



# **LONDON'S WORLD HERITAGE SITES - GUIDANCE ON SETTINGS**

## **SUPPLEMENTARY PLANNING GUIDANCE**

MARCH 2012  
LONDON PLAN 2011  
IMPLEMENTATION FRAMEWORK

**MAYOR OF LONDON**

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**GREATER LONDON AUTHORITY  
MARCH 2012**

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# FOREWORD

London has a unique built and natural heritage, with iconic buildings recognised across the world. This is reflected in the fact we have four internationally designated World Heritage Sites. Each says something about our city's story and its changing place in the world; each presents distinct opportunities and challenges. But they all contribute to London's identity and character, providing immeasurable benefit to our economy, culture and quality of life.

The sites themselves have been designated as they have outstanding universal value of international significance. That this is true is demonstrated by the fact that they are almost obligatory stops on the itinerary of visitors to London. Many other World Heritage Sites around the world are located where there is very little pressure for development or change. This is clearly not the case here; London's sites are set in a very dynamic, complex urban environment in which pressure for development is high. The challenge is to ensure we protect the qualities of the designated sites that make them worthy of international designation, while allowing the city to grow and change around them.

One of the things that makes London distinctive is the way it combines old and new, protects heritage but encourages change. This is the way London has grown and changed over the centuries; it is a fundamental part of our city's history and identity – and of the character of our World Heritage Sites. How we manage this dynamic juxtaposition in ways that respect the past, while welcoming the future, will be a mark of our success in maintaining London as a really world class city.



In July 2011, I published my new London Plan which strengthened the policies related to World Heritage Sites, and is much more explicit about the importance of the settings of World Heritage Sites and their relationship to the outstanding universal value of each. These are important issues; they go to the heart of the question of how the old can co-exist with the new in ways that preserve the integrity of both to the enrichment of London and Londoners – and of those who admire our city from further afield.

Boris Johnson

A handwritten signature in black ink, appearing to read 'Boris Johnson'.

Mayor of London

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## CHAPTER ONE

# INTRODUCTION

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## Introduction

1.1 There are currently four designated World Heritage Sites in London and one potential site on the Tentative List:

- Palace of Westminster and Westminster Abbey, including St Margaret's Church (inscribed 1987);
- Tower of London (inscribed 1988);
- Maritime Greenwich (inscribed 1997); and,
- Royal Botanic Gardens, Kew (inscribed 2003)
- Darwin Landscape Laboratory (Tentative List)

1.2 The four sites have been designated as World Heritage Sites through their inscription by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) as they are deemed to be of Outstanding Universal Value (OUV) and acknowledged to be of international significance. Both individually and together they are a vital part of London's identity and character, providing enormous social, environmental and economic value to London.

1.3 The setting of a World Heritage Site is recognised as fundamentally contributing to the appreciation of a World Heritage Site's Outstanding Universal Value and changes to it can impact greatly, both adversely and beneficially, on the ability to appreciate its Outstanding Universal Value.

1.4 The setting of heritage assets, including World Heritage Sites, is defined in the London Plan 2011 as follows:

"Setting is the surroundings in which an asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."

1.5 Policy 7.10 of the London Plan 2011 seeks to conserve, promote, make sustainable use of and enhance World Heritage Sites and their settings, and states that development should not cause adverse impacts on World Heritage Sites or their settings, and should not compromise the ability to appreciate their Outstanding Universal Value, integrity, authenticity or significance. The policy also states that the Mayor will provide guidance on defining the settings of London World Heritage Sites.

1.6 It is not the intent of this SPG however to define the specific settings for each of the individual sites as that is more appropriately done through the steering groups and consultative committees set up for each World Heritage Site. Rather, the intention of the SPG is to ensure a more consistent interpretation of setting and understanding of their importance in contributing to an appreciation of Outstanding Universal Value to help support consistency in decision making to conserve the World Heritage Sites' Outstanding Universal Value, integrity, authenticity and significance.

- 1.7 The purpose of this Supplementary Planning Guidance (SPG) therefore is to support the implementation of Policy 7.10 by providing:
- a consolidated source of information on understanding World Heritage Sites and their settings in the context of London;
  - a discussion of the elements of setting that contribute to the appreciation of Outstanding Universal Value that should be considered by policy makers, developers and other stakeholders to ensure World Heritage Sites and their settings are conserved and enhanced;
  - an assessment framework with a stepped approach to assess the effect of development proposals and proposals for change in plan making on London's World Heritage Sites and their settings.
- 1.8 The SPG also supports the implementation of other London Plan policies which should be considered in the development of local policy and consideration of development proposals affecting London's World Heritage Sites and their settings. It is further complemented by other London Plan Supplementary Planning Guidance as well as World Heritage Site management plans which have been prepared for each of the sites and which set out actions for safeguarding and enhancing their Outstanding Universal Value.

## **LONDON PLAN POLICY 7.10 WORLD HERITAGE SITES**

### **Strategic**

- A Development in World Heritage Sites and their settings, including any buffer zones, should conserve, promote, make sustainable use of and enhance their authenticity, integrity and significance and Outstanding Universal Value. The Mayor will work with relevant stakeholders to develop supplementary planning guidance to define the setting of World Heritage Sites.

### **Planning decisions**

- B Development should not cause adverse impact to World Heritage Sites or their setting, (including any buffer zone). In particular, it should not compromise a viewer's ability to appreciate its Outstanding Universal Value, integrity, authenticity and significance. In considering planning applications appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plans.

### **LDF preparation**

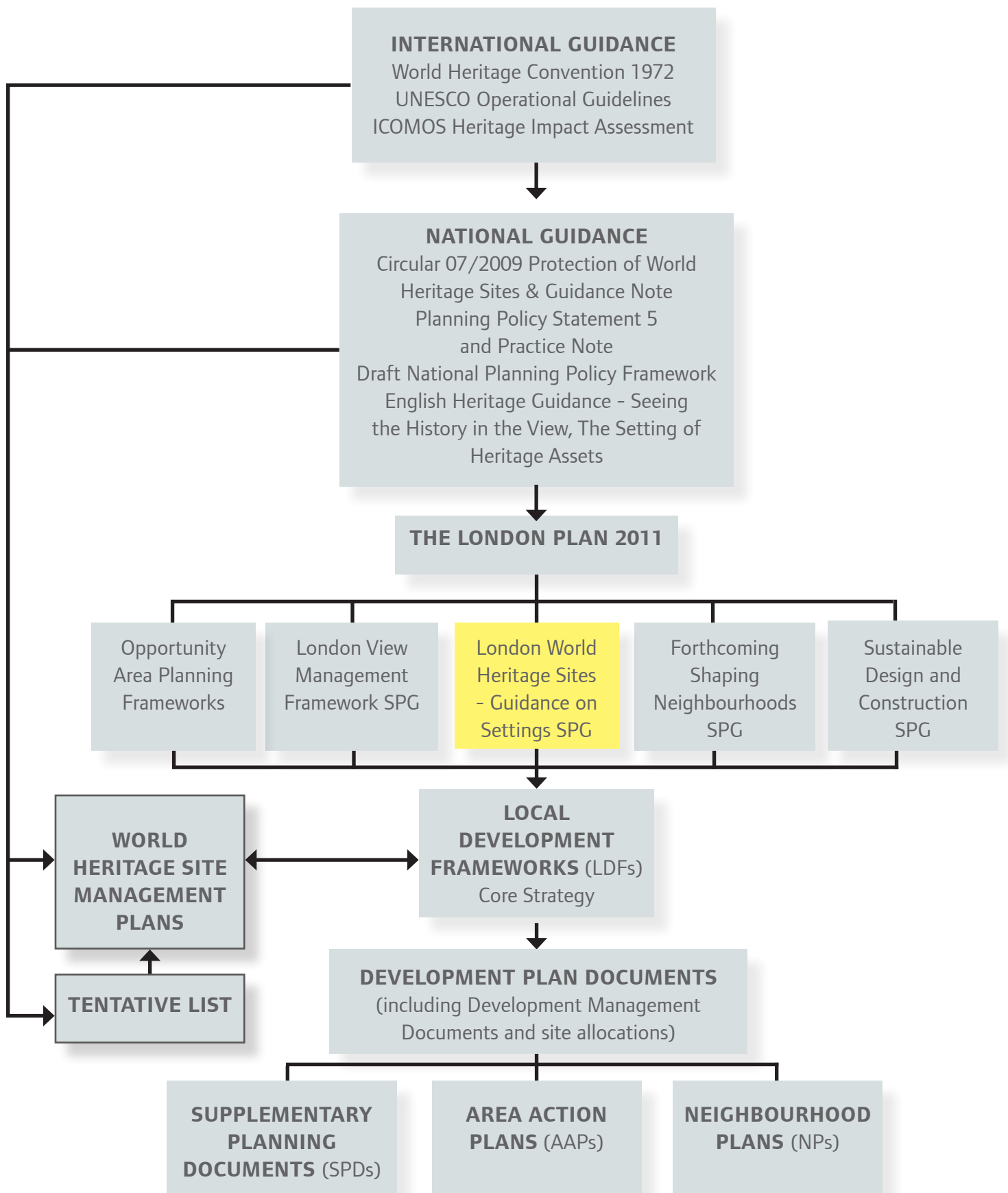
- C LDFs should contain policies to:
- a protect, promote, interpret, and conserve, the historic significance of World Heritage Sites and their Outstanding Universal Value, integrity and authenticity
  - b safeguard and, where appropriate, enhance both them and their settings
- D Where available, World Heritage Site Management Plans should be used to inform the plan-making process.



## CHAPTER TWO

# POLICY CONTEXT

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## INTERNATIONAL PLANNING CONTEXT

- 2.1 The 1972 World Heritage Convention established the concept of Outstanding Universal Value as the basis for identifying sites to be considered for inclusion on the World Heritage List. World Heritage Sites are nominated by their national government and evaluated internationally before being inscribed by UNESCO's World Heritage Committee.
- 2.2 UNESCO has produced a set of Operational Guidelines for the implementation of the World Heritage Convention. The guidelines set out criteria for assessing the Outstanding Universal Value of nominated World Heritage Sites, a pro-active approach to the conservation and protection of World Heritage Sites, as well as mechanisms for periodic reporting on the state of conservation for World Heritage Sites.

"World Heritage Sites are places of Outstanding Universal Value to the whole of humanity. Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries". A Statement of Outstanding Universal Value including the authenticity and integrity of a World Heritage Site is adopted by UNESCO's intergovernmental World Heritage Committee at the time of its inscription and may subsequently be amended by the Committee. The World Heritage Committee considers the Statements of Outstanding Universal Value to be the basis for the protection and management of the property. (UNESCO Operational

Guidelines)

## NATIONAL PLANNING CONTEXT

- 2.3 The Government Circular on the Protection of World Heritage Sites (DCLG and DCMS Circular 07/2009) and its accompanying Guidance Note 'Protection and Management of World Heritage Sites in England (July 2009)' sets out the national planning context for World Heritage Sites. The Circular particularly emphasises that local authorities should take account of the need to protect and conserve World Heritage Sites and that policies for the protection and sustainable use of a World Heritage Site should apply both to the site itself and to its setting. It also clearly states that relevant policies in the World Heritage Site management plans are key material considerations in plan making and planning decisions.
- 2.4 Planning Policy Statement 5 (PPS5), Planning for the Historic Environment, provides policy guidance on the conservation of the historic environment and heritage assets of all scales and significance, including World Heritage Sites. The overarching aim of this planning guidance is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. The document recognises the contribution of heritage assets to creating sustainable communities and notes that intelligently managed change may sometimes be necessary in order to maintain heritage assets in the long term. It also highlights the importance of settings as a contributor

to the significance of heritage assets, including World Heritage Sites. The guidance recommends that the significance of heritage assets should be investigated in a manner proportionate to their importance; for World Heritage Sites their significance is of international importance. Also when considering applications, local planning authorities should weigh any harm against the wider benefits of the application. The greater the harm to the significance of the heritage asset, the greater the benefits will need to be to justify approval. For World Heritage Sites, substantial harm to, or loss of, the designated asset should be wholly exceptional.

- 2.5 PPS5 is accompanied by a Practice Guide, which provides further information and guidance on how to manage heritage assets and their significance as well as policy principles and requirements for assessing applications for proposals which may have an impact on heritage assets.
- 2.6 It is worth noting that the Government is proposing to replace the existing Planning Policy Statements with a new National Planning Policy Framework (NPPF), which has been published for consultation. The draft NPPF sets out an approach to the conservation of the historic environment, which echoes the guidance in PPS5 that heritage assets should be conserved in a manner appropriate to their significance, highlighting the importance of the settings of heritage assets in contributing to the significance of those assets. It states that planning authorities should treat favourably applications that preserve

those elements of the setting that make a positive contribution to, or better reveal the significance of, the asset; which for World Heritage Sites is encapsulated in their Outstanding Universal Value. It also re-emphasises that policies or applications which would result in substantial harm to a World Heritage Site should be wholly exceptional and when considering the impact of a proposed development on a designated heritage asset, in this case World Heritage Sites, considerable importance and weight should be given to its conservation.

- 2.7 In terms of the setting of heritage assets, guidance from English Heritage, "The Setting of Heritage Assets" (Oct 2011) provides guidance on how to understand settings of heritage assets in general. It advocates a staged approach to assessing the effects on setting, drawing on environmental impact assessment (EIA) and heritage impact assessment (HIA) methodologies. English Heritage "Seeing the History in the View" (May 2011) also provides a tool for the assessment of heritage assets in terms of visual impact.

### **LONDON PLAN POLICIES**

- 2.8 London Plan Policy 7.10 (World Heritage Sites) is the overarching policy for this SPG. It states that development should not cause adverse impact on World Heritage Sites or their settings and should not compromise the ability to appreciate the Sites' Outstanding Universal Value, integrity and authenticity. It also requires LDFs to contain policies that protect the historic significance of the World Heritage



Sites and enhance both the sites and their settings.

2.9 Other relevant London Plan Policies and SPGs which should be considered in the development of policy and consideration of proposals in the setting of World Heritage Sites include:

- Policy 7.1 Building London's Neighbourhoods and Communities
- Policy 7.2 An Inclusive Environment
- Policy 7.3 Designing Out Crime
- Policy 7.4 Local Character
- Policy 7.5 Public Realm
- Policy 7.6 Architecture
- Policy 7.7 Location and Design of Tall and Large Buildings
- Policy 7.8 Heritage Assets and Archaeology. Policies 7.11 and 7.12 London View Management Framework
- Policy 7.9 Heritage-led Regeneration
- Policy 2.10 Central Activity Zone – Strategic Priorities
- Policy 2.13 Opportunity Areas and Areas for Intensification
- Policy 2.18 Green Infrastructure
- Policy 4.6 Support for and enhancement of arts, cultural, sport and entertainment provision.
- Policy 5.3 Sustainable Design and Construction
- Policy 5.4 Retrofitting

## Supplementary Planning Guidance

### London View Management Framework SPG

2.10 The London View Management Framework (LVMF) SPG 2012 sets out guidance for managing designated strategic views and a process for assessing the impact of development on these views. Within some of the views, a Protected Vista is applied in order to manage the impact of development on Strategically Important Landmarks as identified by the Mayor. Two out of the three Strategically Important Landmarks identified are key elements within two of London's World Heritage Sites – The Tower of London and the Palace of Westminster. For additional protection of World Heritage Sites, the LVMF SPG also designates a Protected Silhouette of component parts of some of the World Heritage Sites, where development should not appear behind the silhouette as defined by the LVMF from certain assessment points, i.e. the Palace of Westminster and the White Tower of the Tower of London.

2.11 The new LVMF SPG 2012 also includes a new view and management plan for Parliament Square to the Palace of Westminster, which provides a useful management tool for managing part of the setting of the Palace of Westminster and Westminster Abbey, including St Margaret's Church.

### **Green Infrastructure and Open Environments SPG**

2.12 The guidance forming part of the Green Infrastructure and Open Environments SPG will also be relevant. In particular the All London Green Grid SPG states that green infrastructure should be designed and managed as an integral network. One of the inherent functions identified for green infrastructure is creating a sense of place and opportunities for greater appreciation of the landscape, cultural heritage and geodiversity. Landscapes and heritage assets are identified as playing a key role in creating the basis for individual and collective cultural identity.

### **Forthcoming SPGs**

2.13 The forthcoming documents in the Shaping Neighbourhoods SPG (Understanding Place and Lifetime Neighbourhoods) will also be important considerations in the management of the setting of World Heritage Sites. They will provide guidance on understanding existing character and context at different scales through a range of tools, which will help in providing a more consistent approach to managing change. The guidance will also include the consideration of the historic environment and its heritage assets including World Heritage Sites. They will also provide guidance around some aspects of neighbourhood planning, which may have implications for the future development and management of settings of the World Heritage Sites.

2.14 The forthcoming Sustainable Design and Construction SPG will provide further detail on a range of mitigation and adaptation solutions to ensure a balanced approach is taken to the need to mitigate and adapt to climate change and protect the significance of heritage assets.

### **Opportunity Area Planning Frameworks**

2.15 Through the London Plan, the Mayor designates a number of Opportunity Areas. These are areas with significant capacity to accommodate new housing, commercial and other development. Development in some of the Opportunity Areas has the potential to affect the setting of World Heritage Sites meaning a range of issues, including the identification of locations that are appropriate, sensitive or inappropriate for tall buildings, public realm enhancements, intensification and mixes of uses, increased public accessibility, impacts on strategic and local views, etc need to be given particular attention. The Opportunity Area Planning Frameworks (OAPFs) provide a policy context against which planning applications can be assessed. In reviewing, preparing or implementing OAPFs, opportunities to continue to conserve and enhance World Heritage Sites and their settings will be identified and promoted to meet the requirements of Policy 7.10. A detailed understanding of the Outstanding Universal Value of World Heritage Sites and the contribution made by their setting to their Outstanding Universal Value is therefore essential in the preparation and implementation of OAPFs.

## LOCAL POLICY

- 2.16 As part of their Local Development Frameworks (LDFs), each of the boroughs in which World Heritage Sites are located have policies in their Core Strategies, Management Documents and relevant Area Action Plans (AAPs) which seek to ensure that World Heritage Sites and their setting, as well as other heritage assets are conserved and enhanced. Adjoining borough plans also contain policies which seek to conserve and enhance World Heritage Sites.
- 2.17 Ensuring there are robust local planning policy frameworks in place with policies which conserve and enhance World Heritage Sites and their settings, is important in reconciling regeneration and economic objectives and in safeguarding the setting of World Heritage Sites, particularly where the setting crosses borough boundaries. A consistent approach informed by the guidance set out in this SPG, which takes account of the full range of elements of setting which contribute to the appreciation of World Heritage Sites' Outstanding Universal Value, is essential for both plan making and in the assessment of proposals for development which may impact on World Heritage Sites and their settings.
- 2.18 Under the Localism Act 2012, neighbourhood planning could have an effect on the setting of World Heritage Sites. If neighbourhood plans come forward in these areas, they will need to be in general conformity with local planning authorities' strategic planning policies as

well as policies in the London Plan and national guidance and legislation, and will therefore need to take account of World Heritage Site issues.

## WORLD HERITAGE SITE MANAGEMENT PLANS

- 2.19 Each of the World Heritage Sites has a management plan. World Heritage Site management plans are produced by a steering group or consultation committee made up of stakeholders with an interest in the management of the site and its setting, including local authorities, GLA, English Heritage, DCMS, ICOMOS UK as well as property and land owners with a vested interest in the World Heritage Site.
- 2.20 Due to evolving guidance produced by UNESCO, World Heritage Site management plans vary in style according to their date of publication as well as due to the nature and character of each World Heritage Site and their management regime. All of the management plans are required by UNESCO to set out objectives and action plans for implementation based on conserving each site's Outstanding Universal Value, authenticity and integrity.
- 2.21 UNESCO guidance and advice from English Heritage encourage the definition of attributes which give a more detailed expression of the World Heritage Sites' Outstanding Universal Value. The identification of attributes will help in managing the site and its setting, for example, in understanding the relative significance of different elements within the World Heritage Site that can then

be used to inform both plan making as well as in the assessment of development proposals. Management plans are therefore an essential tool for conserving, enhancing and managing World Heritage Sites and appropriate weight should be given to implementing the relevant provisions within them, as set out in Circular 07/2009.

2.22 It should be noted however that management plans also contain goals, objectives and actions which are outside the scope of the planning system. It is therefore essential that the management plans are more explicit about those provisions that the planning system can influence. This will assist with plan making and the assessment of development proposals, particularly in relation to managing the settings of these sites. This will also help in distinguishing between other objectives and actions which need to be given due weight in other plans and strategies prepared by local authorities and other bodies, such as tourism or economic strategies, and that are also essential in the conservation and management of World Heritage Sites.

2.23 All management plans undergo public consultation, which provides opportunities for wider engagement in their development and helps ensure buy-in by stakeholders. The most recently published management plan in London is the Royal Botanic Gardens, Kew Management Plan 2011. It sets out criteria for enhancing the World Heritage Site and defines the attributes of Outstanding Universal Value.

2.24 The remaining three World Heritage Sites are either starting or in the process of reviewing their management plans. They have been encouraged by ICOMOS International and English Heritage to provide more detail on attributes and guidance on how to manage change in their sites as well as in their settings. Once prepared, drafts of these management plans will be available for public consultation. A list of stakeholders who may have an interest in the development of the World Heritage Site management plans are set out in Section 6: Roles and Responsibilities.

### **Tentative List**

2.25 In London, a fifth potential World Heritage Site - Darwin's Landscape Laboratory, is currently on UNESCO's Tentative List for designation as a World Heritage Site. The site was originally on the 1999 Tentative List, and nominated in 2006 as Darwin at Downe but was subsequently withdrawn by the UK Government. It was then resubmitted in 2009 as the Darwin's Landscape Laboratory but the UNESCO World Heritage Committee decided to defer the nomination. It is now on the new Tentative List which is currently being submitted to the UNESCO Committee this year.

2.26 The site has associated nomination papers, a proposed Statement of Outstanding Universal Value and a World Heritage Site management plan, which currently runs from 2009 – 2014.





## CHAPTER THREE

# OUTSTANDING UNIVERSAL VALUE

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## INTRODUCTION

3.1 World Heritage Sites have been designated by the UNESCO World Heritage Committee as being of outstanding cultural or natural heritage significance so exceptional as to transcend national boundaries, and to be of common importance for present and future generations to all humanity. To date more than 900 sites from across the world have been inscribed on the register.

## STATEMENTS OF OUTSTANDING UNIVERSAL VALUE (SOUV)

3.2 The concept of Outstanding Universal Value underpins the whole World Heritage Convention and all activities associated with inscribed sites. Since 2005 all new World Heritage Sites have had to be supported by concise, formal statements that encapsulate the qualities that justify their Outstanding Universal Value. The statements also include a statement of integrity, a statement of authenticity (for cultural sites only), and a section detailing the requirements for the protection and management of the World Heritage Site. (Operational Guidelines, 2011)

3.3 All sites inscribed before 2005 have had to have retrospective statements. In the UK for those sites inscribed before 2005, the UK State Party decided to take a two staged approach to preparing retrospective statements. First, Statements of Significance were prepared for each site. These were relatively brief descriptions based on the Outstanding Universal Value as recognised by the World Heritage Committee at the time of inscription.

These Statements of Significance were then adopted by the World Heritage Committee in 2008. The second stage was to prepare Statements of Outstanding Universal Value, as for sites inscribed after 2005. These include a statement of integrity, a statement of authenticity (for cultural sites only), and a section detailing the requirements for the protection and management of the World Heritage Site.

3.4 All statements, whether written at the time of inscription or retrospectively should raise awareness of the value of the World Heritage Site, guide assessment of its state of conservation and inform its protection. The statements for the London sites are set out in Appendix 1.

3.5 The Tower of London, Maritime Greenwich and the Palace of Westminster and Westminster Abbey, including St Margaret's Church World Heritage Sites have prepared draft Statements of Outstanding Universal Value. These have been submitted to the World Heritage Committee and are expected to be confirmed in 2012/2013.

3.6 The draft Statement of Outstanding Universal Value for Royal Botanic Gardens, Kew was confirmed in 2010 and the final statement forms part of its management plan.

3.7 Darwin's Landscape Laboratory, which is on the UK Tentative List has a proposed draft Statement of Outstanding Universal Value, which forms part of its nomination papers for inscription.



## Attributes

3.8 World Heritage Sites convey their Outstanding Universal Value through certain attributes and it should be possible to identify these attributes using the Statements of Outstanding Universal Value (SOUV).

3.9 Attributes can be tangible or intangible, and can be:

- physical elements of the World Heritage Sites. For example the dominance of Westminster Abbey and Houses of Parliament, or the fortification of the Tower of London;
- relationships between the elements. For example the symbolic relationship between the monarchy, church, law and Parliament at Westminster or the relationship of the Observatory at Greenwich with the Thames; or
- time related processes. For example the continuing regimes of management and curation of the Royal Botanic Gardens, Kew as place of scientific and historical discovery.

## Statement of Authenticity

3.10 Authenticity is only considered for World Heritage Sites that are inscribed as cultural sites. This applies to all four current inscribed sites. Authenticity relates to the ability of the attributes to truthfully and credibly reflect and embody the cultural values of the site. Authenticity can be therefore expressed through a variety of attributes such as:

- location and setting;
- form and design;
- materials and substance;
- use and function;
- traditions;
- techniques and management systems;
- language, and other forms of intangible heritage
- spirit and feeling; and
- other internal and external factors.

## Statement of Integrity

3.11 Integrity applies to both cultural and natural World Heritage Sites. Integrity is related to the completeness and intactness of the attributes which express the Outstanding Universal Value. For cultural World Heritage Sites, the integrity of the attributes relate to:

- whether a significant proportion of the attributes that express Outstanding Universal Value are within the site boundary rather than beyond;
- whether a significant proportion of the attributes are still present or eroded, including the condition of the physical fabric of the buildings or significant features;
- whether any dynamic functions are maintained; and
- the degree to which the attributes are at threat by development or neglect.

3.12 For World Heritage Sites designated as natural sites, the integrity of the attributes

relate to the biophysical processes and landform features being relatively intact.

3.13 Each World Heritage Site has attributes which are specific to their unique character. Identification of these specific attributes will facilitate a more detailed understanding of the Outstanding Universal Value of the site and enable the contribution made by its setting to the Outstanding Universal Value to be better understood. Identification and agreement of the attributes of Outstanding Universal Value should be undertaken by each of the World Heritage Site steering groups and consultative committees. Based on an agreed set of attributes, those that planning may influence particularly those related to elements of settings, should then be endorsed by local authorities and imbedded in to plans and policies to help promote an understanding of the importance of World Heritage Sites and aid consistency in decision making.

3.14 For the UNESCO World Heritage Committee, the Advisory Bodies, as well as national and local government and other key stakeholders, the SOUV are an essential reference point for monitoring the state of conservation of the World Heritage Sites. In monitoring the state of conservation of World Heritage Sites, the World Heritage Committee will use both the SOUV and the State of Conservation Report to consider whether a site should be put on the list of world heritage in danger with the potential of deletion from the World Heritage Site register, if they consider the Outstanding Universal Value of a site is at risk or has been damaged. In

addition, every six years all World Heritage Sites in the UK have to respond to a periodic reporting review, which monitors the condition of the sites; for example trends in visitor numbers and associated implications for management. Again the SOUV will be used as a basis for the periodic reporting.

3.15 Understanding and appreciation of these statements is therefore essential in the management of the sites and their settings.

3.16 The draft SOUVs for the Tower of London, the Palace of Westminster and Westminster Abbey, including St Margaret's Church and Maritime Greenwich, the adopted SOUV for Royal Botanic Gardens, Kew and the proposed draft SOUV for Darwin's Landscape Laboratory are summarised over the following pages. The full text is provided at Appendix 1.

## DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE THE PALACE OF WESTMINSTER AND WESTMINSTER ABBEY, INCLUDING ST MARGARET'S CHURCH - SUMMARY

### Brief Synthesis

- Encapsulates the history of one of the most ancient of parliamentary democracies
- Westminster Abbey is a striking succession of the phases of English Gothic art and the inspiration for the Palace of Westminster
- The Palace of Westminster illustrates in colossal form the grandeur of constitutional monarchy and the principle of the bicameral parliamentary system
- Intricate and iconic silhouettes have symbolised the monarchy, religion and power since the 11th century AD
- The Palace of Westminster is one of the key monuments of neo-Gothic architecture
- Westminster Hall is a key monument of the Perpendicular style and its roof is one of the greatest achievements of medieval construction in wood
- St Margaret Church is the place of worship of the Speaker and the House of Commons since 1614 and an integral part of the complex

### Integrity 2011

- Instantly recognisable location and setting of the Property in the centre of London, next to the River Thames; an important part of the Property's visual integrity
- Historical importance emphasised by the buildings sizes and dominance



- Distinctive skyline still prominent
- Intricate architectural form can be appreciated against the sky and make a unique contribution to London's skyline
- Heavy volume of traffic in roads around the property impacts on its internal coherence

### Authenticity 2011

- The site maintains its historic uses and functions completely
- The Abbey continues as a place of daily worship and remains the Coronation Church as well as the place of other great national ceremonies
- The Palace of Westminster continues to be used as the seat of the UK's two-chamber system of democracy
- St Margaret's Church, now part of Westminster Abbey, remains at heart a medieval parish church ministering to members of both Houses of Parliament

## DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE TOWER OF LONDON - SUMMARY

### Brief Synthesis

- Sited strategically on a bend on the River Thames to act as a fortress and gateway to the capital
- Rare survival of a continuously developing ensemble of royal buildings, from the 11th to 16th centuries, becoming a symbol of royal power
- Fundamental role in the nation's defence, record-keeping and coinage
- Setting of key events in European history
- Landmark sited for both protection and control of the City of London
- Outstanding example of late 11th century innovative Norman military architecture
- Innovative development of the palace within the fortress

### Integrity 2011

- All the key Norman and later buildings, surrounded by their defensive wall and moat, are within the Property boundary.
- Few threats to the Property itself but the areas immediately beyond the moat and the wider setting of the Tower, an ensemble that was created to dominate its surroundings, have to some extent been eroded
- Some tall new buildings have to a degree had an adverse effect on the Property's



visual integrity

### Authenticity 2011

- The White Tower is an outstanding example of innovative Norman architecture and the most complete survival of a late 11th century fortress
- Form, design, materials remain intact and legible as at the time of inscription
- Ability of the Tower to reflect its strategic siting and historic relationship to the City of London is vulnerable to proposals for development that do not respect its context and setting

## DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE MARITIME GREENWICH - SUMMARY

### Brief Synthesis

- Most outstanding group of Baroque buildings in England, symmetrically arranged alongside the River Thames
- Ensemble of the 17th century Queen's House, Royal Hospital for Seamen and the Royal Observatory, founded in 1675
- Royal Park laid out in the 1660s by André le Nôtre – masterpiece of the application of symmetrical landscape design to irregular terrain
- Royal Observatory's astronomical work permitted the accurate measurement of the earth's movement. Now the base-line for the world's time zone system and for the measurement of longitude.
- Greenwich town grew up at the gates of the Royal Palace and provides a setting and approach for the main ensemble
- Palace, Royal Naval College and Royal Park demonstrate the power, patronage and influence of the Crown in the 17th and 18th centuries through the ability to plan and integrate culture and nature into a harmonious whole.

### Integrity 2011

- The boundary encompasses the Old Royal Naval College, The Queen's House, Observatory, the Royal Park, and the buildings which fringe it and the town centre buildings that form the approach to the formal ensemble.
- Main threats facing the Property are from development pressures and traffic within the town that could impact adversely on



its urban grain, and from tall buildings in the setting which have the potential to impact adversely on visual integrity

### Authenticity 2011

- Ensemble of buildings and landscapes preserve a remarkably high degree of authenticity
- Good coherence and conservation of buildings in the town centre but there is a need for some refurbishment and to repair the urban pattern

## **DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE ROYAL BOTANIC GARDENS, KEW -SUMMARY**

- Set among a series of parks and estates along the River Thames' south-western reaches
- Landscape design, buildings and plant collections combine to form a unique testimony to developments in garden art and botanical science that were subsequently diffused around the world
- Palm House and Temperate House models for conservatories around the world

### **Integrity 2009**

- Boundary of the property contains the elements that bear witness to the history of the development of the landscape gardens and Kew Gardens' uninterrupted role as national botanic garden and centre of plant research
- Buffer Zone contains the focus of one of the garden vistas on the opposite bank of the Thames – Syon Park House – together with other parts of the adjacent cultural landscape (Old Deer Park, Kew Green, Syon Park and housing to the east)
- Development outside this Buffer Zone may threaten the setting of the property



### **Authenticity 2009**

- Since their creation in the 18th century Kew Gardens have remained faithful to their initial purpose with botanists continuing to collect specimens and exchange expertise internationally.
- The 44 listed buildings retain their authenticity in terms of design, materials and functions – only a few buildings are being used for a purpose different from that originally intended

## PROPOSED DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE DARWIN LANDSCAPE LABORATORY (TENTATIVE LIST) - SUMMARY

### Brief Synthesis

- The site where the modern scientific study of natural life was pioneered with the development of the theory of evolution by natural selection and his explanation of global biodiversity and the ecological interdependence of all life forms
- The intimate 7km<sup>2</sup> farmed valley landscape surrounding Charles Darwin's home at Down House and its garden in south-east London
- The villages of Downe and Cudham and the lanes and paths which enabled Darwin to explore the site freely

### Integrity

- Many landscape features and places in which Darwin observed and collected plants and insects that were important for his observations and research
- The landscape can be perceived through the eyes of Darwin and show how assets of a fairly commonplace landscape could be used to demonstrate universal scientific theories
- Development outside this Buffer Zone may threaten the setting of the Property



### Authenticity 2009

- Darwin was meticulous in recording his scientific work and how the built and landscape assets were of value to him
- The landscape retains authenticity and can be witnessed through mapping and other records of his time

### **BUFFER ZONES**

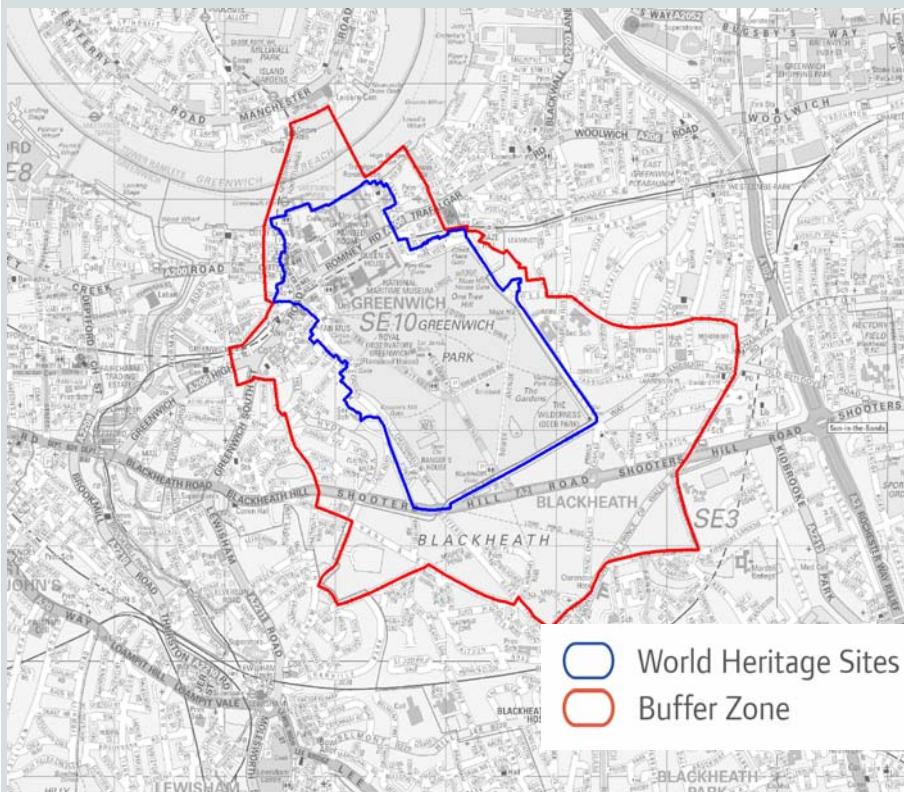
- 3.17 The World Heritage Site Operational Guidelines describe a buffer zone as “an area surrounding the nominated Property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the Property. This should include the immediate setting of the Property, important views and other areas or attributes that are functionally important as a support to the Property and its protection” (UNESCO Operational Guidelines).
- 3.18 In the UK there is no requirement to designate a buffer zone for a World Heritage Site. The guidance note that accompanies Circular 07/2009 states that the need for buffer zones should be considered on a case-by-case basis. The Royal Botanic Gardens, Kew and Maritime Greenwich both have buffer zones, but the Tower of London and Westminster sites do not; although Westminster World Heritage Site management plan has an objective to assess the feasibility of establishing whether a buffer zone maybe appropriate.
- 3.19 The guidance note to the circular also observes that buffer zones of World Heritage Sites can often differ from their setting, which may be much more extensive and a more useful mechanism for protection and management. The Mayor shares this view, and does not feel that the designation of a buffer zone is necessarily helpful in the context of World Heritage Sites in London. Buffer zones do not carry additional legal restrictions within the UK

planning system; it is therefore much more appropriate to identify the immediate setting of World Heritage Sites which may or may not be synonymous with what could be considered a buffer zone. London Plan policies, this SPG and the definition of immediate and wider settings for each of London’s World Heritage Sites by the World Heritage Site steering groups or consultative committees should provide the appropriate protection to manage development that could impact on the Outstanding Universal Value of London’s World Heritage Sites.



## WORLD HERITAGE SITE BOUNDARIES

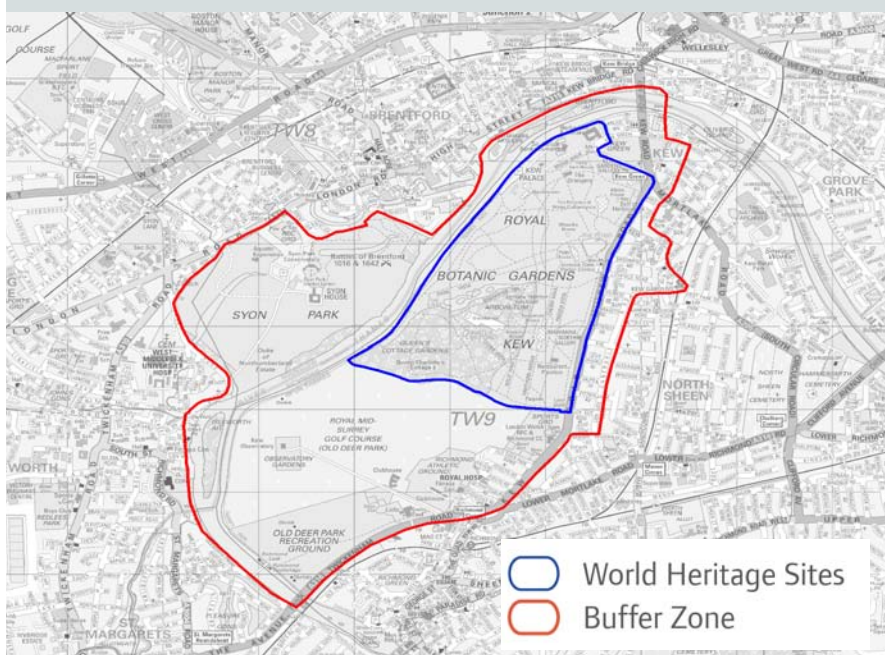
### MARITIME GREENWICH



The buffer zone (shown in red) includes the western part of Greenwich town centre and extends to Blackheath.

Source: Maritime Greenwich World Heritage Site Management Plan 2004 - 1st Review (page 86).

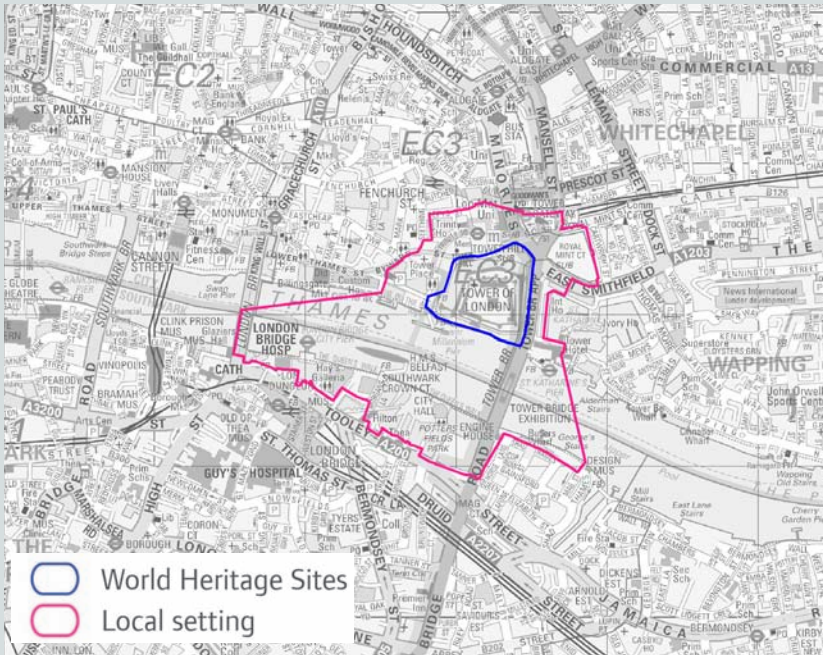
### ROYAL BOTANIC GARDENS, KEW



The buffer zone includes the immediate built up area east of Kew Gardens as well as Syon House and Richmond's Old Deer Park. However it excludes Brentford on the northern side of the Thames.

Source: Kew World Heritage Site Draft Management Plan 2011 (pages 29, 30)

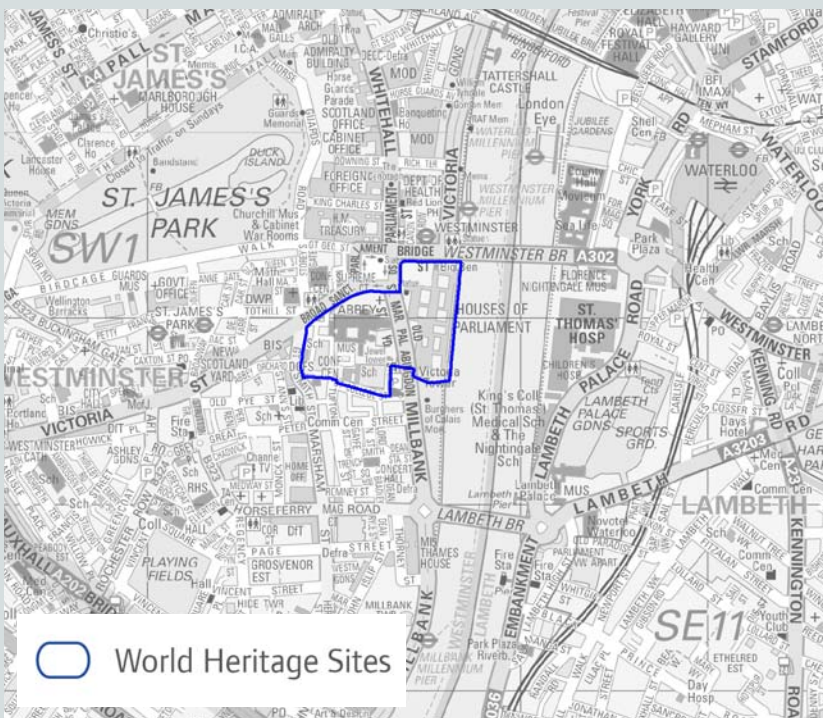
**TOWER OF LONDON**



The Tower of London World Heritage Site Management Plan maps out the local setting of the Tower and also defines the immediate setting as “that part of the local setting that is on the north bank of the Thames” and the wider setting as “buildings and areas beyond the local setting that are inter-visible with the Tower.” (Management Plan page 38)

Source: Tower of London World Heritage Site Management Plan, 2007 (page 45)

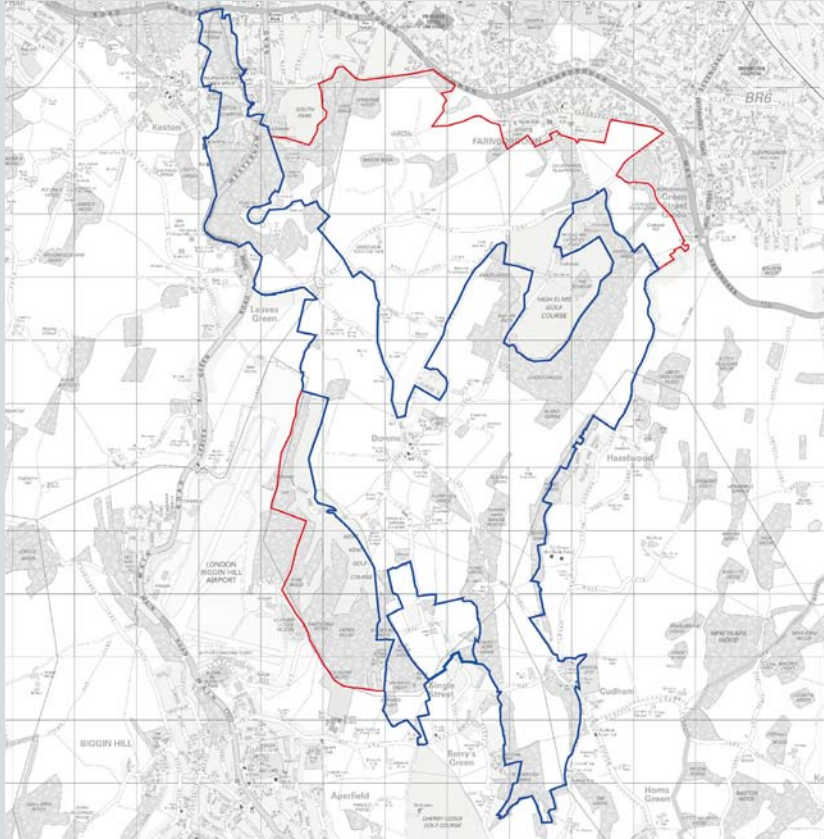
**PALACE OF WESTMINSTER, WESTMINSTER ABBEY AND ST MARGARET’S CHURCH**



The inscribed area includes the Sanctuary, Dean’s Yard, and Abingdon Street. There is no buffer zone.

Source: UNESCO website

### DARWIN LANDSCAPE LABORTORY (TENTATIVE LIST)



The proposed Darwin Landscape Laboratory World Heritage Sites is located in Bromley. The blue line show the proposed boundary of the World Heritage Site and the red shows the proposed buffer zone .

-  Proposed World Heritage Site
-  Proposed Buffer Zone

Source: Darwin Landscape Laboratory Nomination Document, 2009 (page16)



GREENWICH PARK STREET, S.E.10



School

## CHAPTER FOUR

# ELEMENTS OF SETTING

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## INTRODUCTION

- 4.1 All of London's World Heritage Sites have complex and multi-layered settings. Part of the challenge in understanding the setting of a World Heritage Site is that it is not fixed and may change as the World Heritage Site and its surroundings evolve. This is especially the case in cities like London, whose dynamic nature means ever shifting patterns of uses and activity.
- 4.2 Each of the London World Heritage Sites is made up of many separate heritage assets, most or all of which contribute to the attributes that make up the World Heritage Site's OUV. While the settings of individual assets within the World Heritage Site may overlap or nest with each other; the World Heritage Site itself has a wider setting of its own. There may also be other heritage assets outside of the boundary of the World Heritage Site but which also contribute to an appreciation of its OUV.
- 4.3 Elements of setting, set out overleaf, may make a positive or negative contribution to the significance of a World Heritage Site, or the effect may be neutral. Furthermore, setting is not solely defined by views into and out of a World Heritage Site; it can also be defined by other physical and experiential elements. These all affect the ability to experience the qualities of the place and appreciate its significance. In addition, the contribution that the setting makes to the significance of the World Heritage Site does not necessarily depend on their being public rights of access.
- 4.4 Whilst the immediate setting may be defined on a map by the relevant steering group or consultative committee; it is not practical to adopt this approach for defining the wider setting of World Heritage Sites. This is particularly the case in the context of London as the extent of the setting changes depending on the nature of the proposal, and includes any area in which change or development is capable of having an adverse effect on the OUV of the World Heritage Site. Drawing a line on map can therefore give a false impression as to whether a proposal is likely to have an effect or not.
- 4.5 It should also be recognised that due to the urban nature of London's World Heritage Sites and their multi-faceted relationships with OUV, a line on a map cannot fully explain the relationship between the significance of the World Heritage Site and their surroundings. It is therefore much more desirable to examine the elements of setting that contribute to the OUV of World Heritage Sites, identifying important views, routes to and from sites and other elements such as character and context, historic and cultural associations. Understanding the history of change will also help in understanding the contribution of setting to the significance of World Heritage Sites.
- 4.6 Whilst this SPG sets these elements out in general, it is for local authorities, World Heritage Site steering groups or consultative committees and those with responsibility for managing change that may affect the settings of World Heritage Sites to take these principles forward into their relevant plans and strategies so that the contribution made by the setting of World Heritage Sites to its OUV is fully understood.
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- 4.7 In London, the World Heritage Site management plans can help to inform the extent of setting but further work related to the identification of the attributes of SOUV may uncover additional details that help to clarify the extent of the setting for each World Heritage Site.
- 4.8 At the earliest stages of design, developers should engage with key stakeholders such as English Heritage when developing proposals that may impact upon elements of the setting that contribute to the OUV and significance of the World Heritage Site. Developers should demonstrate how they can conserve and enhance elements of setting that contribute to the OUV of the sites. A framework for assessing impact and managing change in World Heritage Sites and their settings is set out in Chapter 5.

## ELEMENTS OF SETTING

### Physical elements

1. Context
2. Character
3. Landscape and Topography
4. Relationship with the River Thames
5. Views in, out and across World Heritage Sites
6. Routes
7. Public Realm

### User experience

8. Diurnal and Seasonal Considerations
9. Accessibility and Inclusion
10. Safety and Security

### Other considerations

11. Historic and Cultural Associations
12. Environmental Factors
13. Sustainability and Climate Change

## CONTEXT

### IMPLEMENTATION POINT 1

Developers, planning authorities and others envisaging change should have a thorough understanding of the physical, historical, social and economic context of London's World Heritage Sites and the contribution their settings make to an appreciation of OUV, including their integrity, authenticity and significance. This should be reflected in plans, strategies and development proposals.

- 4.9 The context of each of the four London World Heritage Sites is markedly different and the ambience of each is conditioned by the character and form of its surroundings as well as other cultural, intellectual, spatial or functional relationships.
- 4.10 As iconic symbols of London's rich history, culture and architecture, individually and collectively, the World Heritage Sites play an important economic role, making a significant contribution to London's national and international tourist offer. The World Heritage Sites themselves each attract up to 2.5 million visits per annum. Visitors to the sites not only generate income for the sites themselves but also in surrounding facilities including hotels, restaurants, cafes, shops and other visitor attractions. In doing so, they help to spread the economic benefits of tourism to different parts of central, inner and outer London.
- 4.11 The World Heritage Sites also play an economic role as part of London's significant cultural and entertainment offer, which is one of the factors that has been identified as critical in attracting businesses

and people to London to facilitate its economic success. In addition, the Tower of London and the Palace of Westminster, Westminster Abbey, including St Margaret's Church both play political and/or religious roles, providing a further contribution to the function of the Central Activity Zone.

- 4.12 Maritime Greenwich and Royal Botanic Gardens Kew, whilst being outside central London, also play important roles in terms of their economic and tourist functions. However they are more closely integrated to their surrounding residential environs. Nonetheless, all of the sites are places where people live and work, and are therefore important locally as well as being of regional, national and international significance. A priority for all the sites is to develop stronger links with neighbouring communities to encourage economic and community benefits within the immediate locality. The mix and level of activities in and around the World Heritage Sites also affects the context of the sites in terms of local activity as well as in relation to their wider context and roles within London.
- 4.13 The London Plan identifies Opportunity Areas (OAs) where there is significant capacity for growth. Some of these areas are within the setting of the World Heritage Sites, which is partly a reflection of their location within a very dynamic, complex urban environment in which pressure for development is high. The distribution of capacity of OAs should be tested so that any potential adverse impacts upon the setting of the World Heritage Sites can be identified and appropriate steps for change or mitigation



considered. Individual development proposals within these areas will also need to be tested against their impact on the OUV of the World Heritage Site. This will ensure that the qualities that make World Heritage Sites of Outstanding Universal Value are protected while allowing the city to grow and change around them. Accommodating change is not only a fundamental part of London's history and identity but it is also of the character and context of London's World Heritage Sites.

### **LONDON PLAN SIGNPOST**

Policy 2.10 Central Activity Zone - Strategic Priorities

Policy 2.13 Opportunity Areas and Areas for Regeneration

Policy 4.6 Support for and enhancement of Arts, Cultural, Sport and Entertainment Provision

Policy 7.1 Building London's Neighbourhood and Communities



#### **CONTEXT TOWER OF LONDON**

New development in the backdrop of the Tower of London reflects its location in the heart of the capital. It has a long-standing connection with the City in a defensive and symbolic role on the River Thames. The presence of the City skyline and more recently, the growth of offices at Southwark in the London Bridge Opportunity Area have changed the relationship so that visitors to the Tower are very aware of a rapidly evolving skyline.



#### **CONTEXT ROYAL BOTANIC GARDENS, KEW**

The Royal Botanic Gardens, Kew, some nine miles from central London, is the most self-contained of the four sites and its immediate surroundings are domestic. The village atmosphere of Kew Green with its church and lofty Georgian houses, together with the Victorian villas and streets around the station provides an agreeable and low key approach to the gardens. High rise development north of Kew at Brentford and along the A4 is the most tangible evidence of the Botanic Gardens' urban context.

## CHARACTER

### IMPLEMENTATION POINT 2

World Heritage Sites management plans, DPDs and other relevant strategies should consider the character in the immediate setting of the World Heritage Site to identify the important elements that contribute to the OUV of the sites. Guidance should be provided on whether that character should be sustained, protected or enhanced through managed change.

Development proposals should respond positively to the character of the World Heritage Sites and the character of the setting of the World Heritage Site which contributes to its OUV. Development proposals further away from the World Heritage Site should also respond to the local character within its immediate vicinity.

4.14 The character of each World Heritage Site is dealt with comprehensively elsewhere including the inscription documentation particularly the agreed/draft Statement of Outstanding Universal Value, the World Heritage Site management plans and Conservation Area Appraisals, where appropriate. These should all be used to inform an understanding of place.

4.15 All development should be of high quality design and be rooted in a clear understanding of local character and context. Responding to local character and context can be achieved through a variety of means such as building lines, heights, widths, proportions and materials. In responding to character, the use of

heritage assets, the reinterpretation of historic details in a contemporary way or the referencing to traditional architecture where appropriate, can help to sustain the heritage significance of the World Heritage Sites, reinforcing a sense of identity whilst allowing the settings of the sites to respond to modern city requirements and the variety of roles required of them.

4.16 In a city such as London, whose dynamic nature is a fundamental part of its character, understanding how the character of the World Heritage Site has been influenced by processes of change is an important aspect of understanding how the setting contributes to the significance of the World Heritage Sites.

4.17 The elements of character particularly relevant to the setting of the World Heritage Sites may include any or all of the following:

- **Profile** – the visual dominance, prominence or role of a building or structure as a focus point may form an integral part of a World Heritage Site. See views section for more details.
  - **Rooflines** - A poorly designed roof, one cluttered with air conditioning units or an excessive number of roof lights can have a devastating impact, particularly when viewed or from vantage points within World Heritage Sites.
  - **Visual gaps** – often the spaces between buildings are of equal importance as the buildings that define them. Visual gaps can provide the spaces that help to enhance the prominence of important
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buildings and/or provide a link to key features such as designed or informal landscapes or natural features such as the River Thames.

- **Massing** - the relationship between buildings and spaces, whether the buildings coalesce into a single unit or are seen as distinct entities are an important aspect of character. Understanding how the existing character of an area contributes to the OUV of World Heritage Sites could influence the resulting orientation and articulation of a building.
- **Grain** - the grain of the surrounding street pattern and/or landscape elements can fundamentally characterise the feel of the place, creating a sense of openness or containment. For example, at Greenwich the open qualities of Wren's Baroque composition are also still evident from many directions.
- **Scale** - the relationship between architectural elements are often a notable factor. The giant order colonnade of the Old Royal Naval College was undoubtedly designed to impress, as was the White Tower at the Tower of London both within the grounds of the World Heritage Sites as well as in its settings; both are important attributes of OUV.
- **Materials and colours** - whilst individual buildings within the setting may have developed at different times and in different styles, the use of a sympathetic pallet can help provide a degree of harmony, further enhancing the significance of the World Heritage Site through its setting. The choice of materials also has an impact on the character and robustness of a

development. High quality materials are more likely to be easier to maintain and add to the longevity of a building.

- **Land Use** – the prevalent type and range of land uses in the setting of World Heritage Sites has a considerable influence on the level of activity around them, which in turn affects their character and their setting. The land uses in and around the World Heritage Sites are influenced by the wider context in which the World Heritage Sites are located.
  - **Activity** – the mix and level of activity may be an important function of the World Heritage Site, for instance political demonstration at Westminster. However, this mix of activity and people can change remarkably between the day and night as well as in terms of the seasons. Visitor congestion particularly affects the ambience of the sites and the opportunity for everyone to appreciate their setting and significance.
  - **Soundscape** – the ambient noise in and around World Heritage Sites can have a huge influence on the character of the place and the subsequent enjoyment of the site.
  - **Other Heritage Assets** – other heritage assets both within the boundary of the World Heritage Site or within its setting may also contribute to the significance of the World Heritage Site and should be recognised both as contributors to the OUV as well as individually for their own significance.
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## **LONDON PLAN SIGNPOST**

Policy 7.4 Local Character

Policy 7.5 Public Realm

Policy 7.6 Architecture

Policy 7.8 Heritage Assets and Archaeology

Policy 7.11 and 7.12 London View

Management Framework



### **CHARACTER WESTMINSTER**

At Westminster the daily throng of visitors around the Abbey and the Palace of Westminster is not only made up of tourists, but also by the many office workers in and around Victoria Street, Whitehall and the adjoining streets, with correspondingly high levels of traffic around Parliament Square and Westminster Bridge. But there is also a residential hinterland; quieter, almost hidden in the Georgian streets between Smith Square and Dean's Yard.

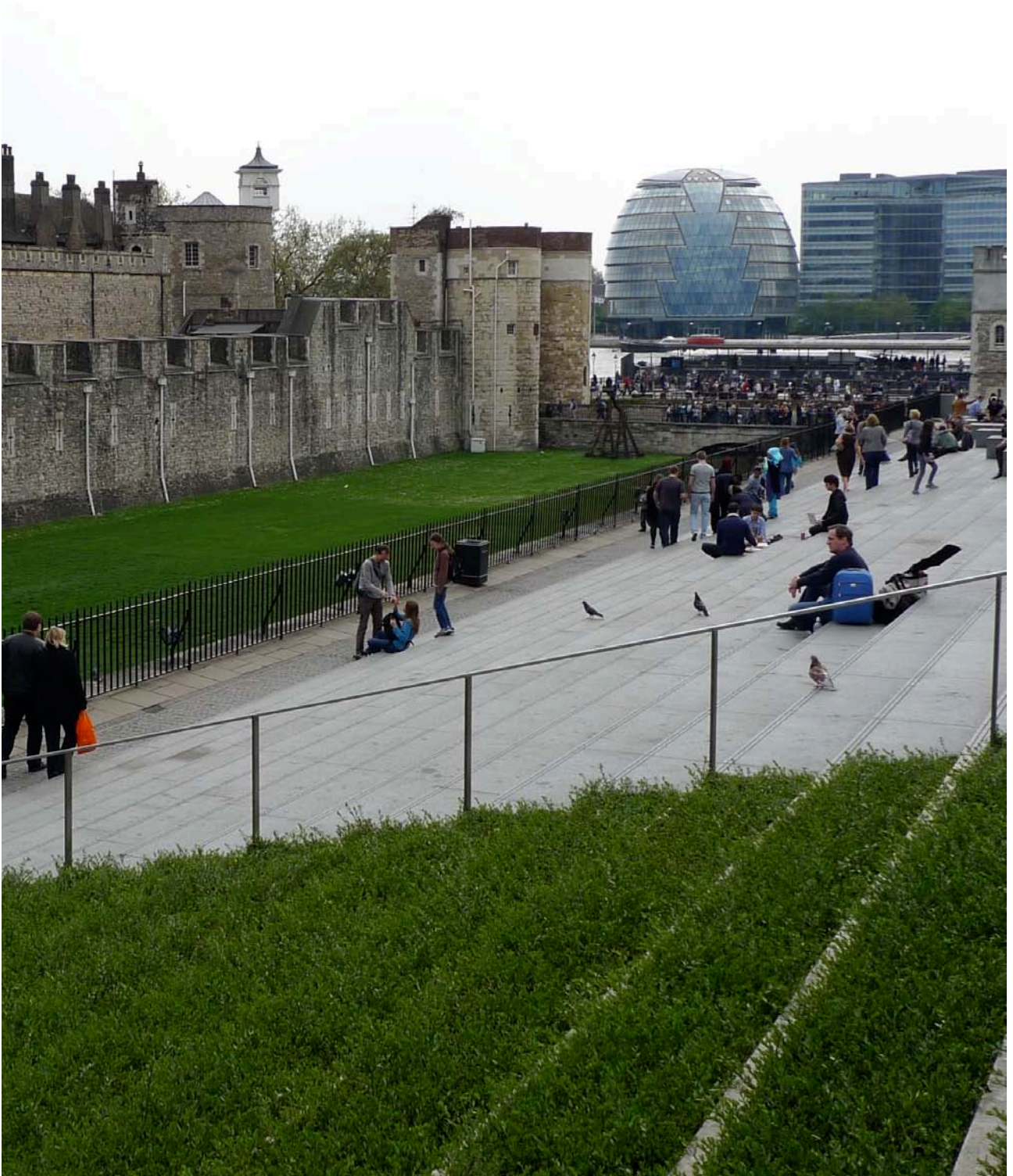
St James' Park is an important part of the setting of the World Heritage Site and provides respite from the hustle and bustle of the city.



### **CHARACTER MARITIME GREENWICH**

Maritime Greenwich has an open character but the celebrated long views from Greenwich Park and Blackheath Point emphasise its position in relation to central London, as well as to the changing skylines of Canary Wharf and the Greenwich peninsula. The town centre is however more intimate with a network of streets and lanes around the market and church of St Alfege. Its busy street markets with an electric mix of shops add vibrancy to the cultural mix of the place.

Conversion of the Old Royal Naval College for use by Greenwich University and the Trinity Laban Conservatoire of Music and Dance has transformed the experience of visitors and users, creating a lively, connected place.



## LANDSCAPE AND TOPOGRAPHY

### IMPLEMENTATION POINT 3

Landscape and topographical features in the setting of World Heritage Sites which contribute to OUV should be identified in World Heritage Sites management plans, DPDs and other relevant strategies.

Through the careful siting and design of buildings and appropriate landscaping, developers should demonstrate how their proposals will respect or enhance the landscape and topographical features which contribute to the OUV of World Heritage Sites.

4.18 Both man made and natural landscapes are important elements of the setting of each of the World Heritage Sites. Kew and Greenwich are milestones in the history of landscape design with work by distinguished landscape gardeners, contributing to the OUV of the World Heritage Sites.

4.19 Trees often frame views in or out of World Heritage Sites providing an important contribution to the setting of World Heritage Sites. They also play an invaluable role in terms of the natural environment, improving air quality, helping to mitigate and adapt to climate change and contributing to the quality and character of the sites. The mature groups of trees in Victoria Gardens, Dean's Yard and St James' Park provide summer shade and a foil to the formality of the stone and brick facades. Trees on the waterfront at the Tower of London have a similar softening effect and lend seasonal variety to the site.

Tree management is therefore important in conserving the OUV of the sites.

4.20 Biodiversity is also important in terms of London's natural heritage and has a huge impact on the quality and experience of the World Heritage Sites and their settings. Kew, in particular, contains over 7m plant specimens and over 1.2m specimens of fungi. The indirect impact of development on biodiversity in terms of noise, shading and lighting need to be considered alongside the direct impacts of habitat loss. Opportunities to increase and enhance biodiversity, in line with Biodiversity Action Plans should be taken where possible. This may include design elements such as green roofs or living walls. Landscapes are dynamic living entities. New contemporary additions can help to create unified and coherent landscapes that supply a rich experience for visitors whilst reflecting their original role and function. Any changes however must be assessed in relation to their impacts on OUV of the sites.

4.21 Topography also has a significant influence on the setting of World Heritage Sites, particularly at Kew and Greenwich. Subtle undulations at Kew shape the Syon vista which lies in a shallow dip that may once have carried the main channel of the Thames. The long slope of Greenwich Park climbing up to Blackheath and Shooter's Hill is a key characteristic of the World Heritage Site. Topography also influences how the sites are seen in relation to their wider context in London, with some of them being visible from the longer distance views across London, such as the Palace of Westminster from Primrose Hill.

**LONDON PLAN SIGNPOST**

Policy 7.4 Local Character

Policy 7.18 Biodiversity and Access to Nature

Policy 7.21 Trees and Woodland

Policy 2.18 Green Infrastructure

**BIODIVERSITY****ROYAL BOTANIC GARDENS, KEW**

Mature trees, shrubs and exotic plants are central to the experience of Kew Gardens. The OUV of the site embraces the historic and scientific interest of the collection, as well as its scenic qualities.

Kew is uniquely positioned to be the world's partner for plant conservation, ensuring plant communities are resilient moderators of climate change. Working in partnership with organisations worldwide, Kew is helping to secure a future for some of the most threatened species and habitats in the world.

Kew Gardens itself is also locally significant in terms of a nature conservation resource.

**TOPOGRAPHY AND LANDSCAPE  
MARITIME GREENWICH**

The escarpment at the top of Greenwich Park was chosen for the site of the Royal Observatory in the seventeenth century. The site affords outstanding views towards the Queen's House and Old Royal Naval College, providing long views across to the Isle of Dogs and the rest of central London.

The landscape of a medieval hunting park was transformed by the implementation of the Grand Plan to create a formal designed landscape including tree-lined avenues and walks. The Park is a Site of Metropolitan Importance for Nature Conservation, containing a wide range of habitats as well as a number of rare species.

## RELATIONSHIP WITH THE RIVER THAMES

### IMPLEMENTATION POINT 4

The relationship of the River Thames to the World Heritage Sites should reinforce their strategic importance to London.

Developers, planning authorities and other stakeholders should identify opportunities to restore and enhance this relationship, including improvements in the accessibility and use of the River.

- 4.22 The River Thames is a common factor in the setting of each of London's inscribed World Heritage Sites. Their principal buildings were positioned to see and be seen from the river. These visual connections and their relationship to the River Thames are integral to the OUV of the sites and are a special part of their character.
- 4.23 The River also adds to the cultural heritage of the sites, providing a tangible link to some of the attributes of OUV, for example the Cutty Sark at Maritime Greenwich or Traitors' Gate at the Tower of London. At Kew, the River acted as a major arterial route throughout the medieval and post-medieval periods and it is possible that remains of sites such as ferry crossing points, buildings and other agricultural features are located within or near to the boundaries of the site.
- 4.24 The changing role of the riverside from waterfront commerce towards more residential use has changed the relationship of the river to the sites and the way in which it is experienced. Walking along the riverside at all the sites is a rich experience, with nodal viewing points interspersed with riverside activities.
- 4.25 This rediscovery of the role of the river has also assisted in the integration of the World Heritage Sites with new riverside activities and developments, strengthening the relationship of the sites to their settings. Promotion of activities which increases public access and enjoyment of the river will help to further reinforce these relationships.
- 4.26 Opportunities to increase the use of the River Thames to access the World Heritage Sites should also be sought as this will help to reveal the significance of the sites and their historical relationship with the Thames, as well as strengthening links between them to further reinforce their special status and strategic importance to London. Increased use of the River can also relieve pressure on other modes of public transport and encourage a modal shift away from the private car. As a party to the River Passenger Services Concordat, TfL seeks to work with operators and other organisations to improve and develop river services in accordance with the Mayor's Transport Strategy.
- 4.27 As well as the World Heritage Site management plans, there are other strategies such as the Thames Landscape Strategy which should be referenced to further understand the River's role and relationship with the sites..
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## LONDON PLAN SIGNPOST

Policy 7.24 Blue Ribbon Network

Policy 7.25 Increasing the Use of the Blue Ribbon Network for Passengers and Tourism

Policy 7.29 The River Thames



### THE RIVER THAMES MARITIME, GREENWICH

The Cutty Sark is an important attribute of OUV, providing a tangible link to Greenwich's maritime history. As the world's sole surviving tea clipper, the Cutty Sark provides a link to England's international role in the tea trade and life in the 19th Century. Her spars and rigging are visible throughout the town centre and are a reminder of the long association between Greenwich, the River Thames and the sea. The ship's location also makes her a gateway to the World Heritage Site.

Development at Greenwich Peninsula and the riverside, including the redevelopment of Greenwich Pier, will help to further reinforce the role of the river within the setting of the World Heritage Site.



### THE RIVER THAMES ROYAL BOTANIC GARDENS, KEW

Kew was consciously screened from industrial Brentford in the 19th century but there are plans to open up the view to the Thames once more, restoring the original concept for the area and reconnecting the northern part of the Gardens to the Thames. Development at Brentford will be even more conspicuous, prompting closer scrutiny of its form and appearance.

The car park for Kew Gardens is also located along the riverside. This remains an intrusion in the landscape in what originally was the Queen Elizabeth Lawn. There are plans to relocate this and create a wetland habitat demonstration garden which will operate as a riverside floodplain reflecting the natural rhythms of the river corridor.

## VIEWS

### IMPLEMENTATION POINT 5

Views into, out of and across World Heritage Sites should be identified in World Heritage Site management plans, DPDs and other relevant strategies. These should be accompanied with visual guidance on important elements of the views and how they should be managed.

Development proposals should be assessed against their impact on identified strategic and local views.

- 4.28 There are many views into, out of and across the London World Heritage Sites. Some views contribute more to an understanding of the significance of the site than others due to historic associations of a particular view or because the view is a fundamental aspect of design within World Heritage Sites. The ability to see clearly buildings and features which are important aspects of OUV is often fundamental to the visual integrity of the World Heritage Site. Intentional inter-visibility between different heritage assets and/or natural features may also make an important contribution to the significance of the World Heritage Site.
- 4.29 The London Plan designates strategic views across London, a number of which include views of three of the London World Heritage Sites; the Tower of London, The Palace of Westminster and Westminster Abbey, including St Margaret's Church and Maritime Greenwich. The LVMF SPG provides detailed guidance on how to manage strategic views. For the three World Heritage Sites, both Protected Vistas and Protected Silhouettes are applied to specific elements of the World Heritage Sites in order to manage the impact of development on these important sites through more quantitative protection mechanisms.
- 4.30 In addition to strategic views, local views should also be identified in OAPFs, LDFs, World Heritage Site Management Plans or Conservation Area Appraisals to help manage the setting in relation to ensuring the conservation of the OUV of the World Heritage Site. Local views which cross borough boundaries, for example those identified in World Heritage Site management plans or supporting documents which help to define the immediate and wider setting of World Heritage Sites, require different forms of management and cooperation between local authorities as well as other stakeholders.
- 4.31 English Heritage Guidance, "Seeing the History in the View" provides advice on analysing the significance of heritage assets within views.
- 4.32 Some of the Opportunity Areas also have the potential to affect the setting of World Heritage Sites in terms of the identification of locations for tall buildings that can be visible from World Heritage Sites. The London Plan states that World Heritage Sites and their settings are considered to be sensitive to the impact of tall buildings; therefore detailed consideration of potential impacts should be undertaken through urban design analysis and other analytical techniques. London Plan policy
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7.7 sets out criteria for assessing the impact of tall buildings; including assessing the impact on OUV of the sites. It should also be noted that whilst tall and large buildings can form part of a strategic approach to meeting the regeneration and economic goals, high density does not need to imply high rise. A detailed understanding of the capacity of an area and /or sites to accept different forms of development will ensure the elements of setting which contribute to the OUV of a World Heritage Site are conserved.

### **LONDON PLAN POLICY SIGNPOST**

Policy 7.7 Location and Design of Tall and Large Buildings

Policy 7.11 and 7.12 London View Management Framework

Policy 2.13 Opportunity Areas and Areas for Regeneration



#### **VIEWS**

##### **TOWER OF LONDON**

At the Tower of London a detailed analysis of the sensitivities and vulnerabilities of the site from a comprehensive range of positions have enabled the identification of local views looking both in, across and out of the site. Views from the Inner Ward illustrate the relationship of the Tower to the evolving cityscape beyond on the south of the River.

Guidance for their management has been endorsed by the local authorities as cross-borough working is required for their implementation.



#### **VIEWS**

##### **MARITIME GREENWICH**

The towers of Canary Wharf have a profound impact on the setting of the Maritime Greenwich World Heritage Site but they are at sufficient distance to allow the significance of the axial view from the Royal Observatory to the appreciated.

In addition to the formal views associated with the Grand Axis and the Baroque set-piece composition, high quality views exist all around the World Heritage Site, including views east and west along College Way and along the riverside footpath.

## ROUTES

### IMPLEMENTATION POINT 6

Opportunities for enhancing historic avenues, routes and vistas associated with World Heritage Sites should be identified in World Heritage Site management plans, DPDs and other relevant strategies. Priorities for improving the approaches to World Heritage Sites, through well designed signage, public transport interchange improvements and better pedestrian links should also be identified.

Development proposals should demonstrate how they support or enhance these elements of setting.

4.33 Routes to and within World Heritage Sites may include the physical aspects that characterise the World Heritage Site and its surroundings such as the urban and landscape patterns purposefully designed or informally evolved that contribute to the World Heritage Site's OUV, including the routes that have developed as a result of historic or current functions of the World Heritage Site; as well as those which reflect visual features such as views into, out of or around World Heritage Sites.

4.34 At all of the World Heritage Sites, views unfold sequentially; these kinetic views are invariably complex as sequences of buildings and spaces come in and out of sight. The historic landscape of vistas, avenues and sightlines can reinforce a spatial framework which helps to improve legibility of the sites for visitors. For example at Kew, the formal composition of the gardens overlay and contrasts with the

network of meandering paths and irregular plantations. The primary vistas and the Broad Walk are important for the overall structure, legibility and sense of scale of the site. A series of secondary view lines and routes also provide additional visual connectivity.

4.35 Ensuring routes within the setting of the World Heritage Sites complement these historic avenues and vistas where possible is therefore an important element to consider in the development of proposals. In particular, opportunities to improve routes or recreate historic ones which have been lost through development and redevelopment should be sought where appropriate. There may also be opportunities linked to highway changes which will improve the permeability of the area and access to and from it. Section 106 agreements from relevant developments could be used to help deliver these improvements.

4.36 Opportunities to improve wayfinding and links between modes of public transport, pedestrian and cycle links should be sought to help improve the arrival experience of World Heritage Sites. New facilities for cycling such as parking or cycling hire schemes can help to promote more sustainable forms of transport, reducing the pressure on other forms of transport and help to reduce congestion.

**LONDON PLAN POLICY SIGNPOST**

Policy 7.2 An Inclusive Environment  
Policy 7.3 Designing out Crime  
Policy 7.4 Local Character  
Policy 7.5 Public Realm  
Policy 7.8 Heritage Assets and Archaeology  
Policy 6.9 Cycling  
Policy 6.10 Walking

**HISTORIC ROUTES  
MARITIME GREENWICH**

Narrow passages contrast with the scale of the streets and formal approaches to the Old Naval College. This contrast is part of the character of Greenwich with this intimate network of routes and passageways reflecting the survival of Georgian and Victorian London as well as the older medieval village.

**ARRIVAL BY RIVER  
TOWER OF LONDON**

All of the sites can be approached from the river and in most cases it is a richly satisfying experience. The quality and scale of the landing stages makes a lasting impression when arriving or leaving by boat and there is scope for further improvement.

## PUBLIC REALM

### IMPLEMENTATION POINT 7

Priorities for improving the public realm around World Heritage Sites, including landscaping, paving, street furniture, lighting and redesign should be identified in World Heritage Site management plans, DPDs and other relevant strategies.

Development proposals should contribute towards making these improvements wherever possible.

4.37 The appreciation of the individual buildings within each of the World Heritage Sites depends substantially on the quality of the public space between and around them. Paths, streets and spaces around the World Heritage Sites should be easy to use and navigate round, and provide an attractive setting befitting the status of the sites. Ensuring the public realm is free of unnecessary street furniture and clutter will also help to enhance the setting of the sites. Regular audits of traffic signs, signals and other highways paraphernalia such as bollards, guard rails etc should be made and any redundant or unnecessary street furniture removed. This can greatly enhance approaches to the World Heritage Sites, as can the introduction of traffic reduction and management measures.

4.38 Investment in high quality, durable paving as well as new lighting and street furniture can enhance the appearance of the World Heritage Sites and their principal assets. A detailed palette of materials for these elements can also help to maintain a consistent sense of space and potentially

enhance an appreciation of the site's OUV. However, this should not be done at the expense of removing historic street furniture, materials, surfaces or lighting where possible. Historic features such as lamp columns or brackets, historic benches, pillar boxes, street signs, granite kerbstones, etc can all add to the overall character and sense of history of the World Heritage Site. A comprehensive audit of historic street furniture, materials, surfaces and lighting can help to ensure such features are identified, protected and restored where necessary. Based on a thorough understanding of the contribution these features make to the World Heritage Site's OUV, these inventories could then help support objectives in the World Heritage Site management plans. TFL's Streetscape Design Guide, the Mayors guidance on Better Streets, and English Heritage guidance on Street for All contain further advice on these issues.

4.39 Public realm improvements can also encourage increased levels of walking and cycling, thereby further enhancing the appreciation and enjoyment of the sites as well as improving access. Greening of the public realm can also assist with this appreciation, where appropriate. When greening of the public realm is proposed, it is essential that the impact of changes in tree planting and landscaping are assessed against the OUV of the World Heritage, as the introduction of soft landscaping can sometimes harm the contribution of the setting to the OUV of the World Heritage Site.

4.40 Objectives and priorities in local highway strategies should be linked to the priorities in World Heritage Site management plans to help ensure a coordinated approach to improving the public realm of the settings of the sites.

### **LONDON PLAN POLICY SIGNPOST**

Policy 7.2 An Inclusive Environment

Policy 7.3 Designing out Crime

Policy 7.5 Public Realm

Policy 6.9 Cycling

Policy 6.10 Walking



#### **PUBLIC REALM TOWER OF LONDON**

The public spaces around the Tower of London were redesigned as part of the Tower Environs scheme. Key to the scheme is an attractive environment which eases movement around the Tower, through wide, clutter free pedestrian areas using high quality paving materials sympathetic to the character of the Tower. The scheme provides spaces to sit, view and appreciate the atmosphere and OUV of the Tower.



#### **PUBLIC REALM WESTMINSTER**

Appreciation of the World Heritage Site is significantly marred by the experience of the public realm within its immediate setting.

Proposals to reduce the number of lanes of traffic on Abington Street and widen the pavement outside St Margaret's Church will help to prioritise pedestrians, enabling an improved space in which to appreciate the relationship of the Palace of Westminster with Westminster Abbey and St Margaret's Church.

## DIURNAL AND SEASONAL CONSIDERATIONS

### IMPLEMENTATION POINT 8

The potential to enhance the World Heritage Sites through appropriate lighting at night to signal their special status should be set out in World Heritage Site management plans, DPDs and other relevant strategies.

The night time appearance of development should be fully assessed against its impact on the World Heritage Site's OUV. Development proposals should address seasonal changes and be designed to ensure that the setting of the World Heritage Sites is not compromised.

- 4.41 The appearance of each of the World Heritage Sites changes markedly through the day; the out of hour character of the principal visitor attractions in World Heritage Sites is quite different from periods when they are crowded with visitors. Some of the World Heritage Sites are closed to the public at night, whereas others are more exposed to the hustle and bustle of the night-time activities of London. The promotion of the night time economy may be an aspiration at some of the sites, for example at Greenwich, an objective in the management plan is to extend the visitor stay beyond the traditional three hours to provide further benefits to the local economy.
- 4.42 How different areas are managed in terms of an understanding of whether buildings and spaces are public or private can also significantly affect people's understanding and appreciation of World Heritage Sites, particularly in terms of their access and use within the day and at night.
- 4.43 Lighting can significantly affect how a place is used, drawing people in or actively discouraging them. At night, the floodlighting of public buildings and the quality of street lighting provides a different user experience. Lighting schemes both in terms of the levels and nature of illumination and the light fittings themselves can heighten or detract from an appreciation of the World Heritage Site and can help to signal their special status.
- 4.44 A coherent lighting strategy can help improve the aesthetic quality of the night-time environment and improve safety. Directed and low energy lighting can also mitigate the effects of climate change. Any strategy however should take into account the effect of lighting on nocturnal species. For example, inappropriate lighting can mask the appearance of dusk; which is a very important time for bats, as this is when they feed.
- 4.45 It is also important to ensure that there is a coordinated approach to smaller lighting schemes as temporary lighting or smaller scale advertising in the setting of the sites can have a detrimental impact. Particular consideration should be given to advertisements or special displays and their effects.
- 4.46 The experience of the World Heritage Sites also changes from summer to winter; the autumn leaf fall opens up new views that may enhance or detract from the appreciation of the World Heritage Sites and their settings. The seasons also determine the length of shadows. The lower sun in winter months results in
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longer shadows. This should be taken into consideration when assessing the extent of shade created by new development and its potential impact on the setting of World Heritage Sites.

- 4.47 Seasonal variations are also affected by climate change with higher mean annual temperatures increasing the length of the growing season for many plants. A 1°C increase in mean temperature will increase the growing season by three weeks in south east England.



**SEASONAL SCREENING  
ROYAL BOTANIC GARDENS, KEW**

Both the deciduous and coniferous trees in the Royal Botanic Gardens, Kew, provide seasonal colour and summer shade. They also help to screen the low and mid rise buildings at Brentford and Kew Bridge.

During the winter months, the level of screening is reduced. When considering the effect of proposals on the setting of World Heritage Sites, the assessment should include consideration of the impact of the extent of vegetation in both summer and winter months.

**LONDON PLAN POLICY SIGNPOST**

Policy 7.3 Designing out Crime

Policy 7.5 Public Realm

Policy 7.6 Architecture



**LIGHTING  
MARITIME GREENWICH**

The facades of the Baroque buildings respond very well to floodlighting which can highlight details better than the usual overcast daylight prevalent in the UK, giving shadows more akin to those produced by their Mediterranean origins.

## ACCESSIBILITY AND INCLUSION

### IMPLEMENTATION POINT 9

Opportunities to enhance both access to and within World Heritage Sites as well as the interpretation of sites should be identified in World Heritage Site management plans, DPDs and other relevant strategies.

Developers should contribute towards these enhancements where appropriate.

- 4.48 The appreciation of World Heritage Sites and their settings is conditioned in part by the ability of all users to understand and experience the site, including physical access to and within it. The experience of travelling to and arriving at the sites is very important as this provides the first impression of the site. Congested pavements and busy roads can significantly detract from this experience as well as being substantial physical barriers to disabled people and others with mobility difficulties.
- 4.49 The imperative to achieve access for all brings with it a responsibility for a creative and responsive approach to the design of the public realm, including legible and accessible routes, signage, quality of materials and a coordinated approach to street furniture. Signage is very important in terms of improving the legibility of the sites as well as the promotion of the sites within their settings. Appropriate lighting can also assist in wayfinding, and with careful design can be particularly important for visually impaired people.
- 4.50 The sites should continue to reach out to different sections of society and broaden their appeal and relevance. All aspects of access should be considered, including physical, sensory, intellectual, cultural and social access; this should help ensure the sites are accessible to a wide range of people. Innovative solutions such as relaying of uneven granite sets as have been achieved at Clink street near Southwark Cathedral to create a smooth route can help sustain the historic fabric and authenticity of the World Heritage Site whilst improving access of the sites to those with mobility issues. The provision of public toilets in the setting of the sites may also encourage groups of people who may have reluctance to visit the sites.
- 4.51 Improved interpretation of the sites will increase the public's understanding of them and is an integral part of bringing their story alive, in terms of how they have both contributed to London and how London has developed over the centuries. High quality and effective interpretation and educational information within the sites as well as within their settings is crucial in order to promote a better understanding of the significance and integrity of the sites. Using different methods to interpret the sites will help reach a wider range of people. Interpretation should not only help people enjoy the World Heritage Sites but also enable them to learn from them. Understanding how the setting contributes to the OUV of the sites and the history behind them can assist with the promotion of the history of the sites.
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4.52 Other cultural uses within the setting of World Heritage Sites which complement or help to better reveal the OUV of World Heritage Sites should be also considered. Local authorities' cultural strategies can help provide a basis for this.

### **LONDON PLAN POLICY SIGNPOST**

Policy 7.2 An Inclusive Environment

Policy 7.5 Public Realm

Policy 7.8 Heritage Assets and Archaeology

Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment provision



### **INTERPRETATION TOWER OF LONDON**

Interpretation display boards at City Hall provides visitors to City Hall an understanding of the built elements within the setting of the Tower of London. This is accompanied by a Vocaleyes audio described tour which uses clear, vivid language and a tactile map to provide visually impaired people an understanding of the setting of the Tower.



### **ACCESSIBILITY ROYAL BOTANIC GARDENS, KEW**

An external forum scrutinises projects at Kew at various stages of development, provides feedback on Kew's visitor experience and advises on improving access and inclusiveness for the site.

The Forum's remit covers all aspects of access, including lifts, parking, toilets, catering, public engagement, the website, external events, signage, information leaflets, interpretation, use of Braille/Makaton/hearing loops, lighting in buildings, ramps, seating and disability awareness training.

## SAFETY AND SECURITY

### IMPLEMENTATION POINT 10

Security measures in or around World Heritage Sites should be designed to respect the character and function of the site, ensuring both the historic fabric is maintained and the OUV of the World Heritage Site is conserved and enhanced, where possible.

4.53 Security features that adversely affect the way a place looks can not only undermine its character but also make the place feel more intimidating. The introduction of security measures to safeguard building users and passers-by has left its mark on the setting of the World Heritage Sites. Temporary barriers, fences or security cameras can be particularly disfiguring but more permanent arrangements can, with care, be more readily assimilated.

4.54 The consequences are not solely visual; closing or opening new routes can also condition the experience and understanding of those on foot. Buildings and spaces in the World Heritage Sites and their settings should therefore be designed to deter or reduce criminal behaviour rather than rely heavily on hard infrastructure, particular considering the sites' various roles as economic, cultural and tourist destinations as well as where people live and work. Integrated design solutions can also help with legibility and wayfinding as well as issues of perceptions of safety.

4.55 Events within or in the setting of World Heritage Site can generate a wide range of cultural, social and economic benefits and add to the attractiveness of World Heritage Sites, particularly in regards to encouraging different types of visitors. Although the majority of the temporary structures needed to accommodate events do not cause harm to the historic environment, careful planning and management is necessary to prevent permanent damage and mitigate any adverse impacts. Events or temporary structures may also pose additional safety or security issues which need careful consideration. English Heritage's guidance note on Temporary Structures in Historic Places provides useful advice to help minimise visual intrusion and prevent physical damage. World Heritage Site management plans may also set out further guidance as to the sensitivity or appropriateness of the sites or their settings for events or temporary structures.

4.56 Parking, delivery, servicing and loading/unloading areas may also present safety and security concerns and must therefore be sensitively designed to ensure that they not only meet the needs of activities within World Heritage Sites and their settings but that they do not have an adverse impact on the OUV of the sites.

### LONDON PLAN POLICY SIGNPOST

Policy 7.3 Designing out Crime

Policy 7.13 Safety, Security and Resilience to emergency



### **SAFETY AND SECURITY WESTMINSTER**

Temporary security barriers at the Palace of Westminster have a strident appearance and disfigure the immediate setting of the adjacent heritage assets.



A permanent stone balustrade at Parliament Square, just outside the defined World Heritage Site boundary, is well detailed and discreetly functional, and does not inhibit free pedestrian movement.



### **SAFETY AND SECURITY MARITIME GREENWICH**

As part of its complex evolution the Old Royal Naval College and also Greenwich Park have fine period railings and walls, which provide protection to the historic buildings.

The experience of the disturbances in August 2011 has given an impetus to seeking ways of protecting the area against such action in future. Lessons will also be learned through the operations of hosting events for the 2012 Olympic and Paralympic Games.

## HISTORIC AND CULTURAL ASSOCIATIONS

### IMPLEMENTATION POINT 11

World Heritage Site management plans should identify historic and cultural associations that convey the OUV of the World Heritage Sites.

Development proposals should conserve and enhance former or continuing historic and cultural relationships, where possible.

4.57 Whilst the settings of the World Heritage Sites and their constituent parts can be examined in visual terms, there are also often powerful historical and cultural considerations that govern or contribute to an appreciation of a heritage asset, or the attributes that make up the OUV of the site. These associations or relationships may be expressed in a number of ways through evidence such as the fabric of the buildings or layout of streets, aesthetic values such as from the sensory or intellectual stimulation of the place, or through some form of communal value such as the meaning of the place for different groups of people as a source of identity. Buildings that are in close proximity but not visible from each other may also have a historic or aesthetic connection that amplifies the significance of each.

4.58 As the four sites have evolved over centuries, their functional relationships have changed both in regard to use of individual buildings and spaces but also in terms of the wider context in which they are located. A careful balance is needed to ensure both the authenticity of a

function and the conservation of its fabric and character. Historical traditions of usage also need to be considered as some buildings and spaces may have undergone many changes of function. Understanding these changes will help to determine how new development in the setting of World Heritage Sites might affect the significance of the sites.

4.59 Royal associations bond all of the current four World Heritage Sites in London, through the Queen House at Maritime Greenwich, the White Tower at the Tower of London, Westminster Hall at Westminster and Kew Palace at Kew Gardens. These associations highlight issues with contemporary relevance concerning national and international cultural identities, values and beliefs such as the changing character of state institution through various periods in time.

4.60 Scientific endeavours also provide a strong associative connection at the sites; for example The Royal Observatory's astronomical work permitted the accurate measurement of the earth's movement and contributed to global navigation; it now provides the base-line for the world's time zone system and for the measurement of longitude around the globe.

4.61 An understanding of these associations and how they might be expressed both in physical as well as in less tangible forms is important in understanding the significance of the sites and their relationships with their settings.

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## LONDON PLAN SIGNPOST

Policy 7.8 Heritage Assets and Archaeology

Policy 7.9 Heritage-Led Regeneration



### HISTORICAL RELATIONSHIP WESTMINSTER

Whitehall and The Mall are on the processional routes to and from Westminster Abbey and the Houses of Parliament and are used on state ceremonies, including State Opening of Parliament, Remembrance Day, Coronations and weddings. Their functional role brings an added cultural dimension to the setting of the World Heritage Site, which are not only of local and national importance but also international.

Lambeth Palace, as the official residence of the Archbishop of Canterbury, provides an historic religious association with the World Heritage Site from the south side of the River.



### HISTORICAL RELATIONSHIP MARITIME GREENWICH

The walls around Greenwich Park were built by James I in the early 17th century and the containment they still provide is a reflection of the Royal Palace that once stood within. The railings round the Old Royal Naval College are a similar reminder of the historical associations between the Navy, the Thames and the town.

The close proximity of Monastic House and the Royal Palace also reveals the relationship between Crown and Church in the period leading up the Dissolution.

## OTHER ENVIRONMENTAL FACTORS

### IMPLEMENTATION POINT 12

Opportunities to reduce the impact of noise, fumes and airbourne pollutants on World Heritage Sites and their settings should be identified in World Heritage Site management plans, DPDs and other relevant strategies.

Development proposals should be assessed against their impact on these environmental factors as they relate to the World Heritage Sites.

- 4.62 Heavy traffic passes through or close to all of London's World Heritage Sites. This generates noise, fumes, odour, vibration and airbourne particles and is in part a reflection of their situations within a modern urban context. Any measures to mitigate the environmental effects or to make walking and cycling more pleasurable would notably enhance the setting of the sites and enrich their appreciation. This may include car free developments, car clubs, implementation of the Freight Operators Recognition Scheme, construction logistics plans, and delivery and servicing plans.
- 4.63 In areas which suffer from the effects of high levels of traffic, pedestrian spines which encourage people to flow on to less congested routes can help to manage visitor flows. Local authorities should work with TfL and other highway agencies to implement appropriate measures where possible, taking in to account highway authorities' other responsibilities such as the Network Management Duty.
- 4.64 Airbourne particles, vibration and litter can also have a bearing on the enjoyment and understanding of the World Heritage Sites. Some pollutants can corrode the original fabric of the buildings and structures in the World Heritage Sites. Such factors will often vary in their severity and their permanence, and opportunities to reduce their impact through new development should be sought.
- 4.65 Achieving 'air quality neutrality' for new development is a key objective in the London Plan. Mitigation measures may include; implementation of travel plans; provision of infrastructure for low carbon and electric vehicles; provision of cycle parking; and implementing measures in borough's Air Quality Action Plans.
- 4.66 All of the World Heritage Sites are affected by the surrounding soundscape, whether the hustle and bustle of city life or the relative tranquillity provided by the parks in Kew and Greenwich. Appropriate measures should be implemented to screen public spaces from noise sources such as roads to improve visitor experience. Careful consideration should be given to the design of buildings and structures so that noise is reflected away from sensitive land uses. Attention to the paving used can reduce noise from vehicles and pedestrians travelling across these surfaces. It is also important to consider existing quiet areas such as walled gardens and protect these from noise intrusion.
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## LONDON PLAN POLICY SIGNPOST

Policy 7.14 Improving Air Quality

Policy 7.15 Reducing Noise and Enhancing Soundscapes

Policy 6.3 Assessing Effects of Development on Transport Capacity

Policy 6.9 Cycling

Policy 6.10 Walking



### TRAFFIC NOISE MARITIME GREENWICH

Heavy traffic along the A206 which divides National Maritime Museum and Greenwich Park from the remainder of the site is a source of noise, air pollution, fumes and visual intrusion as well as being a barrier to movement and accessibility.



### SOUNDSCAPE ROYAL BOTANIC GARDENS, KEW

Kew is well screened by its walls and landscaping buffers to traffic on its eastern and southern flank, but the Gardens are frequently disturbed by aircraft passing overhead on the Heathrow flight path. The low flight paths over the World Heritage Site undermine the character of the landscape as a place to escape the noise of the city.

## SUSTAINABILITY AND CLIMATE CHANGE

### IMPLEMENTATION POINT 13

World Heritage Site management plans, DPDs and other relevant strategies should identify climate change mitigation and adaptation measures in the setting of World Heritage Sites that can be accommodated without compromising the OUV of sites.

Development should contribute towards these improvements wherever possible.

- 4.67 In some circumstances, the mitigation and adaptation to the effects of climate change can have a bearing on the appearance, use and maintenance requirements of the World Heritage Sites and their settings. However, there are a range of mitigation and adaptation solutions which may be appropriate in the context of World Heritage Sites. For example, low and zero carbon decentralised energy sources can be hidden in pipes which may be more appropriate in the context of World Heritage Sites than more visible renewable energy technology on or adjacent to sites.
- 4.68 Historic buildings embody energy and resources previously used and in many cases have housed a variety of uses which have added to their longevity. Ensuring development is sustainably constructed or refurbished with minimal resource use, including the reuse or salvage of materials, can contribute towards ensuring the longevity and quality of the surrounding environment. It may also help sustain the authenticity and integrity of buildings and structures within the setting which contribute to an appreciation of OUV of the World Heritage Sites.
- 4.69 Retrofitting measures for existing buildings, particularly heritage assets due to their sensitivity to change, is sometimes challenging. Potentially suitable thermal efficiency measures include insulation of roof spaces and suspended floors, draught sealed doors and windows, upgrading of building services, installation of high efficiency boilers and heating controls, installation of smart meters to enable monitoring, installation of solar panels where appropriate. Any measures should be assessed against their impact upon the significance of the asset.
- 4.70 As the World Heritage Sites attract a high volume of visitors, as well as supporting sustainable practices in construction, operations within and around sites should use sustainable practices as far as possible such as subscribing to the principles of Sustain for catering outlets for the visitor attractions.
- 4.71 The increased frequency of severe weather events leading to storm damage or prolonged droughts and changes to the Thames flood regime, increasing the risk of flooding calls for new thinking about the long term design and adaptation of development in the settings of World Heritage Sites. Summer droughts will be more frequent as will very wet winters. Higher temperatures and less cloud cover in summer will lead to greater evaporative loss from soils and leaves, worsening drought conditions. When there is rain, this will tend to fall with greater intensity.
- 4.72 Green infrastructure can be used to cool the local environment and support
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sustainable urban drainage, reducing surface water run off. For example in Kew, there are proposals to transform the riverside car park into a wetland habitat demonstration garden which will operate as a riverside floodplain reflecting the natural rhythms of the river corridor.

- 4.73 Green infrastructure should also be managed carefully to enable it to retain drainage qualities. In areas with high visitor numbers, the soil can be compacted to such an extent in that it does not absorb rain. Long grass, shrubs and specially designed water retention features can be effective at slowing down the flow of water reducing the risks of flooding. Sympathetic and sustainable surface water flooding mitigation measures can protect World



#### **SUSTAINABLE DESIGN MARITIME GREENWICH**

Green walls, careful levelling and glazing help create an attractive and sustainable extension to the National Maritime Museum in Greenwich. This sympathetic intervention to the south west façade of the Museum has created a magnificent new visitor entrance through a water-themed public space, successfully reorienting the museum and uniting it with Greenwich Park.

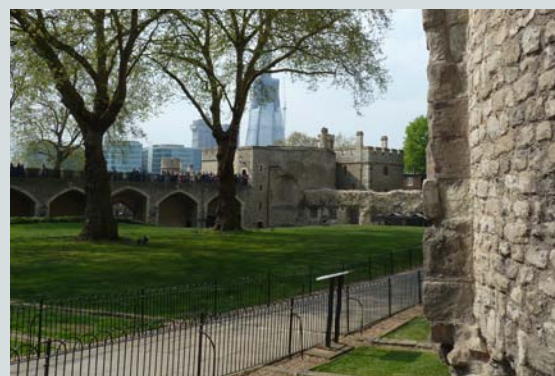
Heritage Sites and their settings. Local authorities ' Surface Water Management Plans should include measures that take into account the effects on World Heritage Sites downstream of them.

#### **LONDON PLAN POLICY SIGNPOST**

Policy 5.3 Sustainable Design and Construction

Policy 5.4 Retrofitting

Policy 2.18 Green Infrastructure



#### **SURFACE WATER TOWER OF LONDON**

The Tower of London currently use surface water that is collected in a culvert in the north moat to irrigate the North Tower Gardens and are about to start using the surface water from the culvert to the south to irrigate the Bowling Green Garden which is south of the main entrance within the moat.

There are also proposals being explored to investigate the possibility of bore-holing and using water collected from that to service the public toilets at the Cradle Tower which are along the south Outer Curtain Wall of the Tower.



## CHAPTER FIVE

# MANAGING CHANGE: AN ASSESSMENT FRAMEWORK

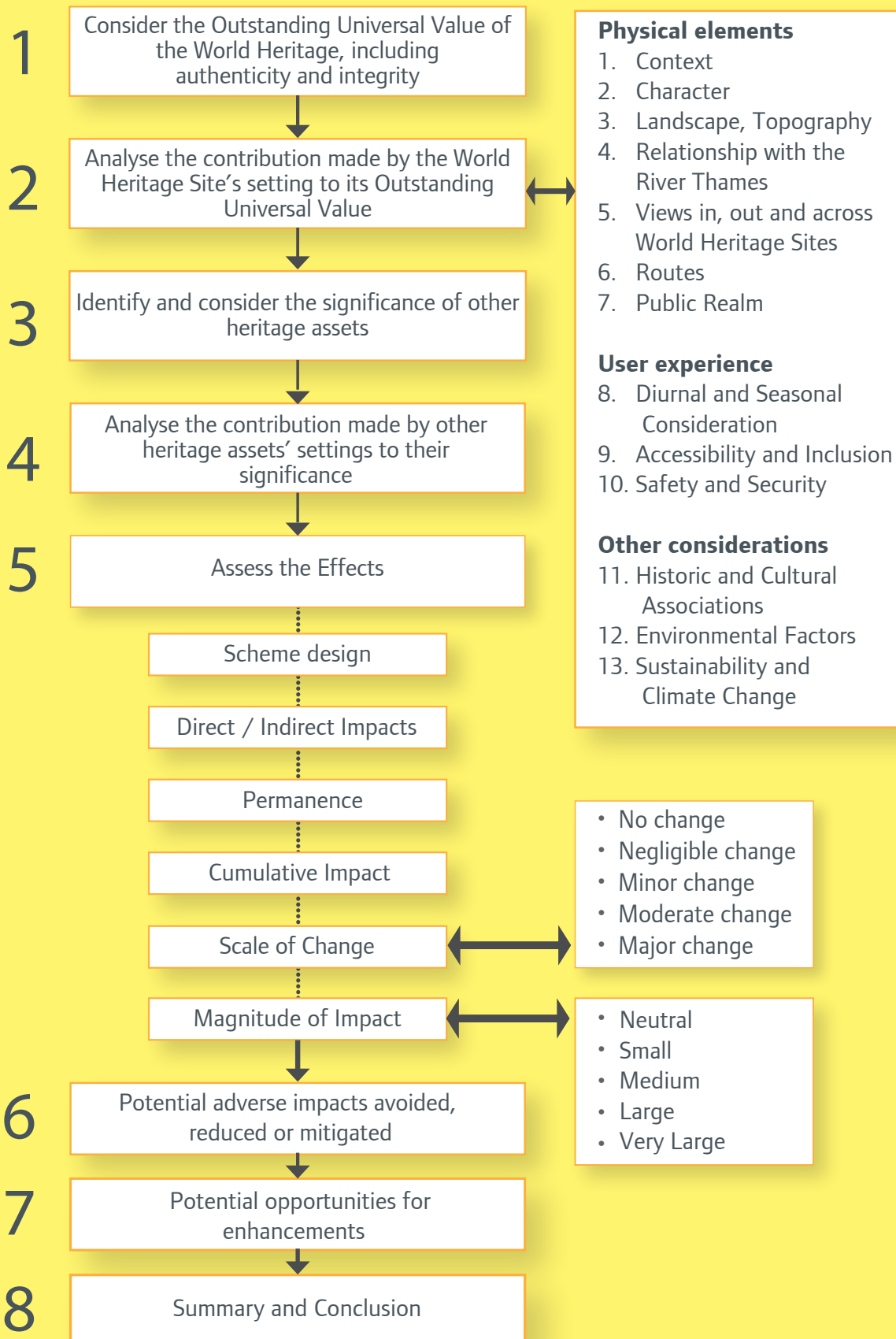
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### INTRODUCTION

- 5.1 Those proposing development or managing change through plan making that could affect the setting of a World Heritage Site should use the following framework to ensure the conservation of the World Heritage Site's Outstanding Universal Value.
- 5.2 This framework is based on ICOMOS guidance on undertaking Heritage Impact Assessments for World Heritage Sites and has been adapted for use in the UK context. It is also consistent with other guidance such as English Heritage's 'Guidance on Settings' and 'Seeing the History in the View'.
- 5.3 The assessment should provide the evidence upon which decisions can be made in a clear, transparent and practicable way. The level of detail needed will depend on the World Heritage Site and nature of proposed changes. Proposals affecting the World Heritage Site's immediate setting are likely to have a more significant impact on its OUV. However, proposals at a greater distance may also affect a World Heritage Site's OUV, particularly if the change is likely to be large scale, prominent or particularly intrusive.
- 5.4 In the preparation of plans, the assessment could form a component of the planning document itself or be part of the supporting documents in the evidence base.
- 5.5 For development proposals it is not necessary to undertake a separate assessment. The assessment could therefore form part of an Environmental Impact Assessment, Environmental Statement, or Heritage or Townscape Impact Assessment, which are already required for assessing the impact of proposals on the setting of other heritage assets. As such, this framework includes steps for assessing the effects of proposals both on World Heritage Sites themselves as well as on the significance of other heritage assets to ensure consistency in process.
- 5.6 For both plan making and in the assessment of development proposals, the assessment should clearly focus on an analysis of the contribution the setting makes to the World Heritage Site's OUV, and use this understanding to assess any potential adverse impacts or opportunities for enhancement on the World Heritage Site's OUV. If part of another impact assessment, the assessment relating to the impact on OUV of the World Heritage Site should be summarised early on in the document.
- 5.7 Issues relating to World Heritage Sites' settings should be considered rigorously at the screening and scoping stages of Environment Impact Assessments and other similar staged assessment processes such as for Sustainability Appraisals or Strategic Environmental Assessments for plan making.
- 5.8 The Statement of Outstanding Universal Value supported by the World Heritage Sites Management Plan will be central to the evaluation of the impacts. Early engagement with all stakeholders will also help identify potential impacts and opportunities for enhancement to help inform both plan making and the design of development proposals.
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**IMPLEMENTATION POINT 14**

Based on an understanding of a World Heritage Site's Outstanding Universal Value, authenticity and integrity and the contribution its setting makes to its Outstanding Universal Value, the impact of change whether through plan making or development proposals should be assessed using the assessment framework below.



## Assessment Framework

### Step 1 Consider the Outstanding Universal Value of the World Heritage, including authenticity and integrity

- 5.9 Based on a comprehensive understanding of the World Heritage Site, those proposing development or managing change through plan making should identify and understand the significance of the site's Outstanding Universal Value, authenticity and integrity. The starting reference point will be the draft/agreed SOUVs, supported by the relevant World Heritage Site management plan, together with any agreed attributes of OUV.
- 5.10 In reviewing their management plans, World Heritage Site steering groups and consultative committees should identify and define the attributes of OUV which can then form an agreed objective baseline for understanding the sensitivities of the site and the contribution its setting makes to its OUV. In the absence of agreed defined attributes, applicants and others proposing change should consult with relevant local planning authorities, English Heritage and/or the World Heritage Site steering group or consultative committees, where there is capacity. These bodies can provide advice on the implications of the proposals on the World Heritage Site's OUV, authenticity and integrity.
- 5.11 In coming to an understanding of the attributes of OUV, it is important not only to understand the significance of individual heritage assets and their relationship to the agreed attributes but also to

understand the interrelationships between the individual heritage assets in order to understand the World Heritage Site as a whole, and as part of the wider context that helps define its setting. There is often a relationship between a tangible physical attribute and an intangible one such as the feeling or spirit of the place which must be fully understood if a full appreciation of the OUV of the World Heritage Site is to be had.

### Step 2 Analyse the contribution made by the World Heritage Site's setting to its Outstanding Universal Value

- 5.12 Appropriate specialist expertise should be employed both to establish the extent and nature of setting and how the various elements of setting contribute to an appreciation of OUV, authenticity and integrity.
- 5.13 This assessment should include an analysis of both the positive and negative qualities of the setting of World Heritage Sites and how their inherent qualities including views, heritage assets, landscape features, public realm, and other elements contribute either positively or negatively to the OUV, authenticity and integrity of the site. The elements of setting discussed in Chapter 4 should be used as basis for consideration.
- 5.14 In the preparation of plans such OAPFs, masterplans, AAPs, Site Allocations documents, etc which may affect the settings of World Heritage Sites, this analysis should help to inform an understanding of the capacity of the



area and the extent to which it can accommodate change. This will then help in establishing the most appropriate location for development to minimise or mitigate any potential adverse impact on the OUV, authenticity and integrity of World Heritage Sites and identify any opportunities in the setting to enhance or better reveal the significance of the World Heritage Sites.

### **Step 3 Identify and consider the significance of other heritage assets**

- 5.15 It is important to recognise that World Heritage Sites may contain a range of other heritage assets which may or may not contribute to an appreciation of the OUV, authenticity and integrity. These may include other buildings or structures within the World Heritage Site itself not directly associated with the attributes of OUV but which still contribute to the understanding and appreciation of the World Heritage Site, or those which lie outside the boundary yet within the setting of the World Heritage Site. These should be recognised individually as well potential contributors to the OUV of World Heritage Site as a whole.
- 5.16 The assessment should set out clearly the description of individual and /or groups of heritage assets and set out their individual and/or collective condition, importance, inter-relationship(s), sensitivity and an indication of their capacity for change.
- 5.17 Relevant World Heritage Site management plans, Conservation Area Appraisals, Listed and Locally Listed Buildings descriptions,

Registered Parks and Gardens, Scheduled Monuments, Local Plans, etc, should be consulted to gain an understanding of the significance of these other heritage assets. Whilst these other assets may not have international values, such as for the attributes of OUV, they may have a national, regional or local significance. Appendix 2 sets out a guide for assessing their significance.

### **Step 4 Analyse the contribution made by other heritage assets' settings to their significance**

- 5.18 For other heritage assets identified, as well as their potential contribution to the setting of the World Heritage Site, the contribution of their own setting to their significance, as individual assets in their own right, also needs to be assessed. As with the analysis of the contribution of the World Heritage Site setting, this analysis should also include both the positive and negative qualities of the heritage assets' setting and should be clearly linked to the significance of the heritage asset under consideration.

### **Step 5 Assess the effects of the development proposals or proposals for change through plan making on the Outstanding Universal Value, authenticity and integrity of the World Heritage Site and on the significance of other heritage assets.**

- 5.19 Changes may be adverse, beneficial or neutral, but all need to be assessed as objectively as possible against the attributes that convey the World Heritage

Sites' OUV, authenticity and integrity, and on other heritage assets identified. The assessment also needs to consider the impact of any proposed development or change on those attributes of OUV, authenticity and integrity, and other heritage assets, both individually and collectively.

5.20 There is a tendency to see impacts as primarily visual. While visual impacts are often very sensitive and very important in the assessment of proposals, a broad approach is also needed to ensure the full extent of the impacts are considered. Impacts take many forms; they may be direct and indirect, cumulative, temporary and permanent, visual, physical, social, cultural and / or economic.

5.21 The assessment should consider the following issues:

### **Design**

5.22 The design of development proposals or proposals for change through plan making should be considered against the effect it will have on the elements of setting of the World Heritage Site and the resultant degree of harm or benefit to the attributes of OUV of the World Heritage Site. As well as assessing the effect on the setting of the World Heritage Site, the effect on the setting of other heritage assets should also be assessed as would be the case for other Heritage or Townscape Impact Assessments or other analytical or evidence based documents.

5.23 In terms of design, it will be necessary to examine the following elements:

- Location and siting
- Profile, prominence, silhouette;
- Dimensions, scale, massing, orientation and form
- Materials (including colour, texture, reflectivity, quality which should be appropriate to local character and context);
- Visual permeability;
- Design details and rationale (architectural approach and response to the site);
- Movement (including pedestrian links, permeability, arrivals and approaches as well as the capacity of the area and trip generation); and
- Microclimate

5.24 The siting of development in relation to key views, including those protected through the LVMF and any locally important views identified in OAPFs, Local Development Frameworks, Conservation Area Appraisals and World Heritage Site management plans should be considered as part of the assessment.

5.25 It is important to identify possible adverse impacts very early on in the process, in order to inform the design of development proposals and proposals for change through plan making in a pro-active rather than reactive manner. This will allow for more integrated design solutions.

5.26 Opportunities for enhancement in the setting of World Heritage Sites that better reveal their significance should

also inform the design of development or proposals for change in planning documents. Enhancements may include removing or remodelling an intrusive building or feature, restoring or introducing a lost historic feature that adds to the appreciation of significance of the World Heritage Site or improving public access or interpretation of the site.

### **Direct / Indirect Impacts**

5.27 Direct impacts are those that arise as a primary consequence of development proposals or proposals for change through plan making. Direct impacts can result in the physical loss of part or all of an attribute of OUV and/or changes to its setting. Direct impacts that affect the setting of a World Heritage Site or other heritage assets may be due to the construction or operation of the development and may have an effect some distance from the development.

5.28 Indirect impacts occur as a secondary consequence of development proposals or proposals for change through plan making. These may include the construction of related infrastructure required to support development. For example, additional security equipment on buildings in the setting of the Palace of Westminster and Westminster Abbey, including St Margaret's Church which are considered at high risk from the threat of terrorism or renewable energy technology to support more sustainable development within the setting.

5.29 Other indirect impacts may also include greater activity through pedestrian or motorised movement, the reaching of capacity of open spaces or transport infrastructure such as tube stations, bus routes, cycle hire docking stations, ferry piers, etc which serve a World Heritage Site to accommodate additional people that may be generated by new development.

### **Permanence**

5.30 The duration of proposed changes should also be considered; whether impacts are likely to be temporary or permanent in nature, how often they are likely to occur and whether they can be reversed. For example, the lighting strategy for Tower Bridge during the Olympics, or the use of Greenwich Park for the London Marathon every year are both temporary changes; whereas the hours of operation or the frequency of passage of vehicles may be considered as transient impacts.

### **Cumulative Impact**

5.31 The cumulative effect of separate impacts should also be considered. These are impacts that result from incremental changes caused by past, present or potential developments with planning permission that cumulatively with the proposed development can have a significant impact on the setting of a World Heritage Site. The potential cumulative impact of the proposed changes should therefore be assessed to consider whether proposed developments will increase the likelihood of other similar developments

occurring and any consequences of that. There should also be recognition that previous permissions for similar developments do not necessarily represent acceptability of impacts on setting; as the cumulative effect is different for each new proposal and there may be a tipping-point beyond which further development would result in substantial harm to the OUV, authenticity and integrity of the World Heritage Site.

### **Scale of the change**

5.32 Often the proximity and size of the development proposals or proposals for change through plan making will determine the scale of change on the setting of a World Heritage Site. The scale of change can be judged taking into account the direct and indirect effects and whether the impacts are temporary/permanent and/or cumulative. The scale of change can be ranked regardless of the significance of the heritage asset, this is summarised below.

- No Change
- Negligible Change
- Minor Change
- Moderate Change
- Major Change

5.33 A guide to assessing the scale of change, adapted from the ICOMOS draft guidance on Heritage Impact Assessment for Cultural World Heritage Properties (2010) is set out at Appendix 3.

### **Magnitude of Impact**

5.34 The magnitude of impact on an attribute of OUV or on other heritage assets is a function of the significance of the attribute of OUV or other heritage asset and the scale of change. Attributes of OUV of World Heritage Sites have a very high significance value, therefore even minor changes can have a significant effect and their impacts will require close scrutiny.

5.35 The table in Appendix 4 summarises the proportionate approach to charting the scale of change against the significance of the heritage asset. The table provides a summary to aid the assessment of the impact; however the assessment itself will need to be shown for each attribute of OUV and other heritage asset, and will need to include quantitative as well as any qualitative evaluation where possible.

5.36 The magnitude of impact on individual attributes of OUV and other heritage assets, as well as the overall effect on the whole of the World Heritage Site, may include an assessment of how changes may impact on the perception of the World Heritage Site locally, regionally, nationally and internationally. Changes arising from development proposals or proposals for change through plan making must also be assessed for their impact on the integrity and authenticity of World Heritage Sites. The relationship between attributes of OUV, authenticity and integrity will therefore need to be fully understood. Chapter 3 explains these relationships. The weight given to attributes of OUV or other heritage assets should be proportionate

to their significance and the magnitude of impact upon them. As set out in both PPS5, the NPPF and in Circular 07/2009, substantial harm to a World Heritage Site should be wholly exceptional.

### **Step 6 Can any potentially adverse impacts be avoided, reduced or mitigated?**

- 5.37 Assessments should be part of an iterative process and it is expected that development proposals and proposals for change through plan making will avoid adverse impacts upon attributes of OUV of World Heritage Sites or other heritage assets. Where this is not possible, the impact should be minimised or proposals for mitigation set out in detail to demonstrate that the attributes are sustained where possible. In these circumstances it will be desirable for developers and those preparing planning documents to consult with English Heritage, local planning authorities and World Heritage Site steering groups or consultative committees where possible to ensure the proposals meet with their requirements and address concerns as far as possible.
- 5.38 Mitigation measures should always be a last resort and should never be regarded as a substitute for good design. Wherever possible, adverse impacts on World Heritage Site should be avoided but ultimately, it may be necessary to balance the public benefit of the proposed change against the harm to the World Heritage Site or its setting.

### **Step 7 Are there any enhancements that can be made?**

- 5.39 Development proposals and proposals for change through plan making provide significant opportunities to improve the setting of the World Heritage Sites. A coordinated approach to the consideration of potential enhancements to the setting of World Heritage Sites, including cross-borough working, is important.
- 5.40 Local planning authorities should take every opportunity for the use of planning agreements (Section 106 agreements) or Community Infrastructure Levy payments from relevant new development to enhance the OUV of World Heritage Sites. Local planning authorities should work with World Heritage Site steering groups or consultative committees to identify elements from World Heritage Site Management Plans which are priorities for delivery and which could be prioritised as part of Section 106/CIL contributions such as transport infrastructure improvements, improved signage and public realm improvements.
- 5.41 Other local authority strategies should also consider wherever possible the potential for enhancing the setting of the relevant World Heritage Site. For example, local authority highways departments have a significant role in managing the public realm within World Heritage Sites and their settings, which can have a direct bearing on the arrival experience to sites, access to them and interpretation of them.

5.42 Other opportunities for enhancing the setting of World Heritage Sites may also include:

- public realm;
- pedestrian routes and approaches;
- public transport;
- accessibility and inclusion;
- landscape design, tree planting and ecological improvements;
- educational resources and training;
- visitor resources;
- lighting schemes; and
- views into and out of the site – framing current views or opening up new ones.

### **Step 8 Summary and Conclusion**

5.43 The assessment should end with a comprehensive summary and conclusion. This should include a clear statement of the effects on the attributes of OUV of the World Heritage Site including its authenticity and integrity, as well as impacts on other heritage assets; if there are any adverse impacts and how they have been mitigated if possible; as well as any beneficial impacts which better reveal the OUV or enhance the significance of the World Heritage Site and its setting.

5.44 The conclusion should form part of the evidence base for plan making or part of the supporting documents for development proposals.

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THESE TOMBSTONES BELONG TO  
KING HENRY VIII  
AND HIS WIVES  
QUEEN MARY I  
AND  
QUEEN ELIZABETH I  
ERECTED BY KING HENRY VIII



The wall shows one of the ways in which the stone masonry of the wall was built. The wall was built in the 13th century and is a fine example of the work of the masons of the time. The wall is made of stone and is a fine example of the work of the masons of the time.



## CHAPTER SIX

# ROLES AND RESPONSIBILITIES

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## INTRODUCTION

- 6.1 There are a range of stakeholders involved in the planning and management of World Heritage Sites and their settings. This chapter sets out their various roles and responsibilities.

### IMPLEMENTATION POINT 15 ROLES AND RESPONSIBILITIES

Local authorities should work with the World Heritage Site steering group or consultative committee or equivalent stakeholders to conserve and enhance the setting of World Heritage Sites through the use of their planning powers, and other policy making powers. The action plans in each World Heritage Site management plan should be used as a base for identifying and prioritising projects.

Developers seeking to make changes that may affect World Heritage Sites or their setting should engage with local authorities, English Heritage and the appropriate World Heritage Site steering group or consultative committee at an early stage of proposal development to ensure a full understanding and appreciation of World Heritage Sites and their OUV. Where appropriate, measures to enhance the setting of sites should be included in proposals.

## LOCAL ROLES

### World Heritage Sites Steering Groups or Consultative Committees

- 6.2 Each of the four London World Heritage Sites has a steering group or consultative committee that brings together property owners and other stakeholders with representatives of the local authorities, English Heritage, DCMS, GLA and ICOMOS UK.
- 6.3 The steering group or consultative committee play an essential role in conserving and enhancing World Heritage Sites, particularly through their management plans. To assist local planning authorities in their policy formulation and development management, steering groups and consultative committees should identify and agree the attributes of OUV, and incorporate them into their management plans so that there is an agreed understanding of the attributes that convey OUV that proposals for change can be assessed against.
- 6.4 As management plans have a number of roles, including the internal management of sites, educational objectives, etc; to assist local planning authorities, developers and others proposing change, it would be helpful if management plans were more explicit about the objectives and priorities that planning can influence, and provide further guidance on managing the setting of the site. This is particularly important as Circular 07/2009 states that relevant policies in World Heritage Site management plans should be treated as material considerations in the taking of planning decisions.

6.5 In this regard, the management plans should define the immediate setting of the World Heritage Site taking the various elements of setting identified in Chapter 4 as a basis and provide guidance on the contribution of those elements to the OUV of the World Heritage Site. Whilst it may be appropriate to map out the immediate setting for each of the World Heritage Sites, the nature and scope of these settings will differ for each and it is for the individual World Heritage Site steering group or consultative committee to determine the most appropriate means for representing the immediate setting. It should be recognised however that due to the urban nature of London's World Heritage Sites and their multi-faceted relationships with OUV, a line on a map cannot fully explain the relationship between the significance of the World Heritage Site and its surroundings. This should be acknowledged in any definition of immediate setting so that development proposals which may fall just outside a line on a map are still assessed in relation to their impact on OUV.

6.6 For the wider setting, it may be more appropriate to define in terms of various degrees of sensitivity for each of the elements of settings; for example visual impacts may be important over a longer distance than for example, public realm issues which may be more pertinent in the immediate setting.

6.7 If they have capacity, World Heritage Site steering groups and consultative committees may find it useful to request to be a consultee on planning applications

that may affect the settings of World Heritage Sites.

### **Local Authorities**

6.8 In preparing Local Development Frameworks relevant local authorities, including those where there is potential to affect the setting of World Heritage Sites, should also take a proactive role in identifying the elements of setting which contribute towards the OUV of a World Heritage Site. Supporting studies such as local setting studies (as prepared for the Tower of London in 2010) or tall building studies should be prepared to support and inform policy development and implementation where needed. This work could also be informed by characterisation studies and Conservation Area Appraisals where available. The management plans for each World Heritage Site provide an important resource for local authorities, and these should be referenced in policy formulation and development management.

6.9 It will be essential for local authorities to work together in policy formulation and development management, as the setting considerations of World Heritage Sites are important in both. In order to facilitate this, planning officers from local authorities containing World Heritage Sites and those where development or change could affect their setting may find it useful to meet to discuss issues such as:

- the progress of policy development;
- the identification of relevant aspects of setting and cross boundary

responsibilities;

- development proposals with the potential to impact upon World Heritage Sites or their setting;
- enhancement opportunities; and
- priorities for S106 funding.

6.10 This will facilitate a coordinated approach to the management of World Heritage Sites and their settings and calls for a collective commitment from the relevant decision makers to the continued conservation of World Heritage Sites and their settings. Once a shared understanding of the immediate and wider setting of a World Heritage Site is identified and agreed by the World Heritage Site steering group or consultative committee, local authorities should embed this shared understanding into their policy documents as well as endorse any World Heritage Site management plan supporting documents which may define the setting of the World Heritage Site as appropriate.

6.11 In this regard, local planning authorities also have an important role to play in reviewing planning applications and assessing their impact on attributes of OUV to ensure consistency in decision making. Local authorities and others should consider the use of appropriate conditions, planning agreements, and building regulations to control quality, craftsmanship and execution of proposals affecting World Heritage Sites and the elements of settings which contribute to the OUV of the World Heritage Site.

6.12 Other strategies or policies such as those relating to highways and culture also

have significant potential to contribute towards the enhancement of World Heritage Sites and their settings, and objectives and priorities in them should be linked to priorities in World Heritage Site management plans where appropriate.

6.13 A list of local authorities who are responsible for managing change which may affect the settings of World Heritage Sites is set out below. Many, but not all, of the local authorities listed below sit on a World Heritage Site steering group or consultative committee. Whilst proposals for change in local authorities closest to World Heritage Sites are more likely to affect the OUV of the World Heritage Sites, even those at a greater distance may also have an affect if the proposals for change are large scale or prominent.

#### **Palace of Westminster and Westminster Abbey, including St Margaret's Church**

- City of Westminster
- London Borough of Southwark
- London Borough of Lambeth
- London Borough of Wandsworth
- London Borough of Camden

#### **Tower of London**

- City of London
  - London Borough of Southwark
  - London Borough of Tower Hamlets
  - London Borough of Lewisham
-

### **Maritime Greenwich**

- London Borough of Greenwich
- London Borough of Tower Hamlets
- London Borough of Lewisham

### **Royal Botanic Gardens, Kew**

- London Borough of Richmond upon Thames
- London Borough of Hounslow

### **Darwin Landscape Laboratory**

- London Borough of Bromley

### **Property Holders**

6.14 The holders of the principal properties in the London World Heritage Sites are public institutions, charitable foundations or church authorities.

6.15 They include:

- Cutty Sark Trust
- Dean and Chapter of Westminster
- Greenwich Foundation
- Greenwich Hospital
- English Heritage
- Historic Royal Palaces
- National Maritime Museum
- Royal Botanic Gardens, Kew
- Royal Parks
- St Alfege Church, Greenwich (Diocese of Southwark)
- The Parliamentary Estate
- Westminster School

6.16 Most of these bodies are represented on the steering groups or consultative committees of the relevant World Heritage Site and play an active part in its conservation, including the preparation and implementation of its management plan as well as maintenance and potential improvements to their own properties.

6.17 In Greenwich, as the town centre is part of the World Heritage Site, there are many other property owners who have an interest in the wellbeing of the World Heritage Site and who contribute to its future. Positive engagement with these stakeholders is essential to ensure the effective management of change in these areas.

### **Other Stakeholder Groups**

6.18 Residents associations, amenity societies, local access or membership groups have a useful contribution to make in considering the wellbeing of the World Heritage Sites. Close engagement through the planning system as well as less formal channels will ensure that local community views are represented in decisions affecting the setting of World Heritage Sites. Individuals, including residents, as well as businesses, within the setting of the World Heritage Sites also play an important role and should be given the appropriate opportunity to engage in the development of the management plans.

6.19 This will become more important if these groups wish to propose neighbourhood plans which might affect World Heritage Sites or their settings. Ensuring there is a positive relationship and constructive channels of communication will help this process.

### **Heritage and Environmental Amenity Groups**

6.20 Organisations such as the London Parks and Gardens Trust, National Trust, Victorian Society, Georgian Society, Twentieth Century Society, Wildlife Trust, Natural England, etc may also have a role to play by providing a national or regional perspective and/or specialist advice on heritage and environmental issues to support understanding or insights into specific heritage or management issues. This advice could be called upon in the development of management plans if appropriate.

### **Those Seeking to Make Changes**

6.21 Developers and others seeking to make changes that affect World Heritage Sites or their setting are expected to:

- Discuss proposals with local planning authorities, English Heritage and World Heritage Site steering group or consultative committee at the earliest possible stage to understand the OUV of World Heritage Sites and any agreed attributes and to ensure development does not adversely impact upon them.
- Take into account international and national guidance, London Plan Policies,

local policies and World Heritage Site management plans, as well as any other local studies, development briefs, Supplementary Planning Documents/ Guidance or Area Action Plans and develop proposals to complement the aims and objectives contained in these as appropriate.

- Work with local planning authorities and English Heritage to identify the scope of assessment needed to assess impact upon the setting of the World Heritage Site.
- Provide an assessment of the potential effect of development on the elements of setting which contribute to an appreciation of OUV and their effect on the OUV of the World Heritage Site (as set out in the Assessment Framework). This should be done for both plan making and for development proposals.
- Include enhancement measures, where possible, particularly those identified in World Heritage Site management plans and/or local planning policy.

## **STRATEGIC ROLES**

### **The Mayor of London**

6.22 The Mayor will continue to work with local planning authorities, English Heritage, DCMS, ICOMOS UK, property holders and World Heritage Site steering groups or consultative committees in the implementation of strategic guidance on World Heritage Sites. As the strategic planning authority, the Mayor plays an important role in balancing wider regenerative and economic priorities with

the need to conserve and enhance World Heritage Sites and their settings. This SPG is intended to guide and inform more detailed work and policy development by the World Heritage Site steering groups or consultative committees as well as local authorities.

- 6.23 In the development of wider strategies for London, the Mayor will work with local authorities, World Heritage Site steering groups or consultative committees and other stakeholders to promote and enhance London's World Heritage Sites, identifying opportunities to improve their accessibility including improved cycle hire, tourism facilities, public realm enhancements, particularly the arrival experience by boat, and enhancements to boat travel between all four World Heritage Sites. Transport for London will play an important role in ensuring that the strategy and proposals for movement to and around these sites contributes towards enhancing their settings and appreciation of Outstanding Universal Value.
- 6.24 The Mayor also has an important role in the consideration of strategic development, and through the implementation of the London Plan will work to ensure that World Heritage Sites and their setting are conserved and where possible, enhanced.

### **English Heritage**

- 6.25 English Heritage is the Government's statutory adviser on the historic environment and is a statutory consultee

on planning applications, development plans and the designation of many heritage assets. English Heritage works with the Mayor and the London boroughs on heritage issues and has close links with ICOMOS UK and DCMS on World Heritage Site matters.

- 6.26 English Heritage has a key role to play in educating and training both developers and local planning authority officers in understanding World Heritage Site issues. In particular, they are well placed to support the training of officers in assessing the impact of proposals on the setting of World Heritage Sites in terms of its contribution to OUV.

### **ICOMOS**

- 6.27 ICOMOS International, has special responsibility to UNESCO as an official adviser on cultural World Heritage Sites.
- 6.28 ICOMOS UK plays an essential role in advising on nominations and management. Its work includes assisting, when requested, the government in the compilation of tentative lists, nominations for inscriptions, management plans and monitoring reports. ICOMOS UK advises ICOMOS International, who in turn advises UNESCO, via the Secretary, on all matters relating to World Heritage Sites in the UK, and assists in the dissemination of this advice to World Heritage Site steering groups or consultative committees to

help ensure the proper conservation and management of World Heritage Sites. ICOMOS UK also have an important role in helping to train planning officers and others in understanding issues relating to World Heritage Sites and their conservation and management.

### **Department for Culture, Media and Sport**

6.29 DCMS is responsible for the UK's general compliance with the UNESCO World Heritage Convention and for submitting UK's nominations for World Heritage Sites. DCMS is also responsible for the submission of State of Conservation Reports and periodic review of UK World Heritage Sites and as well as being a member on the World Heritage Site steering groups.







# APPENDIX 1

## STATEMENTS OF OUTSTANDING UNIVERSAL VALUE

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## **PALACE OF WESTMINSTER AND WESTMINSTER ABBEY, INCLUDING ST MARGARET'S CHURCH**

### **DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE**

Date of Inscription  
**1987**

Approved Statement of Significance  
**2008**

Date of Draft SOUV  
**2011**

The following factual corrections have been made with replacements being underlined here for ease of reference:

Paragraph 4 “and the inspiration for the work of Barry and Pugin” with for replacing of”

Paragraph 7 “The church of St Margaret, a charming perpendicular style construction, continues to be the parish church of the Palace of Westminster and has been the place of worship of the Speaker and the House of Commons since 1614”

Paragraph 12 “Whether one looks at the royal tombs, the Chapter House, the remarkable vastness of Westminster Hall”

#### **Brief Synthesis 2011**

The Palace of Westminster, Westminster Abbey and St Margaret's Church lie next to the River Thames in the heart of London. With their intricate silhouettes, they have symbolised monarchy, religion and power since Edward the Confessor built his palace and church on Thorney Island in the 11th century AD. Changing through the centuries together they represent the journey from a feudal society to a modern democracy and show the intertwined history of church, monarchy and state.

The Palace of Westminster, Westminster Abbey and St Margaret's Church continue in their original functions and play a pivotal role in society and government with the Abbey being the place where monarchs are crowned, married and buried. It is also a focus for national memorials of those who have served their country whether prominent individuals or representatives such as the tomb of the Unknown Soldier. The Abbey, a place of worship for over 1000 years, maintains the daily cycle of worship as well as major national celebrations and cultural events. The Palace of Westminster continues to be the seat of Parliament.

The iconic silhouette of the ensemble is an intrinsic part of its identity recognised internationally with the sound of Big Ben being broadcast regularly around the world.

#### **(Statement of Significance 2008)**

Palace of Westminster, Westminster Abbey, and St Margaret's Church together encapsulate

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the history of one of the most ancient of parliamentary monarchies of present times and the growth of parliamentary and constitutional institutions.

In tangible form Westminster Abbey is a striking succession of the successive phases of English Gothic art and the inspiration for the work of Barry and Pugin on the Palace of Westminster.

The Palace of Westminster illustrates in colossal form the grandeur of constitutional monarchy and the principle of the bicameral parliamentary system, as envisaged in the 19th century, constructed by English architectural reference to show the national character of the monument.

The Palace is one of the most significant monuments of neo-Gothic architecture, as an outstanding, coherent and complete example of neo-Gothic style. Westminster Hall is a key monument of the Perpendicular style and its admirable oak roof is one of the greatest achievements of medieval construction in wood. Westminster is a place in which great historical events have taken place which have shaped the English and British nation.

The church of St Margaret, a charming perpendicular style construction, continues to be the parish church of the Palace of Westminster and has been the place of worship of the Speaker and the House of Commons since 1614 and is an integral part of the complex.

Criterion (i): Represent a unique artistic achievement, a masterpiece of human creative genius

Westminster Abbey is a unique artistic construction representing a striking sequence of the successive phases of English Gothic art.

Criterion (ii): Have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts, or town planning and landscaping

Other than its influence on English architecture during the Middle Ages, the Abbey has played another leading role by influencing the work of Charles Barry and Augustus Welby Pugin in Westminster Palace, in the "Gothic Revival" of the 19th century.

Criterion (iv): Be an outstanding example of a type of building or architectural ensemble which illustrates a significant stage in history

The Abbey, the Palace, and St Margaret's illustrate in a concrete way the specificities of parliamentary monarchy over a period of time as long as nine centuries. Whether one looks at the royal tombs, the Chapter House, the remarkable vastness of Westminster Hall, of the House of Lords, or of the House of Commons, art is everywhere present and harmonious, making a veritable museum of the history of the United Kingdom.

### **Integrity 2011**

The Palace of Westminster, Westminster Abbey and St Margaret's church, which together make up the Property, represent the intertwined history of monarchy, church and state and the journey from medieval feudalism to a system of modern universal democracy. The Property contains the key attributes necessary to convey its Outstanding Universal Value. In 2008 a minor boundary modification was approved to join the existing component parts of the Property into a single ensemble, by including the portion of the road which separated them. There are associated attributes outside the boundary which could be considered for inclusion in the future.

The instantly recognisable location and setting of the Property in the centre of London, next to the River Thames, are an important part of the Property's visual integrity. This place has been a centre of government and religion since the days of King Edward the Confessor in the 11th century and its historical importance is emphasised by the buildings' size and dominance. Their intricate architectural form can be appreciated against the sky and make a unique contribution to the London skyline.

The distinctive skyline is still prominent despite the presence of a few tall buildings as part of the Property's. The most prominent of these – Millbank Tower and to some extent Centre Point, now protected in their own right – were both extant at the time of inscription. However the visual integrity of the Property is vulnerable to development projects for tall buildings. Work is underway to examine whether a buffer zone is required to ensure that the skyline of the Property and its overall prominence is sustained, and key views in and out of the property need to be protected.

The buildings are all in their original use and are well maintained to a high standard. There has been little change to the buildings since the time of inscription although external repairs continue and security measures have been installed at the Palace of Westminster to protect against attacks.

The heavy volume of traffic in the roads around the property does impact to a degree on its internal coherence.

### **Authenticity 2011**

The power and dominance of state religion, monarchy and the parliamentary system is represented tangibly by the location of the buildings in the heart of London next to the River Thames, by the size of the buildings, their

intricate architectural design and embellishment and the high quality materials used. The Palace of Westminster, the clock tower and "Big Ben's" distinctive sound have become internationally recognised symbols of Britain and democracy. All the buildings maintain high authenticity in their materials and substance and in their Form and design.

The property maintains its historic uses and functions completely. The Gothic Westminster Abbey, a working church, continues to be used as a place of daily worship. It remains the Coronation church of the nation and there are frequent services to mark national significant events as well as royal weddings and funerals and for great national services. Many great British writers, artists, politicians and scientists are also buried or memorialised here. The Palace of Westminster continues to be used as the seat of the UK's two-chamber system of democracy. St Margaret's church, now part of Westminster Abbey, remains at heart a medieval parish church ministering to Members of both Houses of Parliament.

### **Protection and Management Requirements 2011**

The UK Government protects World Heritage Sites in England in two ways. Firstly individual buildings, monuments and landscapes are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990, and the 1979 Ancient Monuments and Archaeological Areas Act and secondly through the UK Spatial Planning system under the provisions of the Town and Country Planning Acts. The individual sites within the property are protected as Listed Buildings and Scheduled Ancient Monuments.

National guidance on protecting the Historic Environment (Planning Policy Statement 5) and World Heritage (Circular 07/09) and

accompanying explanatory guidance has been recently published by Government. Policies to protect, promote, conserve and enhance World Heritage Properties, their settings and buffer zones, where appropriate, can be found in statutory planning documents.

The Greater London Authority's London Plan 2008 provides a strategic social, economic and environmental framework for London and its future development and this contains policies to protect and enhance the historic environment in general and World Heritage Sites in particular. The Plan is regularly reviewed and a Replacement Plan is due to be published in autumn 2011. The London View Management Framework Supplementary Planning Guidance (SPG) has been published by the Greater London Authority to protect important designated views many of which focus on the Westminster World Heritage Site. A new view focusing on views from Parliament Square is proposed.

The City of Westminster also has policies in its Core Strategy to protect the historic environment generally and the Property specifically. A recent conservation area audit identifies key local views and important buildings. The Palace of Westminster has drawn up a Conservation Plan for the Palace of Westminster. One of the adjacent boroughs – Lambeth – has a policy in its Core Strategy to protect the Outstanding Universal Value of the Property and its Setting.

All UK World Heritage Sites are required to have Management Plans which set out the OUV and the measures in place to ensure it is conserved, protected, promoted and enhanced. Relevant policies carry weight in the planning system. World Heritage Sites should have Steering Groups which are made up of key local stakeholders who oversee monitoring, implementation and review of the

Management Plans. The Westminster World Heritage Site Management Plan was published by the Property's Steering Group in 2007 and implementation of key objectives is underway although there is no coordinator. A Dynamic Visual Impact Study looking at key views associated with the Property is in preparation.

Westminster School can trace its origins back to 1178 and refounded by Queen Elizabeth 1 in 1560. It is located within Little Dean's Yard.

There are continuing pressures for development and regeneration in the area around the Property and this includes proposals for tall buildings which could impact on its visual integrity.

As one of London's most famous sites and a key tourist attraction, the Property receives high numbers of visitors who require proactive management to minimise congestion and careful visitor management to protect the fabric and setting of the Property. The protection and enhancement of the public realm and better traffic management, particularly in the quiet spaces adjacent to the Property are also important in protecting its setting. To address these issues, an overall visitor management strategy and a traffic management strategy are needed together with greater protection of the setting of the Property and its key views.

Any amendments to extend the boundary or to create a buffer zone will be undertaken as part of the next management plan review in 2012-13.

## TOWER OF LONDON

### DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Date of Inscription

**1988**

Approved Statement of Significance

**2008**

Date of Draft SOUV

**2011**

#### **Brief Synthesis 2011**

The Tower of London is an internationally famous monument and one of England's most iconic structures. William the Conqueror built the White Tower as a demonstration of Norman power, siting it strategically on the River Thames to act as both fortress and gateway to the capital: it is the most complete example of an 11th century fortress palace remaining in Europe. A rare survival of a continuously developing ensemble of royal buildings, from the 11th to 16th centuries, the Tower of London has become one of the symbols of royalty. It also fostered the development of several of England's major State institutions, incorporating such fundamental roles as the nation's defence, its record-keeping and its coinage. It has been the setting for key historical events in European history, including the execution of three English queens.

The Tower of London has Outstanding Universal Value for the following cultural qualities:

Its landmark siting, for both protection and control of the City of London: As the gateway to the capital, the Tower was in effect the gateway to the new Norman kingdom. Sited strategically at a bend in the River Thames, it has been a crucial demarcation point between the power of the developing City of London, and the power of

the monarchy. It had the dual role of providing protection for the City through its defensive structure and the provision of a garrison, and of also controlling the citizens by the same means. The Tower literally 'towered' over its surroundings until the 19th century.

As a symbol of Norman power: The Tower of London was built as a demonstration of Norman power. The Tower represents more than any other structure the far-reaching significance of the mid 11th century Norman Conquest of England, for the impact it had on fostering closer ties with Europe, on English language and culture, and in creating one of the most powerful monarchies in Europe. The Tower has an iconic role as reflecting the last military conquest of England.

As an outstanding example of late 11th century innovative Norman military architecture: As the most complete survival of an 11th century fortress palace remaining in Europe, the White Tower, and its later 13th and 14th century additions, belong to a series of edifices which were at the cutting edge of military building technology internationally. They represent the apogee of a type of sophisticated castle design, which originated in Normandy and spread through Norman lands to England and Wales.

As a model example of a medieval fortress palace which evolved from the 11th to 16th centuries: The additions of Henry III and Edward I, and particularly the highly innovative development of the palace within the fortress, made the Tower into one of the most innovative and influential castle sites in Europe in the 13th and early 14th centuries, and much of their work survives. Palace buildings were added to the royal complex right up until the 16th century,



although few now stand above ground. The survival of palace buildings at the Tower allows a rare glimpse into the life of a medieval monarch within their fortress walls. The Tower of London is a rare survival of a continuously developing ensemble of royal buildings, evolving from the 11th to the 16th centuries, and as such has great significance nationally and internationally.

For its association with State Institutions: The continuous use of the Tower by successive monarchs fostered the development of several major State Institutions. These incorporated such fundamental roles as the nation's defence, its records, and its coinage. From the late 13th century, the Tower was a major repository for official documents, and precious goods owned by the Crown. The presence of the Crown Jewels, kept at the Tower since the 17th century, is a reminder of the fortress's role as a repository for the Royal Wardrobe.

As the setting for key historical events in European history: The Tower has been the setting for some of the most momentous events in European and British History. Its role as a stage upon which history is enacted is one of the key elements which have contributed towards the Tower's status as an iconic structure. Arguably the most important building of the Norman Conquest, the White Tower symbolised the might and longevity of the new order. The imprisonment in the Tower of Edward V and his younger brother in the 15th century, and then, in the 16th century, four English queens, three of them executed on Tower Green – Anne Boleyn, Catherine Howard and Jane Grey – with only Elizabeth I, then Princess Elizabeth, escaping, shaped English history. The Tower also helped shape the story of the Reformation in England, as both Catholic and Protestant

prisoners (those that survived) recorded their experiences and helped define the Tower as a place of torture and execution.

Criterion (ii); Have exerted great influence over a span of time or within a cultural area of the world, on developments in architecture, monumental arts or town planning and landscaping

A monument symbolic of royal power since the time of William the Conqueror, the Tower of London served as an outstanding model throughout the kingdom from the end of the 11th century. Like it, many keeps were built in stone, e.g. Colchester, Rochester, Hedingham, Norwich or Carisbrooke Castle on the Isle of Wight.

Criterion (iv): Be an outstanding example of a type or building or architectural ensemble which illustrates a significant stage in history

The White Tower is the example par excellence of the royal Norman castle in the late 11th century. The ensemble of the Tower of London is a major reference for the history of medieval military architecture.

### **Integrity 2011**

All the key Norman and later buildings, surrounded by their defensive wall and moat, are within the Property boundary. There are few threats to the Property itself, but the areas immediately beyond the moat and the wider setting of the Tower, an ensemble that was created to dominate its surroundings, have been eroded.

The Tower's landmark siting and visual dominance on the edge of the River Thames, and the impression of great height it once gave, all key aspects of its significance, have to some extent been eroded by tall new buildings in the eastern part of the City of London some of which predate inscription. Some of these have to a degree had an adverse impact on the Property's visual integrity.

The Tower's physical relationship to both the River Thames and the City of London, as fortress and gateway to the capital, and its immediate and wider setting, including long views, will continue to be threatened by proposals for new development that is inappropriate to the context. Such development could limit the ability to perceive the Tower as being slightly apart from the City, or have an adverse impact on its skyline as viewed from the river.

### **Authenticity 2011**

The role of the White Tower as a symbol of Norman power is evident in its massive masonry; and it remains, with limited later change, as both an outstanding example of innovative Norman architecture and the most complete survival of a late 11th century fortress palace remaining in Europe. Much of the work of Henry III and Edward I, whose additions made the Tower into a model example of a concentric medieval fortress in the 13th and early 14th centuries, survives. The Tower's association with the development of State institutions, although no longer evident in the physical fabric, is maintained through tradition, documentary records, interpretative material, and the presence of associated artefacts, for example, armour and weaponry displayed by the Royal Armouries. The Tower also retains in their original relationship the

physical elements that provided the stage for key events in European history – the scaffold site, the Prisoners', or Water Gate, the dungeons – even though the wider context, beyond the moat, has changed.

Its form, design and materials remain intact and legible as at the time of inscription, accepting the fact that extensive restoration had been undertaken during the 19th century by Anthony Salvin in a campaign to 're-medievalise' the fortress. The Tower is no longer in use as a fortress, but its fabric still clearly tells the story of how the monument was used and functioned over the centuries. The fabric also continues to demonstrate the traditions and techniques that were involved in its construction. The ability of the Tower to reflect its strategic siting and historic relationship to the City of London is vulnerable to proposals for development that does not respect its context and setting.

### **Protection and Management Requirements 2011**

The UK Government protects World Heritage Sites in England in two ways. Firstly, monuments, individual buildings and conservation areas are designated under the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) Act 1990, and secondly, through the UK Spatial Planning system under the provisions of the Town and Country Planning Act 1990 and the Planning and Compulsory Purchase Act 2004.

National planning policy guidance on protecting the historic environment (Planning Policy Statement 5) and World Heritage (Circular 07/09) and accompanying explanatory guidance

have been recently published by Government. Policies to protect, promote, conserve and enhance World Heritage Sites, their settings and buffer zones, can be found in regional plans and in local authority plans and frameworks.

Regional policy on World Heritage Sites in London is set down in the London Plan (Consolidated with Alterations since 2004), which is under a regular cycle of review. The London View Management Framework (July 2010) provides Supplementary Planning Guidance to the London Plan, including protected view of the Tower of London from the south bank of the River Thames. Locally, the Tower of London falls within the London Borough of Tower Hamlets and is adjoined by the City of London and the London Borough of Southwark. Each of these Local Planning Authorities has an adopted Unitary Development Plan containing specific policies relating to the Tower of London. These adopted plans are now being replaced by the authorities' Local Development Frameworks (the Core Strategies of which are either adopted or approaching adoption), which provide a comprehensive framework of policies concerning the Tower of London.

All UK World Heritage Sites are required to have Management Plans which set out the Outstanding Universal Value (OUV) and the measures in place to ensure it is conserved, protected, promoted and enhanced. Relevant policies in Management Plans carry weight in the UK planning system.

The Tower of London World Heritage Site Management Plan was adopted in 2007. Its implementation is integrated into the activities of Historic Royal Palaces, the independent

charity responsible for caring for the Tower of London. The Tower of London World Heritage Site Consultative Committee, a group consisting of on-site partners, local authorities and heritage specialists, monitors implementation and review of the plan and provides a forum for consultation on issues affecting the Tower of London and its environs.

The most significant challenges to the property lie in managing the environs of the Tower of London so as to protect its OUV and setting. At a strategic level, these challenges are recognised in the London Plan and the Boroughs' emerging Local Development Frameworks. These documents set out a framework of policies aimed at conserving, protecting and enhancing the OUV of the Tower and its setting. The challenges are also identified in the World Heritage Site Management Plan, which defines the local setting of the Tower and key views within and from it. Objectives in the Plan to address the challenges are being implemented (for example, through a study of the local setting), although pressures remain significant. Wider views are identified in and protected by the London View Management Framework.

Other challenges include pressures on funding. However, Historic Royal Palaces has put in place robust measures to ensure that the Tower of London is properly protected, interpreted and conserved in accordance with its key charitable objective. These include long-term conservation plans, prioritised and funded according to conservation need, and cyclical maintenance plans. Plans for the visitor experience respond to Historic Royal Palaces' Cause – to help everyone explore the stories of the palaces – and are subject to rigorous evaluation. All plans are regularly monitored and reviewed.

## MARITIME GREENWICH

### DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Date of Inscription

**1997**

Hawksmoor's St Alfege's church, a setting and approach for the main ensemble.

Approved Statement of Significance

**2008**

Inigo Jones' Queen's House as the first Palladian building in Britain was also the direct inspiration for classical houses and villas all over the country in the two centuries after it was built.

Date of draft SOUV

**2011**

The following factual corrections have been made:

The Royal Hospital, laid out to a master plan developed by Christopher Wren and built over many decades by him and other leading architects, including Nicholas Hawksmoor, is among the most outstanding group of Baroque buildings in England.

In paragraph 2 "St Alfege"

In paragraph 6 "John Flamsteed the first Astronomer Royal"

The Royal Park is a masterpiece of the application by André Le Nôtre of symmetrical landscape design to irregular terrain.

#### **Brief Synthesis 2011**

Symmetrically arranged alongside the River Thames, the ensemble of the 17th Queen's House, part of the last Royal Palace at Greenwich, the palatial Baroque complex of the Royal Hospital for Seamen, and the Royal Observatory founded in 1675 and surrounded by the Royal Park laid out in the 1660s by André Le Nôtre, reflects two centuries of Royal patronage and represents a high point of the work of the architects Inigo Jones and Christopher Wren, and more widely European architecture at an important stage in its evolution. It also symbolises English artistic and scientific endeavour in the 17th and 18th centuries.

The Royal Observatory's astronomical work, particularly of the scientist Robert Hooke, and John Flamsteed, the first Astronomer Royal, permitted the accurate measurement of the earth's movement and also contributed to the development of global navigation. The Observatory is now the base-line for the world's time zone system and for the measurement of longitude around the globe.

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

Greenwich town, which grew up at the gates of the Royal Palace, provides, with its villas and formal stuccoed terraces set around Nicholas

The public and private buildings and the Royal Park at Greenwich form an exceptional ensemble that bears witness to human artistic and creative endeavour of the highest quality

Criterion (ii): exhibit an important interchange of human values, over a span of time or within

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a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

Maritime Greenwich bears witness to European architecture at an important stage of its evolution, exemplified by the work of great architects such as Inigo Jones and Christopher Wren who, inspired by developments on the continent of Europe, each shaped the architectural development of subsequent generations, while the Park exemplifies the interaction of man and nature over two centuries.

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

The Palace, Royal Naval College and Royal Park demonstrate the power, patronage and influence of the Crown in the 17th and 18th centuries and its illustration through the ability to plan and integrate culture and nature into a harmonious whole

Criterion (vi): be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

Greenwich is associated with outstanding architectural and artistic achievements as well as with scientific endeavour of the highest quality through the development of navigation and astronomy at the Royal Observatory, leading to the establishment of the Greenwich Meridian and Greenwich Mean Time as world standards.

### **Authenticity 2011**

The ensemble of buildings and landscapes that comprise the Property preserve a remarkably high degree of authenticity.

The Old Royal Naval College complex, in particular the Painted Hall and Chapel, retains well its original form, design and materials. The Royal Observatory retains its original machinery and its associations with astronomical work. The management of the Old Royal Naval College as a single entity now allows for coordinated conservation of the buildings and surrounding spaces. The Observatory, Queen's House and its associated high quality 19th century buildings are all managed as elements of the National Maritime Museum.

The landscape of the Royal Park retains its planned form and design to a degree with some ancient trees still surviving.

The stuccoed slate roofed terraces of the town that form the approach to the formal buildings and the Park retain their function as a commercial and residential centre. The coherence and conservation of buildings within the town is good although there is a need for some refurbishment and to repair the urban pattern within the Property, where disrupted by World War II bombing and subsequent reinstatement.

### **Integrity 2011**

The boundary of the Property encompasses the Old Royal Naval College, the Queen's House, Observatory, the Royal Park and buildings which fringe it and the town centre buildings that form the approach to the formal ensemble.

The boundary includes all the attributes of Outstanding Universal Value.

The main threats facing the Property are from development pressures within the town that could impact adversely on its urban grain and from tall buildings, in the setting, which have the potential to impact adversely on visual integrity.

### **Protection and Management Requirements 2011**

The UK Government protects World Heritage Sites in England in two ways. Firstly individual buildings, monuments, gardens and landscapes are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the 1979 Ancient Monuments and Archaeological Areas Act and secondly through the UK Spatial Planning system under the provisions of the Town and Country Planning Acts.

National guidance on protecting the Historic Environment (Planning Policy Statement 5) and World Heritage (Circular 07/09) and accompanying explanatory guidance has been recently published by Government. Policies to protect, promote, conserve and enhance World Heritage Sites, their settings and buffer zones can be found in statutory planning documents.

The London Spatial Strategy contains policies to protect the historic environment and World Heritage Sites in particular and the London View Management Framework Supplementary Planning Document 2010 affords protection for key views of the Property. The London Borough of Greenwich Unitary Development Plan contains guidance to protect and promote the Maritime Greenwich World Heritage which have been saved and will remain in place until

the UDP is replaced by the emerging LDF. There are also policies included in the current statutory plans for the neighbouring London Boroughs of Lewisham and Tower Hamlets."

All UK World Heritage Sites are required to have Management Plans which set out the OUV and the measures in place to ensure it is conserved, protected, promoted and enhanced. Relevant policies carry weight in the planning system.

The Property is protected by a variety of statutory designations; the hospital, Queen's House and observatory buildings are Grade 1 listed buildings together with statues, railings and other buildings of all grades and the surrounding residential buildings of Greenwich town centre lie within a Conservation Area. There are a number of scheduled monuments in the Park which is itself a Grade 1 registered park and garden and elements of the park are considered important for nature conservation. It is easily accessed by public transport including river bus.

The Royal Park is owned, managed and administered by The Royal Parks, a Crown agency. The Queen's House and associated 19th century buildings and the Royal Observatory is in the custodianship of the Trustees of the National Maritime Museum, is well used by visitors for recreational activities and provides the access route from the National Maritime Museum and Greenwich Town centre up to Rangers House and the Royal Observatory. All elements are in a good state of conservation. The Old Royal Naval College is in the freehold of Greenwich Hospital, which remains a Crown Naval charity. The buildings are leased to Greenwich Foundation for the Old Royal Naval College, also a registered charity whose objectives are to conserve, maintain and interpret the buildings for the public. The Royal

Courts are leased to Greenwich University and Trinity College of Music to form the Maritime Greenwich University Campus. Greenwich Foundation also retains and maintains a number of key buildings. Commercial activities in the town centre are coordinated by a town centre manager. The Property is easily accessible

The management of the Property is guided by a Management Plan approved by all the key partners. The second iteration of the Management Plan is now being reviewed. Overall coordination for the whole Property is provided by a World Heritage Site Coordinator who has responsibility through a World Heritage Executive Committee with delivering the Management Plan which is monitored by the World Heritage Site Steering Group. The Steering Group is made up of key local stakeholders and national organisations.

The history, value and significance of the Property is now explained to visitors through Discover Greenwich a recently opened state-of-the-art visitor centre.

The Royal Park, like any designed landscape evolving over time, is vulnerable to erosion of detail and its maintenance and conservation form part of a detailed plan that sets out the design history of the Royal Park, the rationale for its ongoing maintenance and future restoration of the historic landscape in particular for the way avenues and trees. The Royal Park is well loved and used by residents as well as visitors to the Observatory, Old Royal Naval College and the Maritime Museum.

A number of high profile annual events are held within the Royal Park and in 2012, the equestrian Olympic and ParaOlympic events will take place there. For all events appropriate safeguards are put in place to ensure there is no

adverse impact on the attributes of Outstanding Universal Value, in particular on the Royal Park trees, on underground archaeology or on the surrounding buildings.

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## ROYAL BOTANIC GARDENS, KEW

### STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Id. N°1084  
2003

#### Date of inscription

#### Brief synthesis

Set amongst a series of parks and estates along the River Thames' south-western reaches, this historic landscape garden includes work by internationally renowned landscape architects Bridgeman, Kent, Chambers, Capability Brown and Nesfield illustrating significant periods in garden design from the 18th to the 20th centuries. The gardens house extensive botanic collections (conserved plants, living plants and documents) that have been considerably enriched through the centuries. Since their creation in 1759, the gardens have made a significant and uninterrupted contribution to the study of plant diversity, plant systematics and economic botany.

The landscape design of Kew Botanic Gardens, their buildings and plant collections combine to form a unique testimony to developments in garden art and botanical science that were subsequently diffused around the world. The 18th century English landscape garden concept was adopted in Europe and Kew's influence in horticulture, plant classification and economic botany spread internationally from the time of Joseph Banks' directorship in the 1770s. As the focus of a growing level of botanic activity, the mid 19th century garden, which overlays earlier royal landscape gardens is centred on two large iron framed glasshouses – the Palm House and the Temperate House that became models for conservatories around the world. Elements of the 18th and 19th century layers including the Orangery, Queen Charlotte's Cottage; the folly

temples; Rhododendron Dell, boundary ha-ha; garden vistas to William Chambers' pagoda and Syon Park House; iron framed glasshouses; ornamental lakes and ponds; herbarium and plant collections convey the history of the Gardens' development from royal retreat and pleasure garden to national botanical and horticultural garden before becoming a modern institution of conservation ecology in the 20th century.

Criterion (ii): Since the 18th century, the Botanic Gardens of Kew have been closely associated with scientific and economic exchanges established throughout the world in the field of botany, and this is reflected in the richness of its collections. The landscape and architectural features of the Gardens reflect considerable artistic influences both with regard to the European continent and to more distant regions;

Criterion (iii): Kew Gardens have largely contributed to advances in many scientific disciplines, particularly botany and ecology;

Criterion (iv): The landscape gardens and the edifices created by celebrated artists such as Charles Bridgeman, William Kent, Lancelot 'Capability' Brown and William Chambers reflect the beginning of movements which were to have international influence;

#### Integrity (2009)

The boundary of the property contains the elements that bear witness to the history of the development of the landscape gardens and Kew Gardens' uninterrupted role as national botanic garden and centre of plant research. These elements, which express the Outstanding



Universal Value, remain intact. The Buffer Zone contains the focus of one of the garden vistas on the opposite bank of the Thames River – Syon Park House – together with other parts of the adjacent cultural landscape (Old Deer Park – a royal estate south of Kew Gardens, Syon Park on the opposite bank of the Thames, the river from Isleworth Ferry Gate to Kew Bridge, the historic centre of Kew Green with the adjacent buildings and the church, and then to the east, the built-up sectors of 19th and 20th century houses). Development outside this Buffer Zone may threaten the setting of the property.

### **Authenticity (2009)**

Since their creation in the 18th century Kew Gardens have remained faithful to their initial purpose with botanists continuing to collect specimens and exchange expertise internationally. The collections of living and stored material are used by scholars all over the world.

The 44 listed buildings are monuments of the past, and reflect the stylistic expressions of various periods. They retain their authenticity in terms of design, materials and functions. Only a few buildings are being used for a purpose different from that originally intended (the Orangery now houses a restaurant). Unlike the works of architecture, in each of the landscaped garden areas, the past, present and future are so closely interwoven (except in the case of vestigial gardens created by significant artists, such as the vistas), that it is sometimes difficult to separate the artistic achievements of the past in terms of the landscape design of the different periods. Recent projects such as recutting Nessfield's beds behind the Palm House have

started to interpret and draw attention to the earlier landscapes created by Capability Brown and Nessfield. Other projects are proposed in the overall landscape management plan subject to resourcing.

### **Protection and management requirements (2009)**

The property includes the Royal Botanic Gardens of Kew, Kew Palace and Queen Charlotte's Cottage, which are the hereditary property of Queen Elizabeth II and are managed for conservation purposes by the Royal Botanic Gardens of Kew and Historic Royal Palaces.

The property is included in a conservation area designated by the London Borough of Richmond upon Thames. Part of the Buffer Zone is protected by a conservation area in the London Borough of Hounslow. Forty four buildings and structures situated on the site have been listed under the Listed Buildings and Conservation Areas Act 1990 as buildings of special architectural and historical interest. The whole site is Grade I on the English Heritage Register of Park and Gardens of Special Historic Interest in England. Permission to carry out works or change functions is subject to the approval of the local authorities, who consult English Heritage in the case of listed buildings and conservation areas.

Protection of the property and the Buffer Zone is provided by development plans in the planning systems of the London Boroughs of Richmond upon Thames and Hounslow and by the London Plan (the Regional Spatial Strategy) and by designation.

Kew Gardens' conservation work has continued at an international level, notably for the cataloguing of species, supporting conservation projects around the world, the implementation of the Convention on International Trade in Endangered Species (CITES, 1975) and the Convention on Biological Diversity (CBD, 1992).

The property has a World Heritage Site Management Plan, a Property Conservation Plan, and a Master Plan. Implementation of the Management Plan is coordinated by the Royal Botanic Gardens, Kew. The World Heritage Site Management Plan is currently being revised alongside a specific landscape master plan.

At the time of inscription the World Heritage Committee encouraged the State Party to include on the staff of the Royal Botanic Gardens a landscape architect or other specialist qualified in the history of art and history in general, so that architectural conservation activities can be coordinated on-site. Landscape architects with experience of working in historic landscapes have been appointed to provide this advice.

## DARWIN LANDSCAPE LABORATORY

### PROPOSED DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Darwin's Landscape Laboratory is the site where the modern scientific study of natural life was pioneered with the development of the theory of evolution by natural selection. It is an intimate farmed valley landscape surrounding Charles Darwin's home at Down House in the Kent North Downs. He walked in the Downe and Cudham valleys every day and studied them intensely for the forty years of his scientific maturity. Many landscape features bear unique witness to the evidence he collected for his world-changing ideas in the natural sciences that were developed at Down House.

Darwin's Landscape Laboratory is of fundamental importance to humanity because of his use of the landscape as a resource for science not simply as a commemoration of the man who developed the theory. The ideas developed at this Property have had a profound influence on life sciences, medicine, agriculture, philosophy and religion, as well as on general views of humankind's relation to other living creatures in the natural world and on the sustainability of the planet's resources.

Following his inspirational 5-year voyage around the world on HMS Beagle including 5 weeks observing and collecting on the Galapagos Islands in the Pacific, Darwin settled in London and then in 1842, moved 16 miles south to Down House to be able to investigate the natural life around him and to cater for his growing family. The surrounding farmed landscape and its varying geology and soil types also enabled him to access, via numerous footpaths and lanes, a wide variety of plants and wildlife, the raw materials for his research and scientific work. Finding all that he needed for his science he seldom left the locality until his death in 1882. The farmed landscape,

together with Down House and its gardens were thus his workplace for his greatest period as a scientist. Easy access to nearby London and to the worldwide postal system, offered Darwin opportunities to test opinion of his developing theories from Downe.

The farmland and woodland management of the two small valleys linked by high ground has been sustained since Darwin's time. Thus the tangible context for his original scientific insight is clearly apparent. Darwin's home, gardens and many of habitats and features in the surrounding farmed valleys which he examined and used, survive to reflect his ideas which we are able to study in extensive and comprehensive collections of Darwin's scientific writings. Due to there being no main roads or railway stations in the area it has escaped much of the 20th century development associated with London's hinterland and the landscape and buildings remain remarkably unchanged since Darwin's death.

#### Landscape

Down House is situated on a plateau, sloping from the south with chalk valleys both sides and an area of high ground to the north-west. A layer of impermeable acidic clay separates the two valleys and the surface water. After exceptionally heavy winter rain runs in small temporary streams known locally as 'bournes' or into man-made ponds. The steep valley sides have permeable chalk close to the surface, which means there are no permanent surface water features on the thin alkaline soil. As the chalk is overlain by sands and pebbles to the north at Keston, water quickly seeps through the thin acidic soil and emerges on the clay that supports the River Ravensbourne and the Keston bog.

The soils have been worked by man for woodland, pasture and arable farming for millennia. Very little of the landscape was or is natural in the sense of not being affected by human presence. It has been settled more or less continuously since pre-Roman times. There was a range of fluctuations in land use in Darwin's time. In 1842 it was just down from a maximum of arable following the Napoleonic wars; by the 1880s there was proportionately more pasture and some designed parkland. A mixture of small landholdings and parkland still exists and this allows a similar variety of land uses. The pasture continues to be managed by stock and horse grazing, meadows are cut for hay and these are interspersed by arable fields. The farmland was and remains separated frequently by hedgerows, many still managed by traditional laying and periodic cutting. The woodland persists on otherwise unproductive land and still exhibits management as high forest, coppice with standards or secondary woodland with scrub.

### **Darwin's use**

Darwin's Landscape Laboratory is a man-managed cultural landscape in which Darwin observed processes such as clearance, grazing, ploughing and hedge-laying over time and their impact on natural habitats and the way in which the habitats change as a result. This intimate landscape of just 7km<sup>2</sup> enabled him to conduct in places very close together, a wide variety of activities such as: observation of wildlife; experimentation in natural settings and cultivation; and observation and experimentation in his grounds. He was welcome to investigate the land owned by his neighbours within a 30 minute walk. An established network of lanes and footpaths, partly for managing the land and partly as access between settlements,

was used by Darwin for half day outings from Down House to reach different places for study.

The pasture continues to be managed by sheep grazing

### **Darwin's Landscape Laboratory Nomination**

Darwin made extensive use of his own flower garden, lawn, orchard, kitchen garden, field, plantation and house for observation and experiment on cultivated and exotic plants, and native plants growing in the countryside around which he wanted to investigate with frequent and close monitoring.

The different semi-natural habitats, all in close proximity, supported the species that Darwin studied, including for example, 13 species of native wild orchid that still grow in the locality and which Darwin was able to examine as the basis for his work on the inter-dependence between orchids and their insect pollinators. He also used different slopes and flatlands in the neighbourhood for work his seminal work on the global influence of earthworms' perpetual working of the soil on landscape forms.

Time, both human and geological, was very important in Darwin's thinking, particularly for his theory that small changes could have large impact on natural forms and the evolution of species. In addition to geological observations and his observations on earthworm activity, he undertook a series of experiments and surveys, some lasting over 30 years. These include observations to show the:

- rate chalk and stones are subsumed into

- the soil;
- viability of buried seed over time;
- establishment of plant diversity in Great Puckland; and
- ecological succession in grassland and hedgerows.

Attributes on which Outstanding Universal Value depends

**The attributes of the landscape resource on which the Property's Outstanding Universal Value and which can all be seen today are:**

- the geomorphology of the area, the compact 7km<sup>2</sup> valley landscape that Darwin observed and experimented in, with its two steep chalk valleys to the east and west of Down House standing on clay with flints soils between, with a promontory of sands and gravels to the north, which is a basis for the various semi-natural habitats for the range of organisms that Darwin studied;
- the range of semi-natural and managed habitats resulting from the human settlement of the area and its use for agriculture and forestry
- the many historic lanes and paths which enabled Darwin to explore the Property freely, collect and experiment as he wanted;
- the garden, plant houses and grounds at Down House, which Darwin was able to use both when he needed to make close or extended investigations of plants he found elsewhere in the landscape, and when he wanted to study plants from elsewhere in the world and compare them with local and native plants in order to

reach conclusions of global value;

- Down House, Darwin's private home, which he was able to use to further his investigations of plants and other organisms in the landscape, and to draw together all his findings and produce the scientific works in which he gave his ideas to the world.
- Downe Village and other buildings within the landscape that reflect the social context for his work and the people in the local community on whose help he depended.
- Features known to have been used by Darwin

**There are many tangible features of the landscape which Darwin documented that he used for his science and these include:**

**Feature**

**Semi-Natural habitats**

Keston Bog  
 Keston Common  
 Cudham School Pond  
 Ravensbourne  
 Hangrove  
 Downe Valley Terrace  
 Orchis Bank  
 Holwood Park

**Managed habitats**

Sand-walk hedge  
 Sand-walk copse  
 Cudham Valley  
 Great Pucklands  
 Green Hill  
 High Elms

**Down House grounds**

Hay meadow  
 Lawn  
 Kitchen garden  
 Flower bed  
 Orchard  
 Hothouse  
 Greenhouse

**Down House**

External walls  
 Interior

**Buildings**

Farm buildings  
 Farmsteads  
 Gamekeeper's cottage  
 Country mansions  
 Gentry villas  
 Villages with artisans' and labourers' cottages.  
 Village churches, schools and inns.

**Habitat/Management**

Acid bog  
 Acid heathland  
 Clay pond  
 Gravel stream  
 Ancient woodland  
 Woodbank and chalk grassland  
 Chalk grassland  
 Acid grassland

Managed hedge  
 Plantation  
 Ploughed land  
 Pasture  
 Footpaths and bridleways  
 Landscaped grounds

Hay and pasture  
 Mowing grass like grazing  
 Cultivation and plant experiments  
 Exotic plants  
 Domestication of fruit  
 Tropical plants  
 Temperate plants

Climbing plants  
 Dissection, microscopy, observation of plants and animals  
 Rooms for study, writing and talking

Agriculture  
 Agriculture  
 Management of game  
 Estate management  
 Neighbours' help with horticulture  
 Crafts and labour  
 Community and education

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## Authenticity

Darwin was meticulous in recording his scientific work, and his observations and experiments at Downe are extensively documented in the many thousands of pages of his scientific papers and other material that survives from his time at Downe. There are also more than a hundred photographs and drawings of Down House, the grounds and Darwin's scientific work during the forty years he spent there. These have all been studied and archived and are available in the Darwin Collection at Down House and the Darwin Archive at Cambridge University Library and will be soon available electronically on the web.

Thus the relationship between Darwin and the landscape, and between Darwin and Down House, is based on firm evidence. He describes very clearly the landscape assets that were of value to him and the way he used them. He also describes in detail how he researched the evidence he collected at Down House.

There is further evidence for the form and evidence of use of the landscape in Darwin's time in historic mapping by the 1896 UK Ordnance Survey, and the 1840 Tithe Apportionment Survey, which can be used to assess the authenticity of the landscape as it survives.

The Nomination dossier shows how the relationship between Darwin and the landscape, what he was able to observe, and the evidence he chose to use, can be appreciated by visitors to the landscape today, as the key landscape characteristics and habitats created by farming and woodland practices still persist.

The Outstanding Universal Value of Darwin's Landscape Laboratory is truthfully and credibly expressed through the attributes that carry Outstanding Universal Value. These are:

### **The characteristics of the compact 7km<sup>2</sup> valley landscape that Darwin witnessed**

The dense and varied landscape patterns, related to farming and woodland uses still persist. There have been few changes in field patterns or paths and tracks; there is still a mix of meadows, pasture, arable and woodland uses, and the habitats that Darwin observed have been maintained. In many cases, the original field boundaries, whether hedgerow, wooded banks, survive. The factual basis is provided in the full records of the uses of the land in 1840, 1869 and 1942 which survive in the 1840 Tithe Reapportionment Survey of the two parishes, the 1869 25 inch Ordnance Survey and Books of Reference, the 1942 National Farm Survey and aerial photographs from the last 60 years.

### **Farming and woodland traditions**

Farming is still the dominant land use, although some meadows are now managed by conservation volunteers rather than farmers; the woodlands are now maintained for conservation reasons rather than as productive woodlands but where appropriate following local practices such as coppicing. Overall the distinctive mix of arable, pasture and managed woodland, so important for Darwin's work, is maintained in present times.

## **The many varied habitats that Darwin studied**

The majority of the complete range of habitats that Darwin studied – as a by-product of geology and the farming and woodland systems – still survives to be studied today. The most significant loss, of 80% of the open heathland and bog on Keston Common, is reversible through management of the vegetation on the Common, and action is in hand to restore the former habitats and reintroduce *Drosera rotundifolia*, one of only three individual plant species out of over 50 important for Darwin to have been lost.

## **Lanes and paths which enabled Darwin to explore the Property freely**

These are still in place and have public access

## **Down House, and garden**

Darwin's house and garden have survived well since Darwin's time despite its twenty year period as a school. The original fabric of the house, garden and estate still survives (in excess of 90%) and is clearly recognisable. English Heritage purchased the property in 1996 from the Royal College of Surgeons who were responsible for display of the museum to the public and undertook a meticulous archaeological, architectural, cartographic, pictorial and documentary survey of the house to inform repair, maintenance and interpretation proposals. Given the wealth of documentary and photographic evidence of the study in 1877 it was decided that the reassemblage of material should be based on that date.

It has thus been possible, as has been set out above, to conserve and restore the house using evidence from:

- Darwin's scientific papers
- Physical evidence from the building (e.g. paint, wallpaper, floor coverings etc)
- Correspondence of Darwin's family and accounts of visitors to the House
- Darwin's correspondence
- Archaeology in the garden and building recording
- Botanical analysis

This was aided by oral history as many of Darwin's family were involved and have items on long term loan, and photographs taken by Darwin's son Leonard. Original furnishings and furniture have been used wherever available and possible although wallpaper and paint surfaces have been refreshed to enable visitors to see the home and resource where Darwin worked.

Some elements of the building's history e.g. some of the buildings connected to its brief use as a school were removed in the early 20th century when the house was converted into a museum by Buxton Brown. Nonetheless, the greater part of the fabric of Down House and its outbuildings survives as they existed in Darwin's time, original and untouched. The only significant losses have been a small section of the greenhouse, the fixtures of the garden laboratory, the well-head, some outbuildings for livestock and the pigeon house which was a wooden structure subject to decay.

Some replanting work has taken place in the garden reflecting the fact that annual and perennial plants have a finite life but the



basic structure, the hedge plants, many of the trees, greenhouse base (but not the glass) and Sandwalk are original. The garden has been restocked carefully according to available documentary sources and key experiments recreated to aid visitor understanding.

### **Downe and Cudham Villages**

These villages were the houses of the farmers, workers and artisan people who worked the land that Darwin used. The villages are now protected as Conservation Areas.

The “Downe Village Conservation Area Appraisal and Management Plan 2008” describes the built form of the village as being that of a small rural settlement, clustered closely around a road junction with the 13th Century Church of St Mary the Virgin in its churchyard taking a prominent central position. Comparison with the Ordnance Survey Maps of 1868-78 shows that the strong nuclear form of the village has not changed significantly since that time. There has been very little development taking place in the village since mid-Victorian times. There are 8 statutory listed buildings (including the grade II\* listed church) and 15 locally listed; all buildings are protected by virtue of being in the Conservation Area. Victorian photos show that despite some buildings having been altered and despite the presence of parked cars, the general appearance and form of the village has not changed.

The “Cudham Village Conservation Area Appraisal and Management Plan 2008” describes Cudham as a dispersed village strung out along Cudham Lane but with vernacular cottages and farmyard buildings grouped tightly around the 12th century Church of St Peter and

St Paul. This group of buildings has not altered significantly since Victorian times, neither has there been any prominent development. The church and nearby Cudham Court are Statutorily Listed and the 4 cottages in the central group are Locally Listed. All buildings in the village are protected by virtue of being in the Conservation Area.

Both villages are active places where people today live and work and inevitably, there are some aspects of modern life that affect their appearance. For example, parked cars are present at most times of the day. The villages however retain much of their quiet rural charm and an understanding of village life in the time of Charles Darwin can still be appreciated. The cars and other aspects of modern activity do not detract from the Outstanding Universal Value as represented by the particular features of the landscape as described above.

There are other intrusions from the modern world that reflect the property’s location on the edge of London and which impact to a degree on the way the attributes carry Outstanding Universal Value. In particular, there is a line of electricity pylons which cross the northern part of Cudham Valley, and the low noise of aircraft using London Biggin Hill Airport and flying at high altitude to Gatwick and Heathrow. Whilst these factors do have some adverse effect on the appearance and ambience of a small part of the northern part of the nominated Property, they do not detract significantly from the Outstanding Universal Value as represented by the particular features in the landscape as described above.

The physical fabric of Down House is in good condition and the effects of deterioration

processes on Down House and its gardens are controlled by strict conservation management. Similarly, the other buildings in the two villages and elsewhere in the nominated Property are generally in good condition and protected by statutory controls to prevent their deterioration. Appropriate management is undertaken of the wider landscape in the nominated Property to sustain the attributes. In conclusion, the attributes identified clearly express truthfully the Outstanding Universal Value of the Property.

### **Integrity**

The nominated Property includes all the attributes necessary to express the outstanding universal value of the Property – almost the entire rural landscape around Down House in which Darwin observed and collected plants and insects during his 20 years there and the specific places that were important for his observations and research.

The only elements of the landscape that Darwin used on a regular basis and which lie outside the boundary are parts of the Big Woods as these are now separated from the main valleys by a golf course. Sufficient attributes lie within the boundary to encapsulate the Outstanding Universal Value of the Property and thus allow the landscape to be perceived through the eyes of Darwin and show how assets of a fairly commonplace landscape could be used to demonstrate universal scientific theories, which changed perceptions of the way the world evolved.

There are few adverse impacts of development and/ or neglect. As noted above, there is some visual intrusion from electricity pylons across the northern part of the Cudham valley. There is also

evidence of modern traffic in the form of parked cars and the use by them of the roads within the Property. Nonetheless, the nominated Property maintains a high level of integrity.





# APPENDIX 2

## GUIDE FOR ASSESSING THE SIGNIFICANCE OF THE HERITAGE ASSETS

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## GUIDE FOR ASSESSING THE SIGNIFICANCE OF HERITAGE ASSETS

Grading	Archaeology	Built heritage or Historic Urban Landscape attributes	Historic landscape	Intangible Cultural Heritage or associations
Very high	<p>Sites of acknowledged international importance inscribed as WH property.</p> <p>Individual attributes that convey OUV of the WH property.</p> <p>Assets that can contribute significantly to acknowledged international research objectives.</p>	<p>Sites or structures of acknowledged international importance inscribed as of universal importance as WH property.</p> <p>Individual attributes that convey OUV of the WH property.</p> <p>Other buildings or urban landscapes of recognised international importance.</p>	<p>Landscapes of acknowledged international importance inscribed as WH property.</p> <p>Individual attributes that convey OUV of the WH property.</p> <p>Historic landscapes of international value, whether designated or not.</p> <p>Extremely well preserved historic landscapes with exceptional coherence, time, depth, or other critical factors.</p>	<p>Areas associated with intangible cultural heritage activities as evidenced by the national register.</p> <p>Associations with particular innovations, technical or scientific developments or movements of global significance.</p> <p>Associations with particular individuals of global importance</p>
High	<p>Nationally designated Archaeological Monuments protected by the State Party's laws. (e.g Schedule Monuments).</p> <p>Undesignated sites of the quality and importance to be designated.</p> <p>Assets that can contribute significantly to acknowledged national research objectives.</p>	<p>Nationally designated structures with standing remains.</p> <p>Other buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the listing grade.</p> <p>Conservation Areas containing very important buildings and spaces.</p> <p>Undesignated structures of clear national importance.</p>	<p>Nationally designated historic landscape of outstanding interest.</p> <p>Undesignated landscapes of outstanding interest.</p> <p>Undesignated landscapes of high quality and importance, and of demonstrable national value.</p> <p>Well preserved historic landscapes, exhibiting considerable coherence, time-depth or other critical factors.</p>	<p>Nationally designated areas or activities associated with globally important intangible cultural heritage activities.</p> <p>Associations with particular innovations, technical or scientific developments or movements of national significance</p> <p>Associations with particular individuals of national importance.</p>

Grading	Archaeology	Built heritage or Historic Urban Landscape attributes	Historic landscape	Intangible Cultural Heritage or associations
Medium	<p>Designated or undesignated assets that can contribute significantly to regional research objectives.</p>	<p>Designated buildings. Historic (unlisted) buildings that can be shown to have exceptional qualities or historical associations.</p> <p>Conservation Areas containing buildings that contribute significantly to its historic character.</p> <p>Historic townscapes or built-up areas with important historic integrity in their buildings, or built settings.</p>	<p>Designated special historic landscapes.</p> <p>Undesignated historic landscapes that would justify special historic landscape designation.</p> <p>Landscapes of regional value.</p> <p>Averagely well preserved historic landscapes with reasonable coherence, time depth or other critical factors.</p>	<p>Areas associated with intangible cultural heritage activities as evidenced by local registers.</p> <p>Associations with particular innovations or developments of regional or local significance.</p> <p>Associations with particular individuals of regional importance</p>
Low	<p>Designated or undesignated assets of local importance.</p> <p>Assets compromised by poor preservation and/or poor survival of contextual associations.</p> <p>Assets of limited value, but with potential to contribute to local research objectives.</p>	<p>Historic (unlisted) buildings of modest quality in their fabric or historical associations.</p> <p>Historic townscape or built-up areas of limited historic integrity in their buildings, or built settings.</p>	<p>Robust undesignated historic landscapes.</p> <p>Historic landscapes with importance to local interest groups.</p> <p>Historic landscapes whose value is limited by poor preservation and/or poor survival of contextual associations.</p>	<p>Intangible cultural heritage activities of local significance</p> <p>Associations with particular individuals of local importance</p> <p>Poor survival of physical areas in which activities occur or are associated.</p>

<b>Grading</b>	<b>Archaeology</b>	<b>Built heritage or Historic Urban Landscape attributes</b>	<b>Historic landscape</b>	<b>Intangible Cultural Heritage or associations</b>
Negligible	Assets with little or no surviving archaeological interest.	Buildings or urban landscapes of no architectural or historical merit; buildings of an intrusive character.	Landscapes little or no significant historical interest.	Few associations or intangible cultural heritage vestiges surviving
Unknown potential	The importance of the asset has not been ascertained.	Buildings with some hidden (i.e. inaccessible) potential for historic significance.	n/a	Little is known or recorded about intangible cultural heritage of the area

Adapted from ICOMOS, *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties* (Draft May 2010)

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# APPENDIX 3

## GUIDE FOR ASSESSING SCALE OF CHANGE

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## GUIDE FOR ASSESSING THE SCALE OF CHANGE

Impact grading	Archaeological attributes	Built heritage or Historic Urban Landscape attributes	Historic landscape attributes	Intangible Cultural Heritage attributes or associations
MAJOR	<p>Changes to attributes that convey OUV of World Heritage properties</p> <p>Changes to most or all key archaeological materials, including those that contribute to OUV such that the resource is totally altered</p> <p>Comprehensive changes to setting</p>	<p>Change to key historic building elements that contribute to OUV, such that the resource is totally altered.</p> <p>Comprehensive changes to the setting.</p>	<p>Change to most or all key elements, parcels or components; extreme visual effects; gross change of noise or change to sound quality; fundamental changes to use or access; resulting in total change to historic landscape character unit and loss of OUV</p>	<p>Major changes to area that affect the intangible cultural heritage activities or associations or visual links and cultural appreciation.</p>
MODERATE	<p>Changes to many key archaeological materials, such that the resource is clearly modified.</p> <p>Considerable changes to setting that affect the character of the asset.</p>	<p>Changes to many key historic building elements, such that the resource is significantly modified.</p> <p>Changes to setting of an historic building, such that it is significantly changed.</p>	<p>Changes to many key historic landscape elements, parcels or components; visual change to many key aspects of the historic landscape; noticeable differences in noise or sound quality; considerable changes to use or access; resulting in moderate changes to historic landscape character.</p>	<p>Considerable changes to area that affect the intangible cultural heritage activities or associations or visual links and cultural appreciation.</p>

<b>Impact grading</b>	<b>Archaeological attributes</b>	<b>Built heritage or Historic Urban Landscape attributes</b>	<b>Historic landscape attributes</b>	<b>Intangible Cultural Heritage attributes or associations</b>
MINOR	<p>Changes to key archaeological materials, such that the resource is slightly altered.</p> <p>Slight changes to setting.</p>	<p>Change to key historic building elements, such that the asset is slightly different.</p> <p>Change to setting of an historic building, such that it is noticeably changed.</p>	<p>Change to few key historic landscape elements, parcels or components; slight visual changes to few key aspects of historic landscape; limited changes to noise levels or sound quality; slight changes to use or access; resulting in limited change to historic landscape character</p>	<p>Changes to area that affect the intangible cultural heritage activities or associations or visual links and cultural appreciations.</p>
NEGLIGIBLE	<p>Very minor changes to key archaeological materials or setting.</p>	<p>Slight changes to historic building element or setting that hardly affect it.</p>	<p>Very minor changes to key historic landscape elements, parcels or components; virtually unchanged visual effects; very slight changes in noise levels or sound quality; very slight changes to use or access; resulting in a very small change to historic landscape character.</p>	<p>Very minor changes to area that affect the intangible cultural heritage activities or associations or visual links and cultural appreciation.</p>
NO CHANGE	<p>No change.</p>	<p>No change to fabric or setting.</p>	<p>No change to elements, parcels or components; no visual or audible changes; no changes in amenity or community factors.</p>	<p>No change.</p>



# APPENDIX 4

## PROPORTIONAL APPROACH TO ASSESSING MAGNITUDE OF IMPACTS

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**PROPORTIONATE APPROACH TO ASSESSING THE MAGNITUDE OF IMPACTS**

Value of Heritage Asset	Scale of Change				
	NO CHANGE	NEGLIGIBLE CHANGE	MINOR CHANGE	MODERATE CHANGE	MAJOR CHANGE
VERY HIGH (OUV of World Heritage Sites)	Neutral	Small	Medium/ Large	Large/Very Large	Very Large
HIGH	Neutral	Small	Medium/ Small	Medium/ Large	Large/Very Large
MEDIUM	Neutral	Neutral/ Small	Small	Medium	Medium/ Large
LOW	Neutral	Neutral/ Small	Neutral/ Small	Small	Medium/ Small
NEGLIGIBLE	Neutral	Neutral	Neutral/ Small	Neutral/ Small	Small

Adapted from ICOMOS, *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties* (Draft May 2010)

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# APPENDIX 5

## FURTHER SOURCES AND CONTACTS

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## Selected sources of further information:

Darwin's Landscape Laboratory

<http://darwinslandscape.co.uk/index.asp>

English Heritage:

Streets for All - London (2000)

Temporary Structures in Heritage Places (2010)

Seeing the History in the View (May 2011)

The Setting of Heritage Assets (Oct 2011)

Maritime Greenwich

Greenwich Council

<http://www.greenwich.gov.uk/Greenwich/LeisureCulture/Tourism/MaritimeGreenwichWHS.htm>

Mayor of London

Better Streets (2009)

Royal Palace of Westminster, Westminster Abbey and St Margaret's Church

City of Westminster

<http://www.westminster.gov.uk/services/environment/planning/conservationlistedbuildings/world-heritage-site/>

Royal Botanic Gardens, Kew

Royal Botanic Gardens, Kew

<http://www.kew.org/heritage/index.html>

Tower of London

Historic Royal Palace World Heritage Site information

<http://www.hrp.org.uk/aboutus/whatwedo/whsmanagementplanwebsitecopy>

Transport for London

Streetscape Guidance (2009)

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VocalEyes

<http://www.vocaleyes.co.uk>

ICOMOS International:

[http://www.international.icomos.org/  
home.htm](http://www.international.icomos.org/home.htm)

Guidance on Heritage Impact Assessments  
for Cultural World Heritage Properties (Draft  
May 2010)

ICOMOS UK:

<http://blog.icomos-uk.org/world-heritage/>

UNESCO WORLD HERITAGE:

<http://whc.unesco.org/>  
Operational Guideline (2011)

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# GLOSSARY

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### **Attributes**

Attributes are aspects of a World Heritage property which are associated with or express the Outstanding Universal Value and can be the physical elements, the relationships between elements and / or time related processes. (UNESCO Operational Guidelines)

### **Authenticity**

Those characteristics that most truthfully reflect and embody the cultural heritage values of a place. They can be expressed in the variety of types of attributes such as location and setting; form and design; materials and substance; use and function; traditions; techniques and management systems; language, and other forms of intangible heritage; spirit and feeling; and other internal and external factor. (UNESCO Operational Guidelines)

### **Buffer Zone**

An area surrounding the World Heritage Site which has complementary legal restriction placed on its use and development to give an added layer of protection to the World Heritage Site. (DCMS Circular 07/2009)

### **Context**

Any relationship between a place and other places, relevant to the values of that place.

### **Heritage Asset**

Heritage Assets are the valued components of the historic environment. They include buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of historic

significance meriting consideration in planning decisions. They include both designated heritage assets and those identified by the Local Authority during process of decision-making or plan making process (London Plan, 2011)

### **Integrity**

Integrity is related to the completeness / intactness of the attributes which express the Outstanding Universal Value. (UNESCO Operational Guidelines)

### **Outstanding Universal Value**

The cultural and/or natural significance which is so exceptional as to transcend national boundaries.

### **Statements of Outstanding Universal Value**

A Statement of Outstanding Universal Value which includes the authenticity and integrity of a World Heritage Site is adopted by UNESCO's intergovernmental World Heritage Committee at the time of its inscription and may be subsequently amended by the Committee.



**Setting**

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral. (London Plan 2011)

**Significance**

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic.  
(PPS5)

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## Other formats and languages

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### Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

### Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

### Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

### Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

### Hindi

यदि आप इस दस्तावेज़ की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

### Bengali

আপনি যদি আপনার ভাষায় এই মলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

### Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

### Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

### Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

