

# THE HEART OF NEOLITHIC ORKNEY WORLD HERITAGE SITE

Management Plan 2014-19



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COVER: The Ring of Brodgar

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# FOREWORD

by Ms Fiona Hyslop, MSP, Cabinet Secretary for Culture and External Affairs



In 1999 the Heart of Neolithic Orkney was inscribed on the UNESCO World Heritage List in recognition of its outstanding universal value for present and for future generations. This Management Plan for the period 2014-19 will take forward and build upon the successes of the past 15 years. It sets out how the Partners will manage the Site for the next five years, together with the longer-term aims and vision to protect, conserve, enhance and enjoy the Site.

I am pleased to note the many achievements of the previous Management Plan (2008-13). Key successes include the development of Supplementary Planning Guidance for the Site which was short-listed for a Scottish Government Quality in Planning award; the delivery of a new Research Strategy; and the continuing strong contribution of the World Heritage Site Ranger Service.

The successful management of the World Heritage Site relies on the close and effective partnership working which has developed between the Partners since inscription. Historic Scotland, Orkney Islands Council, Scottish Natural Heritage, and the Royal Society for the Protection of Birds have drawn on this experience in producing the new Management Plan. I am also delighted to note that so many stakeholders and members of the public have given of their time to contribute to the consultation process, and hope that this involvement will continue over the lifetime of the Plan.

The people of Orkney take great pride in their heritage, and the World Heritage Site plays an active and important role in the lives of the community, providing economic, cultural, educational and spiritual benefits. World Heritage inscription began as a designation aimed at protecting and conserving sites of worldwide significance, but has now evolved into a universally recognised symbol offering a diverse range of benefits and opportunities. As a shining example of how an international accolade can bring benefits locally, The Heart of Neolithic Orkney has an important part to play in realising these opportunities more widely within Scotland and internationally.

# EXECUTIVE SUMMARY

The Heart of Neolithic Orkney was inscribed on the World Heritage List in 1999 for its outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe. The World Heritage Site is located in the west Mainland of Orkney and comprises the domestic settlement at Skara Brae, Maeshowe chambered tomb, the Stones of Stenness stone circle and henge, the Ring of Brodgar stone circle, and associated standing stones and monuments, dating from about 3000 BC to 2000 BC. The individual sites are Properties in Care managed by Historic Scotland on behalf of Scottish Ministers.

The UNESCO World Heritage Convention, ratified by the UK Government, requires that every World Heritage Site has an appropriate management structure in place. Although Management Plans are not a statutory requirement, national policy across the UK encourages their use as best practice. This Management Plan provides a broad framework for the management, conservation and enhancement of the Heart of Neolithic Orkney in order to maintain the Outstanding Universal Value of the Site for present and future generations. The Management Plan is a partnership document developed by the Partners who directly manage the Site itself and facilitate access to and understanding of it: these are Historic Scotland, Orkney Islands Council, Scottish Natural Heritage and the Royal Society for the Protection of Birds.

The development of the Management Plan for 2014-19 began in January 2013 with a series of facilitator-led workshops for Partners, key stakeholders and the public to determine and refine aims, issues and objectives for inclusion in the new Plan. This informed the production of a draft Management Plan which was made available for public consultation for eight weeks in October-December 2013. Following this a consultation report was prepared based upon the comments received and the draft Management Plan was revised.

The 2014-19 Management Plan draws on the work that has already been delivered by past Management Plans and builds upon the aspirations of the Partners and other stakeholders. It summarises the actions delivered through the 2008-13 Management Plan, outlines a vision and long-term strategy for the site, identifies six key aims for the 2014-19 Management Plan period, the issues associated with these and specifies a series of objectives to deliver the aims.



Decorated pottery sherd from Skara Brae; image © National Museums Scotland. Licensor [www.scran.ac.uk](http://www.scran.ac.uk)

The Management Plan is accompanied by a five-year Action Plan that identifies specific actions required to deliver the Management Plan objectives. The Action Plan is designed to be a flexible document, monitored and updated on an annual basis to ensure that delivery of the Management Plan over the next five years can take advantage of new opportunities and react to changing circumstances while remaining focused on the six key aims identified during the consultation and development process.

The Management Plan and Action Plan together prioritise key actions for the Partners to ensure the safeguarding of the Site for the future, while also achieving sustainable benefits for residents and visitors and continuing to develop and reinforce strong working partnerships between the Partners and other stakeholders.





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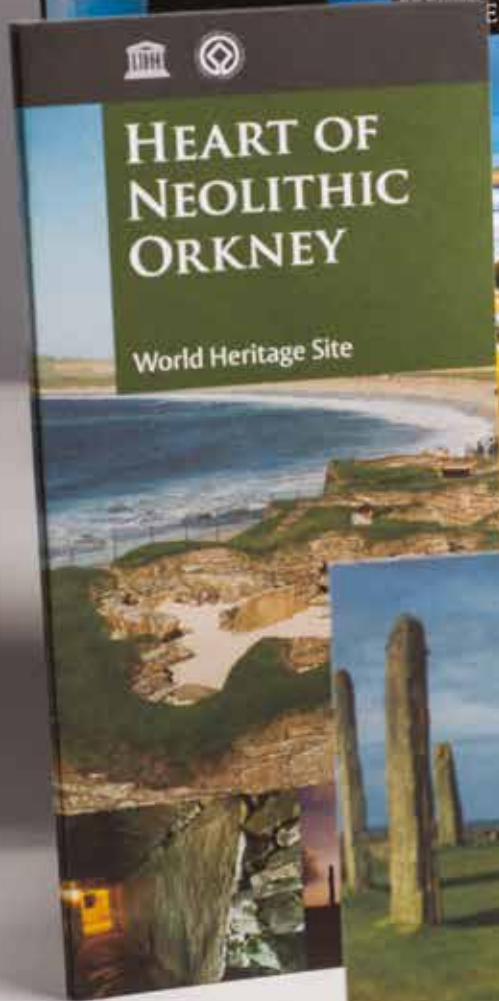
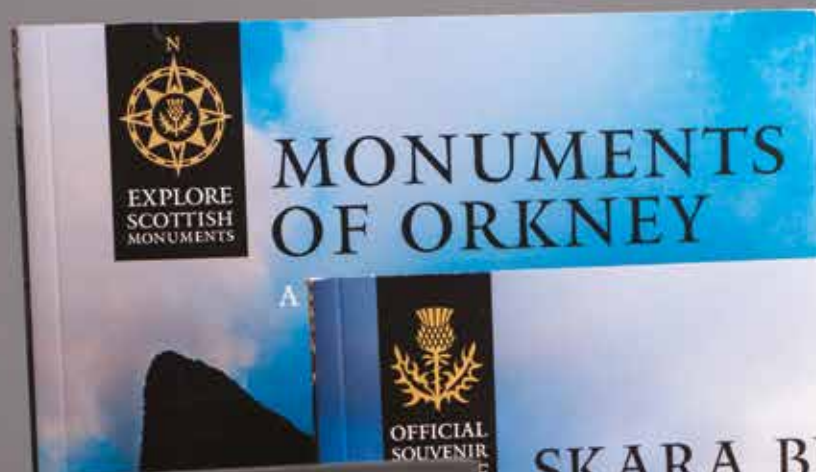
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# CHAPTER ONE

## 1.0 INTRODUCTION

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

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

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



Standing stones at the Ring of Brodgar show the natural cleavage of the local stone

LEFT: Orkney guidebooks and HONO WHS promotional leaflets



## CHAPTER ONE



Ivory and bone beads and tusk pendants found at Skara Brae;  
image © National Museums Scotland. Licensor [www.scran.ac.uk](http://www.scran.ac.uk)

The HONO WHS Management Plan 2014-19 does not provide a comprehensive contextual history or physical analysis of the HONO and its surroundings. This detailed information can be found in a range of other documents, publications and references including the *Nomination of the Heart of Neolithic Orkney for Inclusion in the World Heritage List* (HS 1998, reprinted 2000), the *HONO WHS Management Plan 2008-13* and the *HONO WHS Research Agenda 2005*. These sources are listed in the Bibliography at Appendix D.



Ring of Brodgar; image © Kieran Baxter

# CHAPTER TWO

## 2.0 REQUIREMENT FOR A MANAGEMENT PLAN

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

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

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

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



Discussing the development of the settlement at Skara Brae

## CHAPTER TWO

### 2.1 REMIT OF THE MANAGEMENT PLAN

The central purpose of the Management Plan is to maintain the OUV of the WHS and ensure the effective protection, conservation, and presentation of the Site and its transmission to future generations. It is the OUV of the Site (see section 4.3) which makes it of global importance for all of humanity, and which is therefore the main focus of, and reason for, the Plan.

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

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

See Chapter Four for a description and maps of the WHS designation.



Panorama of the Brodgar-Stenness isthmus seen from across the Loch of Harray; image [www.theorcadianphotos.co.uk](http://www.theorcadianphotos.co.uk)



## CHAPTER THREE

### 3.0 PREPARATION OF THE MANAGEMENT PLAN

This HONO WHS Management Plan has been developed by the HONO WHS Partners, assisted by the WHS Coordinator. The Partners are HS, OIC, SNH and the RSPB. The preparation of this Plan was informed by an initial period of stakeholder and public consultation, in the form of a series of workshops held between February and March 2013 and led by an independent facilitator, and by the responses to an eight-week public consultation on a Consultation Draft of the full Management Plan. The public consultation sought the views of the local and wider community including residents, businesses, organisations with an interest in the Site and any other interested parties. Following the closure of the consultation on 8 December 2013, comments received were considered, a consultation report prepared, and the results used to inform the final draft of the Management Plan.

The criteria specified in *Schedule 2 of the Environmental Assessment (Scotland) 2005 Act* were applied to the draft Plan and it was determined that it is exempt from Strategic Environmental Assessment under Section 8(1). Copies of this determination are available from the [Historic Scotland website](http://www.historic-scotland.gov.uk/seadeterminations) at [www.historic-scotland.gov.uk/seadeterminations](http://www.historic-scotland.gov.uk/seadeterminations). The SEA Schedule of Commitments that accompanied the objectives of the 2008-13 Management Plan have been carried forward into this Plan; the revised schedule forms Appendix B of this document.

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



The Barnhouse settlement near the Stones of Stenness is managed by Orkney Islands Council

# CHAPTER FOUR

## 4.0 MANAGING THE WORLD HERITAGE SITE

### 4.1 THE WORLD HERITAGE PROPERTY AND THE BUFFER ZONE

#### The Site

The Heart of Neolithic Orkney World Heritage Site is made up of a series of domestic and ritual prehistoric monuments that are unquestionably among the most important Neolithic sites in Western Europe. The monuments are located in two areas, some 6.6 kilometres apart on the island of Mainland, the largest in the Orkney archipelago (see Map 1):

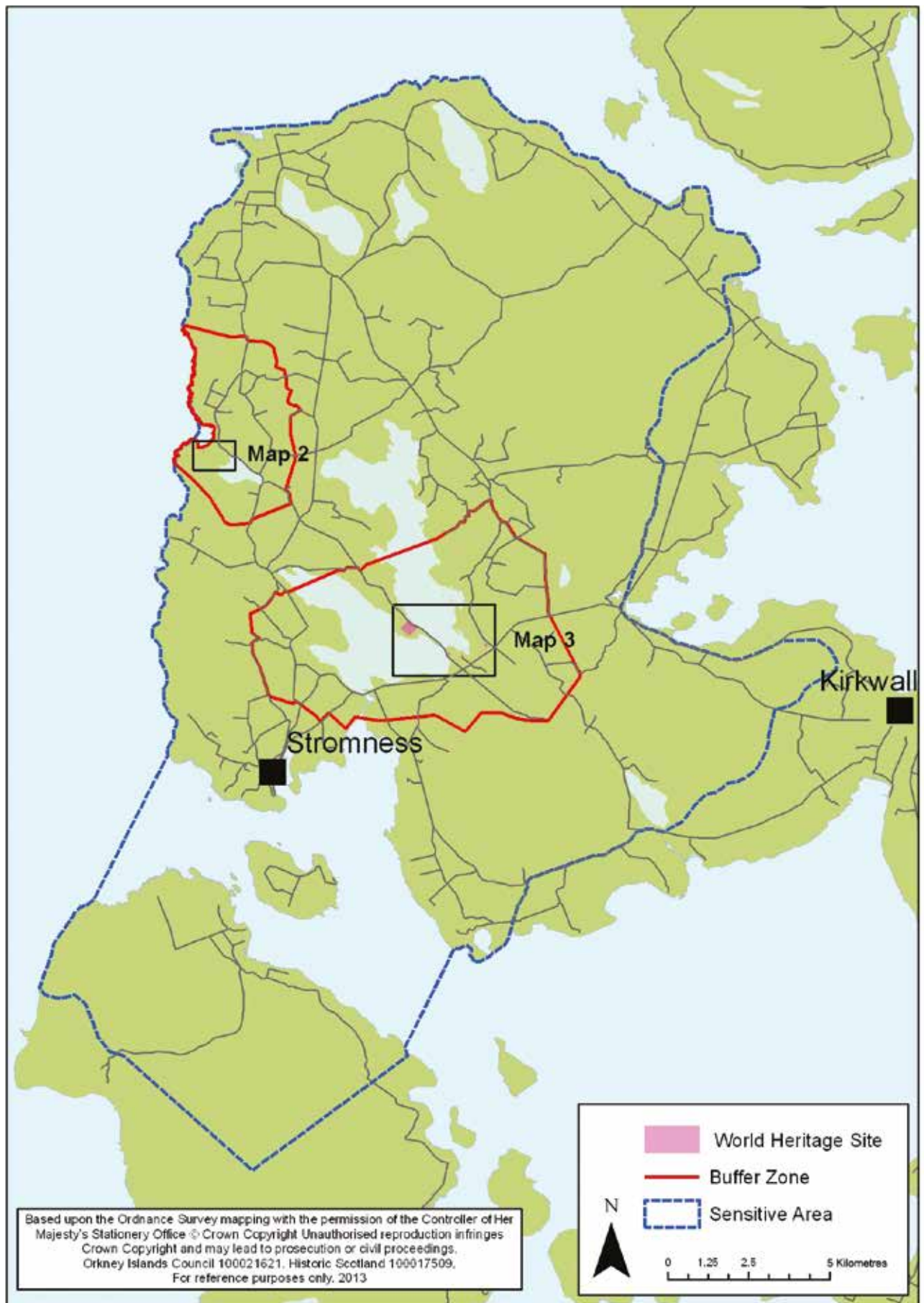
- **Skara Brae** is a 5,000-year-old domestic settlement whose stone walls, passageways and stone furnishings, such as beds and dressers, survive to the present day. It is situated on the Bay of Skaill on the west coast of Mainland.
- **Maeshowe**, a chambered tomb, is an extraordinary example of Neolithic architectural genius. It was designed to allow the setting sun at the winter solstice to shine up the passageway and illuminate the chamber. The **Barnhouse Stone** to the south is aligned with the passageway and the winter sunset.
- The **Stones of Stenness** circle and henge is a very early example of this type of monument. The surviving stones are enormous, standing up to 6 metres in height. Nearby the 5.6 metre tall **Watch Stone** stands at the end of the Brodgar Bridge.
- The **Ring of Brodgar** is a great stone circle 130 metres across. Surrounded by a rock-cut ditch, it is set in a spectacular natural amphitheatre of lochs and hills. Around the Ring lie some 13 Neolithic and Bronze Age mounds and a stone setting known as the Comet Stone.



The Stones of Stenness



The Comet Stone at the Ring of Brodgar

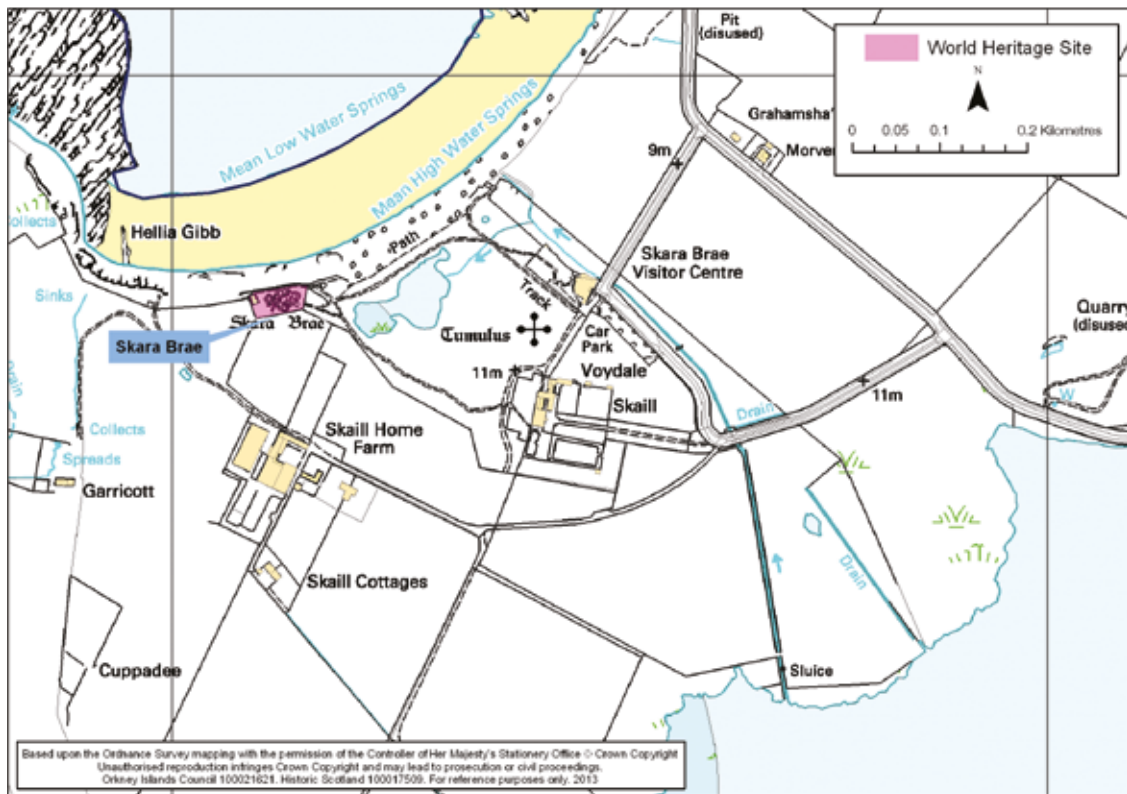


Map 1: The World Heritage Site, the Buffer Zone, and the Sensitive Area

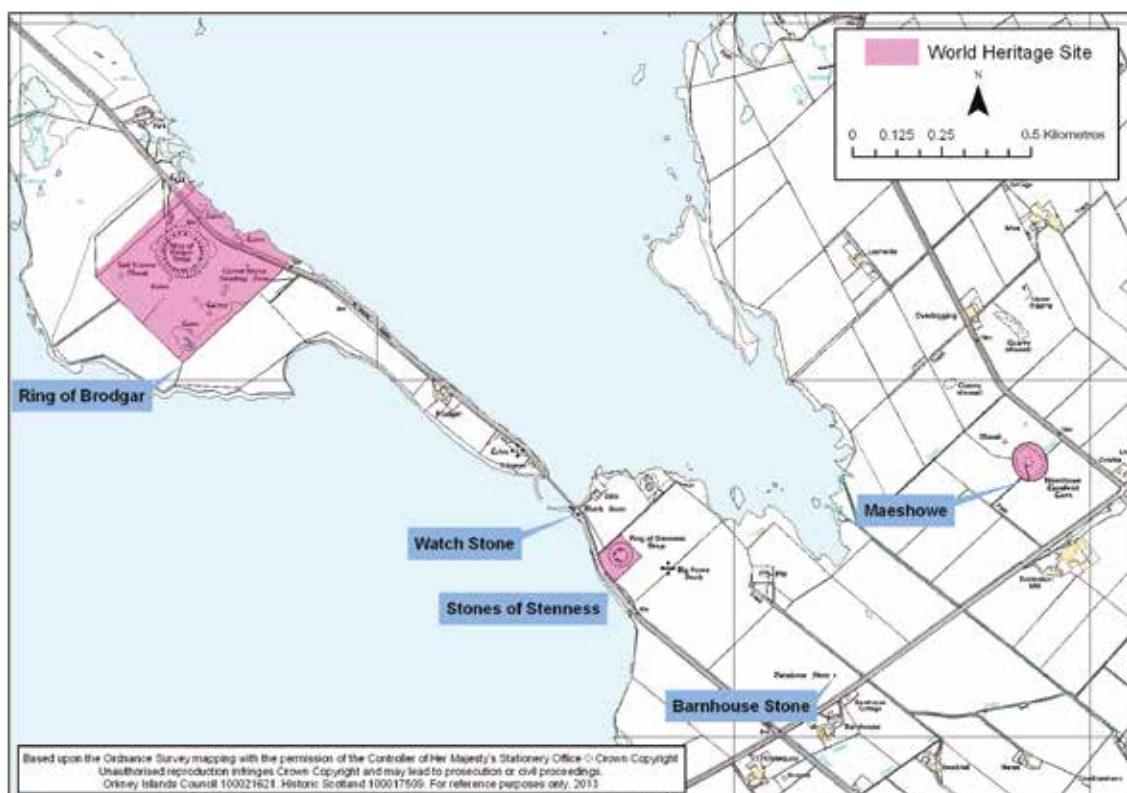


## CHAPTER FOUR

The boundaries of the designated WHS are tightly drawn and coincide with those of the Properties in Care managed by HS on behalf of Scottish Ministers (see Map 2 & 3). Other sites in the immediate vicinity such as Barnhouse and the Ness of Brodgar contribute greatly to our understanding of the WHS and support its OUV but do not form part of the WHS as inscribed.



Map 2: Skara Brae, Bay of Skail, north-west Mainland



Map 3: Brodgar-Stenness area: the Ring of Brodgar, Stones of Stenness and Maeshowe

### The Buffer Zone

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

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

Part of this wider landscape is thus included within a two-part Buffer Zone (see Map 1) agreed by the Management Plan Partners in 2008, one part centred on Skara Brae and the other on the central west Mainland monuments. Large-scale or tall development outwith the Buffer Zone also has the potential to impact adversely on the sensitive setting of the WHS. To address this, a wider, indicative, 'Sensitive Area' has also been defined. The Buffer Zone and the Sensitive Area indicate areas where the potential effects on the WHS and its Setting should be taken into account by developers and decision-makers, and act as a trigger for consultation.



Looking down over the Brodgar-Stenness isthmus from the north

## CHAPTER FOUR

### 4.2 PARTNERS AND STAKEHOLDERS

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

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

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

#### The State Party

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

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



Deputy First Minister Nicola Sturgeon visits Maeshowe during a Scottish Summer Cabinet meeting in Orkney



### **The Partners in the HONO WHS Management Plan**

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

#### **Historic Scotland (HS)**

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

#### **Orkney Islands Council (OIC)**

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



In the summer, green pathways are mown through the wild flower meadow at Ring of Brodgar; image © Raymond Besant

## CHAPTER FOUR

### Scottish Natural Heritage (SNH)

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

### Royal Society for the Protection of Birds (RSPB)

The RSPB is the country's largest conservation charity conserving biodiversity and the environment. One way in which it does this is to protect, restore and manage habitats for birds and other wildlife. It owns and manages 200 nature reserves and has a public access remit. Since 2001 it has owned and managed the Brodgar Reserve which surrounds the Ring of Brodgar on three sides.

### The WHS Coordinator

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



Wildlife around the World Heritage Site: Long-tailed duck are found in winter on the Loch of Stenness; short-eared owls often hunt in daylight. Brown hare can be seen around the Ring of Brodgar, where twite and other small birds forage in the bird crop; Images © Raymond Besant (top right, bottom left) and Morris Rendall

### The Stakeholders in the HONO WHS

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



World Heritage Site Rangers lead regular walks at the Ring of Brodgar

#### Local Community

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

#### Landowners

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

#### Tourism and Access

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

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



## CHAPTER FOUR



Hands-on learning with the Rangers at the Ness of Brodgar

### Education and Research

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

Scotland, the Scottish Archaeological Research Framework and Orkney Research Centre for Archaeology. The 2005 Research Agenda for HONO WHS has been updated with a Research Strategy 2013-18.

### Culture and Natural Heritage

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



Primroses in bloom at Stenness

### 4.3 OUTSTANDING UNIVERSAL VALUE

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

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

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

#### **The Statement of Outstanding Universal Value**

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

There are strict guidelines governing the development of an SOUV, which can only include the elements for which the Site was originally inscribed. OUV is defined in Paragraph 49 of the UNESCO *Operational Guidelines* as “cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole”. What this actually means is that the range of values a World Heritage property displays must be considered to transcend national borders and have significance for everyone in the world now and in the future. A Site is deemed to have OUV if it can be shown to satisfy at least one of the 10 criteria for assessment set out in Paragraph 77 of the *Operational Guidelines*.



The Watch Stone towers over the Brig o' Brodgar; image [www.theorcadianphotos.co.uk](http://www.theorcadianphotos.co.uk)



## CHAPTER FOUR

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

### Significance

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

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

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



Skara Brae on the Bay of Skail



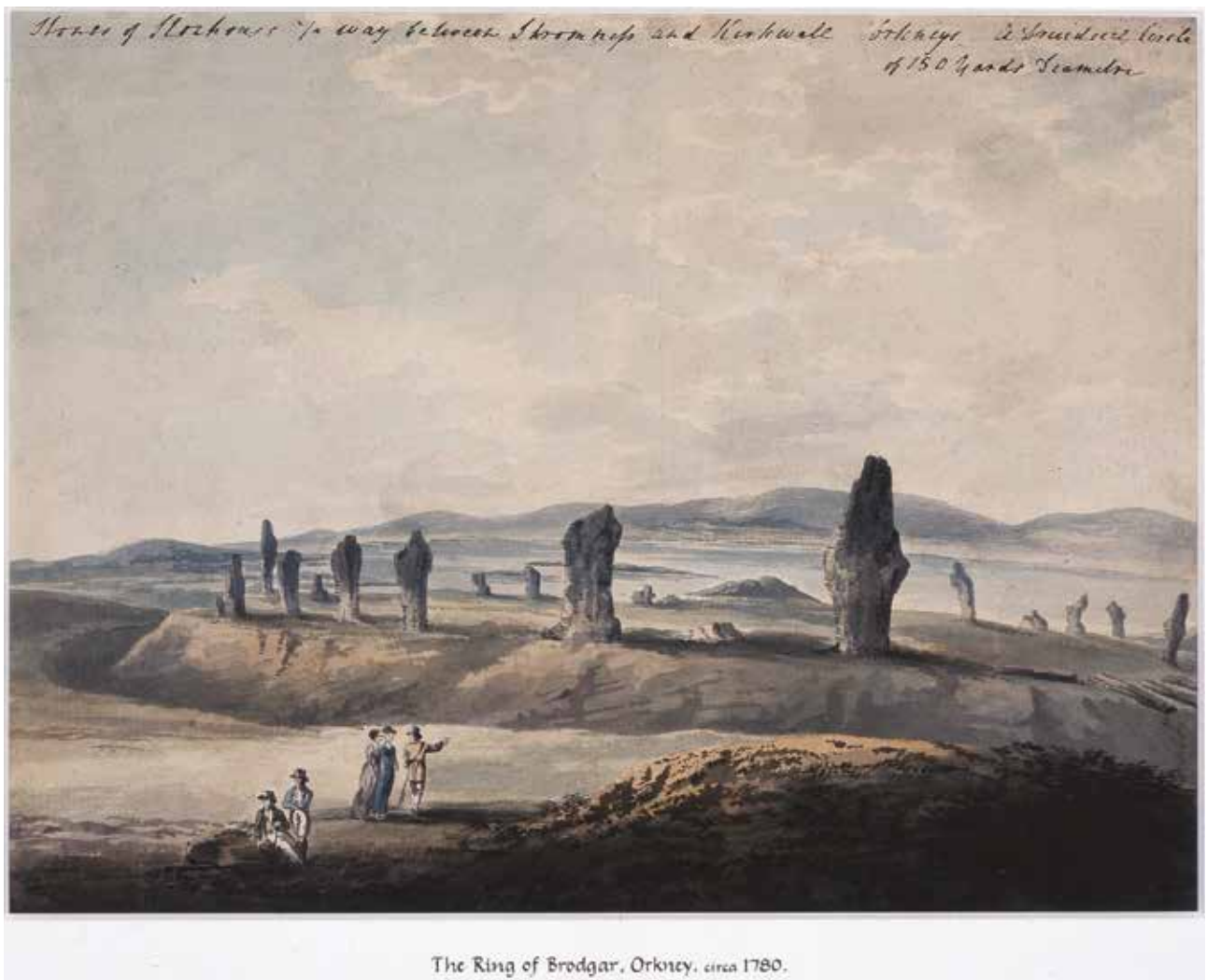
### Integrity

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

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

### Authenticity

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

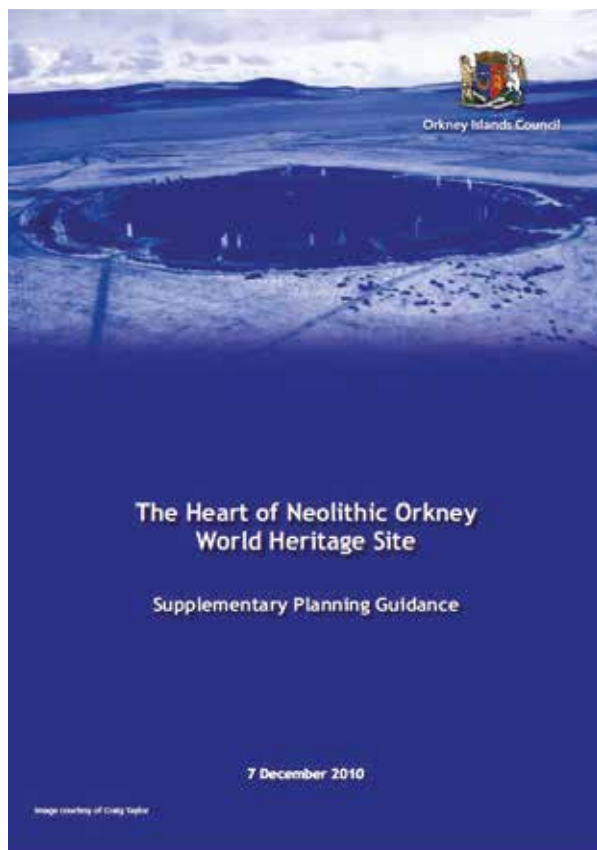


The Ring of Brodgar c. 1780; image ©The Robertson Collection

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

## CHAPTER FOUR

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



Supplementary Planning Guidance for the WHS was published in 2010

### 4.4 SUPPLEMENTARY PLANNING GUIDANCE

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

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

The LDP and the SPG are both available via the [Orkney Islands Council website](http://www.orkney.gov.uk) (<http://www.orkney.gov.uk>).

# CHAPTER FIVE

## 5.0 DELIVERY OF THE 2008-13 MANAGEMENT PLAN

### 5.1 SUMMARY OF ACHIEVEMENTS 2008-13

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

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



Some recent publications featuring HONO WHS



## CHAPTER FIVE

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



The new pathway runs along the shore of the Loch of Harray

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

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

In October 2013, following upgrades to the building during 2012-13, OIC secured c. £40,000 of funding from Museums Galleries Scotland to update the display of the important archaeology collection held at the Orkney Museum. The first stage of the project will focus on the Neolithic galleries, including displays relating to the WHS, and will include development and road testing of new flexible approaches to displays.

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



Monitoring coastal erosion at Skara Brae (left); plinth removal at Barnhouse Village (right)

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

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

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

## CHAPTER FIVE



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

The new World Heritage Team within HS has provided strategic direction for the HONO in accordance with international policy, improved liaison among Partners, and enhanced discussion and sharing of best practice across the Scottish WHS. This has helped raise the profile of World Heritage in Scotland, including through the production of a suite of promotional leaflets and information cards for the Scottish Sites.

See *Delivering the 2008-13 HONO WHS Management Plan* for a full report on the delivery of the 2008-13 Management Plan, including a tabular report on progress of the 2008-13 objectives. This report is available to download from [Historic Scotland's free publications page \(http://www.historic-scotland.gov.uk/index/learning/freepublications.htm\)](http://www.historic-scotland.gov.uk/index/learning/freepublications.htm).

### 5.2 LESSONS LEARNED

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

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

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

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

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

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



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

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

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



The characteristic silhouette of the Standing Stones of Stenness

# CHAPTER SIX

## 6.0 LOOKING FORWARD: THE VISION AND MANAGEMENT OBJECTIVES

### 6.1 A VISION FOR THE HEART OF NEOLITHIC ORKNEY

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

#### THE VISION 2014-44

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



Looking down the entrance passage at Maeshowe

### 6.2 LONG-TERM AIMS: 2014-44

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

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

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



Carving on the upright slab of the box bed in Skara Brae House 7



## CHAPTER SIX

### 6.3 CURRENT ISSUES AND MEDIUM-TERM OBJECTIVES

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

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

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

#### AIM ONE

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

#### ISSUE 1 The HONO WHS and its Buffer Zone

The individual sites that comprise the WHS are Properties in Care managed by HS on behalf of Scottish Ministers. Historic Scotland Conservation Directorate safeguard and preserve the authenticity and integrity of the WHS through the conservation and maintenance of the physical fabric of the monuments. Detailed conservation strategies, monitoring regimes and regularly reviewed maintenance programmes are in place for each monument, ensuring the Site is conserved in accordance with national and international conservation charters.



Test pitting in advance of the installation of new interpretation signage at Stones of Stenness

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

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



Passageways connect the houses at Skara Brae

### **Objective 1.1**

Safeguard and preserve the authenticity and integrity and carry out the conservation and maintenance of the WHS monuments in accordance with national and international conservation charters.

### **Objective 1.2**

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

### **Objective 1.3**

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

### **Objective 1.4**

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

## **ISSUE 2 Legislative and Regulatory Process of Protection**

**Legislation:** During the period of the 2008-13 Plan the *Historic Environment (Amendment) (Scotland) Act 2011* (<http://www.historic-scotland.gov.uk/index/heritage/environmentbill.htm>) was passed to improve the management and protection of Scotland's historic environment by addressing specific gaps and weaknesses in the previous heritage legislation. The *Town and Country Planning (Scotland) Act 1997* and *The Planning etc. (Scotland) Act 2006* are the principal pieces of primary legislation guiding planning and development in Scotland. Individual buildings, monuments and areas of special archaeological or historic interest are designated and protected under *The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997* and the 1979 *Ancient Monuments and Archaeological Areas Act* as amended by the *Historic Environment (Amendment) Scotland Act 2011*.

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

## CHAPTER SIX

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

**Marine spatial planning:** At the national and regional levels respectively, a National Marine Plan and a Pilot Pentland Firth and Orkney Waters (PFOW) Marine Spatial Plan are currently in development. The PFOW Marine Spatial Plan Framework recognises the need to consider visual and other impacts on the WHS by e.g. marine renewables.

### **Objective 1.5**

Update the SPG to statutory SG following the adoption of the LDP, and monitor the effectiveness of the SPG/SG in planning and protection decision-making.

### **Objective 1.6**

Build capacity to ensure that knowledge and understanding of the OUV of the WHS remains current amongst decision-makers.



Maeshowe

### **ISSUE 3 Risk Preparedness**

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





Skara Brae today sits on the edge of the Bay of Skaill and is protected by a sea wall

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

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

### **Objective 1.7**

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

### **Objective 1.8**

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

## **ISSUE 4 Monitoring Frameworks**

There are several aspects of monitoring HONO WHS and the Buffer Zone that need to be combined into an overall framework. An exercise known as Periodic Reporting must be undertaken every six years for UNESCO. A strong monitoring framework will combine on-going conservation measures, environmental monitoring, consideration of tourism and development pressures and individual projects, and identify relevant indicators. Previously, individual Partners have undertaken a variety of forms of monitoring, for example the HS Conservation Directorate programme of laser scanning of the inscriptions within Maeshowe over the past 10 years, and HS Field Officer periodic reports on the condition of scheduled sites within the Buffer Zone. The 2013 Periodic Reporting exercise for UNESCO demonstrated that the present monitoring regime is more than adequate to ensure the protection and preservation of the Site. However, as these monitoring programmes were not specifically tailored to the requirements of the WHS and its Management Plan, the collation of results to provide an overall picture of the condition of the WHS as an entity can be challenging.

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### Objective 1.9

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

### Objective 1.10

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



Scanning inside House 7 at Skara Brae

### ISSUE 5 Implementing the Management Plan

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

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

### **Objective 1.11**

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

### **Objective 1.12**

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

### **Objective 1.13**

The Steering Group Partners will ensure their corporate planning frameworks take cognisance of the WHS Management Plan.

### **Objective 1.14**

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

### **Objective 1.15**

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



Scanning the Barnhouse Stone as part of The Scottish Ten project



## CHAPTER SIX

### ISSUE 6 Capacity Building

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

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

#### Objective 1.16

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

#### AIM TWO

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

### ISSUE 7 Enhancing Visitor Experience

As of 2013 OIC have formalised their aspiration for an Archaeology Centre/World Heritage Site Gateway Centre in their Corporate Strategic Plan 2013-2018 (<http://www.orkney.gov.uk/Council/C/corporate-strategic-plan-2013-to-2018.htm>) and have committed to exploring this possibility through the development of a 'Gateway' initiative, to be completed by 2016. However, the development of such a centre is a medium-term aspiration and is not expected to take place within the period of this Management Plan. Meanwhile, there is no current Interpretation Plan or Access Strategy for HONO WHS, although a rolling programme of interpretation updates has been taking place throughout the period of the 2008-13 Management Plan.

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



Construction of the boardwalk section of the new pathway at the Ness of Brodgar

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

### **Objective 2.1**

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

### **Objective 2.2**

Provide revised visitor reception, staff accommodation and car/coach parking for Maeshowe.

### **Objective 2.3**

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

### **Objective 2.4**

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

### **Objective 2.5**

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

### **Objective 2.6**

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



Guides renew their Girl Guide Promise at the Ring of Brodgar

## **ISSUE 8 Digital Technologies and Digital Resources**

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

## CHAPTER SIX

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

### **Objective 2.7**

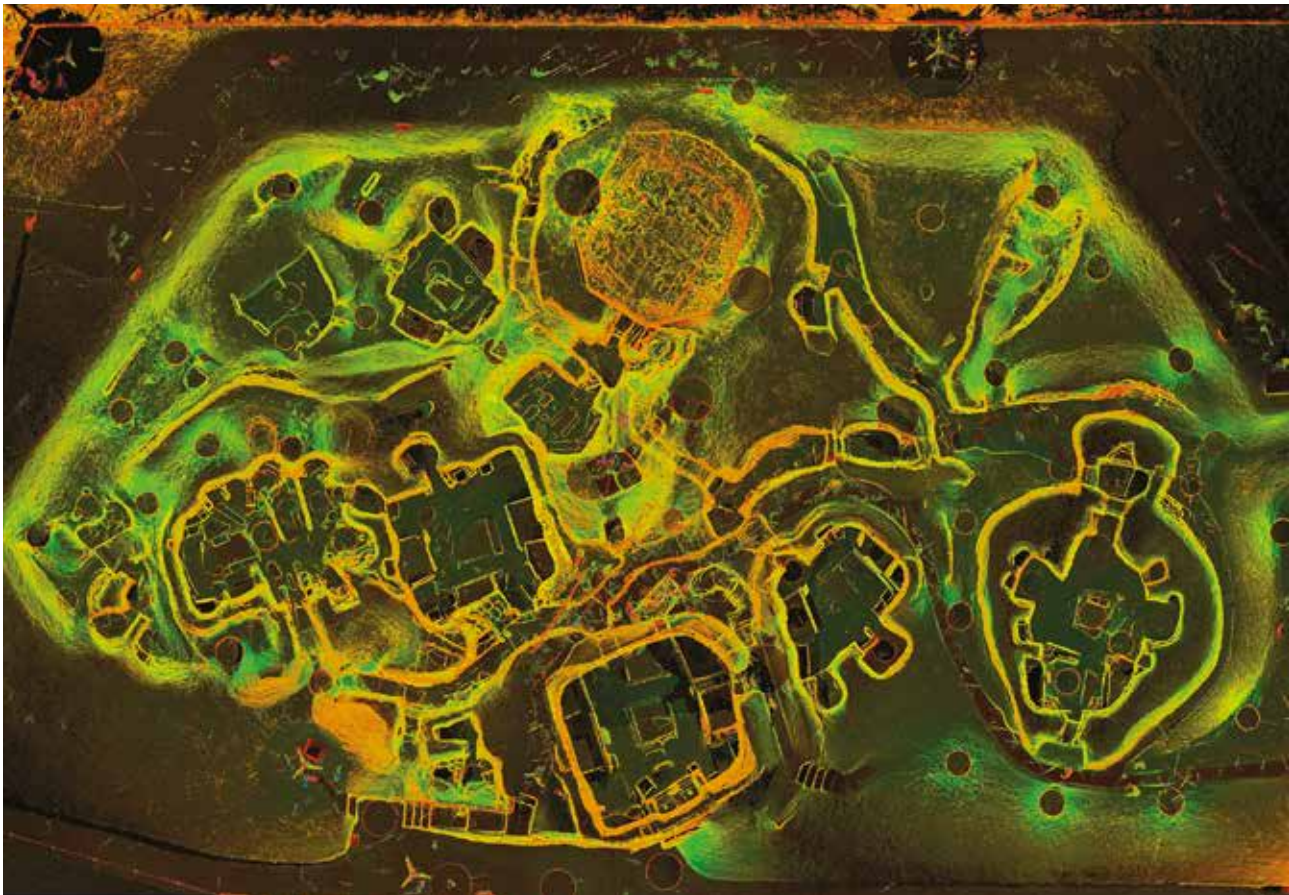
Improve the online presence for the HONO.

### **Objective 2.8**

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

### **Objective 2.9**

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



Point cloud plan view of Skara Brae, generated from the Scottish Ten laser scan survey in August 2010; image © Centre for Digital Documentation and Visualisation LLP



### ISSUE 9 Museum Collections and Intangible Heritage

Alongside the physical remains of the monuments, the artefactual evidence held in museum collections, and the intangible cultural heritage such as folklore or personal stories and recollections, form an important part of the interpretive story of the HONO WHS. The artefacts relating to the WHS held in museum collections provide tangible links to the people who made and used these objects 4-5,000 years ago. The collections relating to the WHS, which are cared for by a number of different institutions, could be better utilised to help people appreciate the values of the WHS. Finds on display at the Skara Brae Visitor Centre complement those on display at Orkney Museum, while other finds are on display in the National Museum of Scotland in Edinburgh.

Improvements to Orkney Museum took place as part of a major capital programme over winter 2012/spring 2013. Whilst not directly improving displays as the work was focused on updating heating, security and utilities, the improved lighting has made a significant difference to viewing displays and the environment is much improved in relation to collections care. Funding has been achieved for a second phase, which will see improved and updated archaeology displays. Further opportunities exist over the term of the 2014-19 Management Plan to better integrate site and collections-based interpretive work, and to facilitate greater joint working between the organisations curating and caring for collections relevant to HONO WHS. (See also **Issue 7, 17 and 18**).

#### Objective 2.10

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

#### Objective 2.11

Encourage wider community engagement and participation with collections and intangible heritage related to the HONO.

#### Objective 2.12

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



Bone pin from Skara Brae in the Orkney Museum collection; image © Orkney Islands Council

### AIM THREE

Realise the World Heritage Site's full potential as a resource for education and learning, for skills development, and for sustainable tourism.

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

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



Orkney students represented HONO at a UNESCO Youth Summit in Greenwich in 2012; image © Orkney Islands Council

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

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

### Objective 3.1

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

### Objective 3.2

Promote UNESCO World Heritage values in educational and training provision.

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

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

### Objective 3.3

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

### Objective 3.4

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

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

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



The Queen Elizabeth berthed at Hatston, one of many large cruise ships which bring visitors to Orkney and the WHS every year; image © Orkney Islands Council





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

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

### **Objective 3.5**

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

### **Objective 3.6**

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

### **Objective 3.7**

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

## **AIM FOUR**

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

### **ISSUE 13 Partnership Working**

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

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

### **Objective 4.1**

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

### **Objective 4.2**

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

### **Objective 4.3**

Develop closer links with other WHS to share best practice.

## CHAPTER SIX

### ISSUE 14 Engagement with Local Communities

Successful implementation of many of the objectives in this Management Plan will rely on gaining the support and engagement of a wide range of stakeholders, including government agencies, universities, individual businesses and landowners, as well as continuing to grow and strengthen those connections already in existence.

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

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

#### Objective 4.3

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

#### Objective 4.4

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



Birdcrop in flower at the Ring of Brodgar; image © Raymond Besant



### AIM FIVE

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

### ISSUE 15 Balancing Management of Competing Issues and Concerns

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

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



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

#### Objective 5.1

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

#### Objective 5.2

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

#### Objective 5.3

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

Events and updates around the WHS are reported in a regular newsletter

## CHAPTER SIX

### ISSUE 16 Impact of Climate Change

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

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

#### Objective 5.4

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

#### Objective 5.5

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

#### Objective 5.6

Ensure the mitigation commitments in the 2008 Strategic Environmental Assessment are taken forward as the Management Plan objectives are delivered.



Gulls over the Bay of Skail

### AIM SIX

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

#### ISSUE 17 Research and the WHS

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



Excavations at the Ness of Brodgar in the WHS Buffer Zone continue to expand our understanding of the Neolithic in Orkney; image © Sigurd Towrie



## CHAPTER SIX

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

### **Objective 6.1**

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

### **Objective 6.2**

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

### **Objective 6.3**

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

### **Objective 6.4**

Ensure that information provided publicly by all Partners about the HONO is accurate and meets accepted standards.



Finds from Skara Brae: an ox-bone mattock head, an enigmatic carved stone ball, and a miniature axehead of polished brown flint; images © National Museums Scotland. Licensor [www.scran.ac.uk](http://www.scran.ac.uk)

## ABBREVIATIONS USED IN TEXT

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

This Action Plan prioritises key actions for Partners on an annual basis and offers a framework for developing capacity and partnership working. It is dependent on resourcing and, as such, may be subject to change from year to year. For later years, further detail will be added and projects clarified further as actions build and develop over the Plan period.

AIM ONE	Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its cultural, historical, and landscape values.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
ISSUE 1: The HONO WHS and its Buffer Zone						
1.1	Safeguard and preserve the authenticity and integrity and carry out the conservation and maintenance of the WHS monuments in accordance with national and international conservation charters.  <i>See also Objectives 1.10; 1.16; 2.9; 3.1</i>	1.1.1 Carry out monument condition surveys, annual monument audit and interim maintenance inspections to programme together with any conservation and maintenance works arising from them.	HS	-	The condition of the WHS monuments maintained or improved; monitored through routine inspections and Annual Monument Audit.	To agreed programme
		1.1.2 Continue to use digital data as a conservation and monitoring tool as implemented over past decade.	HS	HS Digital Documentation Team	Use of digital data in conserving work maintained, developed as appropriate.	On-going
		1.1.3 Maintain practical skills to conserve and understand the WHS monuments, for example by providing appropriate training.	HS	OIC	Practical skills to conserve and understand the WHS monuments maintained; apprentices trained locally in monument conservation skills; skills and training monitored and recorded.	On-going
1.2	Review the boundary of the HONO WHS and its Buffer Zone towards the end of the next Management Plan period to ensure that the Outstanding Universal Value is still adequately protected.	1.2.1 Review of WHS boundary and Buffer Zone.	Steering Group	Research & Education DG	Report produced and adopted in minute of Steering Group.	2017-18
		1.2.2 OIC to consider potential purchase of Ness of Brodgar excavation site.	OIC	-	Decision made and implemented.	As appropriate



1.3	Raise awareness of archaeology in the Buffer Zone, for example by enhancing the SMR for the Buffer Zone. <b>See also Objectives 2.6; 3.4</b>	1.3.1 Maintain and enhance SMR for the 2008 Buffer Zone by extending SURE (Specialist User Recording Environment) pilot project.	OIC D&MP	Research & Education DG	Maintain SMR for 2008 Buffer Zone and enhance via extension of SURE project – up to date SMR information accessible via Pastmap/Canmore.	2017-18
		1.3.2 Highlight archaeology of the Buffer Zone e.g. at public engagement programme event.	OIC D&MP/ Research & Education DG	Access & Interpretation DG	At least one public engagement programme event highlighting archaeology of Buffer Zone.	2014-15
		1.3.3 Enhance information on archaeology in the Buffer Zone available from existing online resources e.g. by creating World Heritage Site Buffer Zone trail on the INTO Orkney website.	OIC D&MP	Research & Education DG/ Access & Interpretation DG	World Heritage Site Buffer Zone trail created on the INTO Orkney website.	2014-15
1.4	Raise awareness among landowners and land managers in the Buffer Zone of appropriate grant schemes to support the conservation and sustainability of archaeological sites.	1.4.1 Identify appropriate grant schemes within SRDP 2014-20.	Coordinator	Conservation & Protection DG	Appropriate grant schemes identified.	2015-16
		1.4.2 Raise awareness of appropriate grant schemes e.g. through articles/notices in relevant publications.	Coordinator/Conservation & Protection DG	-	Articles/notices placed in relevant publications.	2015-16
		1.4.3 Record number of appropriate grant schemes taken up in 2008 Buffer Zone area.	Coordinator	Conservation & Protection DG	Number of appropriate grant schemes taken up recorded.	Annually from 2016

AIM ONE	Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its cultural, historical, and landscape values.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 2: Legislative and Regulatory Process of Protection</b>						
1.5	Update the Supplementary Planning Guidance to statutory Supplementary Guidance following the adoption of the Local Development Plan, and monitor the effectiveness of the SPC/SG in planning and protection decision-making.	1.5.1 Relevant revision of SPG for adoption as new Supplementary Guidance.	OIC D&MP	Conservation & Protection DG	New SG adopted following adoption of LDP.	2015-16
		1.5.2 Establish an SPG/SG monitoring framework.	OIC D&MP	Steering Group	Monitoring Framework drafted and adopted in minutes of Steering Group.	2015-16
	1.6 Build capacity to ensure that knowledge and understanding of the OUV of the World Heritage Site remains current amongst decision-makers.	1.6.1 Ensure introductory materials on WHS are made available to elected members through the members area of the OIC intranet.	Coordinator	OIC	Note of introductory materials sent to all elected members and linked from members' area of OIC intranet.	2014-15
		1.6.2 Offer seminar and supporting introductory materials to all new elected members following May 2017 Local Government Elections.	Coordinator	Steering Group	Seminar held for new elected members following May 2017 Local Government Elections and introductory materials made available to members.	2017-18
		1.6.3 Increase awareness and understanding of OUV and the benefits of World Heritage status within partner organisations.	All Partners	HS World Heritage Team	All relevant staff aware of WHS and potential benefits.	As required
<b>ISSUE 3: Risk Preparedness</b>						
1.7	Develop a risk strategy and associated mitigation measures to address the risks associated with the Management Plan and objectives.	1.7.1 Write a Risk Strategy and establish associated Risk Register.	Coordinator/ Steering Group	All Partners/ All Delivery Groups	Strategy written and approved in minutes of Steering Group by March 2015.	2014-15
		1.7.2 Maintain a Risk Register.	Coordinator/ Steering Group	All Partners/ Delivery Groups	Up-to-date register, reviewed annually by Steering Group.	Annually from 2015

1.8	Continue to monitor and review coastal erosion at the Bay of Skail and review strategy for the protection of Skara Brae accordingly. <b>See also Objective 2.9</b>	1.8.1 Maintain present HS monitoring regime at Skara Brae and share monitoring information with Partners as appropriate.	HS	Steering Group/ All Partners	Monitoring regime maintained and Steering Group updated annually.	Annually
		1.8.2 Keep strategy for protection of Skara Brae under review and revise if necessary.	HS/Conservation & Protection DG	Steering Group	Strategy reviewed; report and recommendations submitted to Steering Group.	2017-18
<b>ISSUE 4: Monitoring Frameworks</b>						
1.9	Establish an overall monitoring and evaluation framework for the WHS that builds upon current monitoring systems and includes appropriate and meaningful monitoring indicators.	1.9.1 Maintain cycle of HS Field Officer visits to scheduled Sites within Buffer Zone; all Sites visited at least once during Management Plan period.	HS/Coordinator	-	Work written into cycle of Field Officer visits on an annual basis; all Sites visited at least once during Plan period.	Annually
		1.9.2 Monitoring of visitor erosion continued and steps taken to address issues re: carrying capacity around the WHS.	HS/Conservation & Protection DG/Access & Interpretation DG	OIC/ Tourism & Marketing DG	Visitor erosion monitored and managed; visitor management approaches implemented and included in Interpretation Plan and Access Strategy (Objective 2.1).	Annually
		1.9.3 Establish HONO condition monitoring framework, based on Periodic Reporting framework.	Steering Group/ Coordinator/OIC D&MP	All Partners	Framework agreed and in use by 2016.	2015-16
1.10	Seek better coherence between WHS monitoring systems and frameworks such as the Orkney Single Outcome Agreement, and feed the results of monitoring into these wider frameworks as appropriate.	1.10.1 Engage with revisions to the SOA on issue of measure and targets related to the World Heritage Site.	Coordinator/OIC/ Conservation & Protection DG	Steering Group	Agreed measure and targets included in revised SOA.	2015-16
		1.10.2 Identify any relevant wider frameworks and agree cycle for feed in of monitoring results as appropriate.	Coordinator/ Delivery Groups	Steering Group	Any relevant wider frameworks identified and cycle for feeding in appropriate monitoring results agreed.	Annually from 2015



AIM ONE	Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its cultural, historical, and landscape values.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 5: Implementing the Management Plan</b>						
<b>1.11</b>	The HONO WHS Steering Group will oversee the implementation and monitoring of the objectives in the Management Plan, assisted by the Coordinator and Delivery Groups and in consultation and partnership with other stakeholders where appropriate.	<b>1.11.1</b> Chairs of Delivery Groups to report to the Steering Group to help set, deliver and monitor annual objectives.	Steering Group/Chairs of Delivery Groups/Coordinator	Key stakeholders	Chairs of Delivery groups reporting regularly to Steering Group; Steering Group maintaining oversight of implementation of objectives and issues arising.	Annually from 2015
<b>1.12</b>	The Steering Group will establish and monitor annual Action Plans to achieve the medium-term objectives.	<b>1.12.1</b> Produce an annual SMART action plan.	Steering Group/Coordinator	Delivery Groups	Annual action plan produced by November of each year to facilitate budget planning for following financial year.	Annually from 2015
		<b>1.12.2</b> Annually monitor and review the Action Plan.	Steering Group/Coordinator	Delivery Groups	Annual action plan monitored in minutes of Steering Group and reviewed in October of each year in report to Steering Group.	Annually from 2015
<b>1.13</b>	The Steering Group Partners will ensure their corporate planning frameworks take cognisance of the WHS Management Plan.	<b>1.13.1</b> WHS to be referenced in relevant Plans of Partner organisations as appropriate.	All Partners	Steering Group	References included in relevant documents.	Annually from 2014
<b>1.14</b>	The Steering Group Partners will keep under review any potential issues, such as resourcing, that may affect delivery of the Management Plan objectives.	<b>1.14.1</b> Delivery Group Chairs to alert Steering Group to potential issues that may affect delivery of objectives.	Delivery Groups/Steering Group	All Partners	Chairs updating Steering Group; issues and any consequent actions agreed recorded in minutes of Steering Group.	Annually

1.15	Share the results of monitoring with stakeholders, community and public as appropriate.	1.15.1 Produce report monitoring delivery of Management Plan and publicise its availability.	Coordinator/ Steering Group	Delivery Groups	Report produced by September 2016 and available online via HS and OIC websites; publicise availability through WHS newsletter and local media.	2016-17
		1.15.2 Hold annual stakeholder/public event to update on delivery of Management Plan and gather feedback.	Coordinator/ Steering Group	Delivery Groups	Annual event taking place and attendance recorded; issues raised by attendees reported to relevant Delivery Group or Steering Group as appropriate.	Annually from 2015
ISSUE 6: Capacity Building						
1.16	Identify areas where increased capacity is required, including the identification of resource needs, and develop a strategy for building capacity at HONO WHS.	1.16.1 Delivery Groups to identify areas where increased capacity is required and Chairs to update Steering Group.	Delivery Groups/ Steering Group	All Partners	Chairs updating Steering Group; areas where increased capacity required identified and recorded in minutes of Steering Group.	Annually
		1.16.2 Develop a strategy for building capacity at HONO WHS.	Steering Group/ Coordinator	All Partners	Strategy for building capacity written and adopted by Steering Group.	2016-17

AIM TWO	Promote awareness and understanding of the Outstanding Universal Value to local, regional, national and global audiences by improving intellectual, social and physical accessibility.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 7: Enhancing Visitor Experience</b>						
<b>2.1</b>	Develop an Interpretation Plan and Access Strategy for the WHS as appropriate. <i>See also Objectives 2.6; 2.8</i>	<p><b>2.1.1</b> Develop Interpretation Plan and Access Strategy for the WHS as an entity.</p> <p><b>2.1.2</b> Develop and agree appropriate plan for extension of Ness of Brodgar pathway to south, including solution to traversing the water at the Bridge of Brodgar, to link existing footway to Stones of Stenness.</p> <p><b>2.1.3</b> Implement plan for extension of pathway.</p> <p><b>2.1.4</b> Consider extension of Core Paths network around WHS during OIC Core Paths review.</p> <p><b>2.1.5</b> Carry out upgrades to Stones of Stenness car park.</p> <p><b>2.1.6</b> Identify small-scale works to enhance access across WHS e.g. provision of bench seating at Ring of Brodgar car park and implement where appropriate and as resources allow.</p>	<p>HS/Access &amp; Interpretation DG</p> <p>OIC/HS/Access &amp; Interpretation DG</p> <p>OIC D&amp;MP/HS</p> <p>OIC D&amp;MP</p> <p>OIC</p> <p>Access &amp; Interpretation DG</p>	<p>Steering Group</p> <p>Steering Group/ All Partners/ Stakeholders</p> <p>–</p> <p>–</p> <p>HS/Steering Group</p> <p>Steering Group/OIC/HS</p>	<p>An appropriate Interpretation Plan and Access Strategy developed and in place.</p> <p>Plans appropriate to the historic and natural environment developed and relevant Stakeholders consulted during process.</p> <p>Pathway extended and in use.</p> <p>Recommendations of Core Paths review taken forward.</p> <p>Stones of Stenness car park upgraded.</p> <p>Potential small-scale works identified and implemented as appropriate.</p>	<p>2017-18</p> <p>2015-16</p> <p>2017-18</p> <p>2014-15</p> <p>2015-16</p> <p>Annually from 2014</p>
<b>2.2</b>	Provide revised visitor reception, staff accommodation and car/coach parking for Maeshowe.	<b>2.2.1</b> Assess alternative options available to provide revised facilities for operational needs.	HS	OIC	Implement preferred option.	As agreed



<b>2.3</b>	Encourage the timely integration of new research findings into interpretation updates.	<b>2.3.1</b> Proposed interpretation updates discussed by Research & Education DG; relevant new research highlighted and reported to Steering Group.	Research & Education DG/ All Partners	Access & Interpretation DG/ Steering Group	New research findings highlighted to Partners updating interpretation relating to WHS and able to incorporate these as appropriate.	Annually
<b>2.4</b>	Proactively engage with OIC in exploration of their aspiration to pursue an Archaeology Centre/World Heritage Site Gateway Centre.	<b>2.4.1</b> OIC providing periodic updates to Steering Group for discussion and identification of any potential for appropriate engagement.	OIC/Steering Group	All Partners	Steering Group informed and discussing updates; Partner organisations kept up-to-date.	As required
<b>2.5</b>	Feed in to any review of transportation options and associated infrastructure around the WHS and its Buffer Zone, and engage with wider initiatives such as Orkney Area Tourism Partnership (OATP) Strategy action plan.	<b>2.5.1</b> Respond to any forthcoming reviews of transportation options/ infrastructure that affect the WHS and Buffer Zone and ensure relevant Delivery Groups feed in as appropriate.  <b>2.5.2</b> Steering Group to invite representative of OATP to attend a meeting to discuss engagement with OATP Strategy.	Coordinator/Tourism & Marketing DG/Access & Interpretation DG	Steering Group	Coordinator ensuring colleagues notifying Steering Group of relevant forthcoming reviews; Delivery Groups feeding into any relevant review process as appropriate.	From 2014-15
<b>2.6</b>	Develop and foster links and partnerships between Partners, local tourism providers and other businesses, to provide an enhanced experience for visitors.  <b>See also Objective 2.1</b>	<b>2.6.1</b> Ensure the development and fostering of links and partnerships between Partners, local tourism providers and other businesses as appropriate through the Interpretation Plan and Access Strategy.	Steering Group	Delivery Groups	Steering Group engaged with development of OATP Strategy as appropriate.	As appropriate
			Access & Interpretation DG/ Tourism & Marketing DG/HS	Steering Group	Interpretation Plan and Access Strategy encouraging Partners, local tourism providers and other businesses to work together where appropriate to provide an enhanced experience for visitors.	2017-18

AIM TWO	Promote awareness and understanding of the Outstanding Universal Value to local, regional, national and global audiences by improving intellectual, social and physical accessibility.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 8: Digital Technologies and Digital Resources</b>						
<b>2.7</b>	Improve the online presence for the Heart of Neolithic Orkney.	<p><b>2.7.1</b> Ensure Partners' existing online resources are up-to-date and enhanced as opportunities arise.</p> <p><b>2.7.2</b> Agree approach to developing coherent and consistent web offer to promote and inform about the HONO WHS as an entity.</p> <p><b>2.7.3</b> Seek funding and commission project work.</p>	Coordinator/Partners	-	Existing online resources up-to-date and enhanced as and when opportunity arises.	Annually from 2015
<b>2.8</b>	Explore new opportunities for digital interpretation both on and off site. <i>See also Objectives 2.1; 2.9</i>		Steering Group/Coordinator	HS/Access & Interpretation DG/Tourism & Marketing DG	Approach to developing coherent web offer agreed.	2015-16
<b>2.9</b>	Make use of digital data as appropriate for conservation, interpretation, education, and promotion of HONO WHS. <i>See also Objectives 1.1; 1.8; 2.1</i>	<p><b>2.8.1</b> Identify at least one new opportunity for digital interpretation on or off site; identify funding; plan and deliver project.</p> <p><b>2.9.1</b> Explore use of Scottish Ten data as an additional monitoring and conservation tool.</p> <p><b>2.9.2</b> Explore wider potential of Scottish Ten data/work at HONO WHS and consider possible outputs.</p>	Access & Interpretation DG	Access & Interpretation DG/Tourism & Marketing DG	Funding, content and timetable agreed, project work commissioned and delivered.	2016-17
				Research & Education DG/Partners	Opportunity identified, project funded and delivered.	2017-18
			HS/Conservation & Protection DG	HS Digital Documentation Team	Scottish Ten data in use in monitoring and conservation of Site, and highlighted in e.g. public seminars.	From 2014-15
			HS Digital Documentation Team/Research & Education DG/Access & Interpretation DG	Steering Group/Coordinator	Outputs from the Scottish Ten work agreed and in development.	2015-16

ISSUE 9: Museum Collections and Intangible Heritage						
2.10	Strengthen partnership working between the institutions holding WHS-related collections to improve access (physical, intellectual and virtual) to the collections and facilitate the sharing of resources.	2.10.1 Encourage relevant partnership projects (e.g. Touching the Past).	Research & Education DG/ Access & Interpretation DG	Partners/ Key Stakeholders	Improved access to collections via partnership projects.	As appropriate
2.11	Encourage wider community engagement and participation with collections and intangible heritage related to the Heart of Neolithic Orkney. <b>See also Objectives 3.1; 3.3; 3.4</b>	2.11.1 Seek opportunities to widen community engagement through participation in international, national, regional and local events with direct relevance to the WHS.	Access & Interpretation DG/ Tourism & Marketing DG/ Coordinator	Research & Education DG	Participation in relevant events e.g. for Year of Homecoming, Year of Archaeology.	As appropriate
2.12	Build closer links between the WHS and artefacts from it to increase understanding of both and lay foundations for the future development of an accessible multi-repository catalogue of the WHS-related collections. <b>See also Objective 2.1</b>	2.12.1 Update Orkney Museum archaeology galleries, with initial pilot project focusing on Neolithic galleries.  2.12.2 Encourage better integration of site and collections-based interpretive work.	OIC AM&H/ Orkney College UHI  Access & Interpretation DG	Research & Education DG  Research & Education DG	Orkney Museum Neolithic galleries pilot project in place and completed for end of 2015; further updates to archaeology galleries taking place.  Updates to interpretation on and off site incorporating better integrated site and collections interpretation.	2015-16  As required



AIM THREE Realise the World Heritage Site's full potential as a resource for education and learning, for skills development, and for sustainable tourism.						
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
ISSUE 10: Strengthening the Use of the HONO WHS in Formal Education and Training						
3.1	Review and promote the use of the WHS for educational and training uses.	3.1.2 Review current learning provision and promote the potential of the WHS to enable opportunities for learning and training and identify further opportunities for use and connection to National Curriculum; develop actions based on review.	Research & Education DG/ HS Learning Engagement Manager	Steering Group	Review carried out and report recorded in minutes of Steering Group; actions based on review included in revised annual action plan.	2015-16
3.2	Promote UNESCO World Heritage values in educational and training provision.	3.2.1 Raise awareness of the UNESCO 'World Heritage in Young Hands' Education Programme and toolkit among education and training providers.	Research & Education DG/ Coordinator	Partners	Learning and training providers aware of UNESCO 'World Heritage in Young Hands' Programme and enabled to make use of toolkit as relevant to their provision.	2016-17
ISSUE 11: Strengthening the Use of the HONO WHS in Informal Education and Outreach						
3.3	Continue to support the use of HONO WHS by the local community and special interest groups in informal education and outreach initiatives; for example by maintaining the WHS Ranger Service <i>See also Objective 2.1</i>	3.3.1 Continue to deliver programme of events through WHS Ranger Service.  3.3.2 Encourage and support local community and special interest groups to develop and plan their own events that use or connect with the WHS.  3.3.3 Continue to support use of WHS across informal audiences and encourage use by new audiences.	HS/SNH/OIC  Research & Education DG	-  Steering Group/ Stakeholders	Programme of events, learning and outreach in place.  Local community and special interest groups made aware of potential to develop and plan their own events.	Annually  From 2015-16
			Research & Education DG/ Access & Interpretation DG	Steering Group	Support continued and addressed in Interpretation Plan and Access Strategy (2017-18).	On-going

<b>3.4</b>	Continue to build a programme of events and activities for families, special interest groups and the general public; for example presentations on aspects of the conservation work carried out at the WHS.	<b>3.4.1</b> WHS Rangers to maintain, and expand where appropriate, their programme of public engagement events and activities for specific audiences (e.g. young people) with support of relevant Partners.  <b>3.4.2</b> Maintain and develop programme of presentations and events e.g. on the conservation work at the WHS.	WHS Ranger Service	Partners/ Key Stakeholders	Ranger Service Programme of events and activities maintained and expanded where appropriate.	Annually
			Partners/Coordinator	Steering Group	Programme of presentations and events maintained and developed.	Annually
<b>ISSUE 12: Strengthening the Role of the HONO WHS in Supporting Development of Sustainable Tourism in Orkney and Scotland</b>						
<b>3.5</b>	Develop a framework for the collation of existing data and ensure dissemination between Partners and stakeholders as appropriate.	<b>3.5.1</b> Develop a suitable framework in which existing data regarding tourism and the WHS can be collated and agree responsibility for data collection and recording.	Tourism & Marketing DG/ Partners	Steering Group/ Coordinator	Data collated annually using agreed framework and recorded in minutes of Steering Group; reported in annual monitoring report/ at seminar as appropriate.	From 2016-17
<b>3.6</b>	Explore opportunities to improve our understanding of the way that tourists and other visitors use and understand the WHS to inform other Management Plan objectives and feed into Partner's tourism strategies.	<b>3.6.1</b> Engage with relevant further education providers to encourage postgraduate project work that explores use and understanding of HONO and other WHSs.	Research & Education DG/ HS World Heritage Team	All Partners	Relevant project work encouraged and any results shared to inform delivery of Management Plan objectives and tourism strategies.	From 2015-16
<b>3.7</b>	Feed into the development of a World Heritage brand across Scotland.	<b>3.7.1</b> Attending regular Scottish Coordinators meetings and when appropriate Local Authority World Heritage Forum.	Coordinator	HS World Heritage Team	Attending regular meetings of Scottish Coordinators, LAWHF as appropriate.	From 2014-15

AIM FOUR	Build strong structural and organisational partnerships between local and national organisations and strengthen engagement with the local community and landowners.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 13: Partnership Working</b>						
<b>4.1</b>	Continue to build and nurture strong working relationships between the Partners in delivering the Management Plan.	<p><b>4.1.1</b> Encourage high level advocacy.</p> <p><b>4.1.2</b> Maintain regular cycle of Steering Group and Delivery Group meetings attended by relevant representatives of Partners; review membership periodically.</p>	Steering Group/Coordinator	All Partners	Public launch of Management Plan April 2014.	2014-15
<b>4.2</b>	Explore opportunities for developing new partnerships to help implement the Management Plan. <i>See also Objective 2.6</i>	<p><b>4.2.1</b> Management Plan Partners to engage with relevant local groups (e.g. Local Access Forum, Area Tourism Partnership, Outdoor Orkney) and highlight opportunities to develop new partnerships to Steering Group.</p>	All Partners/Coordinator	Steering and Delivery Groups	Steering Group and Delivery Groups meeting on schedule; attended by appropriate representatives of Partners/Key Stakeholders.	Annually
<b>4.3</b>	Develop closer links with other World Heritage Sites to share best practice.	<p><b>4.3.1</b> Coordinators to meet and identify possible joint project and promotional activities.</p>	HS World Heritage Team/Coordinator	Steering Group	Management Plan Partners engaging with relevant local groups and highlighting opportunities for new partnerships to Steering Group.	Annually
<b>ISSUE 14: Engagement with Local Communities</b>						
<b>4.4</b>	Maintain and develop strong partnerships between the Partners and stakeholders to continue to improve engagement.	<p><b>4.4.1</b> Maintain regular publication of WHS e-newsletter and disseminate widely.</p>	Coordinator	Steering Group/All Partners	Monthly meetings between Coordinators of Scottish WHSs.	Annually
<b>4.5</b>	Strengthen links with interest groups to improve engagement with the management of the WHS. <i>See also Objective 1.15</i>	<p><b>4.5.1</b> Engage with interest groups and organisations via annual stakeholders event and gather feedback.</p>	Coordinator/Access & Interpretation DG	Steering Group	Newsletter published annually and widely disseminated.	Annually



AIM FIVE		Ensure the sustainable management of the World Heritage Site by balancing wider environmental, natural heritage, biodiversity, social, and economic concerns.				
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 15: Balancing Management of Competing Issues and Concerns</b>						
5.1	Develop a sustainable approach to identifying and resolving conflicts (e.g. between visitor access and Site erosion) within the WHS and Buffer Zone. <i>See also Objective 1.7</i>	5.1.1 Identify current and potential conflicts associated with delivery of projects and MP objectives at annual meeting and report to Steering Group to inform annual review of action plan.	All Delivery Groups	Steering Group/ All Partners	Current and potential projects identified by Delivery Groups and informing annual review of action plan.	Annually from 2015
5.2	Ensure that the Action Plan developed to deliver Management Plan objectives takes cognisance of the Orkney Environment Strategy (OES) and Local Biodiversity Action Plan (LBAP).	5.2.1 Identify all relevant actions and consult with Orkney Environment Partnership to ensure they take cognisance of OES and LBAP. 5.2.2 Review individual Site Biodiversity Action Plans and update as required.	Steering Group/ Coordinator DG/HS	LBAP Group/Orkney Environment Partnership	Annual action planning taking cognisance of OES and LBAP as appropriate.	Annually from 2015
5.3	Encourage farmers and landowners to enter into schemes that benefit the sustainable management of the Buffer Zone. <i>See also Objective 1.4</i>	5.3.1 Raise awareness among landowners and land managers in the Buffer Zone of appropriate SRDP grant schemes which could benefit its sustainable management through articles/notices in relevant publications.	Coordinator/OIC D&MP/ Conservation & Protection DG	RSPB/SNH	HS Site BAPs reviewed and updated where necessary, implemented as part of annual cycle. Appropriate grant schemes identified and articles/notices placed in relevant publications.	From 2016-17 From 2015-16
<b>ISSUE 16: Impact of Climate Change</b>						
5.4	Identify areas of the Site at risk and ensure that they are appropriately monitored and that recommendations for mitigation and adaptation are integrated into the management of the WHS. <i>See also Objectives 1.7 - 1.10</i>	5.4.1 Identify areas of Site at risk and include appropriate monitoring measures as part of development of condition monitoring framework.	Conservation & Protection DG/OIC D&MP/Coordinator	Steering Group	Areas at risk identified and measures included in monitoring framework.	2015-16

## APPENDIX A

Ensure the sustainable management of the World Heritage Site by balancing wider environmental, natural heritage, biodiversity, social, and economic concerns.						
AIM FIVE	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
5.5	Seek to improve sustainability and energy efficiency in relation to Site and visitor management. <b>See also Objective 5.1</b>	<b>5.5.1</b> All Partners to implement their organisational strategies for sustainability and energy efficiency in delivery of Management Plan objectives.  <b>5.5.2</b> Ensure Access Strategy (Objective 2.1) balances visitor management and sustainability.	All Partners	–	Partners implementing their organisational strategies for sustainability and energy efficiency in delivery of Management Plan objectives.	From 2014-15
5.6	Ensure the mitigation commitments in the 2008 Strategic Environmental Assessment are taken forward as the Management Plan objectives are delivered.	<b>5.6.1</b> Implement revised schedule of mitigation commitments derived from 2008 SEA as relevant.	HS/Access & Interpretation DG  All Partners	Steering Group  –	Access Strategy balancing visitor management and sustainability.  Relevant mitigation commitments implemented in delivery of Management Plan objectives.	From 2017-18  On-going

Encourage and broaden research opportunities and use this new research to underpin work to protect and promote the World Heritage Site.						
AIM SIX	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
<b>ISSUE 17: Research and the WHS</b>						
<b>6.1</b>	Ensure that the Research Strategy is shared and used by Partner organisations and stakeholders, and encourage use of the Research Strategy by the wider research community.	<b>6.1.1</b> Ensure all partner organisations and stakeholders are aware of 2013-18 Research Strategy; Research & Education DG monitoring use.	Research & Education DG	Access & Interpretation DG	2013-18 Research Strategy promoted to Partner organisations and use monitored by Research & Education DG.	From 2014-15
		<b>6.1.2</b> Promote and encourage use of the 2013-18 Research Strategy by the wider research community e.g. via social media and partner websites.	Research & Education DG/ Coordinator	Access & Interpretation DG	2013-18 Research Strategy promoted to wider research community.	2014-15
		<b>6.1.3</b> Highlight HONO WHS Research Strategy as part of Archaeology Strategy launch.	HS	-	WHS Research Strategies (HONO, AW) highlighted as part of Archaeology Strategy launch.	2015
<b>6.2</b>	Ensure that decisions about excavation and recording of Sites in the Buffer Zone, conservation, and publication adhere to appropriate legislative frameworks and standards, and are informed by the HONO WHS Research Strategy.	<b>6.2.1</b> Refer to relevant standards when commissioning/undertaking work.	Research & Education DG/ OIC D&MP	HS/OIC	Work carried out to acceptable standards and in line with Research Strategy, as far as practicable.	From 2014-15
		<b>6.2.2</b> Create accessible links to standards and Research Strategy.	Research & Education DG/ OIC D&MP	HS/OIC	Research Strategy, information about standards, legislative frameworks etc. more accessible.	From 2014-15
<b>6.3</b>	Collate information on current research on, or connected to, the HONO WHS and disseminate the results of research as widely as possible, and ensure the results are communicated in accessible, inclusive, informative and imaginative ways.	<b>6.3.1</b> Periodic public seminars to share research results.	Research & Education DG	Steering Group	Public seminar held 2017; monitored and evaluated through feedback from attendees.	2017-18
		<b>6.3.2</b> Explore new ways to disseminate current research that are inclusive, informative and imaginative and propose specific projects/actions to Steering Group for inclusion in future annual action plans.	Research & Education DG/ Access & Interpretation DG	Steering Group	At least one project to disseminate current research in new ways proposed to Steering Group for consideration; agreed actions included in revised annual action plans.	From 2016-17

AIM SIX	Encourage and broaden research opportunities and use this new research to underpin work to protect and promote the World Heritage Site.					
	Management Plan Objective	Action	Lead Group or Partner	Other Groups, Partners & Stakeholders	Success Measure	Delivery Date (FY)
6.4	Ensure that information provided publicly by all Partners about the Heart of Neolithic Orkney is accurate and meets accepted standards.	6.4.1 Feed Research Strategy and content of public seminar (Action 6.3.1) into interpretation and education work through annual meeting cycles e.g. Research & Education DG updating Access & Interpretation DG.	Research & Education DG	Steering Group/Access & Interpretation DG	Annual update of Research & Education developments to Access and Interpretation DG.	Annually

Abbreviations used in table:

- DG  
Delivery Group
- HS  
Historic Scotland
- OATP  
Orkney Area Tourism Partnership
- OIC  
Orkney Islands Council
- OIC AM&H  
Orkney Islands Council Arts, Museums & Heritage
- OIC D&MP  
Orkney Islands Council Development & Marine Planning
- RSPB  
Royal Society for the Protection of Birds
- SNH  
Scottish Natural Heritage
- SOA  
Single Outcome Agreement



## APPENDIX B

### REVISED SEA SCHEDULE OF COMMITMENTS

Revised SEA Schedule of Commitments (after 2008-13 Management Plan)		
Mitigation Commitment		2014-19 Management Plan Objective
1	Any proposals to alter the WHS boundary following review to be developed in consultation with Partners and undertake public consultation	1.1
2	Manage visitor numbers to avoid exacerbating problems at sensitive sites	2.1, 5.1
3	Consider the implications of the predicted effects of climate change for the management of the WHS	1.7, 5.4
4	Integrate environmental assessment into the development of any options for any new visitor facilities and car parks. Include consideration of sustainable urban drainage systems for any new developments.	2.1, 2.3, 5.1, 5.5
5	Include section on environmental risk in the Risk Strategy	1.6
6	Consider environmental implications of proposals to address coastal erosion at Skara Brae and seek early involvement of partners and SEPA	1.7
7	Include environmental interests in Conservation Strategies	5.1, 5.2
8	Consider environmental sustainability issues when addressing carrying capacity problems	5.1, 5.2, 5.5
9	Proposals for archaeological research to consider possible environmental effects of the proposed work	6.1, 6.2
10	Grant funding from HS to incorporate environmental criteria into the evaluation of funding proposals	6.1, 6.2
11	Include environmental sustainability questions in any programme of visitor studies	3.6
12	Include wider environmental issues in the Interpretation Plan and Access Strategy and integrate environmental sustainability principles into the review of public access	2.1, 5.5
13	Improve general awareness of biodiversity duty	5.2
14	Implement the environmental measures that will be required to reduce our carbon footprint through Partners' organisational strategies e.g. Historic Scotland's Climate Change Action Plan 2012-17 and Carbon Management Plan. Maintain links with the Green Tourism Business Scheme	5.5

## APPENDIX C

### STATEMENT OF OUTSTANDING UNIVERSAL VALUE

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

##### Brief Synthesis

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

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

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

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

The Property is characteristic of the farming culture prevalent from before 4000 BC in north-west Europe. It provides exceptional evidence of, and demonstrates with exceptional completeness the domestic, ceremonial, and burial practices of a now vanished 5000-year-old culture and illustrates the material standards, social structures and ways of life of this dynamic period of prehistory which gave rise to Avebury and Stonehenge (England), Bend of the Boyne (Ireland) and Carnac (France).

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

##### Criteria

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

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

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

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

### **Integrity**

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

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

### **Authenticity**

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

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

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

### **Protection and Management Requirements**

World Heritage Sites in Scotland are protected through the following pieces of legislation. The Town and Country Planning (Scotland) Act 1997 and The Planning etc. (Scotland) Act 2006 provide a framework for local and regional planning policy and act as the principal pieces of primary legislation guiding planning and development in Scotland. Additionally, individual buildings, monuments and areas of special archaeological or historic interest are designated and protected under The Planning (Listed Building and Conservation Areas)(Scotland) Act 1997 and the 1979 Ancient Monuments and Archaeological Areas Act.

The Scottish Historic Environment Policy (SHEP) is the primary policy guidance on the protection and management of the historic environment in Scotland. Scottish Planning Policy (SPP) sits alongside the SHEP and is the Government's national planning policy on the historic environment. It provides for the protection of World Heritage Sites by considering the impact of development on their Outstanding Universal Value, authenticity and integrity.

## APPENDIX C

Orkney Islands Council has produced a new Local Development Plan setting out the Council's policy for assessing planning applications and proposals for the allocation of land for development. This will replace the Orkney Structure Plan (2001) and Orkney Local Plan (2004). The Plan contains policies which address the need to put an appropriate level of protection in place for the Property and its setting. Supplementary Planning Guidance for the World Heritage Site has also been produced. These policies and guidance establish a general commitment to preserving the integrity and authenticity of the Property. They also seek to manage the impact of development on the wider landscape setting, and prevent development which would have an adverse impact on its Outstanding Universal Value through the designation of Inner Sensitive Zones aligned with the two parts of the Buffer Zone and the identification of sensitive ridgelines outwith this area. The Rural Conservation Area at Brodgar that includes Maeshowe, the Stones of Stenness and the Ring of Brodgar, will be retained or expanded, and a new Rural Conservation Area established at the Bay of Skaill.

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

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

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

The relationships and linkages between the monuments and the wider open, almost treeless landscape, and between the monuments that comprise the property and those in the area outside it that support the OUV are potentially at risk from change and development in the countryside. The long-term need to protect the key relationships between the monuments and their landscape settings and between the Property and other related monuments will be kept under review by the Steering Group. Policy HE1 The Heart Of Neolithic Orkney World Heritage Site in the Local Development Plan and the associated Supplementary Guidance require that developments must demonstrate that they will have no significant negative impact on either the Outstanding Universal Value or the setting of the World Heritage Site.



# APPENDIX D

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

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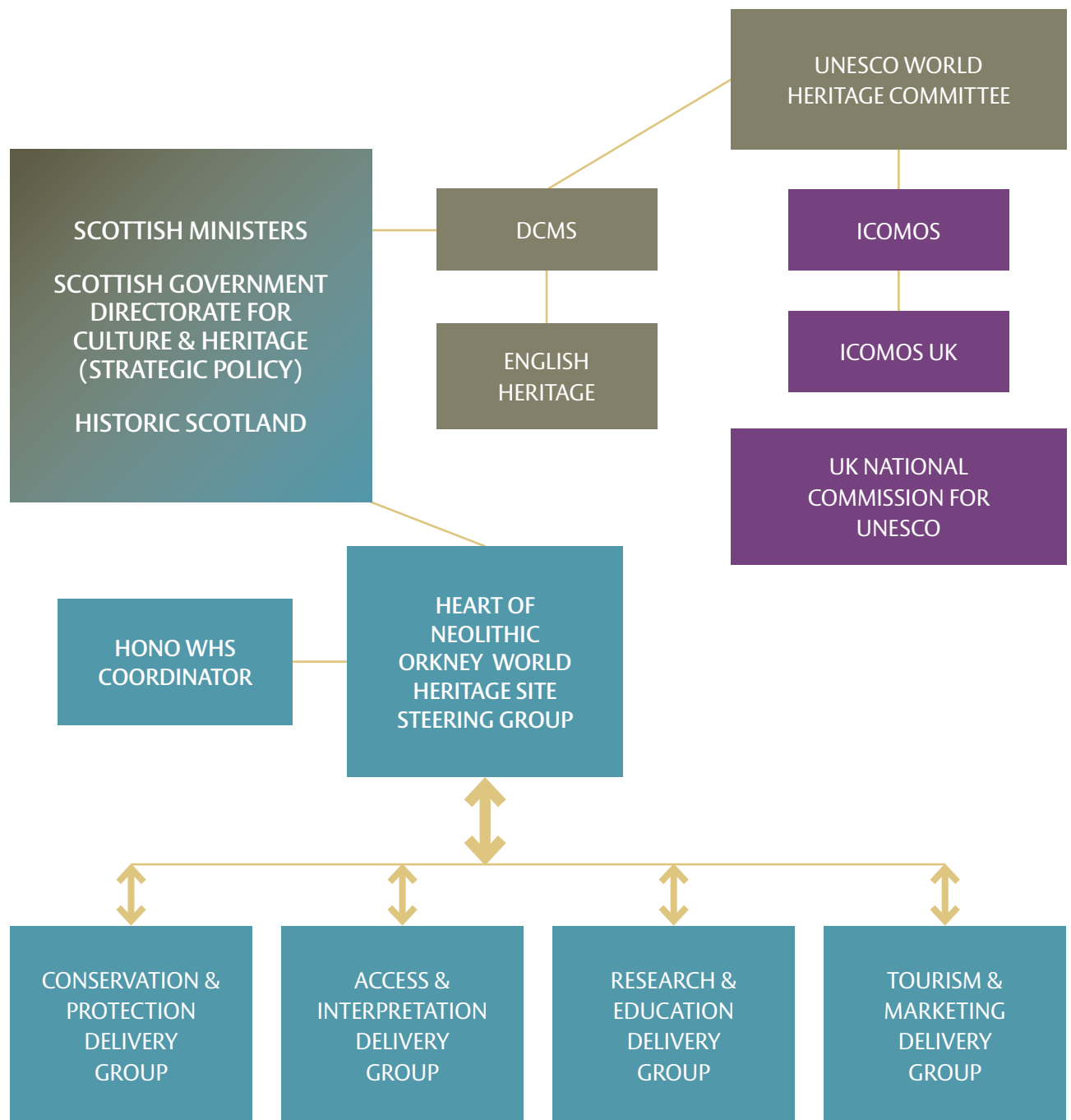
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## APPENDIX E

### GOVERNANCE MODEL FOR HEART OF NEOLITHIC ORKNEY WORLD HERITAGE SITE



#### KEY

- Strategic
- Operational
- Advisory

# APPENDIX F

## GLOSSARY OF TERMS

### Authenticity

Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (as recognised in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including: form and design; materials and substance; use and function; traditions, techniques and management systems; location and setting; language, and other forms of intangible heritage; spirit and feeling; and other internal and external factors.

### Biodiversity

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

### Buffer Zone

For the purposes of effective protection of the nominated property, a Buffer Zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the Buffer Zone should be determined in each case through appropriate mechanisms.

### Capacity Building

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

Criteria for selection of World Heritage Sites to be included on the World Heritage List, Sites must be of Outstanding Universal Value and meet at least one out of ten selection criteria. These criteria are explained in the *Operational Guidelines for the Implementation of the World Heritage Convention* which, besides the text of the Convention, is the main working tool on World Heritage. The criteria are regularly revised by the Committee to reflect the evolution of the World Heritage concept itself.

### Governance Model

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

### Heart of Neolithic Orkney

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

### ICOMOS

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



**ICOMOS UK**

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

**Inscription**

The formal process through which the World Heritage Committee decides whether a property should or should not be added to the World Heritage List. When deciding to inscribe a property on the World Heritage List, the Committee, guided by the Advisory Bodies, adopts a Statement of Outstanding Universal Value for the property. At the time of inscription, the Committee may also make other recommendations concerning the protection and management of the World Heritage property.

**Intangible heritage**

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

**Integrity**

Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes.

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

**LiDAR Survey**

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

**Local Development Plan**

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

**Nomination**

Countries (or States Parties) that have signed the World Heritage Convention, pledging to protect their natural and cultural heritage, can submit nomination proposals for properties on their territory to be considered for inclusion in UNESCO's World Heritage List. Nominations to the World Heritage List are not considered unless the nominated property has already been included on the State Party's Tentative List. If the Committee determines, based on the recommendations of its Advisory Bodies (ICOMOS and IUCN), that the nomination meets at least one of the necessary criteria, then the property proposed by the State Party is inscribed on the World Heritage List.

## APPENDIX F

### Outstanding Universal Value

Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. At the time of inscription of a property on the World Heritage List, the World Heritage Committee adopts a Statement of Outstanding Universal Value which will be the key reference for the future effective protection and management of the property.

### Partner(s)

Organisations that have formally agreed to work together to deliver the WHS Management Plan.

### Periodic Reporting

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

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

### Scottish Ten

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

### Significance

Importance, distinctiveness, why a place is valued.

### Stakeholder

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

### States Parties

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

### Strategic Environmental Assessment

Strategic Environmental Assessment (SEA) is a systematic process for identifying, predicting, reporting, mitigating and monitoring the environmental effects (positive and negative) of plans, programmes, strategies and policies (abbreviated to PPS). SEA applies to all public bodies, and aims to ensure that information on the significant environmental effects of a PPS is available to decision-makers, so that they can make a decision in full knowledge of the environmental effects. SEA is not separate from the PPS-making process, and should be thought of as a tool that can be used to help influence and improve it.

**Supplementary Planning Guidance/Supplementary Guidance**

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

**Sustainable**

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

**UNESCO**

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

**World Heritage Centre**

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

**World Heritage Committee**

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

**World Heritage Convention**

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

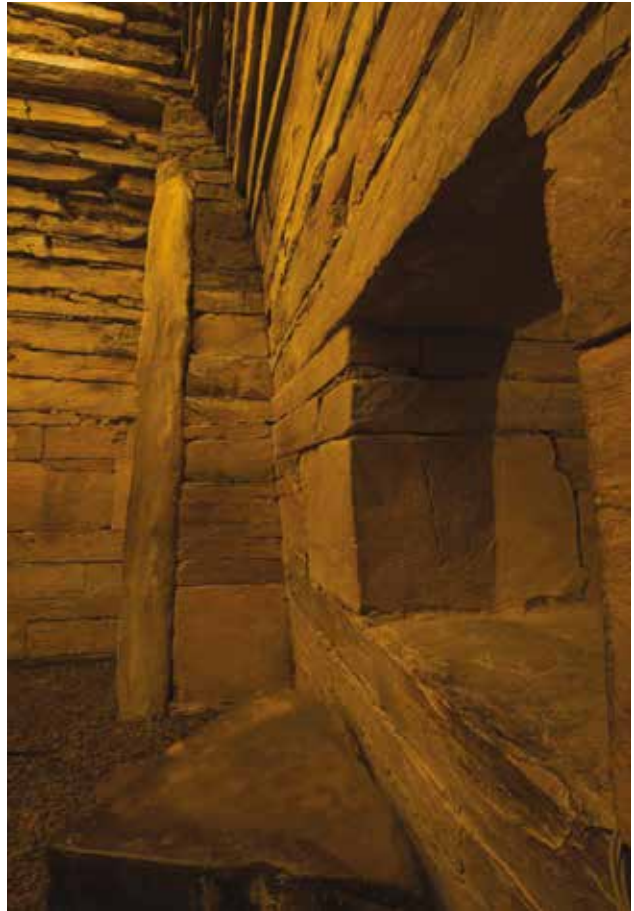
The UNESCO World Heritage Convention is a treaty that has become, over the past 30 years, the foremost international legal tool in support of the conservation of the world’s cultural and natural heritage. Today, 187 countries (called States Parties) have ratified the Convention, making it an almost universally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

**World Heritage List**

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



Neolithic stone carving from Skara Brae



Maeshowe interior



Sunset at the Ring of Brodgar



