministry for Heritage
R11	Regular contour surveys Gorham's and Vanguard Caves for conservation indicator (balance excavation and conservation deposits)	1	2 and 8	SDG11	Environment & resilience; Knowledge & skills	E	High	As needed when there are changes	WHO Excavation Team
R12	Annual summary excavations results report	1	2, 3 and 5	SDG4 SDG11	Knowledge & skills	E	Medium	Annual	WHO Excavation Team
R13	Collect and collate historical documentation including photos for WHS – develop use of volunteers	1	3, 5 and 8	SDG11	Knowledge & skills Inclusion & participation	D	Low	As time available	WHO (D, SSO)
R14	Briefing sessions for Government Departments, etc.	3	1 and 6	SDG8, SDG9, SDG11 SDG13	Environment & resilience Knowledge & skills	E	Medium	Each department every 3 years	WHO (HAD)
R15	Development of staff via training programmes	1 and 8	3	SDG8 SDG11	Environment & resilience	E	Medium	All staff, one or more sessions each year	WHO (HAD)

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
					Knowledge & skills Prosperity & livelihoods				
R16	Meetings: Advisory Forum (AF); EMG; IRCC.	1 and 8	3	SDG11	Environment & resilience Knowledge & skills	E	High	WHAF 4 per year; EMG as needed; IRCC 1 per year	Forum and Committee members
R17	Annual Report	1 and 8	3	SDG11	Environment & resilience	E	Medium	Annually	WHO
R18	Review plan, actions and indicators internally and WHAF; record results	1 and 8	3 and 6	SDG11	Environment & resilience Inclusion & participation	E	Medium	At least annually	WHAF and WHO, IRCC
R19	Research excavations in Gorham's and Vanguard Caves	2	3 and 4	SDG4 SDG11 SDG13 SDG17	Knowledge & skills Environment & resilience	E	High	Annually larger scale, small scale ongoing through year	WHO Excavation Team, IRCC
R20	Post-excavations archive and assessments	2	3 and 4	SDG4 SDG11 SDG13 SDG17	Knowledge & skills Environment & resilience	E	Medium	Annually larger scale, small scale ongoing through year	WHO Excavation Team, IRCC
R21	Encourage and facilitate local volunteer participation in excavations and post-excavation work	2	3, 4	SDG5 SDG10 SDG11	Inclusion & participation	D	Medium	Ongoing	WHO Excavation Team, IRCC
R22	Journal articles	2	5	SDG4	Knowledge & skills	E	High	Ongoing	WHO Excavation Team, IRCC
R23	Academic lectures	2	3	SDG4	Knowledge & skills	E	High	4 per year (min.)	Various

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
R24	Calpe Conference	2	3	SDG4	Knowledge & skills	E	High	Annually	Museum (D, C)
R25	Stimulation further work on collections by PhD and post-doctoral students	2	3 and 5	SDG4 SDG11	Knowledge & skills Environment & resilience	D	Medium	At least one every two years	WHO (D)
R26	Update website and social media pages; regular media articles or programmes	3	1, 2, 4, 5 and 8	SDG3 SDG11	Knowledge & skills Environment & resilience	E	Medium	As needed	WHO (HAD)
R27	Work with community groups to develop and implement at least one arts-related activity each year (e.g. drama or sculpture or street murals)	3	4, 6 and 8	SDG3, SDG5, SDG11	Inclusion & participation	D	Medium	annually	WHO (C, HAD)
R28	Celebrate WH Day 18 th April	3	5	SDG11	Knowledge & skills Inclusion & participation	D	Medium	annually	WHO (C)
R29	Public lectures	3	4	SDG4, SDG11	Knowledge & skills Inclusion & participation	E	Medium	Minimum 2 locally per year	WHO (various)
R30	Training sessions for GTB Guides exams	3 and 4	6 and 8	SDG8 SDG11	Environment & resilience Prosperity and livelihoods Knowledge & skills Inclusion & participation	E	Medium	As requested	WHO (HAD and Senior Guide)
R31	Briefing sessions for tour companies and businesses, taxi association et al	3 and 4	6 and 7	SDG8 SDG11 SDG12	Prosperity & livelihoods	D	High	Each operator, at least every 2 years	WHO and GTB

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
R32	Ensure equal learning and access opportunities for all, including making public information available in a variety of formats e.g. braille signage, and design features to improve access; develop specific opportunities for less able participants, offer awareness training for staff on deaf-awareness and British Sign Language	3 and 4	5, 6, 7 and 8	SDG3 SDG5	Inclusion & participation Knowledge & skills	E	High	ongoing	WHO
R33	Develop opportunities to second staff within and between organisations, to share knowledge and develop transferable skills.	3 and 8	1 and 6	SDG4, SDG17	Knowledge & skills Prosperity and livelihoods Environment & resilience	D	Medium	As possible	WHO
R34	Viewing Platform tours and talks	4	3, 5 and 6	SDG5, SDG11	Knowledge & skills Inclusion & participation	E	High	Year round, week days	WHO (Guides)
R35	Site tours, Gorham's and others	4	3, 5 and 6	SDG5, SDG11	Knowledge & skills Inclusion & participation	E	High	Weekly, July to Oct	WHO (Guides)
R36	Work with local community groups to establish regular walking tours of the Upper WHS/Upper Rock Nature Reserve	4	3, 6 and 8	SDG3, SDG17	Inclusion & participation	D	Low	Trial to start 2024	WHO Guides
R37	Establish volunteer network to help with general WHS activities	4	3, 6 and 8	SDG3, SDG5, SDG17	Inclusion & participation	D	Low	Trial to start 2024	WHO (C and Guides)
R38	Obtain and analyse feedback from visitors to WHS (Viewing Platform and Tours) via feedback forms for every visitor; adjust strategy and practices as needed	4	3 and 6	SDG5, SDG8 SDG11	Prosperity & livelihood Inclusion a& participation	D	Medium	ongoing	WHO (HAD, SSO)
R39	Parson's Lodge Workshops (including Walks through History)	5	3, 4 and 6	SDG3 SDG4	Knowledge & skills	D	High	Weekly in summer	Museum, WHO,

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
				SDG5 SDG11	Inclusion & participation			holidays; otherwise periodic	Department for Education
R40	Museum Tours and school workshops	5	3, 4 and 6	SDG4 SDG5 SDG11	Knowledge & skills Inclusion & participation	D	High	As requested	WHO, Museum
R41	School programmes and visits (including updating teachers' packs and information annually)	5	3, 4 and 6	SDG4	Knowledge & skills	E	High	As requested	WHO, Museum (C, HAD, SSO, Senior Guide)
R42	Review sustainable development practices	6	7 and 8	SDG3 SDG12 SDG13	All	E	High	Annually	WHO
R43	Promote sustainable transport choices for staff, volunteers and visitors – walk or cycle, use public transport or car share, use electric vehicles	6	1, 3 and 4	SDG3 SDG12 SDG13	Environment & resilience Knowledge & skills	E	High	Continuous	Museum (Directors)
R44	Acquire and use energy efficient equipment	6	8	SDG12 SDG13	Environment & resilience	E	High	Now and continuous	Museum (Directors)
R45	Promote recycling in all offices and work locations including excavation sites, remove single-use plastics or other materials as far as possible	6	7	SDG12	Environment & resilience	E	High	Now and continuous	Museum (Directors)
R46	Continue to promote diversity in staff recruitment	6	8	SDG5 SDG10	Prosperity & livelihoods	E	Medium	Now and continuous	Museum (Directors)
R47	Seek to provide opportunities for volunteers from multigenerational and multicultural groups. Publicise opportunities to volunteer locally	6	3 and 8	SDG5 SDG10	Prosperity & livelihoods	D	Medium	ongoing	WHO (C)
R48	Work with those who already have community links to develop new projects.	6	3 and 8	SDG5 SDG17	Inclusion & participation	D	Medium	ongoing	WHO (C, HAD)
R49	Review procurement policy and ensure that it includes fair and ethical practices	6	3	SDG8	Prosperity & livelihoods	E	High	Now & continuous	Museum (Directors)

ID	Brief description	Main Policy Objective[s]	Subsidiary Policy Objectives	SDG[s]	UNESCO Thematic Indicator[s]	Essential E or Desirable D	Priority Rating	Periodicity	Action by
R50	Ensure information at Viewing Platform, signage and Museum on UNESCO aspirations; promote regularly through public lectures, school visits, etc.	7	6 and 8	All	All	E	High	Now and continuous	WHO (HAD)
R51	Share information on best practices or innovations in sustainable management with UNESCO WH Centre and WH Partners such as ICOMOS or WH UK, or OTs.	7	6 and 8	SDG9, SDG11	Environment & resilience Knowledge & skills	D	Medium	Annually or as occurs	WHO (as appropriate), Ministry for Heritage
R52	Review policies to ensure optimising opportunities to improve employees' health and wellbeing.	8	6	SDG3	Prosperity & livelihoods	E	High	Now and continuous	Museum (Directors)
R53	Continue to promote flexible working policy	8	6	SDG3	Prosperity & livelihoods	E	High	Now and continuous	Museum (Directors)

CHAPTER 7 MONITORING EFFECTIVENESS OF THE MANAGEMENT STRATEGIES AND ACTIVITIES

7.1 Introduction

Table 7.1 sets down the indicators and measures that will be used to monitor the effectiveness of the Management Plan and its implementation. The performance indicators and measures used for the first plan have been simplified and adapted slightly, as has the periodicity of review and reporting. This reflects experience over the past six years and assessment of what indicators and measures are of use. The indicators are linked to internal management and to the requirements of periodic reporting to UNESCO World Heritage Centre. The effectiveness of the Management Plan and annual plans is formally monitored by the World Heritage Advisory Forum.

The International Research and Advisory Committee is the nominated body which monitors compliance with the Research and Conservation Strategy and in particular assesses the balance between conservation (safeguarding the OUV through preserving the archaeological deposits) and research investigations.

Table 7.1 Indicators and measures that will be used to monitor the effectiveness of the Management Plan and its implementation

Indicators 1 to 11, aimed at Objective 1: safeguarding the site's Outstanding Universal Value			
Indicator	Measurement Method	Explanatory Notes	Lead Organisation
1 Heritage database and archaeological archive	1. Presence/absence 2. Density where relevant	Database and archive in place and maintained by the World Heritage Office, Gibraltar National Museum	Gibraltar National Museum (GNM)
2 List and number of species, protected and not (flora, fauna and birds)	1. Implementation of regular ecological surveys for birds, other fauna, reptiles and flora. 2. Regular mapping of priority species and habitats linked to fossil species. 3. Annual reports, or frequency as relevant 4. Full review every five years	Surveys to be kept under review and adapted as required. Surveys to include: <ul style="list-style-type: none"> • Visual and photographic survey invasive plant species within property to measure success of removal (annual) • Visual and photographic survey plant repopulation project to measure success of new planting (annual) • Census breeding bird species within property (breeding season) • Bird migration counts (daily during relevant periods) • Census of wintering Crag Martin roost in Gorham's and Vanguard Caves (weekly October to March) • Survey of invertebrate fauna (annual) • Survey of intertidal molluscs within the property (annual) • Monitoring of EU-protected species and habitats (Environment Department) • Census of bat populations in caves within property (annual) • Survey of plants (annual) 	GNM with GONHS
3 Map extent of protected habitats	1. Annual survey to check condition	Use digital mapping to keep up to date and review	DoE
4 Map extent of geological formations	1. Periodic surveys and publications 2. Five-year review	Wider international partnership participation. List of publications to be published on museum website	WHS Partnership
5 List and number of features at risk within the WHS	1. Regular condition surveys of key attributes of OUV, general condition of property including boundaries, Buffer Zone, wider setting to cover erosion and other human, animal or natural impacts.	Surveys will normally use fixed-point photography, with standard registers and record forms. Particular emphasis on caves with archaeological deposits at sea level and high level. To include: <ol style="list-style-type: none"> 1 Photographic survey condition of cliffs and dunes and key attributes within property (annually) 	GNM

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
		2 Photographic survey of general condition of area and key attributes (annually) 3 Visual survey property boundary to ensure no encroachment (quarterly) 4 Visual and photographic survey cave deposits to check for erosion and graffiti (quarterly) 5 Visual and photographic survey of rock art to check for damage (annually) 6 Visual (daily) and photographic (monthly) record of cave deposits during archaeological excavations 7 Visual and photographic survey of interpretation panels (annually)	
5A Balance between research and conservation	1. Existence of principles for all excavation works, approved by the International Research & Conservation Committee (IRCC) 2. Satisfactory implementation of above principles, approved by the IRCC 3. Annual reports on excavations and balance submitted to IRCC	The principles agreed in March 2015, and confirmed in March 2023, are: 1. Excavations will only be undertaken in Gorham's and Vanguard Caves. All other sites will be kept in reserve and will not be excavated during the period of this Action Plan 2. A target volume of Middle Palaeolithic deposits to be excavated in Gorham's Cave during the period of 35 m ³ but no more than 48 m ³ or 0.06% of archaeological levels will be removed from Gorham's Cave during the period 2016-2020 3. A target volume of deposits to be excavated in Vanguard Cave of 40 m ³ , but no more than 91 m ³ or 0.75% of archaeological levels will be removed from Vanguard Cave during the period 2016-2020 4. A full profile of all levels will be preserved for future reference 5. At least 50% of each archaeological horizon will be preserved <i>in situ</i> 6. An unprocessed sample of all levels will be retained as part of the archive 7. Monthly condition survey of caves and deposits during the year (existing indicator)	GNM with IRCC

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
		8. Daily visual and monthly photographic record of the caves and deposits during excavations (existing indicator)	
6 Quality of environment	<ol style="list-style-type: none"> 1. Landscape character and habitats' health maintained or improved 2. Air and water quality meets international-standards 	Included as part of surveys and reports for Indicator 5. Monitoring of water quality and air quality by DoE	DoE with GNM
7 List of major physical changes or losses within the WHS	<ol style="list-style-type: none"> 1. Annual review and report to WHAF 	Recorded through regular condition monitoring surveys and monitoring planning applications	GNM
8 List of Conservation Measures	<ol style="list-style-type: none"> 1. Annual review and report to WHAF 	Report to summarise all actions (e.g. clearance debris, rehabilitation/re-planting scheme, stabilisation measures, any grants schemes including value)	GNM
9 Designations within WHS and buffer zone	<ol style="list-style-type: none"> 1. Statutory protection for key attributes and main heritage assets 2. Review and report on all designations at least every five years 	Review to include % of the WHS and buffer zone protected by designations, including Nature Reserve, Heritage Act, international designations, number scheduled monuments and number of listed buildings	Ministry for Heritage with GNM
10 List of developments within the WHS or in the buffer zone affecting OUV, including setting	<ol style="list-style-type: none"> 1. WHO is a statutory consultee for planning applications in the WHS, in the Buffer Zone and within 100m of the buffer zone boundaries 2. List of all applications maintained as part of heritage database. 3. Timely comments by WHO to Town Planning Department and the Ministry for Heritage on all relevant applications, EIA scoping, ES or similar 4. No Paragraph 172 notifications required 	<p>WHO monitors all relevant planning applications (to parameters agreed in 2016), working with the Town Planning Department and Ministry for Heritage,</p> <p>Although normally unlikely to occur, the WH Committee will be informed, through the UK and UNESCO Secretariats, of any proposed major restorations or new constructions which may affect OUV (Paragraph 172 notifications)</p>	GNM with the Town Planning Department and the Ministry for Heritage
11 Existence of WHS Policy and Planning Guidance in the Local	<ol style="list-style-type: none"> 1. Presence/absence of up-to-date Gibraltar Development Plan 	Gibraltar Development Plan to include strategic principles, policies and design guide. Development Plan adopted as legal instrument. Planning guides are now available on the Town Planning website and will be updated as required by the WHO in discussion with Town Planning and the Ministry for Heritage.	GNM with the Town Planning Department and

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
Development Framework.	<ol style="list-style-type: none"> 2. Policies for development affecting the WHS or its setting in the Gibraltar Development Plan 3. Planning guidance on protecting the WHS in any proposed development and on heritage impact assessments for the WHS easily available to the public 	The guidance is also available at www.gorhamscave.gi web site and the Ministry for Heritage website.	the Ministry for Heritage

Indicators 12 to 15, aimed at monitoring Objective 2: fostering of the gathering and dissemination of scientific information about the site.

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
12 Research Strategy	1. Up-to-date research strategy in place, monitored at least annually by the International Research and Conservation Committee (IRCC)	The 2023-28 research strategy is in place	GNM with IRCC
13 Fieldwork and surveys	1. Existence of up-to-date Research & Conservation Strategy, agreed with the IRCC 2. Annual investigations 3. Annual reports on the year's results to IRCC	Fieldwork and surveys guided by research strategy, and all investigations must have specific research questions. Annual review of all fieldwork to ensure sound balance between investigation and research outcomes, research projects, surveys and publications highlighting any new information about the World Heritage Site	GNM with the Directors and IRCC
14 Partnership working	1. International multi-disciplinary Team 2. Participation of students from a range of universities in excavations	Assessment and monitoring of team composition to ensure sound mix and appropriate skills and experience	GNM with the Directors
15 Publication Records	1. Annual list of academic publications on museum and Gorham's Cave websites	Periodic review by WHO and IRCC required	GNM

Indicators 16 to 19, to aimed at monitoring Objective 3: the promotion of awareness and understanding of the site's OUV.

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
16 Quality of interpretation about the special values of the WHS and UNESCO's aspirations	1. Routine visitor surveys at the viewing platform and on guided visits 2. Periodic peer review to ensure relevance and standards	Surveys to assess on-site interpretation on WH and UNESCO. Including ease of access and location, quality of information, standard of presentation. Feedback via emails and oral comment Peer review by, <i>inter alia</i> , Ministry for Heritage, DoE, Tourist Board, IRCC and WHAF, of on-site and off-site interpretation explaining the values of the WHS, based on standard checklist (use of WHS plaque, WHS road and gateway signs,	GNM, with Gibraltar Tourist Board

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
	3. Talks by WHO to all new licensed guides	information at airport, website, museum, Parson's Lodge, tourist offices, key visitation points such as Jews' Gate, Europa Point, popular and academic publications	
18 Number of hits on website and visitors/ members of social media pages	1. Regular report to WHAF at 6-month intervals.	IT Office and Web Manager monitor through standard packages	GNM
19 Media coverage	2. Database of popular articles, newspaper articles, TV documentaries and radio programmes on the WHS	IT Office and Web Manager monitor through standard packages	GNM

Indicators 20 to 26, aimed at monitoring Objective 4: the entry of local residents and visitors to the site at levels which it can sustain.

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
20 Number of visitors to the WHS	1. List of annual numbers of guided tours (and participants) to caves 2. List of annual numbers of local visitors and tourists to viewing platform and to museum	Standard tours down to caves' entrances, not inside, usually between July and October. Annual quota of specialised tours inside caves with annual limit of 120 people (excluding staff and researchers). Ticket count for paying sites at key locations of Jews' Gate, museum, complemented by visitor surveys and questionnaires. Use of people counters will be explored	GNM, Gibraltar Tourist Board
21 Profile of visitors	1. Routine informal surveys at viewing platform, museum and on guided tours 2. Annual report to WHAF	Annual report to WHAF to include numbers local visitors, education visitors, foreign visitors with nationality split, repeat visitors, age and diversity data if possible	GNM
22 Level of satisfaction	1. Routine surveys at viewing platform, museum and on guided tours 2. Feedback (formal and informal)	Include in annual report to WHAF and IRCC, with recommendations as required	Gibraltar Museum and Gibraltar Tourist Board

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
23 Physical impact of visitors	1. Regular condition surveys to check for erosion, damage, litter or similar, with recommendations for remedial action as required	Surveys to record negative physical impacts and remedial measures recommended (e.g. erosion of Mediterranean Steps and Upper Rock paths and roads, impacts on plant life) Weekly inspection for litter by DoE	GNM with DoE and Technical Services if required
24 Numbers visiting to sea caves by land	1. Number of guided visits and numbers of participants; target 120 per year standard tours	Gorham's Cave and Vanguard Cave can only be visited by prior arrangement and in limited numbers. Standard tours down to caves' entrances, not inside, usually between July and October (16 weeks, two tours per week). Annual quota of 120 people (excluding staff and researchers) for more specialised guided tours inside caves Records of visits by land are kept by the GNM	GNM
25 Guided visits to Upper Rock sites, including Mediterranean Steps	1. Numbers of tours by GNM, numbers in tour parties and profiles 2. Tours in partnership with local tour companies	Tours of the Upper Rock are infrequently requested from the GNM (other than Stay-Behind Cave). The GNM is therefore encouraging partnership working with local tour companies and local guides	GNM with local partners
26 No reportable accidents or incidents	1. Zero reportable accidents or incidents	Risk assessments and safety briefings are made, including fitness levels; records of parties and individuals kept. Condition of access paths and steps is regularly inspected	GNM, with DoE Upper Rock Team

Indicators 27 to 28, to monitor Objective 5: the provision of a high-quality range of educational information and services about the site

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
27 Educational resources and activities, including outreach and publications	<ol style="list-style-type: none"> 1. Development and continual updating of teachers' packs on the WHS and on UNESCO aspirations 2. Feedback from teachers and students through standard questionnaires 3. Number of summer workshops on the WHS and other heritage 4. Number of guided museum visits by schools (local and international), covering Neanderthal life 	There is a range of educational resources and activities available, run from the museum, which has a number of staff engaged in educational activities, on site, in the museum, in schools, etc.). Activities are guided by input from teaching staff on suitability to key stage curricula	GNM
28 Conferences and Lectures	<ol style="list-style-type: none"> 1. Annual Calpe Conference 2. Regular lectures locally and internationally on the WHS and the Research project 	WHO and Museum Staff regularly give local and international lectures on the WHS, human evolution and associated subjects. Records of lectures and talks are kept by the museum	GNM

Indicators 29 to 33, aimed at monitoring Objective 6: that World Heritage Site status assists wider sustainable development objectives within Gibraltar

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
29 Economic and social impact of WHS status	1. HMGOG Statistics 2. Numbers of tourists visiting the museum and viewing platform and on guided tours	Measures mainly lie outside the control of the GNM, HMGoG covering relevant issues. These include the impact of tourism, quality of life, funding received, buildings re-use, skills, business and residential property value, number of new businesses, etc.	HMGoG Office of Statistics and GNM
30 Visitor spending	1. HMGOG Statistics	HMGoG provides annual visitor expenditure estimates, which are published on the HMGoG website. This includes the average spend by nationals, the number of day trips, and average spend by foreign visitors and the number of overnight stays. Future surveys will attempt to include an assessment of the impact of WHS	HMGoG Office of Statistics
31 Number of jobs generated and sustained	1. HMGOG statistics 2. Monitoring of the number of staff directly employed by the WHS and other indirectly employed staff		HMGoG Office of Statistics with GNM
32 Environmental policy	1. GNM Environmental Protection and Sustainability Policy and implementation 2. Annual report on implementation to WHAF	HMGoG policy to improve the environment generally and 'green' Gibraltar. The policy includes targets for reducing carbon footprint, energy and water consumption, reducing and recycling waste and improving waste management facilities, environmental guidelines for new buildings and visitor facilities. The policy is monitored by the Department of the Environment	GNM and DoE
33 Percentage of visitors arriving or travelling within the WHS by different means	1. Visitor survey and monitoring at key points including Jews' Gate	Travel within the WHS has to be largely on foot; there is restricted vehicular access to the Upper Rock and Nature Reserve. Sustainable transport schemes are being developed and implemented	HMGoG Office of Statistics, Gibraltar Tourist Board and GNM

Indicators 34 to 36, aimed at monitoring Objective 7: the promotion and support of the aspirations of UNESCO in sustainable development, inter-cultural dialogue and the relief of poverty

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
34 Capacity-building	<ol style="list-style-type: none"> 1. Number of capacity-building and training activities 2. Numbers of students, trainees and volunteers attending 3. Number of links with other WHS in developing countries, including number of activities and attendees 4. Number of capacity-building courses for rehabilitation, recovery and well-being 		WHO
35 Partnership working	<ol style="list-style-type: none"> 1. Composition of archaeological, science and conservation teams 2. Type and number of publications with multi-national or multi-organisational authors 3. Number of local community groups and businesses participating in delivery of Management Plan objectives 	Partnership working has been fundamental in the success of the Gorham's Cave Complex project. Developing partnerships with Overseas Territories and Commonwealth countries can be enhanced to assist in capacity building	GNM
36 Raised awareness of UNESCO aspirations and functions	<ol style="list-style-type: none"> 1. SDGs integrated into Management Plan actions and activities and monitored 2. Active promotion and explanation of WH Convention and UNESCO aims through talks and information media 	Review annually; review activities at other sites	GNM

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
	3. Celebration of WH Day and other events annually 4. Participation in World Heritage Youth Forum		

Indicators 37 to 43, aimed at monitoring Objective 8: making the site an exemplary model for World Heritage Site Management

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
37 Training	<ol style="list-style-type: none"> 1. Number of courses attended by GNM staff 2. Positive attendee feedback 	Review every 5 years	GNM
38 Government commitment through funding	<ol style="list-style-type: none"> 1. Level of funding maintained or enhanced annually 	Annual review	GNM
39 Community involvement	<ol style="list-style-type: none"> 1. Numbers of local people and businesses participating in protection measures, interpretation and visitation activities, responding to consultations; numbers visiting WHS; increased awareness values of WHS 	Annual report; review every 5 years	GNM
40 Existence of WHS Management Plan	<ol style="list-style-type: none"> 1. Management Plan in place and regularly reviewed 2. Annual plans in place and monitored by WHAF and IRCC regularly 	Review every 5 years	GNM
41 Steering Group	<ol style="list-style-type: none"> 1. Advisory Forum (WHAF) with representatives all stakeholders in place 2. Four meetings per year 	Chaired by the Minister for Heritage	GNM

Indicator	Measurement Method	Explanatory Notes	Lead Organisation
42 WHS Director & Coordinator and WHS Team	1. WH Team in place, supported by cross-working GNM staff	Minimum of three FTE dedicated WHO staff, supported by some 12+ GNM staff and Directors	GNM
43 Risk assessment and emergency plans	1. Risk preparedness Plan in place 2. Risk assessments for all activities 3. Emergency plans in place for natural and man-made disasters 4. Efficacy of emergency procedures tested annually	Keep under continual review. Routine liaison with MOD, Technical Services, DoE and Emergency Services as required	GNM

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APPENDIX 1 GORHAMS CAVE COMPLEX REGULATIONS 2019 (UNDER THE HERITAGE AND ANTIQUITIES ACT 2018)

1 LN 2019/150

2018-14 Heritage and Antiquities

Subsidiary Legislation made under s.51 (2).

GORHAM'S CAVE COMPLEX REGULATIONS 2019

LN.2019/150

Commencement **1.8.2019**

Amending
enactments

Relevant current
provisions

Commencement
date

ARRANGEMENT OF REGULATIONS.

Regulation

1. Title.
2. Commencement.
3. Interpretation.
4. Application.
5. Boundaries of Gorham's Cave Complex.
6. Protection of sites.
7. Access to sensitive caves.
8. Management of Gorham's Cave Complex.

SCHEDULE

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2018-14 Heritage and Antiquities

2019/150 GORHAM'S CAVE COMPLEX REGULATIONS 2019

In exercise of the powers conferred upon him under section 51(2) of the Heritage and Antiquities Act 2018, the Minister has made the following Regulations-

Title.

1. These Regulations may be cited as Gorham's Cave Complex Regulations 2019.

Commencement.

2. These Regulations come into operation on the day of publication.

Interpretation.

3. In these Regulations, unless the context otherwise requires-

“competent authority” means the authority appointed under regulation 8(2);

“Gorham's Cave Complex” means all that site shaded green in the plan attached to the Schedule hereto;

“International Research and Conservation Committee” means the committee established by the Minister to oversee research and conservation within Gorham's Cave Complex;

“sensitive caves” means all those caves situated within Gorham's Cave Complex and includes Bennett's Cave, Gorham's Cave, Vanguard Cave, Hyaena Cave and Martin's Cave;

“World Heritage Advisory Forum” means the main body established by the Minister to advise on matters pertaining to Gorham's Cave Complex.

Application.

4. These Regulations apply to all that site known as Gorham's Cave Complex granted World Heritage status as a site of outstanding universal value under the 1971 UNESCO Convention.

Boundaries of Gorham's Cave Complex.

5. The boundaries of Gorham's Cave Complex are shaded in green in the plan attached to the Schedule hereto.

Protection of sites.

2018-14 Heritage and Antiquities

2019/150 GORHAM'S CAVE COMPLEX REGULATIONS 2019

6.(1) The Minister, after consultation with the Heritage and Antiquities Advisory Council and in accordance with criteria set down by the World Heritage Advisory Forum, has laid down guidelines to protect–

- (a) attributes of outstanding universal value;
- (b) associative attributes; and
- (c) additional values, of Gorham's Cave Complex to ensure it retains authenticity and integrity.

(2) The guidelines referred to in sub-regulation (1) include the following–

- (a) the competent authority shall make sure that the number of visitors accessing sensitive caves is reviewed and is in accordance with the quota supplied by the International Research and Conservation Committee;
- (b) the quota referred to in (a) above shall not apply to bona fide researchers who previously obtained permission from the competent authority;
- (c) fees to access sensitive caves may be levied, as approved by the Minister, but said fees shall not apply to bona fide researchers who previously obtained permission from the competent authority;
- (d) research and conservation of Gorham's Cave Complex shall be actively promoted and monitored.

Access to sensitive caves.

7.(1) Access to sensitive caves be it by land, sea or the foreshore is prohibited unless permission from the Minister, after consulting the competent authority, has been obtained beforehand.

(2) A person who accesses sensitive caves be it by land, sea or the foreshore, without prior permission as set out above, shall be guilty of an offence.

(3) A person guilty of an offence under sub-regulation (2) shall be liable on summary conviction for a term not exceeding 3 months or a fine up to level 5 on the standard scale, or both.

(4) For the purposes of this regulation a “person who accesses” includes a person who permits and facilitates another person to access sensitive caves or navigates a vessel with the intention of permitting or facilitating another person to access sensitive caves.

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2018-14 Heritage and Antiquities

2019/150 GORHAM'S CAVE COMPLEX REGULATIONS 2019

Management of Gorham's Cave Complex.

8.(1) The site known as Gorham's Cave Complex shall fall under the ownership of the Government of Gibraltar.

(2) The Minister shall by notice in the Gazette appoint a competent authority to manage Gorham's Cave Complex.

(3) The competent authority appointed under sub-regulation (2) shall-

- (a) be overseen by the Minister;
- (b) be responsible for the promotion, development, periodic review and implementation of a management plan for Gorham's Cave Complex; and
- (c) consult the World Heritage Advisory Forum and International Research and Conservation Committee.

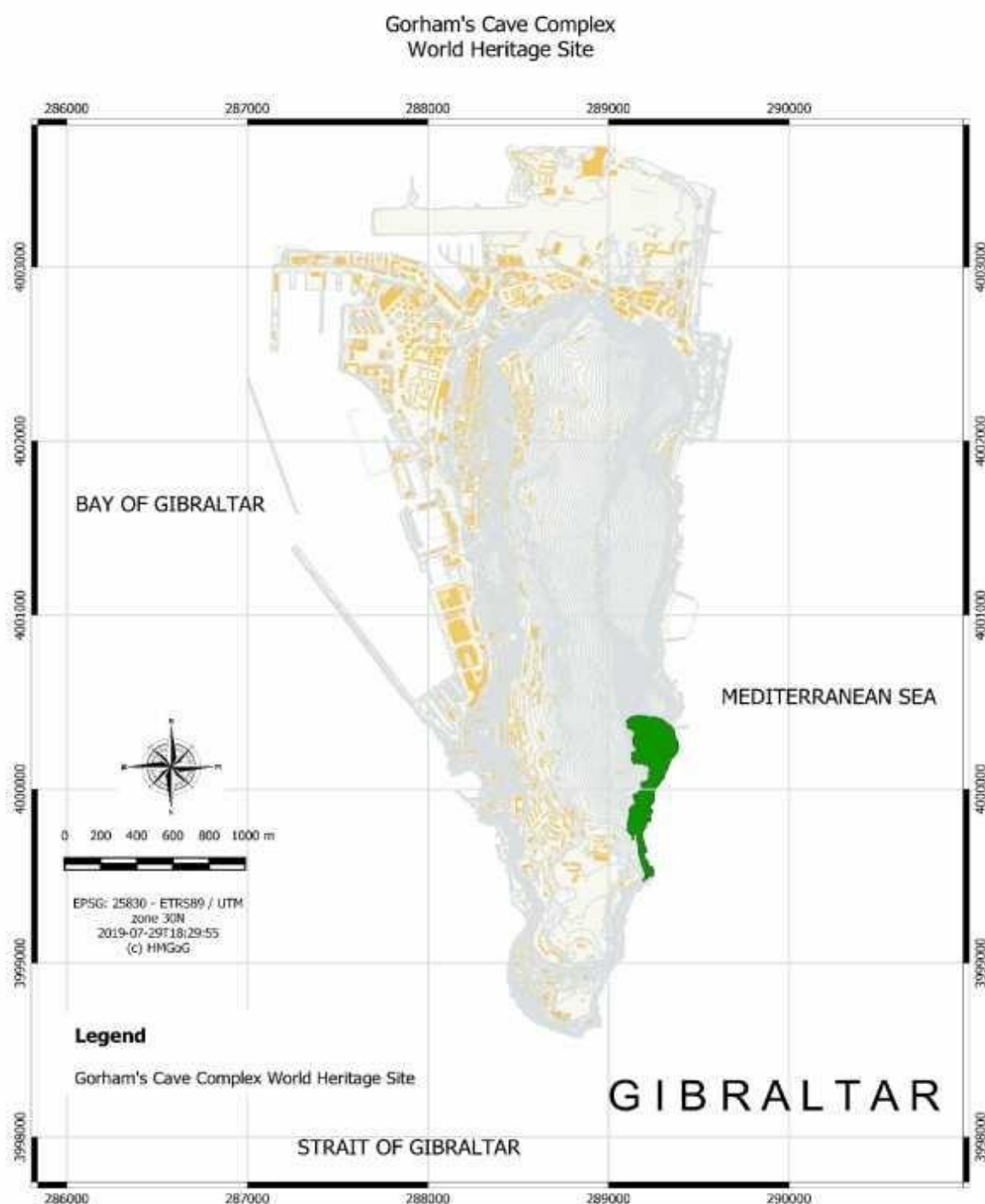
(4) The Minister may by notice in the Gazette appoint other sub-committees as appropriate to assist him with the management of Gorham's Cave Complex.

2018-14 Heritage and Antiquities

2019/150 GORHAM'S CAVE COMPLEX REGULATIONS 2019

SCHEDULE

Regulation 5



SECOND SUPPLEMENT TO THE GIBRALTAR GAZETTE

No. 4601 of 01 August, 2019

LEGAL NOTICE NO. 154 OF 2019.

HERITAGE AND ANTIQUITIES ACT 2018 GORHAM'S

CAVE COMPLEX REGULATIONS 2019

APPOINTMENT OF COMPETENT AUTHORITY NOTICE

In exercise of the powers conferred upon him under regulation 8(2) of the Gorham's Cave Complex Regulations 2019, the Minister has appointed the Gibraltar National Museum as the competent authority for the purposes of those Regulations.

Dated 1st August, 2019.

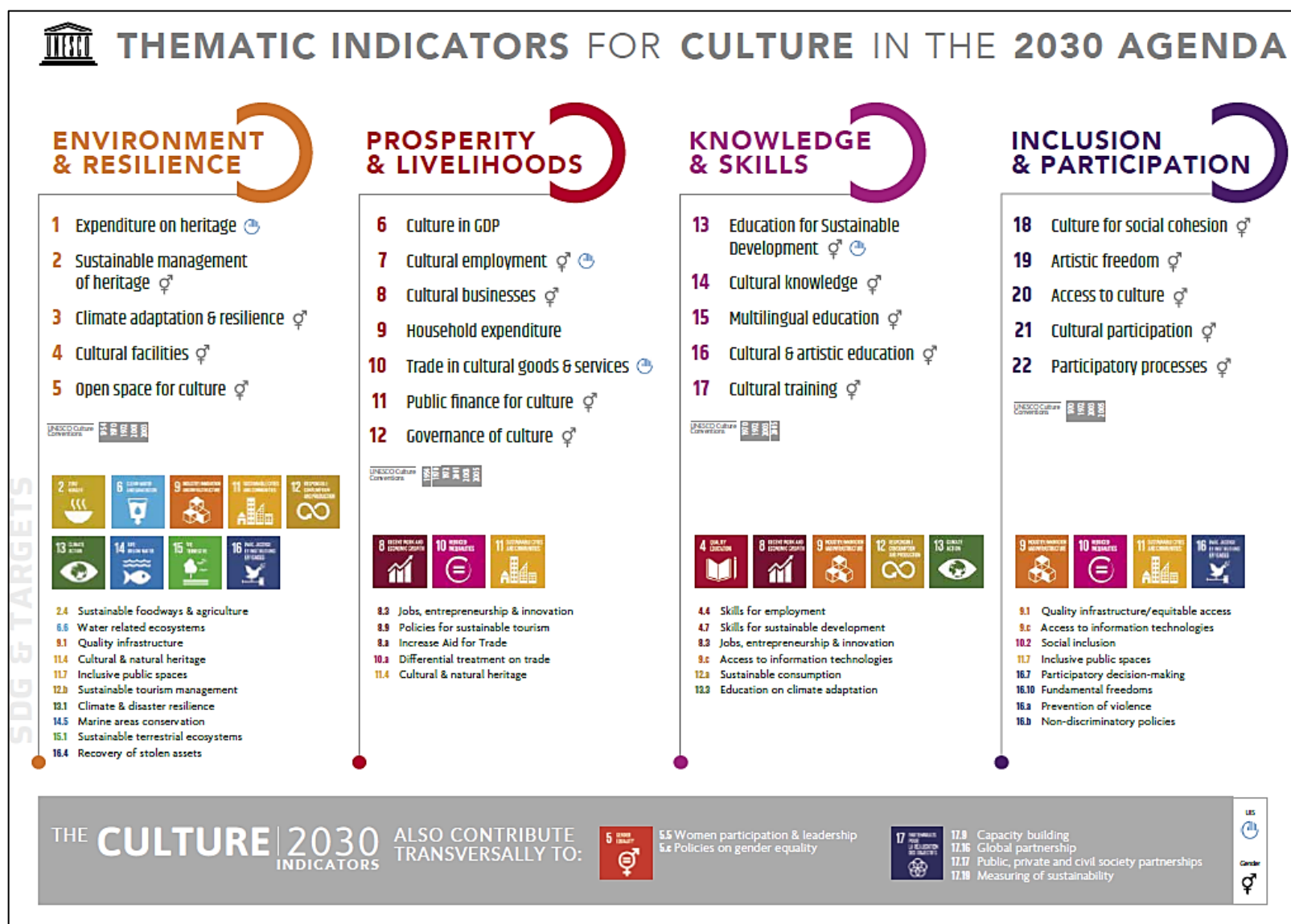
Prof J CORTES, Minister with responsibility for
Heritage.

GIBRALTAR GAZETTE, No. 4601 of Thursday 01 August, 2019

APPENDIX 2: THE UN'S SUSTAINABLE DEVELOPMENT GOALS FOR THE 2030 AGENDA



APPENDIX 3: UNESCO'S SUSTAINABLE DEVELOPMENT THEMATIC INDICATORS FOR CULTURE



APPENDIX 4: GORHAMS CAVE COMPLEX WORLD HERITAGE ADVISORY FORUM (WHAF) TERMS OF REFERENCE AND MEMBERSHIP

1 Advisory Forum Roles and Membership (reviewed 2021)

The Advisory Forum's role is:

- To champion the Gorham's Cave Complex World Heritage Site, and to assist in promoting the property and its values in Gibraltar and further afield
- To ensure the safeguarding of the World Heritage Site and its Outstanding Universal Value
- To facilitate the engagement of stakeholders
- To support the World Heritage Team and the Executive Management Group
- To assist in setting strategic direction and policy objectives
- To provide expert policy or technical advice as needed
- To monitor the implementation of the property's Management Plan, in particular defined performance indicators, through agreed reporting processes.

The Advisory Forum (also known as WHAF) is chaired by the Minister for Heritage, who holds overall responsibility for the overview of the World Heritage Site's management and the implementation of the Management Plan.

HM Government of Gibraltar has delegated responsibility for the management of the World Heritage Site to the Gibraltar National Museum, which is the formal UNESCO 'Management Authority'.

In the absence of the Minister for Heritage, the Advisory Forum is chaired by the Director of the Gibraltar Museum, in his capacity as the Management Authority's World Heritage Site Director. The Advisory Forum is established by the Minister for Heritage, as described in the Gorham's Cave Complex Regulations 2019. It is composed of members of the Management Authority, HM Government of Gibraltar's relevant Departments, non-governmental organisations with interests in the property, community and business representatives and technical support bodies from the UK. Membership will not normally exceed 20 people.

Members of the Advisory Forum are expected to be familiar with and understand the property and its values, and with all relevant documentation. Members should also be familiar with the aims of UNESCO in world heritage site terms, the meaning of world heritage inscription and incumbent stewardship responsibilities.

The Advisory Forum is not a decision-making body. Decision-making rests with either HM Government of Gibraltar, or the World Heritage Site Management Authority Team, or the Executive Management Group, as delegated.

The Advisory Forum will normally meet four times a year.

2 Membership of the Advisory Forum (July 2022)

Member Organisation	Individual Representative	Role
HM Government of Gibraltar, Minister for Heritage	The Hon. Professor John Cortes MP	Executive Chairman with overall responsibility for the World Heritage Site
World Heritage Site Management Authority (Gibraltar National Museum)	Professor Clive Finlayson	World Heritage Site Director. Chair of Advisory Forum in absence of the Minister for Heritage.
World Heritage Site Management Authority	Professor Geraldine Finlayson	World Heritage Site Coordinator
International Research and Conservation Committee	Professor Minja Yang	Chair, Standing Committee on Research and Conservation
HM Government UK Department for Culture, Media and Sport	Mr Henry Reed	Senior International Policy Advisor, State Party Liaison and Policy Advice
Ministry for Heritage	Mr Dominic Lopez	Government Archaeologist
Town Planning Department	Mr Paul Origo	Town Planner and Chair of the Development and Planning Commission; Spatial Planning
Department of the Environment	Dr Liesl Mesilio	Nature Reserve management, general environmental management
Ministry for Tourism/ Gibraltar Tourist Board	To be confirmed	Tourism management
Technical Services Department	Mr John Baldachino	Technical support including engineering, safety
Ministry of Defence	Mr Steven Hughes	Commanding Officer, Armaments Depot; Property management, access and security
Gibraltar Botanic Gardens	Dr Keith Bensusan	Natural History
Gibraltar Heritage Trust	Dr Keith Farrell	NGO; statutory responsibility for cultural heritage, representing the local community
Gibraltar Ornithological and Natural History Society	Mr Charles Perez	NGO; natural history, representing the local community
Nature Conservancy Council	Dr Alex Menez	HMGoG appointed body; natural heritage and Science Society
University of Gibraltar	Dr Darren Fa	Education, natural and cultural heritage
World Heritage Site Management Authority	Dr Stewart Finlayson	Natural History Department

Representatives may nominate a stand-in or substitute if appropriate, but normally only one representative of each organisation attends. Attendance is at the Chair's discretion.

APPENDIX 5: GORHAMS CAVE COMPLEX INTERNATIONAL RESEARCH AND CONSERVATION COMMITTEE (IRCC) TERMS OF REFERENCE AND MEMBERSHIP

1 IRCC Terms of Reference (reviewed 2021)

The International Research and Conservation Committee (IRCC) was initially appointed on the inclusion of the *Gorham's Cave Complex* on the UK's Tentative List for world heritage nominations in order that an independent, international committee of experts should assess the archaeological research at Gorham's and Vanguard Caves. The intention was, and is, to ensure a balance between excavation and conservation of deposits commensurate with the property's status and potential, as well as ensuring academic rigour and the highest standards of investigation and dissemination. The remit of the International Research and Conservation Committee (IRCC) has been widened to include all research within the property boundaries, as well as conservation issues and condition monitoring.

The IRCC will normally meet annually, unless otherwise agreed. Correspondence or agreements to documents will be made electronically between meetings, and all document circulation will be electronic.

The IRCC is an advisory body, not normally a decision-making body. Decision-making rests with either HMGOG, the World Heritage Site Management Authority Team (the Gibraltar National Museum) or the Executive Management Group, as delegated.

Members of the IRCC are expected to be familiar with and understand the property and all its values, and be familiar with all relevant documentation. Members should also be familiar with the aims of UNESCO in world heritage terms, including the meaning of inscription as a world heritage site and incumbent stewardship responsibilities.

Terms of Reference

- To support the research and conservation activities relating to the Gorham's Cave Complex World Heritage Site through the provision of expert advice either collectively or individually
- To ensure that the property's Outstanding Universal Value, authenticity and integrity are not compromised by research and conservation proposals or actions
- To ensure a proper balance is maintained between investigation and conservation of deposits, including to assist in the development of appropriate impact assessment, measurement and monitoring techniques
- To comment on and agree the property's over-arching Research and Conservation Strategy, annual action plans for excavation, investigations, surveys or publications or similar as required
- To assist in setting the strategic research and conservation direction for the property and hence to assist the development of the Site Management Plan
- To assist in identifying resources, methodologies or expertise to deliver the actions of the Research and Conservation Strategy and Management Plan
- To monitor the implementation of the Research and Conservation Strategy, and the relevant policy objectives and identified performance indicators

- To be responsible collectively or individually, where beneficial and as agreed, for implementing elements of the Research and Conservation Strategy
- To assist in promoting the property and its values, and the results of research and conservation initiatives in Gibraltar and further afield

2 Current Composition of the IRCC (July 2022)

Membership is *ad hominem*. Members may nominate a stand-in or substitute, but attendance is at the Chair's discretion.

Individual	Committee Role	Organisation
Professor Minja Yang	Chair	President RLICC, Louvain, Belgium, and former Deputy Director at the World Heritage Centre in Paris
Professor Geoff Bailey	Member	University of York, United Kingdom
Dr Juan José Negro Balmaseda	Member	Doñana Biological Station, World Heritage Site, Spain
Professor Mina Weinstein Evron	Member	University of Haifa, Israel, and Mount Carmel World Heritage Site
Dr Marcia Ponce de Leon	Member	University of Zurich
Professor Clive Finlayson	Member	World Heritage Site Director and Director Gibraltar National Museum*; overall responsibility for research.
Professor Geraldine Finlayson	Secretary	World Heritage Site Co-ordinator and Managing Director Gibraltar National Museum*; overall responsibility for conservation

- * The Gibraltar National Museum is the formal 'Management Authority' for the Gorham's Cave World Heritage Site, as appointed by HM Government of Gibraltar through the Gorham's Cave Complex Regulations 2019 (Appendix 1), and as cited in the Inscription by the World Heritage Committee in 2016.

APPENDIX 6: GORHAMS CAVE COMPLEX EXECUTIVE MANAGEMENT GROUP (EMG) TERMS OF REFERENCE AND MEMBERSHIP

1 EMG Terms of Reference (reviewed 2021)

The Minister for Heritage holds overall responsibility for the overview of the World Heritage Site and the implementation of the Management Plan, and chairs the Advisory Forum (WHAF). The Forum's role is mainly to assist in setting strategy, provide expert technical or policy advice as needed, and to monitor the implementation of the Management Plan especially the defined performance indicators. The Forum is an advisory body, not a decision-making body. Decision-making rests with either HMGOG, with the World Heritage Site Management Authority Team (the Gibraltar Museum) or with the Executive Management Group, as delegated.

Members of the Executive Management Group (EMG) therefore have a more direct operational role and responsibility, and collectively take operational management decisions as necessary. They are expected to understand fully the World Heritage Site and its values, together with their stewardship priorities and responsibilities with regard to the site.

The EMG is composed of representatives of HM Government of Gibraltar's (HMGOG) key relevant Departments: Environment, Planning, Technical Services, Tourism and the Ministry of Heritage, and the Gibraltar National Museum which is the designated Managing Authority for the World Heritage Site. It is chaired by the Director of the Museum in his capacity as Director World Heritage Site, as delegated by HMGOG. The Chairman is the Executive Leader of the WH Team.

The EMG will normally meet every two months, or as need dictates.

Terms of Reference

- To provide expert, technical or policy advice as needed to the World Heritage Site Management Authority Team
- To be responsible collectively for day-to-day policy and operational matters relating to the World Heritage Site
- To resolve collectively or individually any issues affecting the World Heritage Site and its effective management within their individual areas of expertise or responsibility
- To assist in identifying and providing resources to deliver the actions of the Site Management Plan
- To be responsible individually for the design and successful implementation of specific elements or actions of the Management Plan as agreed
- To monitor the implementation of the Site Management Plan, especially the works plan and performance indicators and to take an overview of progress
- To assist in promoting the property and its values in Gibraltar and further afield

2 Membership of the EMG (September 2022)

Organisation	Lead representative	Substitute representative	Role
World Heritage Site Management Authority (Gibraltar National Museum)	Professor Clive Finlayson	N/a	Director World Heritage Site. Executive Management Group Chair. Specific responsibility for research.
Ministry for Heritage	Mr D Lopez	N/a	Cultural heritage, Gibraltar-wide
Department of the Environment	Dr L Mesilio	Mr S Warr	Nature Reserve management, general environmental management
Planning Department	Mr P Naughton-Rumbo	Mr C Key	Town Planner
Technical Services Department	Mr J Baldachino	Mr N Xerri	Wide-ranging brief including engineering, safety
Gibraltar Tourist Board	TBC		Tourism and promotion
World Heritage Site Management Authority (Gibraltar National Museum)	Professor G Finlayson	N/a	World Heritage Site Coordinator. Specific responsibility for site conservation
World Heritage Site Management Authority (Gibraltar National Museum)	Dr S Finlayson	N/a	Head of Scientific Research

Representatives may nominate a stand-in or substitute if appropriate, but normally only one representative of each organisation attends. Attendance is at the Chair's discretion.