

**HADRIAN'S WALL
WORLD HERITAGE
SITE**

**Management Plan
July 1996**

ENGLISH HERITAGE

**HADRIAN'S WALL
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MANAGEMENT PLAN**

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OVERVIEW

Hadrian's Wall, started by the Emperor Hadrian in AD 122, is an historic and cultural phenomenon of international significance. A treasured national landmark, it is the most important monument left behind by the Romans during their occupation of Britain. It is also the best known and best preserved frontier within the whole Roman world. From the Wall, its northernmost boundary, the Roman Empire stretched 1,500 miles south to the deserts of the Sahara, and 2,500 miles east to what is present-day Iraq. The Wall stands today as a reminder of such past glories. A symbol of power, it remains an awe-inspiring testament to Roman mastery of the ancient world.

Crossing England from sea to sea, running up hills, across rivers, over granite crags and tidal marshes, Hadrian's Wall was, for its time, an extraordinary feat of engineering. In its thoroughness of planning and construction, in its technical grasp of landscape and terrain, in its scale indeed, it was not equalled until the building of the canals seventeen hundred years later.

It is this power and presence which, for centuries, has attracted visitors to Hadrian's Wall, and which in 1987, the World Heritage Committee of UNESCO recognised by designating the Wall as a World Heritage Site.

But Hadrian's Wall cannot be seen as a single, isolated monument. For over three hundred years, this whole tract of northern Britain was a heavily defended frontier zone. Behind the Wall's 73-mile protective barrier were gathered all the military paraphernalia of imperial Rome. Forts, camps, roads, settlements - and within those settlements, temples, bathhouses, granaries, hospitals - no other frontier area of the Roman world contains such a wealth and complexity of Roman remains. All this can be traced today: sometimes blurred and sometimes quite clearly in the modern landscape. It is a legacy for us to preserve and protect, along with the masons' graffiti, legionaries' gaming-boards, lost purses and second century visitors' souvenirs which evoke so clearly the echo of Hadrian's marching legions.

A landscape does not remain static, and for nearly two thousand years, the Wall's environs have been changing. In the central section, much of the Wall's impact derives from its craggy, upland setting. There, it is the combination of ancient remains and rugged terrain which is so evocative: archaeology, ecology and landscape blend together to form an harmonious whole. To preserve the Wall's stones themselves would be meaningless, if we did not also try to protect their picturesque setting. Yet even here, this seemingly natural and uncompromisingly beautiful landscape owes much of its character to man, for during Roman times and earlier, farmers were clearing the Wall's surrounding slopes for pasture.

To the west, the Wall is less visible, but much survives below ground through the lush country of lowland Cumbria and across the Solway tidal marshes.

Further east, and also in Carlisle, the overwhelming development pressures of the 19th and 20th centuries have produced in Newcastle and Tyneside a setting for the Wall which is predominantly urban. Here, the need is different - certainly to protect the remains which can be seen, and avoid the unnecessary destruction of archaeology which remains buried and unseen, but also to help the public to appreciate just how much does remain despite later development.

The management of the Wall thus raises a complex set of issues. Today, definition of the World Heritage Site and of the wider zone which should be protected to preserve its setting, is all important.

Of greatest importance are the surviving Roman remains themselves, and these should receive the highest level of protection we can afford. But in the surroundings of the Wall archaeology and landscape are in delicate balance, and the extent of the setting - the area within which we should be especially cautious about proposals which might harm its character - should also be carefully defined.

Unlike many other World Heritage Sites, Hadrian's Wall and its outlying areas do not form a separate and self-contained archaeological zone. The Wall runs across country which is either heavily populated or, in rural areas, a working landscape. Besides numerous owners and occupiers, there are so many official bodies and agencies with differing responsibilities for the area. Around 10% of the Roman remains within the World Heritage Site are owned and managed purely for the purposes of preservation. Elsewhere, other interests also have to be considered. The role of the private landowner is crucial.

For Hadrian's Wall is subject to threats. There are increasing pressures which need to be addressed. Tourism can provide great benefits to visitor and local community alike, but the considerable numbers of visitors, who bring much-needed economic opportunities in their wake, could, also, were public access not properly managed, damage the fragile archaeology and constitute a nuisance to farmers, and wildlife. There are areas of buried wall and of other buried archaeology, particularly in the central sector, at risk from erosion as visitors climb up and down the steep slopes.

Elsewhere, major development threats have only narrowly been averted in areas where they would have done the Wall noticeable damage. Finally, the role that farming can play as a conservator of landscape cannot be too highly stressed.

There is a clear need now for a shared vision and co-ordinated framework for action, if we are to safeguard the character of Hadrian's Wall for future generations. It has fallen to English Heritage to take the lead here, as the agency responsible for the archaeological heritage. What we have set out to achieve in this management plan is, however, very much a collaborative exercise. The plan sets a framework for action but it is the co-ordinated activity of all the owners and authorities along the Wall, and their commitment to this plan, which is critical for its success. It is not a statutory document but a blueprint for concerted action.

The main emphasis of the plan is a positive one - advancing measures to secure co-operation and positive improvement, rather than imposing arbitrary controls. The key issues include a strategy for tourism - taking into account the views of the local community; ensuring a sustainable level of visitors; improving the visitor's experience; co-ordinating access, transport and facilities.

We need better information on the condition of the Wall and the effect of visitor numbers. We must explore with farmers, landowners and other agencies opportunities such as Countryside Stewardship for managing land in a way which enhances the Wall and its characteristic landscape while respecting their economic interests - a beneficial stewardship.

Effective management strategies need to be based on adequate information and monitoring: an important feature of the plan will be the establishment of a database to help all managers. English Heritage has volunteered to set this up, and to co-ordinate regular monitoring.

For nearly two thousand years, the landscape around the Wall has been changing and dynamic. This must continue. It is neither desirable nor possible to attempt to fossilize or homogenize the character of land which has to earn its keep. Our objective, the objective set out in this plan, must be to manage change in a way which recognises the national importance of such an historic landscape, the interests of all those who own a part of it - and the opportunities as well as the constraints which such a heritage implies.

1. INTRODUCTION

1.1 The Significance of the Hadrian's Wall Military Zone

1.1.1 Hadrian's Wall was the most complex frontier defence in the Roman Empire and is still the best preserved. When completed, the Wall ran from the Tyne to the Solway for a distance of eighty Roman miles. At every mile there was a small fort ("milecastle") to contain the patrolling garrison and to provide a gateway through the Wall. Between each pair of milecastles were two turrets to act as watchtowers. To its north, the Wall was fronted by a defensive ditch. To its south was an even deeper ditch, flanked by two mounds, now known as the Vallum. Along the line of the Wall were sixteen large forts holding a substantial part of the whole garrison of Roman Britain. Around each of these forts there was a civilian settlement. Linking everything together was a Military Road.

West of the western end of the Wall at Bowness-on-Solway, the defensive chain was continued by forts, fortlets and towers at least to Maryport on the west Cumbrian coast and then by forts as far south as Ravenglass.

1.1.2 All this resulted from the visit of the Emperor Hadrian to Britain in AD122 and was his attempt, largely successful, to mark out the northernmost frontier of the Roman empire. Built within a period of a few years, the Wall remained in use until the late fourth or early fifth centuries, and underwent many changes over a period of nearly three hundred years.

1.1.3 Although it dominated the Roman landscape, the Wall did not stand alone. It was the final addition to a series of forts and roads which enabled the Romans to control this frontier area. After the Wall was added, many of these posts continued in use, and provided outpost forts and supply-bases. Despite the Wall's presence, there were also smaller settlements in this area of Britons native to the region, whose lives and lifestyles must have been changed by the Romans' arrival.

1.1.4 Taken together, these remains form a

frontier zone to an extent not found anywhere else in the Roman empire. They are important not just for the direct evidence of Roman military practice but also for showing how it interacted with the terrain and climate of Britain. The exact siting of the remains reflects the topography and nature of the landscape but also modified it. In its turn the Roman landscape has been changed and altered over a period of nearly two thousand years to give us what we have today. Much of its interest and significance lies not just in the individual sites but in the way they relate to the landscape and its ever-changing uses.

1.1.5 This landscape differs sharply in character along the length of the frontier works. At the eastern end the landscape is urban. On Tyneside, the overwhelming development pressures of the nineteenth and twentieth centuries have changed the landscape far more than elsewhere. In east Northumberland, the country is predominantly arable and open while in the central sector the ground rises to over a thousand feet above sea-level and the land-use is pastoral. East Cumbria too is pastoral, except for the built-up areas of the City of Carlisle, but low-lying and gentler. West of Carlisle the landscape changes again as the defences run along the edge of the Solway tidal marshes and there are further differences along the west Cumbrian coast, in part open and in part industrial and urban.

1.1.6 Throughout the Roman remains survive remarkably well. Even in the most developed areas, there are substantial remains visible, such as the forts at South Shields and Wallsend, and much more is known to remain buried. In east Northumberland, the Wall itself is largely buried but the earthworks of its ditch and the Vallum are visible for many miles and have had major effects on the post-Roman evolution of the landscape. Associated sites, such as Roman Corbridge, are well preserved. The foundations of the Wall itself were used as the basis for the eighteenth-century military road for many miles.

1.1.7 From just west of Chollerford to Banks in

Cumbria the remains of the Wall and its associated features are prominent and often dominant in the local landscape. In this area, other traces of the Roman military occupation, such as the Stanegate road, the fort at Vindolanda and the fortlet at Haltwhistle Burn are well preserved as are features such as marching camps and other military sites in the Wall's hinterland.

- 1.1.8 West of Banks, the archaeology is less obvious but still present in places as earthworks and more frequently as buried remains. Investigation has shown that remains survive even beneath urban Carlisle and down the Cumbrian coast at sites such as Maryport.
- 1.1.9 The Hadrian's Wall corridor is important therefore both for the concentration of Roman sites and for their survival and effect on today's landscape. The Roman remains have contributed greatly to, and are in turn enhanced by the great beauty of much of the landscape. Nearby or overlying many of the Roman remains are areas of high natural conservation interest.
- 1.1.10 The international importance of the Wall was recognised by its designation as a World Heritage Site in 1987 by UNESCO on the nomination of the United Kingdom government. Unusually, the designated area was not mapped but only described. The written description included the site of the Wall, its ditch, and Vallum, all the known fort-sites along it or near it, Roman Corbridge, the line of the Stanegate and its forts, and the Cumbrian coastal defences as far south as the fort at Ravenglass.

1.2 World Heritage Status

- 1.2.1 World Heritage Sites are designated by UNESCO on the recommendation of the World Heritage Committee in accordance
 - it must have adequate legal protection and/or traditional protection and management mechanisms to ensure that its conservation is ensured.
- 1.2.4 World Heritage status does not imply any

with the **1972 Convention concerning the Protection of the World Cultural and Natural Heritage**, which the UK government ratified in 1984. The World Heritage Committee is advised on cultural World Heritage Sites by the International Council on Monuments and Sites (ICOMOS), which also has national branches.

- 1.2.2 World Heritage status identifies cultural and natural sites of outstanding universal value to be protected under the World Heritage Convention. To be included, a site must meet one or more of a list of criteria. The designation of the Hadrian's Wall World Heritage Site recognises that it:
 - bears a unique or exceptional testimony to a civilisation or a cultural tradition which has disappeared
 - is an outstanding example of a type of building or architectural ensemble or landscape which illustrates a significant stage in human history
 - is an outstanding example of traditional human settlement or land use which is representative of a culture, especially when it has become vulnerable under the impact of irreversible change
- 1.2.3 In addition to meeting the above criteria, which relate to its quality, the Hadrian's Wall World Heritage Site had also to satisfy two further tests relating to its authenticity and to its management. These are:
 - it must meet the test of authenticity in design, material, workmanship, or setting, and in the case of cultural landscapes, their distinctive character and composition

additional statutory controls in the United Kingdom, since there is already an extensive range of protective designations available for conservation purposes. However, the Government have recognised the outstanding international importance of World Heritage Sites as a key material consideration to be taken into account by

all authorities determining planning or listed building consent applications. Authorities are expected to ensure that such sites are adequately protected by use of existing legislation, relating principally to Town and Country Planning and to the protection of ancient monuments and historic buildings.

1.3 The Role of Management Plans

- 1.3.1 In the most recent relevant planning guidance (Planning and Policy Guidance Note 15, 1995), the significance of the need to protect World Heritage Sites has been stressed (PPG 15, para 2.22), and the preparation of management plans for them has been recommended.
- 1.3.2 The need to work with the owners and occupiers of World Heritage Site is also stressed (PPG 15, para 6.37). Since such plans have no statutory basis, introduce no new powers and do not diminish the role of any existing body or individual.
- 1.3.3 Their purpose is to provide clear objectives and a vision for the future management of World Heritage Sites and a means for all those involved to achieve those objectives through consensus and partnership.

2. THE BOUNDARIES OF THE WORLD HERITAGE SITE

2.1 Introduction

2.1.1 The 1987 designation did not define mapped boundaries for the World Heritage Site. This was unusual even at the time, and there is now a need for the World Heritage Site to be clearly defined so that all involved know where they stand.

2.1.2 The significance of the Hadrian's Wall World Heritage Site lies principally in its complex of Roman military and related sites, and in the effect that these sites have had on the subsequent evolution of the landscape. For many, much of the significance of the World Heritage Site lies also in the beauty of its landscape setting and the potential for nature conservation.

The importance of the setting of a World Heritage Site has been emphasised also as a planning consideration in government planning guidance (Planning Policy Guidance 15: paragraphs 2.22-23 - see annex A). A different approach may be needed within the urban areas of Tyneside and Carlisle, where the scale of development in the last two centuries has resulted in profound changes to the landscape.

2.1.3 Except in the urban areas, the relationship between the archaeological sites and their landscape setting is strongest and most extensive where the remains form a recognisable linear element in the landscape. The most striking example of this is the Wall itself but it is also true of the Wall ditch and of the Vallum earthworks. The linear elements are also the most dominant visually because of the commanding line on higher ground followed by the Wall itself. Because of this, in the central sector in particular, the Wall's line can be seen for tens of miles from north or south. In such areas, therefore, it is important that any definition of the extent of the appropriate landscape setting for the Wall is confined to a band within which local intervisibility is the key consideration.

2.1.4 The 1987 designation also included a number of important Roman sites at a distance from the main line of the Wall

itself. Outside the urban areas, these were the sites along the Roman road known as the Stanegate (Corbridge Roman site, Newbrough fortlet, Vindolanda, Haltwhistle Burn fortlet, and the forts at Carvoran, Nether Denton and Kirkbride) and the extension of the Cumbrian coastal defences south of Maryport (the tower at Risehow and the forts at Burrow Walls, Moresby and Ravenglass).

2.1.5 Hadrian's Wall was protected to the north by outpost forts which were not included in the 1987 designation for reasons of their distance from the Wall and their looser association with it. The outpost fort of Bewcastle, however, was one omission which should have been included within the World Heritage Site. Of the outpost forts, it is the closest to the Wall. It appears also to have been built for the specific purpose of covering the rather blind approach to Birdoswald and therefore to be integral to the main defensive system.

2.1.6 The urban areas of Tyneside and Carlisle raise different issues. Here development since 1800 has disrupted much of the relationship of the Roman archaeological sites to the landscape and has made their location in many areas very uncertain. The need, therefore, is to protect the known and located elements of the Roman frontier and to safeguard areas where other evidence might survive to allow for investigation, preservation and possible clearance.

2.2 Recommended boundaries for the World Heritage Site

2.2.1 It is proposed that the World Heritage Site itself should include the Roman military and related sites of national importance which have been defined by being scheduled as ancient monuments. If further such sites are scheduled in the future, they too should become part of the World Heritage Site.

2.2.2 The World Heritage Site should therefore consist of the principal linear elements of the Roman frontier (wall ditch, the Wall itself, and Vallum with associated milecastles, turrets, forts, civilian

settlements, roads and, west of Bowness, the milefortlets and towers) from Wallsend to the fort at Maryport.

- 2.2.3 The World Heritage Site should also include outlying associated sites as shown on Maps 1-20, including South Shields fort, Corbridge Roman site, Newbrough fortlet, Vindolanda and Carvoran forts, the fortlets at Haltwhistle Burn and Throp, and the forts at Nether Denton, Brampton Old Church, Boothby and Kirkbride, and the Cumbrian coast defences south of Maryport (the tower at Risehow, and the forts at Burrow Walls, Moresby and Ravenglass). The outpost fort at Bewcastle with its Roman approach road and signal towers together with civilian sites and other features such as marching camps within the landscape setting of the Wall should also be included. All detached sites are listed in Annex B.

2.3 The Setting/Buffer Zone

- 2.3.1 The current practice of UNESCO requires national governments to define buffer zones around World Heritage Site to cushion them from unsuitable development. The Government has in any case stressed the importance of the setting of World Heritage Sites in general in PPG 15.
- 2.3.2 The importance of the setting of the Hadrian's Wall World Heritage Site has been described above. As noted in 2.1.4 the relationships between the archaeological sites and their landscape setting is strongest and most extensive where the remains form a recognisable linear element in the landscape. It is proposed therefore that a defined Setting for this principal linear element should be agreed by the local authorities within which the effect of proposals on the World Heritage Site should be regarded as a key material factor in the determination of planning applications. The Setting would also be a suitable area for targeting measures for positive landscape management to maintain and enhance the environs and natural beauty of the World Heritage Site.

- 2.3.3 A proposed definition of the Setting of the

World Heritage Site is shown on Maps 1-20. This runs from the western edge of the built-up areas of Tyneside to the Roman fort at Maryport, excluding the urban areas of Carlisle. This corridor includes the whole of the continuous archaeological features comprised by the Wall and its associated remains. The boundary within each local authority area has been agreed with that authority to ensure that it can be included in their Local Plans.

- 2.3.4 For detached sites outside the defined Setting it will be necessary to consider for any application in their vicinity the effect that that application might have on the setting of the ancient monument.
- 2.3.5 In the urban areas of Tyneside and Carlisle, the need is to protect the uncertain and the unknown from damage. Known Roman scheduled ancient monuments are included as separate elements of the World Heritage Site. The general line of the frontier works should be protected by the creation of a buffer zone within which the policies and proposals set out in Chapter 7 of this Plan should apply. The proposed buffer zone is shown on Maps 18 and 20.

2.4 Recommendation

- 2.4.1 These proposals will need to be put to UNESCO by the United Kingdom government for approval subject to the advice of ICOMOS and the World Heritage Committee. It is recommended that this procedure should be put in hand as soon as possible. In the meantime, it is recommended that all those involved in the day-to-day management of the Wall and its zone should use these proposed boundaries as the basis for implementation of the policies set out in subsequent chapters of the Management Plan.
- 2.4.2 As knowledge develops, it will be necessary to keep the boundaries of the World Heritage Site itself under review, and it is recommended that this should be an integral part of the quinquennial review of the Management Plan.

3. THE NEED FOR A MANAGEMENT PLAN

3.1 Introduction

- 3.1.1 Hadrian's Wall and the Cumbrian extension of the defences west of Bowness stretch across the north of England while the various associated sites are scattered across its hinterland. The size of the site, its multiple ownership (with less than 10 *per cent* owned specifically for conservation), the very varied landuses around it, and the large number of local authorities and other bodies involved, pose exceptionally complex issues for the coordination of its management, since it is part of a living and worked-in landscape which will continue to evolve and develop.
- 3.1.2. There are four major factors which need to be balanced. The first is the need to conserve the archaeological sites and their characteristic landscape. The primary reason for designation of the World Heritage Site is the historical and cultural importance of the surviving remains and landscape of the Roman frontier zone and the way in which they have evolved and been used down to the present day. The remains still have very considerable potential to provide further knowledge of our past and of the Roman Empire. It is vital, therefore, that the area is managed in such a way as to preserve the finite archaeological sites and to enhance and conserve the landscape of which they are part.
- 3.1.3 Second, the World Heritage Site lies within a living and working landscape dominated by agricultural activity. A prosperous and flourishing agricultural regime sympathetic to the Site and its Setting is also essential in the future. Their present aspect and the way in which they have evolved over past centuries is largely the result of agricultural activity. If farming did not continue, the changes to the landscape and to the setting of the archaeological remains, as well as to its nature conservation interest, would be dramatic. It is important though that any changes in farming are carried out in ways which respect the essential character of the landscape.

- 3.1.4 The third factor, access to Hadrian's Wall, is of high importance. The Wall has attracted visitors since the sixteenth century and has become a regular tourist destination throughout this century. Over the last fifty years numbers have risen, though attendance at some major sites seem to have peaked as long ago as 1973. A number of sites are managed for public access by a variety of bodies and there is further access by means of public rights of way, some of which are heavily used. The potential for access will be further enhanced by the creation of the Hadrian's Wall National Trail.
- 3.1.5 Public access to the World Heritage Site leading to increased understanding and enjoyment of it, is clearly desirable but must be managed in such a way as to avoid damage to the archaeological sites or to the landscape, and to minimise conflict with other land uses in the World Heritage Site and its Setting. This is in line with the Government's stated policy that tourism must be sustainable. (Planning Policy Guidance 21).
- 3.1.6 Lastly, it is necessary to consider the contribution made by the World Heritage Site to the regional and national economy. While considerable benefit is derived from farming activity along the length of the Wall, the World Heritage Site can also contribute to the economy through the development of tourism and related services. This contribution has become increasingly important as other industries have declined, and a large number of bodies are looking to tourism to provide an increasing part of the local economy in years to come.
- 3.1.7 The need to achieve the correct balance is shown by a number of pressures on the World Heritage Site, which, if not controlled, could be damaging. Apart from the archaeological remains themselves, acceptable evolution of their setting and of the landscape as a whole depends on striking a proper balance between the following elements.
- 3.1.8 **Development:** In the past parts of the Wall and its associated features have been built over, particularly on Tyneside and in

Carlisle. There is still a need in the urban areas to safeguard the remains of the Wall from development proposals as buildings come to the end of their useful lives. In other areas, the World Heritage Site and its Setting could still be harmed by inappropriate or large scale development, and the Wall itself has in the past been severely damaged, and in parts destroyed, by operations such as quarrying. There have been two major applications relating to minerals since 1990.

- 3.1.9 **Tourism and Access:** Properly managed, tourism can be an immense advantage to the region and to the World Heritage Site through the generation of additional wealth and of resources that can be used for conservation and landscape management. Through enjoyment of their visit, visitors will gain an awareness of the World Heritage Site and its significance. It is essential, though, that tourism is managed so that the archaeology and landscape, and the interests of those who live in the area, are properly protected in accordance with the principles of sustainable tourism accepted by Government and by the English Tourist Board.
- 3.1.10 Over-visiting can cause damage both to the landscape (including its wildlife interest) and to individual archaeological sites either from erosion or from insensitive development of facilities for visitors. There can also be an adverse effect on farming activities (e.g. through livestock being worried by uncontrolled dogs). Erosion has been an issue on some relatively limited portions of the Wall for over twenty years.
- 3.1.11 **Farming:** since the last war, agriculture has gone through enormous and necessary changes within the Hadrian's Wall area as well as elsewhere. There has been increased forestry in the uplands of the central sector and a substantial move to arable in east Northumberland. Pressure to intensify land

4. THE STATUS AND OBJECTIVES OF THE MANAGEMENT PLAN

- 3.1.12 use and to seek greater efficiency has led to the use of new and larger buildings for stock and for storage and to the amalgamation of holdings. There has also been a tendency in some areas towards removal of field boundaries and the replacement of walls and hedges by more utilitarian fencing.
- 3.1.12 Some scheduled archaeological sites are still under plough and suffering damage. There are also a few places where grazing patterns are causing erosion.
- 3.1.13 Prosperous agriculture is essential to the maintenance of the landscape so characteristic of the Hadrian's Wall zone. It will be necessary for farming to evolve in the future as it has in the past but there is a need to look with those who farm and with others at ways in which this evolution can, if necessary, be combined with measures which will secure the long term survival of the World Heritage Site and its Setting. It will also be necessary to look for ways in which such measures can be supported with the necessary resources.
- #### 3.2 The Status of the Management Plan
- 3.2.1 Among those involved there is much interest in the World Heritage Site and its Setting and concern for their conservation. To give effect to these concerns there is a clear need for an overall framework and common agreed objectives.
- 3.2.2 Management Plans for World Heritage Sites have no statutory basis. The Plan for the Hadrian's Wall World Heritage Site introduces no new powers nor does it suggest that the role of any existing body or individual should be diminished. It does provide clear objectives for the future management of the World Heritage Site and its Setting and provide a platform for all those concerned to move forward through development of consensus and partnership.
- #### 4.1 The Status of the Plan
- 4.1.1 The problems and opportunities facing the Wall are not new. As long ago as the

- 1930's threats to the Wall helped to precipitate the 1932 Ancient Monuments Act and led to the Roman Wall and Vallum Preservation Order which only lapsed in 1979. There have been more recent attempts to address them through the Dart Report of 1976 and the Hadrian's Wall Consultative Committee Report of 1984. These reports made a number of recommendations, some of which have been implemented, but much still remains to be done.
- 4.1.2 The designation of Hadrian's Wall as a World Heritage Site in 1987 and the increased emphasis on management plans by UNESCO and more specifically by the UK government in PPG 15 provides the occasion for the production of this management plan.
- 4.1.3 In addition to the numerous owners and occupiers of the World Heritage Site, a large number of different bodies have powers and duties relating more or less directly to it. These include twelve local authorities, two Government Regional Offices, the Department of National Heritage, the Ministry of Agriculture, Fisheries and Food, the Countryside Commission, English Nature, the Rural Development Commission, and two tourist boards as well as English Heritage. There are also a large number of other bodies involved. Such as the National Trust who are a major landowner in the central sector, representative bodies such as the National Farmers Union and the Country Landowners Association, and site managers such as the Vindolanda Trust.
- 4.1.4 The role of the private landowner and occupier is crucial since much of what needs to be achieved will rest with those who own and managed the land and have looked after it well. ICOMOS guidelines also emphasise the need to work with the host community and obtain its support for the objectives and policies of the Management Plan. PPG 15 also encourages local authorities to work with owners and managers of World Heritage Sites (see Annex A).
- 4.1.5 English Heritage, as the agency charged with securing the protection and public understanding and enjoyment of the built heritage, have, therefore, taken the lead to produce a Management Plan for the Hadrian's Wall World Heritage Site which falls within the parameters outlined above and which will achieve a secure future for the World Heritage Site.
- 4.1.6 We have done so in partnership with a large number of bodies, including representatives of the private sector, to produce this plan which we hope will command a wide measure of support.
- 4.1.7 The plan seeks to establish an overall vision for the future of the World Heritage Site and its Setting which will be widely acceptable. The plan seeks also to gain the commitment of all those involved to this vision and its realisation.
- 4.1.8 The plan is, therefore, a statement of the objectives necessary for the better management of the World Heritage Site and its Setting to achieve an acceptable balance between conservation, access and education, the interests of those living and working within the World Heritage Site and its Setting, and the use of the World Heritage Site and its Setting for the economic and social benefit of the population at large.
- 4.1.9 While the plan provides an overall policy context for the management of the World Heritage Site and its Setting, it is not a statutory document and can only be advisory and consultative. English Heritage will work to obtain the voluntary commitment to the plan of all those involved.
- 4.2 Vision for a Management Plan**
- 4.2.1 Following chapters of the Plan discuss particular issues and set out policies to deal with them. These need however to be set within strategic objectives which will achieve the necessary balance described in Chapter 3.
- 4.2.2 Change is inevitable, especially so within any landscape, which has an organic nature. The essence of the approach to the management of the World Heritage Site and its Setting is that the impact of change

must be understood and monitored, so that if it begins to have a damaging effect on the resource, appropriate and sensitive remedial action can be taken.

4.2.3 ICOMOS advise that Management Plans should be based on a strategic view over thirty years, and medium term objectives for each five-year period. These provide the strategic objectives for the operation of the policies set out in subsequent chapters.

4.3 Guiding principles for management of the World Heritage Site for the next thirty years, 1996 - 2026

1. **Provision of the opportunity to identify and promote change beneficial to the World Heritage Site and its Setting, and to protect and safeguard their future for coming generations.**
2. **Seek to develop partnership and consensus among all those, public or private, involved within the World Heritage Site and its Setting:** the Plan can only succeed if English Heritage works with other bodies and individuals (particularly those working and living in the area) to achieve commitment and consensus to the objectives of the Plan, and to develop partnerships to reach those objectives.
3. **Maintain and reinforce the special character of the area:** measures should be continually taken by all involved to enhance the area's cultural and natural assets, including its beauty and wildlife.
4. **Retain the vitality of the Wall's landscape:** it is important that the landscape surrounding the Wall continues to be used and is kept living and worked-in, not fossilised as a totally sterile archaeological area. While care needs to be exercised to ensure that the character of the landscape is not

irreparably altered by the way in which it is used or by inappropriate developments within it, it must continue to sustain agricultural and appropriate forestry uses.

5. **Maximise public and private resources for the enhancement and management of the landscape:** With heightened awareness of the fragility of the natural and man-made environment, public and private bodies should be encouraged to align themselves with efforts to assist its conservation and preservation and to co-ordinate the use of existing resource. Efforts should be made to seek 'sponsorship' for funding environmentally-sound initiatives throughout the World Heritage Site and its setting.
6. **Available opportunities should be used to maximise the benefits of sustained long-term management plans of the Wall and its area.** Such plans provide the opportunity to work out the consequence of potential actions. It is important to ensure that new policies do not themselves cause additional problems.
7. **Seize available opportunities for freeing the most sensitive sites from modern development or planting:** there are still archaeological sites of high importance which are currently buried beneath buildings or under tree-cover. Where opportunities arise, advice and appropriate incentives should be used to encourage owners to consider removing modern buildings or mature trees from the more significant and archaeologically sensitive sites and earthwork remains, while recognising the importance of woodlands in the landscape.
8. **Develop understanding of the archaeological or historic**

value of individual sites and of the World Heritage Site as a whole: the exact course of the Wall and the quality or nature of its survival is still unknown in a number of places. Opportunities which arise for examination and recording should be seized and fed into the processes of strategic research on the World Heritage Site and its archaeological and historical context. Development of a research agenda, and keeping this under continual review, should help focus on the real questions which need to be answered.

9. **Improve public understanding about the value and importance of the World Heritage Site:** public understanding in the UK and abroad about World Heritage Sites and their international value and importance should be fostered. Respect for the sensitivity of the World Heritage Site, its Setting, archaeology, geology and wildlife and the needs of the rural economy should be built into educational programmes at all levels. Visitors or tourists to the area should be in no doubt that they are in a special area.

10. **Continue to improve the visitor's visual, cultural, and educational experience of the World Heritage Site:** measures to improve the visual amenity of portions of the Wall and its landscape will increase its attraction to visitors, as well as helping to channel them more effectively. Efforts should also be made to keep interpretation and facilities for visitors up-to-date and co-ordinated, and by methods which reflect current expectations, provided that these are appropriate to the World Heritage Site. These needs also to be more work on the physical management and conservation of areas to which there is access.

11. **Improve access to and within the Hadrian's Wall World Heritage Site:** the provision of transport, particularly to the central portions of the Wall, provides one of the main environmental problems facing the management of the resource. Means should be found of improving the public transport provision, and other alternative means of access, limiting the growth of intrusive parking, and introducing methods of traffic management appropriate to the sensitivity of the World Heritage Site and its Setting. It is important that the consequence of increased or altered access are fully worked out and understood.

12. **Ensure that the economic benefits of tourism within the World Heritage Site and its Setting are maximised for the benefit of local communities:** tourism is already a significant contributor to the local economy. Though the benefits can be unevenly spread this needs to be built on in ways that do not compromise the integrity of the World Heritage Site or damage the interests of others living and working within the area.

4.4 **Objectives for the next five years, 1996 - 2000**

1. **Clear definition of the extent of the World Heritage Site and its archaeological resources, and UNESCO's confirmation of this designation**
2. **Agreement with local authorities of a defined Setting for the World Heritage Site and application by them of co-ordinated planning policies within local plans or structure plans for the whole of the World Heritage Site and its Setting, which distinguish between their separate needs.**

3. **Resolution of the status and contribution to the World Heritage Site of the Wall in the urban areas of Tyneside and Carlisle**
4. **Within existing legislation, provision of enhanced and focused protection for the World Heritage Site and its Setting; review of the extent of areas scheduled as being of national archaeological importance.**
5. **Establishment of better management regimes for individual sites by seeking agreement with landowners/occupiers and other relevant bodies on indicative targets for monitoring and enhancing all sensitive archaeological sites and their landscape (including geology and wildlife) in the World Heritage Site and its Setting; implementation of these targets by voluntary means (when possible) using all available sources of funding (e.g. EU, MAFF, EH, local authority).**
6. **Regular monitoring of the condition of the earthworks and masonry of Hadrian's Wall and other archaeological sites within the World Heritage Site, and targeting of grants through use of concept of "limits of acceptable change" to secure recording and consolidation**
7. **Introduction of Hadrian's Wall database to provide archaeological and planning information and a management database for the World Heritage Site**
8. **Formulation of an agreed academic framework for research on Hadrian's Wall, including the publication of outstanding information from excavation and survey**
9. **Management by English Heritage of its own sites on the Wall as exemplars appropriate to its World Heritage Status.**
10. **Monitoring the impact of tourists and visitors to the Wall, and encouraging them away from areas at risk of erosion by defining and applying the concept of 'limits of acceptable change'**
11. **Minimising conflict with existing land uses and safeguarding sensitive locations by management of visitor behaviour.**
12. **Encouragement of steps towards the introduction of an integrated, sustainable transport strategy to improve visitor access to the World Heritage Site and its Setting.**
13. **Explanation of the importance of the World Heritage Site designation and its implications to residents and visitors, decision makers.**
14. **Enhancement of the quality of visitor experience in the World Heritage Site and its Setting.**
15. **Development of a coordinated approach to interpretation including non-archaeological aspects such as wildlife and geology at Roman and other sites throughout the World Heritage Site and its Setting and to their marketing to achieve other objectives of the Plan**
16. **Maximising of local benefits of sustainable tourism through the promotion of stronger links with local services and businesses and through appropriate marketing and**

tourism developments in the wider area.

- 17. Integration of current initiatives (eg the Hadrian's Wall Path National Trail; Hadrian's Wall Tourism Partnership) within the Management Plan approach through establishment of the Co-ordination Unit.**
- 18. Establishment of a Hadrian's Wall Management Plan Committee, representative of interests encompassing the World Heritage Site, to oversee and co-ordinate the implementation of the plan, and also development of wider means of communication with the local population.**
- 19. Appointment of a coordinator and a small team to back up the plan, and co-ordinate action on implementing its recommendations.**

5. DATA AND RESEARCH

5.1 Data for the management of the resource

- 5.1.1 Essential to the effective management of the World Heritage Site and its Setting is a clear understanding of what it is and of what is happening to it. This understanding needs to cover all aspects of the World Heritage Site including its management as well as its history and archaeology.
- 5.1.2 For effective management, there is a need for information on land-use, on who is visiting which portions of the World Heritage Site, on non-archaeological conservation interests, on the physical condition of the World Heritage Site and its Setting, and on the contribution which it is making to the local economy. Without such information, it will be difficult for managers of the World Heritage Site, be they farmers, other local businesses, agencies or local authorities, to make appropriate decisions to meet the objectives of the plan.
- 5.1.3 It is necessary, too, for information to be gathered and assessed on a regular basis since only in this way will it be possible to judge whether or not the objectives of the plan are being achieved. It is necessary also for this information to be readily available to all those who have need of it, subject to any confidentiality.
- 5.1.4 Much information is, or has been, collected but it is held by a variety of bodies in different formats and is often not readily accessible. Such bodies include local authorities, national agencies, museums, universities and private individuals. To be used effectively, and to enable an accurate assessment to be made of what other information needs to be obtained, all the available information needs to be collected and maintained and updated as a data-base.
- 5.1.5 **It is proposed, therefore, that a data-base to hold information relating to the World Heritage Site should be created, and updated by regular monitoring of the condition and use of the World Heritage Site.**

- 5.1.6 Various bodies, including the Royal Commission on Historical Monuments for England and the Ministry of Agriculture, Fisheries and Food, have offered to provide information for the data-base. English Heritage will undertake the setting up of the data-base over the next two years.
- 5.1.7 English Heritage will seek to set up the mechanism and provide the initial funding for the compilation of a Hadrian's Wall World Heritage Site database, which will draw on, complement, and feed into existing cultural resource management systems dealing with separate parts of the World Heritage Site. The aim will be within two years to have compiled a complete database covering the Wall area, and to make that data available to all those who need the resource to implement their management responsibilities in the World Heritage Site.
- 5.1.8 English Heritage are prepared also to coordinate the necessary monitoring of the condition of the World Heritage Site. This process will need very active input from other bodies and particularly those involved in the management of visitor access in general and of the development of the National Trail. Development of the monitoring regime of such matters as visitor numbers or the physical condition of archaeological and other sites will be an essential part of a research strategy for the World Heritage Site.

5.2 The research strategy for the World Heritage Site

- 5.2.1 A research strategy is not a luxury for academics but is essential to a proper understanding of the World Heritage Site and thereby for its effective management. An important part of the strategy must be investigation of the history and archaeology of the area as a whole since this is crucial to our understanding of the development of the World Heritage Site. New discoveries and understanding of the archaeology of the World Heritage Site will have a direct effect on how it should be managed. It is vital that research is not limited to this area alone but also covers

other aspects of the development of the area and its current use. The research strategy should inform the interpretive strategy.

5.2.2 There will also need to be research into the most appropriate method of management and treatment of the World Heritage Site and its Setting. All aspects of research must be properly integrated.

5.2.3 A number of initiatives are already underway in archaeological and other fields and it is important that these continue and feed into the overall understanding of the World Heritage Site.

5.2.4 It is recommended that an integrated research strategy into the history, archaeology, landscape and current use of the World Heritage Site is established, based in the first instance on existing initiatives and extended to answer questions arising from the management of the World Heritage Site.

5.2.5 English Heritage should take the lead in developing this strategy, fully involving all those bodies active in the area, including local archaeological societies and other conservation bodies. In particular, it is proposed:

1. **To consult widely with local and national bodies and individuals on the development of a possible research agenda, including that for the urban areas**
2. **To establish, so far as practicable, the existing state of documentation**
3. **To compile a draft framework for research on the Wall area, summarising all the views of those consulted, and identifying the areas where further work is required**

5.2.6 The strategy needs as an early objective to address the problem of locating significant elements of the World Heritage Site where these are still unknown.

5.2.7 The strategy needs to relate the Roman military remains within their wider context both topographical and chronological.

6. CONSERVATION AND ENHANCEMENT OF THE WORLD HERITAGE SITE AND ITS SETTING

6.1 The Present Position

6.1.1 The World Heritage Site and its Setting are already subject to a number of designations and regulatory controls as well as incentives for proactive management for conservation of archaeological sites and the landscape. Many of the known archaeological sites of national importance are scheduled as ancient monuments.

Nature conservation sites are protected by English Nature as Sites of Special Scientific Interest, and there are other designations to protect important habitats. Around 27 kms of the Wall in the central sector falls within the Northumberland National Park. Park Authorities have duties to protect the landscape and natural beauty of their area. There are also a number of local landscape designations as well as areas of Green Belt land on the western side of Newcastle and now proposed to the west of Hexham.

6.1.2 Local authorities have in their Structure and Local Plans a variety of policies to protect ancient monuments and their settings, and also historic buildings. The Government has requested them in Planning Policy Guidance Note 15 (see Annex A) to introduce specific policies to protect World Heritage Sites and some authorities have already done so for Hadrian's Wall. Planning permission is required for most development. Certain kinds of development are permitted under the General Development Order.

6.1.3 Scheduled ancient monuments are protected under the 1979 Ancient Monuments and Archaeological Areas Act so that the consent of the Secretary of State is required for any works affecting a scheduled site, although certain activities - including established agricultural operations - are permitted under Class Consents. Class Consent can be revoked for specific activities on a scheduled site but, if this is done, compensation would normally be payable. As part of a wider programme, the extent of the scheduled areas are being reviewed to ensure that they accurately

reflect national archaeological significance. Boundary changes for most sites, when they occur, are likely to be minor. Preliminary notification of owners and occupiers will happen later this year.

6.1.4 Unscheduled archaeological sites have protection from development through the procedure set out in PPG16.

6.1.5 Apart from the powers outlined above in paras 6.1.2 and 6.1.3 which are essentially regulatory, there are a number of schemes to promote good management of the archaeological remains of the World Heritage Site and its Setting. English Heritage and local authorities have powers to make grants for repairs of ancient monuments and historic buildings. Owners of important heritage sites - including scheduled monuments such as those in the World Heritage Site - can seek exemption from Inheritance Tax on these, and this may be granted subject to conditions, which may include setting up a maintenance fund or management plan.

6.1.6 There are also a number of schemes for supporting landscape management, and enhancing the natural beauty of the countryside. English Heritage can make management agreements for scheduled ancient monuments. English Nature can provide grant support for Sites of Special Scientific Interest. There are a number of agri-environmental grant schemes of which nationally the most prominent to affect the World Heritage Site is Countryside Stewardship, management of which passed to the Ministry of Agriculture in April, 1996. Stewardship provides considerable opportunities for encouraging enhancement of the landscape. Local authorities can also develop grant schemes with similar objectives and this has been done to good effect by the Northumberland National Park. There are also possibilities of attracting funding from Europe to support schemes for proactive landscape management.

6.1.7 Over the years a number of the more important and spectacular parts of the World Heritage Site, along with specific archaeological sites, have been acquired by

public and charitable bodies for their long-term preservation. Four forts are owned by local authorities and a further two by the Vindolanda Trust. The National Trust have built up an estate in the central sector which now amounts to around 1100 ha of land and includes 8kms (5 miles) of Wall.

English Heritage has in care some 8.2kms of the Wall, including remains of four of the six visible milecastles, 16 of the 18 visible turrets, two bridges, three forts with parts of their civilian settlements and other significant features, including the centre of Roman Corbridge.

6.1.8 The proposals outlined in this Management Plan should not supplant existing powers, designations and management incentives or introduce a further tier of bureaucracy. They do give a focus on the World Heritage Site and what is needed to conserve and enhance it and its Setting. The policies are therefore recommendations to the existing bodies and individuals on how their powers can be used to benefit and enhance the World Heritage Site and its Setting. Their commitment will be essential to the success of this plan. Clear identification of the World Heritage Site and its Setting will also greatly help to focus grant resources on its conservation.

6.1.9 For much of the World Heritage Site and its Setting there is a need to protect and enhance its landscape setting and its natural beauty. Individual archaeological sites need greater protection of upstanding or buried remains from damage. Following sections set out proposals to achieve these objectives.

6.2 Planning Controls

6.2.1 Planning Policy Guidance Note 15 highlights the importance of World Heritage Sites as a key material consideration to be taken into account by local authorities and the Secretary of State in determining planning and listed building consent applications. Each local authority is advised to formulate specific planning policies for protecting World Heritage Sites in their areas.

6.2.2 It is proposed that:

1. **Relevant authorities should show the extent of the Hadrian's Wall World Heritage Site and its agreed Setting in schematic form on the Structure Plan key diagram. The accompanying text should indicate that detailed definition of the boundaries of the Hadrian's Wall World Heritage Site and its Setting is contained in Local Plans. It should also explain the background to World Heritage Site designation and the implications for planning controls**
 2. **All local authorities should ensure at the earliest possible opportunity that the boundaries of the Hadrian's Wall World Heritage Site and its Setting are clearly shown on the proposals maps in Local Plan.**
 3. **All local authorities should set out policies within their Local Plans to protect the Hadrian's Wall World Heritage Site and its Setting. There should be a presumption in favour of the preservation of the World Heritage Site itself. Proposals within its Setting will need to be considered in terms of their effect on the World Heritage Site. General policies of protection for the environment should be supplemented by a specific policy which refers to the international importance of the World Heritage Site**
- 6.2.3 Particularly in the central sector, it is possible to see very long distances from the Wall itself and appreciation of the landscape of the World Heritage Site could be harmed by large and inappropriate developments in the distance. It would be impractical to include these distant areas within the application of the policies set out in 6.2.2 but evaluation of major

developments for their visual effect on the World Heritage Site is desirable. **Relevant authorities should review proposals for major development beyond the defined Setting of the World Heritage Site to ensure that there is no adverse effect on its broader setting.**

6.3 Protection of the archaeological sites

6.3.1 The archaeological sites of the World Heritage Site require a higher degree of protection than the landscape as a whole since they are fragile and vulnerable to damage which in many cases cannot be repaired. The principal threats to the integrity of archaeological sites within the World Heritage Site are continued ploughing of some of the relatively small areas of scheduled monuments still under cultivation, erosion caused by visitors or over-stocking and the planting of trees on such sites since tree-roots can cause considerable damage. **The current review of scheduled ancient monuments will ensure that known sites of national importance have appropriate protection. It is proposed that existing ancient monuments legislation should be used to achieve optimum conditions for each scheduled monument with priority being given to preventing damage through cultivation or erosion at all sites where this can be seen to be occurring. Areas of high archaeological sensitivity should normally be protected from fresh or replacement tree planting; timber extraction, when it occurs, should be carefully managed so as not to cause damage and disruption to the archaeology.**

6.3.2 **It is proposed that careful monitoring of the condition of the archaeological remains in the World Heritage Site should be maintained, and management agreements or other incentives used to combat overgrazing, poaching damage, or to mitigate other activities which impact adversely on the archaeology and the landscape. All visible Roman masonry should be monitored regularly and routine and cyclic**

maintenance carried out as necessary, with archaeological recording as an integral part of the process.

6.3.3 Advice to owners and farmers on the maintenance of ancient monuments is crucial and regular contact is also a way of developing understanding within the local community of the importance of the archaeological sites. **It is proposed, therefore, that English Heritage should work through its own staff and with other bodies to provide advice and support to owners and farmers on the management of scheduled ancient monuments.**

6.3.4 Not all archaeological sites are scheduled but unscheduled sites of either national or local importance have protection from development through PPG16.

6.4 Landscape management and enhancement

6.4.1 The present landscape is the result of its farming and management over many centuries. The best way to safeguard its future and that of its archaeological and natural historical heritage is to continue to provide for sympathetic and conservation-conscious land-management regimes and to guide land managers to protect Roman remains and enhance their landscape setting. **Outside the built-up areas, appropriate agricultural land uses around the World Heritage Site and its Setting should be encouraged and supported as one of the best means of conserving the landscape and permitting it to change in an appropriate way.**

6.4.2 Most farmers are sympathetic to the aims of conservation but can find achieving them difficult because of financial constraints. Much can be achieved through schemes of landscape enhancement developed and agreed on a voluntary basis with individual farmers. There is scope for better joint working between the various grant-giving bodies to target assistance more effectively towards the protection and enhancement of the landscape of the World Heritage Site and its Setting. **It is proposed that positive measures for**

preservation and enhancement of the character of the landscape and its natural beauty should be developed.

As a first step, local authorities, conservation bodies, landowners and farmers should work together to develop and agree appropriate targets for voluntary schemes of landscape management. Conservation agencies and local authorities should identify opportunities for coordinated support for landscape management initiatives and to target grant-aid.

- 6.4.3 The Northumberland National Park Authority has demonstrated that it is possible to obtain additional resources from European funds to support schemes for landscape management. This is an important step and **it is proposed that a priority should be to seek out such sources of funding to supplement those already available for management and enhancement of the landscape**

7. TREATMENT OF THE BUILT-UP AREAS OF THE HADRIAN'S WALL WORLD HERITAGE SITE

7.1 The problem of the urban areas

7.1.1 The course of Hadrian's Wall through the urban areas of Newcastle and Carlisle was specifically excluded from the 1987 World Heritage Site designation, although the descriptive text mentions a number of sites within those areas. However, the fact that around 17% of its length, including several of its associated forts and other untraced structures, lies in areas which are now primarily urban does not mean that these areas were not significant parts of the Wall-complex. Although the visible remains of the Wall in these urban settings may be limited in extent, their archaeological value can still be very great.

7.1.2 The main problems which are faced in these areas are the limited extent of remains of the Wall, and the fact that in some places its precise course is not known. Much of the line of the Wall or other remains is overlain by modern development which may or may not have completely destroyed it. Moreover, because of the urban context, the surroundings of the visible remains do not often allow the site to be fully appreciated within its setting.

7.1.3 Despite this, there are areas of considerable opportunity: in parts of urban Tyneside, the line of the Wall is well marked by the lines of streets or roads which have followed it, and enlightened policies of purchase, display, and interpretation of some of the major sites by local authorities have meant that Wallsend and South Shields forts are largely now free of development, and that portions of the fort at Newcastle have been revealed buried deep under later levels.

7.1.4 This suggests that although the remains may be limited in extent, and within areas which do not contribute markedly by the quality of their settings to the experience of the Wall, they do offer the prospect of improving understanding of the system, and the ability to communicate about it and present it in suitable ways. The urban

sections of the Wall could therefore, in view of their location at or near its two ends, prove instrumental in providing orientation and interpretation within the main population centres along its course. This would act both as an added attraction to visitors and as an educational resource, and could play a major role in giving positive messages about the value of the World Heritage Site to local people and to tourists.

7.1.5 It has therefore been proposed above (section 2.1.6, 2.3.4) that scheduled ancient monuments which are part of the frontier complex should be included within the World Heritage Site and that the general line of the Wall should be protected by a buffer zone which will allow the relevant authorities to develop policies to protect and explore this part of the zone.

7.2 A vision for the urban areas

7.2.1 This chapter of the Management Plan, therefore, seeks to re-establish the link between the Wall in the urban areas and elsewhere, and to recommend a series of policies and initiatives specific to those areas which will permit the unity of the Wall from end to end to be appreciated.

7.2.2 A vision for the Wall in the urban areas is therefore the exposure of its remains wherever practicable, and the creation of open space along its line, or its fuller interpretation, so that its presence can be better seen and appreciated. Fundamental to this approach is the need to improve protection through the creation and application of planning policies: success will be dependent upon understanding and revealing enough of the Wall within the urban areas to be able eventually to apply proper protection to those areas where it has not yet been revealed, but where it can be shown to exist.

7.2.3 The following section sets out three policies to begin realisation of this vision. In the medium- to long-term, it may be possible to make the course of the Wall through the urban areas easily recognisable, punctuated by visible portions of the Wall or its structures. This would help communicate effectively the scope and

extent of the original system despite the urban setting which has now overlaid it. If the course of the Wall can be made more appreciable within the urban areas, this may permit better use and interpretation of the resource, for example, by developing an additional route for the proposed Hadrian's Wall Path along or closer to the course of the Wall.

7.3 Recommended approaches to the World Heritage Site in the urban context

Improving protection

7.3.1 It is recommended that, as an initial step, the relevant local authorities should draft and seek to adopt complementary or model planning policies relating to the treatment of Hadrian's Wall. These would need to be aligned as consistently as possible with relevant policies adopted for the remainder of the Wall.

7.3.2 The aim of such policies should be to improve the protection of known remains, the course of the Wall, and the settings of its archaeological remains, as well as to prevent further remains being overlain by new modern developments.

Increasing knowledge and visibility of the remains

7.3.4 It is recommended that, as a second main step, the relevant authorities should make use of available opportunities to increase the visibility of the remains or the course of Hadrian's Wall. This would have the beneficial effect of reinforcing the association between individual parts of the Wall complex, re-establishing the linear nature of the Wall so far as practicable, and in the process increasing knowledge about the Wall, throwing fresh light in particular on those areas where its course and the extent of associated remains are unclear.

7.3.5 The aims of such an approach would be to raise general public awareness of the monument by making its presence, extent, and continuity more readily appreciable, and to maximise opportunities for learning

more about the position, extent and survival of the Wall in the urban areas through carefully planned research at strategic locations. By this means, in due course, it may be possible to achieve as near as possible a clear line of sight along the course of the Wall, punctuated by a number of key visible elements.

7.3.6 Means of achieving this could include:

1. Protection by scheduling, of hitherto unknown archaeological sites of national importance.
2. Implementation of a research programme of survey and excavation, where appropriate, targeted on main areas of uncertainty, leading to evaluation of the quality and survival of the Roman remains
3. Identification of key sites of exceptional importance where long-term plans for the removal or prevention of overlaying development can be justified
4. Consolidation and exposure of remains in a number of strategic locations, possibly including the re-excavation and display of previously excavated areas, when appropriate and merited by the quality and robustness of the remains
5. The consistent use of appropriate surface treatments to mark the course of remains of the Wall which have been located, but which have necessarily been reburied

Presentation and interpretation

7.3.7 It is recommended that steps are also taken to heighten appreciation of the existence of the Wall in the urban areas by seeking to communicate with the public at a number of levels about the Wall and its remains. This would include both the visible traces and those which are no longer exposed, but whose former presence can still be appreciated within the urban setting.

7.3.8 The aims of such an approach are properly to interpret the Wall within the urban areas, and to permit visitors and residents to gain an overall appreciation of the totality of the monument. There is also a good opportunity to exploit to the full the introductory potential of the Wall in these areas. Seeing the Wall in its urban setting may often be the first experience of it for tourists; it is important that this encounter is made as meaningful as possible. The urban areas, with their opportunities for a more robust landscape, may also be better able to sustain visitor pressure than more sensitive areas elsewhere, and can, for the wider benefit of the World Heritage Site, make use of methods of interpretation which are appropriate to the general lower sensitivity of the settings of the remains, and which would be unthinkable in the areas of higher landscape and archaeological value elsewhere within the World Heritage Site.

7.3.9 Methods of achieving some of these aims could include:

1. Coordinating an approach by all responsible bodies to presenting and interpreting the remains and course of the Wall
2. Developing or refining management plans for each of the significant sites
3. Positioning the urban elements of the Wall within the overall strategies for interpretation of the whole system outlined in Chapter 8 of this plan, while responding to the fact that the post-Roman history may be stronger in these areas than elsewhere
4. Using the contacts made by local museums through 'Friends' groups and other organisations to promote active local involvement in the care and protection of the Wall
5. Discussing with responsible authorities or agencies the coordination and association of the museum-based contributions to interpretation

6. Developing appropriate methods of on- and off-site interpretation, including virtual reality experiences, activity programmes, publications, and in limited and carefully controlled circumstances, clearly- distinguished reproductions of Roman buildings

8. PUBLIC ACCESS, TOURISM AND TRANSPORT

8.1 Introduction

8.1.1 Tourism can be both an advantage and a threat. Access enables people to visit, enjoy and appreciate the significance of the World Heritage Site and its Setting. Overuse can damage them. Tourism is also an important contribution to the local economy. It is necessary to strike an appropriate balance so that people may visit without causing damage. Public access to the Site and its Setting must be planned and managed to avoid or minimise potential conflict with other interests.

8.1.2 The high importance of tourism as a major contributor to the national economy is generally recognised. The Government has emphasised, though, in Planning Policy Guidance Note 21 that tourism must be managed in a sustainable manner, setting out four guiding principles:

- supporting the development of the industry in ways which contribute to, rather than detract from, the quality of the environment.
- promoting the understanding of environmental quality concerns within the industry and of the need to improve the quality of its service and its products.
- ensuring through the regional tourist boards and Training and Enterprise Councils that managers in tourism adopt visitor management techniques that can mitigate the impact on the environment.
- encouraging those types of tourism which in themselves aim to safeguard the environment. (PPG 21, para 3.15).

8.1.3 This is in line with English Heritage's own duties in caring for the built heritage. In addition to the conservation of ancient monuments and historic buildings, English Heritage also has a duty to encourage public education through enjoyment of the heritage.

8.1.4 PPG 21 followed on from the Tourism and Environment initiative set up by the Government in 1990. A Task Force, representing both tourism and environmental interests, investigated the extent of tourism's impact on the natural and built environments and on its host communities, and considered how any negative effects might be minimised. The Task Force's findings and recommendations were published in their report "Maintaining the Balance" in May 1991. The report emphasised that the environment has an intrinsic value which outweighs its present value for tourism, that its enjoyment by future generations and its long-term survival must not be prejudiced by short-term considerations, and also that tourism must be managed so that the environment is sustained in the long term. It identified the major problems as being over-crowding, traffic congestion, increased wear and tear on physical fabric, and insensitive development of facilities.

8.1.5 Tourism is of high importance to the regional economy and as means of raising revenue for maintenance of the World Heritage Site. It is therefore vital that it should continue to be fostered and marketed but this must be done in ways which do not endanger the conservation of the World Heritage Site and its Setting or the interests of the "host" community.

8.2 The Present Position

8.2.1 Studies carried out for this management plan and for the Hadrian's Wall Tourism Partnership showed a mixed picture of the present position. In 1973 the four main charging sites received 457,000 visitors. In 1993 the equivalent figure was 502,000 visits but to eight sites spread more widely along the Wall than the four open in 1973. Figures for those four sites showed a drop of 135,000 visits annually over the twenty-year period. Anecdotal evidence suggests that in contrast the number of visitors to free sites and using public rights of way in the World Heritage Site has risen over the same period.

8.2.2 Visitors have access not just to paid entry

and free sites on or near the Wall, but also to other sites close by, by the road and footpath network, public transport, and are supplied by a variety of information services, accommodation providers and other businesses.

8.2.3 There are already a considerable number of sites where the visitor can gain access to the Wall or its associated remains, or learn about some aspect of the Roman occupation. These include at least ten forts or settlements which charge for entry, eight associated museums, and at least 14 locations which are relatively accessible, where entry is free and where there are visible remnants of the Wall or associated remains visible above ground.

8.2.4 A rapid study carried out for this plan assessed the sensitivity of the World Heritage Site in terms of the impact of visitors on its archaeology, nature conservation, landscape and on the host community, particularly with regard to farming activities.

8.2.5 The study classified the various sectors of the Wall into three levels of sensitivity reflecting the present level of use and the effect that it is having. These levels are:

- **the most sensitive:** fragile areas under considerable pressure from visitors, with remedial management actions required as soon as possible. In many cases these are "honeypot" sites where it is not appropriate or possible substantially to reduce visitor access, so that management intervention must not only protect the resource, ameliorate existing problems but also ensure continued delivery of a high quality of visitor experience
- **medium sensitivity:** fragile areas with fewer pressures at present, either because the sites are inaccessible or because they are receiving generally appropriate levels of use. In this case, the level and type of management intervention requirements will vary in response to particular issues
- **least sensitive:** more robust areas

with few pressures at present, and/or where current management techniques are coping with pressure. These areas could accept more recreational activity without serious detriment to the landscape or archaeological remains, subject to specific site constraints and access issues

8.2.6 The study estimated that about 10% of the whole length of the Wall fell into the most sensitive category, though actual damage has yet occurred in only small parts of this stretch. Monitoring will be essential to determine how this position may be changing.

8.3 Recommended approach

8.3.1 Access is important in allowing people to visit, enjoy and learn about the World Heritage Site. Clearly, there are some existing problems and there is potential for greater damage in the future. Tourism also has a role as part of the local economy which needs to be developed. These issues need to be addressed by all those involved. It is important that all are guided by the precautionary principle and are aware of the consequences of what is proposed. Priorities for management intervention to achieve the right balance between conservation, access and the interests of the host community include:

1. Managing access to safeguard particularly sensitive locations and to minimise conflict with existing land uses
2. Helping people understand the World Heritage Site designation and its implications
3. Encouraging steps towards the introduction of an integrated, sustainable transport strategy including both public and alternative means of transport to improve visitor access to the World Heritage Site and its Setting.
4. Improving visitors' enjoyment of the World Heritage Site
5. Developing a coordinated approach to interpretation at Roman sites

throughout the World Heritage Site

6. Ensuring that the local benefits of sustainable tourism are maximised through the promotion of stronger links with local businesses and services and through appropriate marketing and tourism developments in the wider areas.

8.3.2 The key to successful management of public access in the World Heritage Site and its Setting lies in the establishment of an integrated monitoring programme. This programme must be capable of identifying where visitor pressure is compromising the quality of the landscape or endangering parts of the World Heritage Site and also the extent to which management action has been effective in tackling the problems. It must be sufficiently sophisticated to trigger management action where it is required.

8.3.3 It is recommended that the technique used to monitor environmental impacts is based on agreement on minimum environmental standards for each site and defining carefully in advance how much change it can undergo before starting to suffer damage. This approach is known as defining the 'Limits of Acceptable Change' (LAC), and needs to take account of a wide range of factors (physical, visual, ecological). Limits of Acceptable Change should deal with all aspects of site management as well as purely archaeological issues.

8.3.4 These limits form a set of quality standards agreed by the site manager with the relevant agencies, who also agree in advance the management action to be undertaken if changes to the site start to exceed these standards. The system is proactive and closely related to site management issues and it is important that the quality standards (LAC values), issues and monitoring methods are regularly reviewed to ensure their continued relevance and acceptability.

8.4 Helping people understand the World

Heritage Designation

8.4.1 Helping people understand the designation of the World Heritage Site is important. Greater awareness by visitors will help them to appreciate the outstanding universal value of the Wall and its landscape and to understand and respect the need to protect and conserve it through careful and concerned management, and also the need to respect rural land use of the area.

8.4.2 This can be achieved through the various forms of interpretation of the Wall and by the use of uniform symbols such as the logo for World Heritage sites. It is also most important that the nature and significance of the World Heritage designation should be included in any educational work.

8.5 Managing Access

8.5.1 The sensitivity analysis of the various areas of the Wall summarised above in para 8.2.6 can help identify actions which may benefit users or visitors and safeguard the integrity of the archaeological and landscape significance of the Zone. Care should be taken when promoting visitor access to specific areas to avoid damage to the World Heritage Site or its Setting and adversely affecting existing land management and other commercial activities. This approach should ensure that pressures caused by visitors do not compromise the inherent quality of that which has attracted them in the first place.

8.5.2 In view of the difficulty of defining each site's 'carrying capacity' of visitors which can be heavily dependent on variable factors, 'Limits of Acceptable Change' should be used to define management actions that would be triggered in response to defined signs of visitor pressure or wear. This approach places responsibility on the agencies involved in managing visitor access to implement an effective monitoring programme to identify whether these agreed limits are being exceeded.

8.5.3 Several key concerns which may need to be monitored by this means can already be identified. These include disturbance to archaeological remains; footpath condition; the condition of vegetation,

soils and wildlife populations in and around SSSIs; and other areas of importance for nature conservation; contrasting pressures on free and paid entry sites along the Wall including litter and car parking, and the impact of visitors on agricultural concerns.

8.5.4 It is important to achieve a balance between providing access for visitors to those places where the Wall's archaeology and setting can best be appreciated, and encouraging visits to paid entry sites where their impact can be carefully managed by direct, localised remedial action. Current patterns of visits to the Wall, however, are a combination of ease of access resulting from public transport and car parking provision.

8.5.5 For a full picture of visitors' use of the Wall, regular and consistently compiled qualitative and quantitative data is required, although something of a picture can be built up from a number of existing individual surveys, including compilations of visitor numbers. Information is available on aspects such as the number of staying 'tourists' to the area rather than day visitors, the proportion making first time or repeat visits, the methods of travel to and around the area, and the numbers who make 'free' rather than paying visits.

8.5.6 It is proposed that techniques are developed to manage access so that the defined Limits of Acceptable Change for each site are not exceeded, using a system of zoning and channelling linked to interpretation, education and other non-prescriptive intervention. Techniques could include:

1. Increasing understanding about appropriate behaviour through high quality interpretation at sites and popular stretches along the Wall, at orientation centres and at car parks and rail/bus stations. Interpretation should be informative rather than negative, to provide an understanding and respect for the World Heritage Site.

2. Spreading the visitor load among all the area's attractions: At present many of the paid-entry Roman sites are

undervisited, while other areas suffer from excessive visitor pressure. Visits to different sections of the Wall should be actively encouraged to spread the load at busy periods. Visits should also be encouraged to non-Roman and non-archaeological sites (eg nature conservation sites appropriate for access), subject to the agreement of all parties involved.

3. Shifting countryside recreation by more active promotion of other alternative locations for country walks, many of which already exist close to the Wall's central sector. Footpath routes could be promoted within the broader central section to move visitors away from the key honeypot sites and onto routes better able to cope with increased visitor pressure.

4. Limiting disturbance to livestock, agriculture, and wildlife: Among the greatest concerns for landowners and farmers are the dogs of visitors, some of which are not closely controlled and, on occasion, cause a nuisance and danger to livestock, or foul crops. There can also be a threat to wildlife. Although powers exist for Highway Authorities to make orders requiring dogs to be kept on a lead on specific paths, they are difficult to substantiate and to enforce. Nonetheless consideration should be given to the introduction of an appropriate bye-law where significant nuisance has been shown to exist. It is also essential to seek to educate and inform visitors through promotional material about the problems caused by dogs on agricultural land as well as other concerns, such as crop trampling, litter, leaving gates open and disturbance to livestock and wildlife.

8.6 Transport and access

8.6.1 The 1974 DART study, and the subsequent 1984 HWCC report identified the need to improve traffic management along the Military Road, and the problems are still present. The importance of the road for local use and access is obvious and must not be compromised. Nonetheless means must be found to discourage through traffic from using the B6318, and to reduce speeds along certain stretches. It is recognised

that achievement of this objective is likely to be attained only when the A69 has been improved.

8.6.2 It is recommended therefore that a detailed feasibility study should be produced by highway authority traffic engineers, to examine means of discouraging through traffic from using the B6318, and of calming traffic using the B6318 and the minor roads around Banks, while recognising that major changes will not be achieved in isolation from resolving issues around the use of the A69.

8.6.3 Detailed parking surveys should also be done by highway or local authorities as resources permit throughout the Wall area, in conjunction with visitor surveys, to determine the level of formal and informal parking, the length of stay and visitor activities, as a prelude to a full traffic management study for the area. This should include examination of car parking charges, the security of car-parks, means of control of informal parking, the development of 'green point' car parks, and the development of 'park and ride' facilities for key sites.

8.6.4 Growth predictions suggest that pressure on roads and parking facilities in the central Wall area is likely to increase in the coming years. At the same time, there is a growing awareness of, and concern about the impact of traffic and cars on the environment and local countryside. PPG 13 states the need for local authorities to reduce the growth in the length and number of motorised journeys whilst at the same time encouraging alternative means of travel which have less environmental impact.

8.6.5 If a greater proportion of visitors to sites along Hadrian's Wall are to arrive by "green" modes of transport, all the agencies concerned with the management of the World Heritage Site should promote and support public transport, walking and cycling so that individual visitors have a viable alternative to travel by car for all or part of their journey.

8.6.6 It is recommended that an integrated public transport strategy is prepared covering visitor access to the whole length of the World Heritage Site, based on the existing public transport strategy prepared for Northumberland National Park in 1993. This could in addition consider better promotion of the Tyne Valley line and bus services as a means of exploring the area; means of advertising all the public transport services of recreational value within the Corridor, together with the key footpath links to sites along the Wall; a possible extension of the period of operation of the Hadrian's Bus Wall service; a feasibility study for the reopening of Gilsland station; and the possibility of establishing a 'ring and ride' taxi service to operate within the central section of the Wall. Improvements of this sort could also benefit local communities.

8.6.7 Encouragement to cyclists using the area should be given by means of the development of cycle routes using as far as possible existing minor public roads and bridleways.

8.6.8 Bridlepaths and footpaths play an important part in the provision and management of access. Alongside the development of the National Trail, **it is recommended that a recreational network (using existing rights of way as far as possible) is identified to enable the promotion of circular and linear walks using sections of the Trail linking into settlement and public transport where possible. Changes to the network of paths should be considered wherever problems or opportunities exist.**

8.6.9 Accessibility for all Hadrian's Wall sites should be carefully addressed, and the standard symbol for disabled access used only where really merited. **Access for all to public transport, disabled parking bays, other facilities and information boards should all be addressed as part of a wider programme to comply with current standards of provision for the less-abled.**

8.7 Improving visitors' enjoyment of the

World Heritage Site

8.7.1 Taking into account the special needs and qualities of the Hadrian's Wall corridor, tourism in this area must combine economic development with the measures outlined above for protection of the World Heritage Site and its landscape. This includes:

- developing a high quality tourism experience which meets the needs of the independent, environmentally aware tourist
- achieving an increase in visitor spending, for example by attracting more high spending overseas tourists to the area
- encouraging more people to leave their cars at home and to travel in and around the corridor by public transport and other, non-motorised, means such as cycling and walking
- attracting more British tourists to take short breaks in the area by extending the tourism season into the quieter off-peak months
- stimulating visitor interest in the management and conservation issues surrounding World Heritage Site designation and encouraging them to play a part in caring for the area's special features

8.7.2 To achieve these objectives will require a combination of measures. It is essential to ensure that sites cater adequately for visitors' needs, both physical and cultural, so that they have an enjoyable visit. The appropriate level of provision will vary from site to site and must comply with the requirements of a policy of sustainable tourism. What is needed at a major site will need to be considerably more elaborate than at free sites or on rights of way. **It is recommended that each manager of a site managed primarily for public access should draw up a site management plan setting out the targets to be achieved.** In addition to the definition of Limits of Acceptable Change for each site, plans will need to

address the following issues.

8.7.3 **Site facilities:** good site facilities enhance the image of the World Heritage Site and are in fact a means of managing and influencing visitors. Current provision varies, and there are opportunities on most sites for sensitive improvements within existing buildings. There will be a need to review such fundamental issues as car-parking and provision of toilets not just at charging sites but also at other places which attract large numbers of visitors.

8.7.4 **Improved exhibitions and displays:** in order to deliver a high quality visitor experience which complements the importance of World Heritage Site designation, periodically and as resources permit it will be necessary to upgrade exhibitions, displays and other interpretation, both on and off-site.

8.7.5 In order to widen the access to information about the World Heritage Site, **it is recommended that all exhibitions and other interpretative facilities link into an overall interpretation strategy.** They should be accessible to all visitors, including those with impaired mobility or vision, children and foreign visitors.

8.7.6 **Education:** many of the sites on the Wall already make provision for educational work. It is important that this should be developed for all age groups. Possibilities include education packs, new technology, site facilities such as education rooms and guide lecturers or site-based teachers. It is also important to develop outreach activities into schools and other educational establishments. Educational messages put over by this means should include the conservation needs of the World Heritage Site and the significance of its designation.

8.7.7 **Gateway Sites, Orientation centres, and visitor information points:** at a limited number of key gateway sites to the area, information should be presented for visitors to understand fully the range of facilities available within the World Heritage Site, and to plan their visit accordingly. They

should be close to major road, rail and bus networks, and their existence should be advertised in promotional material, and provide information about the extent, importance, 'heritage' codes, and visitor attractions in the World Heritage Site local services and other places to visit, and local transport networks, including 'green' tourism. They would also provide an opportunity to introduce visitors to the nature and significance of the World Heritage Site, and to the needs for its conservation, and the part that they can play in this. **A number of orientation centres at major sites in the World Heritage Site and its Setting would reinforce and expand these messages.**

8.7.8 Visitor Information Points (VIPs), providing basic factual and interpretative information about the World Heritage Site, should be installed at key car parks, transport interchanges and visitor facilities within the area. They act as a tier of information provision below Orientation Centres, and can be developed as either indoor or outdoor units, with the design modified accordingly.

8.8 An interpretative strategy for the World Heritage Site

8.8.1 Co-operation between the agencies responsible for managing the major Roman sites could result in improvements to the quality and variety of the visitor experience on Hadrian's Wall. The development of specific themes for each site - including, for example the Wall itself and its associated forts, its archaeology, architecture, engineering, military history, naval history and trade, the Empire, civilian lifestyles, religion and economic activity - would encourage visits to several sites to build up a complete picture of the Roman presence in the area. In places, too, opportunities may arise for informing visitors about the role and needs of archaeology, conservation, farming and land management and other present-day uses of the World Heritage Site, and placing the Wall chronologically within a wider 'Borderlands' theme.

8.9 Maximising local benefits

8.9.1 This issue was addressed in 1994 by the Sustainable Tourism Marketing Strategy developed for a consortium headed by the Northumbria Tourist Board. This strategy had as one of its main objectives the task of spreading economic benefit across the region with an emphasis on ensuring that local businesses and commercial operators, including the farming community, are able to benefit from increased tourist activity.

8.9.2 Attaining this objective will be aided by the policies set out in this chapter. It will also be important to:

- provide appropriate signing for services available within local communities
- encourage development of a visitor infrastructure which will support moves to extend the length of stay in the area and encourage appropriate off-peak access.

8.9.3 Further opportunities also exist through the Hadrian's Wall Tourist Partnership to encourage visitors to stay longer in the area, and to stimulate additional expenditure in the local economy, by improving the quality, increasing the range, and promoting the availability of accommodation and catering provision within the vicinity of the Wall.

8.9.4 The development of a 'green tourism code' may also be instrumental in attracting environmentally aware tourists, and can also be used to identify operators and service providers who comply with it.

8.10 Marketing strategy

8.10.1 Vital to achieving the objectives set out above is an appropriate marketing strategy. This need is being addressed by the Hadrian's Wall Tourism Partnership.

8.10.2 The first step is the identification of the most important attraction of the area which will identify it for tourists. The simplest and most direct 'branding image' is focused upon Hadrian's Wall and its surroundings. '*Hadrian's Wall and the Borderlands*' has already been recommended as a common and universal

byline for marketing campaigns by all agencies involved in attracting tourists to the Wall zone. It is also recommended that awareness of the Wall Zone's international importance is emphasised by incorporating the message '*Hadrian's Wall - a World Heritage Site*', supported by a suitable graphic image, into tourism advertising and print wherever appropriate.

- 8.10.3 Key target markets for this 'product', and means of reaching these have been identified, and point to the importance of growing 'environmental' awareness, particularly amongst higher spending sections of the European market.
- 8.10.4 A strategy to promote the area as one which offers a 'sustainable' tourism experience cannot simply rely on special slogans or marketing campaigns. The facilities on offer must keep pace with visitors' expectations, and must be presented in ways that help reinforce the environmental message, as outlined above.

8.11 The Hadrian's Wall National Trail (Hadrian's Wall Path)

- 8.11.1 Proposals for a new National Trail, the Hadrian's Wall Path, were submitted by the Countryside Commission to the Department of the Environment in March 1993. These were approved by the Secretary of State in October 1994. The Trail provides for a long distance footpath from Wallsend in the east to Bowness on Solway in the west, roughly following the line of Hadrian's Wall along the majority of its route.
- 8.11.2 In approving the proposals for the Trail, the Secretary of State drew particular attention to three main issues: the likely impact of the trail on the farming community; the overall costs of the proposals balanced against the likely usage of the route; and the environmental impact of developing a National Trail which runs through a sensitive historic site.
- 8.11.3 The Hadrian's Wall Path is one of the major proposals which will affect the World Heritage Site within the coming 5 years. The Trail will provide greater resources for the management of the rights

of way network as well as opportunities for the more effective management of walkers. Much detailed work, led by the Countryside Commission, still remains to be done, in securing the additional funding which will be necessary for the creation of the Path within a reasonable timescale, its network of linking paths, and the associated environmental mitigation and design work. Agreements with the relevant Highways Authorities have to be set in place, and specific actions and recommendations made by the Secretary of State have to be followed through. **It is strongly recommended that the planning and implementation of this work should harmonise so far as possible with other initiatives and proposals embodied in this Management Plan.**

9. MAKING THINGS HAPPEN

9.1 Introduction

9.1.1 This Plan seeks properly to define the World Heritage Site and its Setting, and to outline the policies needed within this area to achieve the necessary balance between conservation, the interests of those who live and work within it, properly managed access to it by visitors and tourists, and the benefits of their presence to the local economy. The Plan has no statutory status or effect. It introduces no additional powers, nor does it suggest that the role of any existing body or individual should be supplanted. It does seek to establish a platform for all those concerned about the future management of the World Heritage Site to move forward together.

9.1.2 While the Plan sets out some detailed proposals, it firstly seeks to establish principles for action. Translation of those principles into actions will be the result of detailed work by the large number of individuals and bodies who own or are involved with the management of the World Heritage Site. However, the fate of the Dart Report and of the 1984 Hadrian's Wall Consultative Committee Report show that there is a need for a champion for the Management Plan and the World Heritage Site to focus attention on it and to coordinate activity. There are also some activities (such as the data-base) which need to be developed for the whole World Heritage Site.

9.1.3 Two specific mechanisms are therefore proposed. The first is a Management Committee, formed primarily of those agencies and groups who have been involved in the consideration of the management plan itself. Their task will be to oversee the delivery of the recommendations arising from the plan, and to encourage all partners in the exercise to adopt the plan's outcomes. The second is a dedicated Co-ordinating Unit, which can be assigned specific tasks in relation to the proposals within the management plan.

9.1.4 As many as possible of the

recommendations in this management plan should be followed up and implemented by those already holding management responsibilities including landowners and occupiers in their relevant areas.

9.2 Initiatives already under way

9.2.1 A number of new initiatives are being planned or are under way, and will soon begin to have an impact on the World Heritage Site. Not all can be listed here, but they include the review and revision during 1996/97 of the scheduling of the Wall and associated features, and a National Park scheme, supported by ERDF and EAGGF Objective 5b funds, to enhance the quality of the tourism infrastructure close to the Wall. There are also proposals for the Hadrian's Wall Path, led by the Countryside Commission, and for the implementation of the Sustainable Tourism Marketing Strategy under the leadership of Northumbria Tourist Board. Provision is being made, within these initiatives, for the following elements of work.

Hadrian's Wall National Trail

9.2.2 A Trail Development Officer has been appointed by the Countryside Commission to prepare the implementation of the Hadrian's Wall Path. At present the post is mainly concerned with setting up the necessary linkages with owners, highway authorities, planning authorities, and English Heritage. It is envisaged that the work involved in setting up and implementing the Trail may take up to five years.

Hadrian's Wall Tourism Partnership

9.2.3 A Project Officer has been appointed to co-ordinate existing marketing activities, and to carry out or encourage the developments in sustainable tourism in the Hadrian's Wall region as recommended in the study completed by ASH Consulting Group and Transport for Leisure on behalf of the Northumbria Tourist Board in 1994. The aim of the post is to stimulate interest in the area's attractions, in 'green tourism' issues, in extending the visitor

season, and in harmonising approaches across a wide range of interests to the development of these themes.

- 9.2.4 Both posts are intended to work within the overall policy set by the World Heritage Site Management Plan.

9.3 Other management involvement

- 9.3.1 **Owners and occupiers:** The major share of responsibility for the Hadrian's Wall World Heritage Site and its Setting lies with those who are landowners or tenants of land on or near the line of the Wall. The preparedness of owners and occupiers and their advisers to support the conclusions of the management plan, and to align their land management practices so as to maintain the character of the area and preserve its archaeological heritage and landscape quality will be fundamental to the success of the management plan process and in securing commitment to its outcomes and recommendations. Dialogue with owners and farmers is vital to ensure that they are aware of the special character and quality of their land, that they are advised on practices which will be beneficial to the Hadrian's Wall area, and that they are encouraged and supported so far as possible to follow the recommendations within this plan. A liaison group could be productive.

- 9.3.2 **Sites managed primarily for public access: it is recommended that all public bodies and Trusts who manage significant Wall-sites for the benefit of visitors and for the long-term preservation of the resource should compile individual management plans for their own sites to cover a five-year period in the first instance, based on the framework of the approach adopted within this World Heritage Site management plan. English Heritage will be following this practice in respect of its managed sites within the World Heritage Site as exemplars.**

- 9.3.3 **National Park and other local authority involvement:** the Northumberland and Lake District National Parks make resources available

for care and management and advise the Countryside Commission, MAFF, and the Forestry Authority on the deployment of various types of grant. The National Park Authorities employ qualified archaeologists, provide some resources for their own conservation grants scheme, run a ranger service, car-parks and visitor centres. County Councils operate similar services and also employ archaeologists. With Tynedale District Council the Northumberland National Park runs a seasonal bus service in the central sector.

- 9.3.4 All local authorities are required to publish local plans. In the Hadrian's Wall area these should state clearly the policies for development control and other policies for recreational or educational use which should be applied within the World Heritage Site. Specific sites might also be earmarked in the plan as appropriate for various types of development, including potential visitor facilities. Local authorities also have responsibilities for economic development and tourism promotion and developments as well as for some aspects of conservation.

- 9.3.5 Many of the detailed recommendations within this plan relating to planning policies, development control, landscape management, tourism and the provision of transport or services may fall to the local authorities to carry out in the first instance, incorporating agreed approaches to the management of the World Heritage Site within their own local plans at the earliest opportunity. Once revised plans incorporating an adequate measure of protection for the World Heritage Site are in place, authority staff and members are encouraged to use them to maintain a sensitive and environmentally-led approach to development control and other local or strategic planning issues.

9.4 The Hadrian's Wall Management Committee

- 9.4.1 As is clear from the wide-ranging nature of this management plan, the extent and number of bodies and individuals involved in the Hadrian's Wall Military Zone is large, and embraces planning, environmental, academic, agricultural, tourism and visitor management interests

currently exercised by a wide range of authorities and agencies. It is impossible to see meaningful progress towards achievement of the objectives of the management plan unless the dialogue which has now been established or reinforced continues as part of the process of overseeing the realisation of the management plan's conclusions.

9.4.2 A Management Committee for the World Heritage Site Management Plan, composed principally of those bodies which have contributed to the formulation of the management plan itself, should be formed to act as the primary forum for issues concerning the management of the World Heritage Site. Such a Committee would need to meet at least twice a year, and should fulfil the following roles:

- (1) to oversee the implementation of general and specific recommendations made within the Management Plan, and to monitor the success in meeting the targets it sets
- (2) to establish a forum for management issues, and to continue to co-ordinate efforts towards concerted management within the Hadrian's Wall World Heritage Site
- (3) to receive reports from responsible bodies and agencies on projects which affect the Hadrian's Wall area
- (4) to agree action programmes and priorities for developing specific aspects of the management plan
- (5) to monitor the condition of the World Heritage site, and develop and agree on appropriate action to deal with threats to its well-being
- (6) to develop and agree further policies and codes of practice

for protection, recording and research, access, interpretation, and preservation of the World Heritage site, as well as safeguarding the livelihoods and interests of those living and working within the zone, and to encourage the adoption of such policies by responsible bodies and agencies

- (7) within the overriding need to conserve the World Heritage Site, to promote the economy of the region
- (8) to agree the work programme of, and provide general direction for the proposed Hadrian's Wall Co-ordination Unit
- (9) to review the conclusions and recommendations within the management plan, to determine the frequency of the necessary updating of the plan, and to oversee this process when it occurs

9.4.3 If other partners and agencies are agreed, English Heritage should continue to take the lead in hosting and servicing the committee.

9.4.4 The main participants within such a Committee should include representation of all local authorities within the World Heritage Site, of farmers and landowners (via CLA and NFU) sufficient to give adequate cover of different types of farming and land use within the World Heritage Site, other major landowners (eg National Trust, Forestry Commission) archaeological and tourism interests, agencies and government departments active within the zone (including Government Offices North-East and North-West, Department of National Heritage, the Royal Commission on Historic Monuments (England), the Countryside Commission, English Nature, Ministry of Agriculture, Fishery and Foods, Rural Development Commission, ICOMOS

UK regional tourist boards) and representatives of parish councils through the respective county Community Councils.

- 9.4.5 The Committee should work closely with the other bodies steering major Wall initiatives and through time-limited working groups focused on particular issues. As far as possible it should work with existing groupings rather than create new ones. The Committee will inevitably be large and may wish to consider a smaller Steering Group to meet more often on its behalf. Informal group contacts will also be necessary.

9.5 Communication

- 9.5.1 There will also be a need for wider communication with people living on or near the World Heritage Site and with user groups and the voluntary sector. This needs to work in both directions to ensure that people are aware of how the Plan might affect them and so that those implementing the Plan are aware of local concerns. The necessary links could be achieved either by the creation of a consultative forum for the whole Wall or by holding meetings for various parts of the World Heritage Site.

- 9.5.2 Experience suggests that a single meeting which seeks to cover issues of this nature which might arise anywhere within the whole World Heritage Site is unwieldy and a series of local meetings may be more effective. If this approach is adopted, it may be appropriate also to organise meetings through local parish councils or village societies, or through other local interest groups.

9.6 The Hadrian's Wall Co-ordination Unit

- 9.6.1 Although action for following up many of the recommendations in this management plan lies with individuals or bodies who already hold responsibility for portions or aspects of the World Heritage Site, the task of establishing communication between those who have an interest in seeing the plan succeed, co-ordinating their efforts, and securing commitment and

resources for this work are additional to any specific individual or organisational role at present.

- 9.6.2 This role can be fulfilled by a Co-ordination Unit in the first instance for a limited period. The presence of such a Unit with the staffing resources to carry out some of these tasks would be a major difference between this and previous management approaches to the Wall.

- 9.6.3 A small Co-ordination Unit will therefore be English Heritage's initial contribution to this effort to deliver the objectives of the management plan and to establish communication between those who have an interest in seeing the plan succeed, to co-ordinate efforts, and to secure commitment and resources for this work. The role of the Unit will not be to replace the efforts which others may be able to provide in seeing the plan succeed, but it can carry out the following functions:**

- (1) service the Management Committee, and alongside the partners construct annual work programmes to meet agreed priorities
- (2) ensure communication and liaison with all those involved in the management of resources within the World Heritage Site, including individual landowners and business interests
- (3) provide assistance with advice and information, scheduled monument consents, and setting and monitoring standards for work on the Wall
- (4) maintain and update the proposed World Heritage Site database, and provide users of the resource with the information they need
- (5) monitor and review regularly the physical condition of the Wall, and devise, target and implement management action

to deal with potential or actual threats to it

- (6) where necessary co-ordinate joint bids for funding from other external sources for projects relating to the Hadrian's Wall World Heritage Site
- (7) devise and manage specific projects associated with the management plan process or other projects which may affect the World Heritage Site
- (8) house staff involved in major cross-boundary projects, if required
- (9) review the management plan and provide for its regular updating

9.6.4 By fostering liaison and communication, some of the existing perceived burden in fulfilling all the existing requirements relating to the World Heritage Site on individuals and organisations may be reduced. The Unit needs to be small and flexible in its operation to achieve its objectives. Its staff will be a Director, secretary, and the existing English Heritage Hadrian's Wall Field Officer and ICOMOS Management Plan administrator.

9.6.5 In order to provide the necessary dedicated liaison and local co-ordination to implement the agreed conclusions within this management plan, English Heritage will from April 1996 for at least two years provide the required resources for the funding of the key post of Director of the Hadrian's Wall Management Plan Co-ordination Unit, the necessary funding to develop and maintain the proposed computer database, and the secretarial support staff.

9.6.6 The Unit will operate from a central location near the World Heritage Site, and, initially at least, its staff will be within the line management control of English Heritage, though subject also to guidance received from

the Management Committee who will have a crucial role in developing its work programme.

9.7 Adopting the management plan

9.7.1 The management plan has been framed to provide for policies and recommendations for action which can be taken by a number of different bodies and individuals to be of overall benefit to the World Heritage Site and its Setting. It is hoped, therefore, that this plan can be agreed and adopted by all local authorities, statutory bodies, and agencies which operate relevant controls or policies within the Hadrian's Wall area, and also that it will obtain the support of those who live and work within the World Heritage Site. It is also hoped that the proposals for management action embodied within this plan will form a series of guidelines for a sustainable approach to the Wall Zone on the part of owners, businesses, those who manage visitor attractions, and their advisers.

The status of the plan

9.7.2 The management plan for the Hadrian's Wall World Heritage Site makes recommendations which, it is hoped, will attract sufficient consensus among national and local statutory bodies to form a basis for concerted action. The UK government has accepted a global responsibility for the care and protection of the outstanding universal value which is enshrined in this and the other UK sites on the World Heritage List. As this document is the first of what may become a series of management plans for all of the United Kingdom World Heritage Sites, it is recommended that the Government should draw the attention of the World Heritage Committee to the production of the plan and to the proposed definition of the boundaries of the World Heritage Site.

Revising the plan

9.7.3 Planning is an iterative exercise, and it is envisaged that the management plan will not stay relevant to current circumstances for more than the normal planning cycle of around five years. **It is recommended, therefore, that mechanisms should be put in place through the proposed**

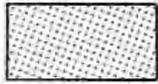
Hadrian's Wall Management Committee to ensure that the necessary refreshment of the policies, revisiting the issues, and reframing the recommendations takes place so that the plan can continue to provide for the active care of this World Heritage Site in the future.

- 9.7.4 English Heritage has assumed the lead role in pulling together all the strands for this current version of the management plan. Representatives of the Department of National Heritage and of the Government Regional Offices have been closely involved with the formulation of this version of the plan. **It is recommended that the same Government Departments continue to exercise a close monitoring role over the outcomes from the exercise, to determine whether such a process forms a meaningful discharge of the Government's national duties concerning World Heritage Sites, and whether English Heritage should be assigned the role of leading the revision of the plan in due course.**

Key:



Scheduled Ancient Monuments forming part of the World Heritage Site



Agreed Setting of the World Heritage Site

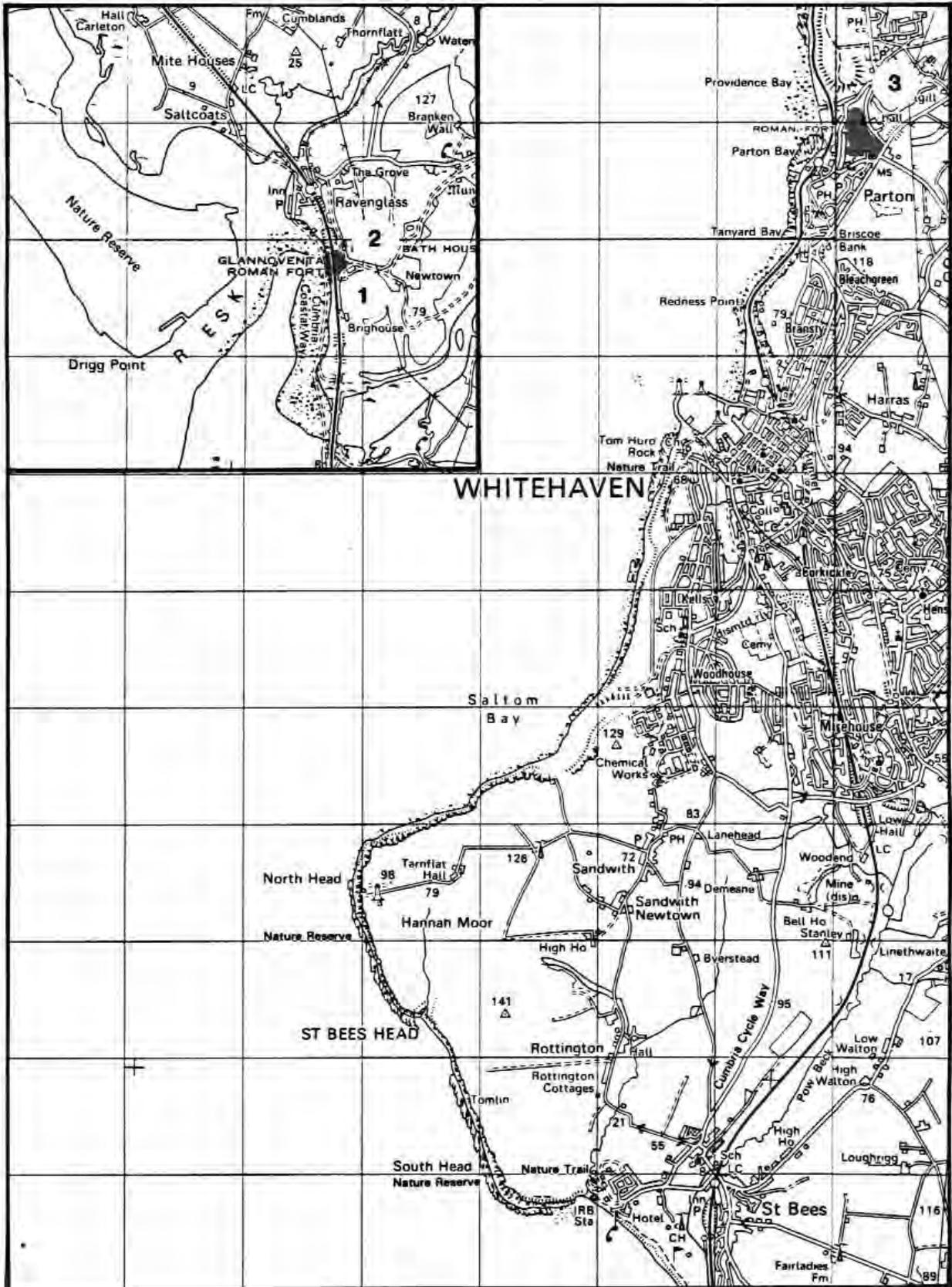


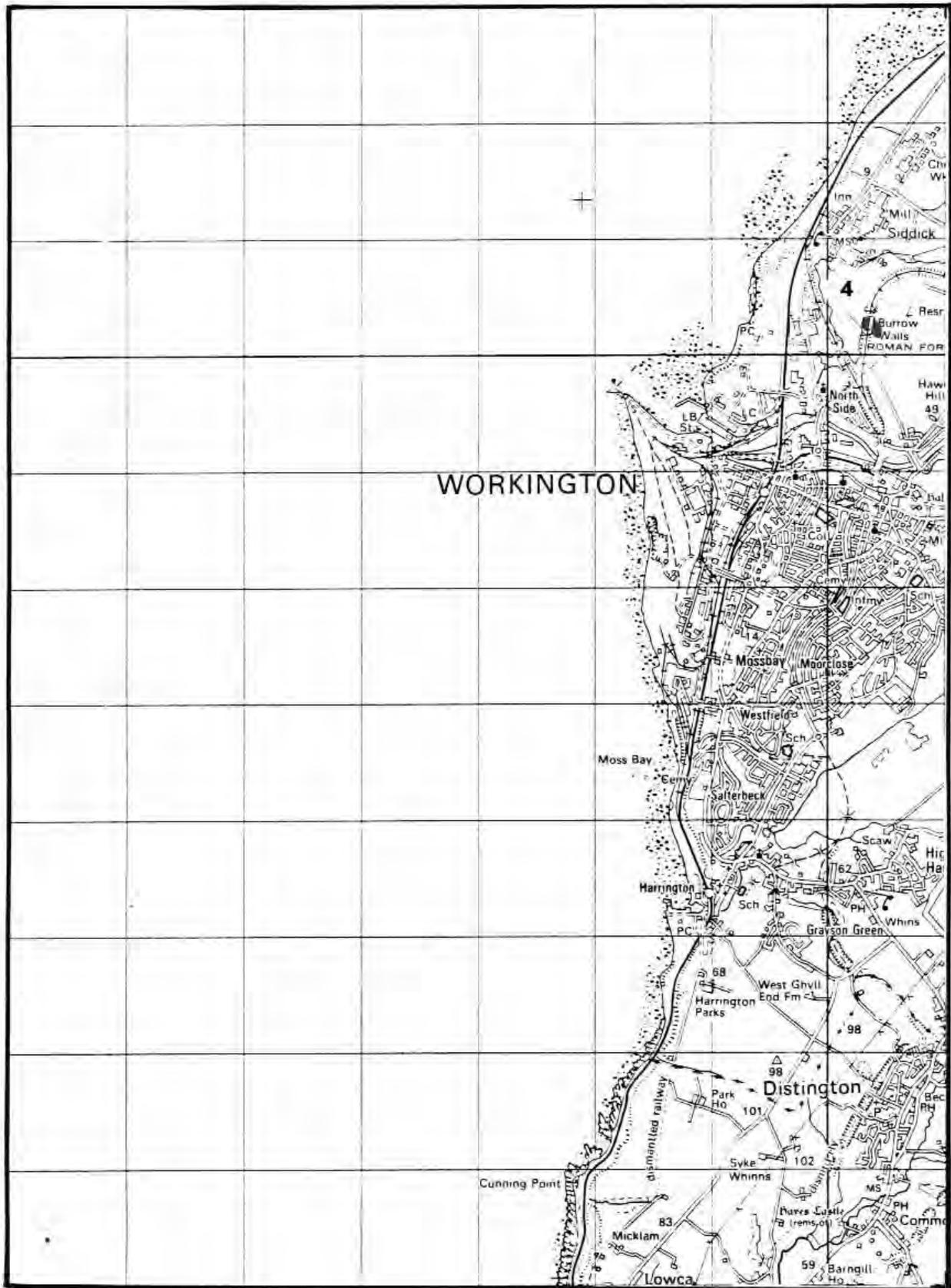
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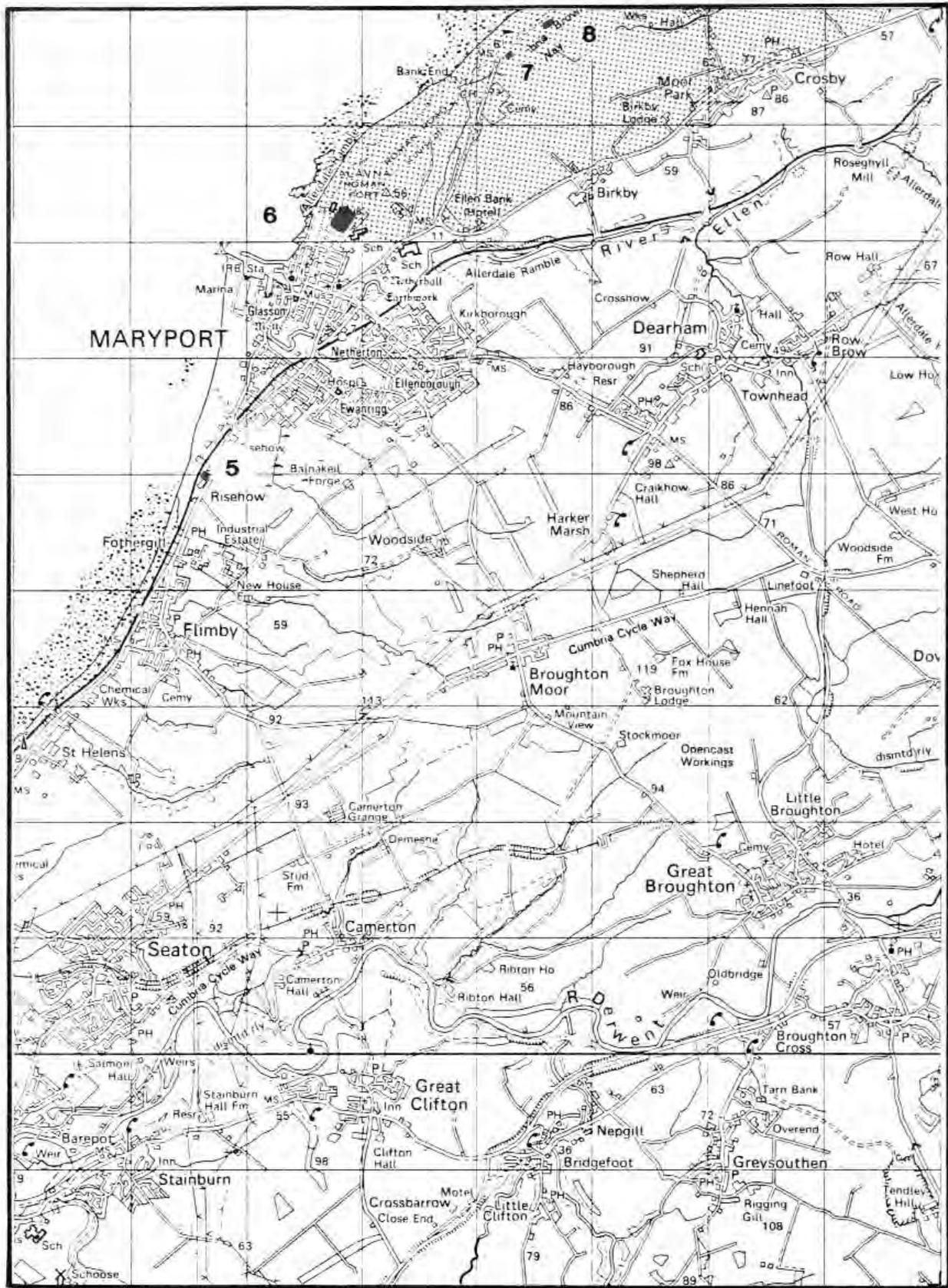


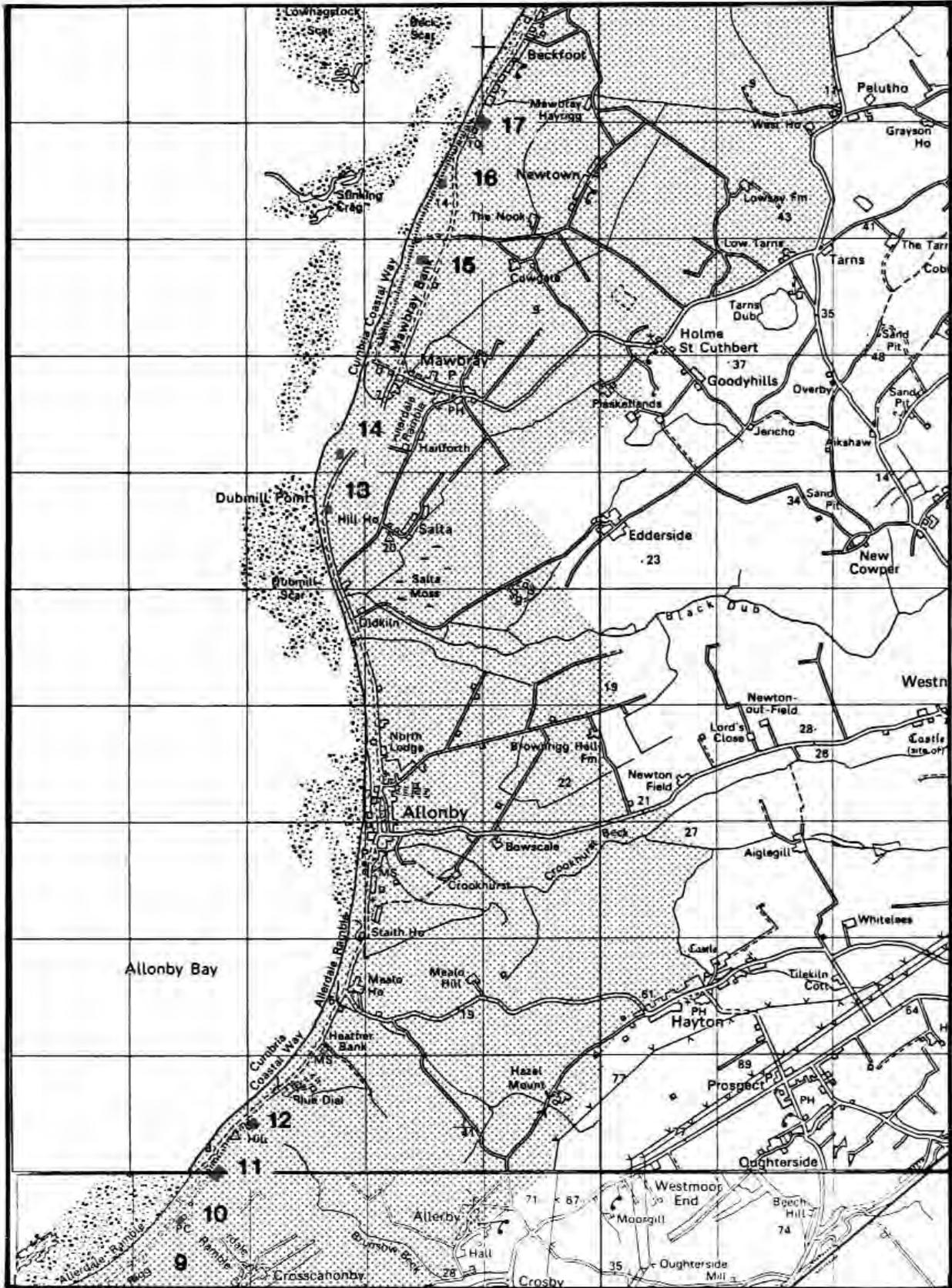
Miles

Note: The maps within the Management Plan cannot be definitive at this scale. Definitive maps of scheduled areas are held at County Sites and Monuments Records.

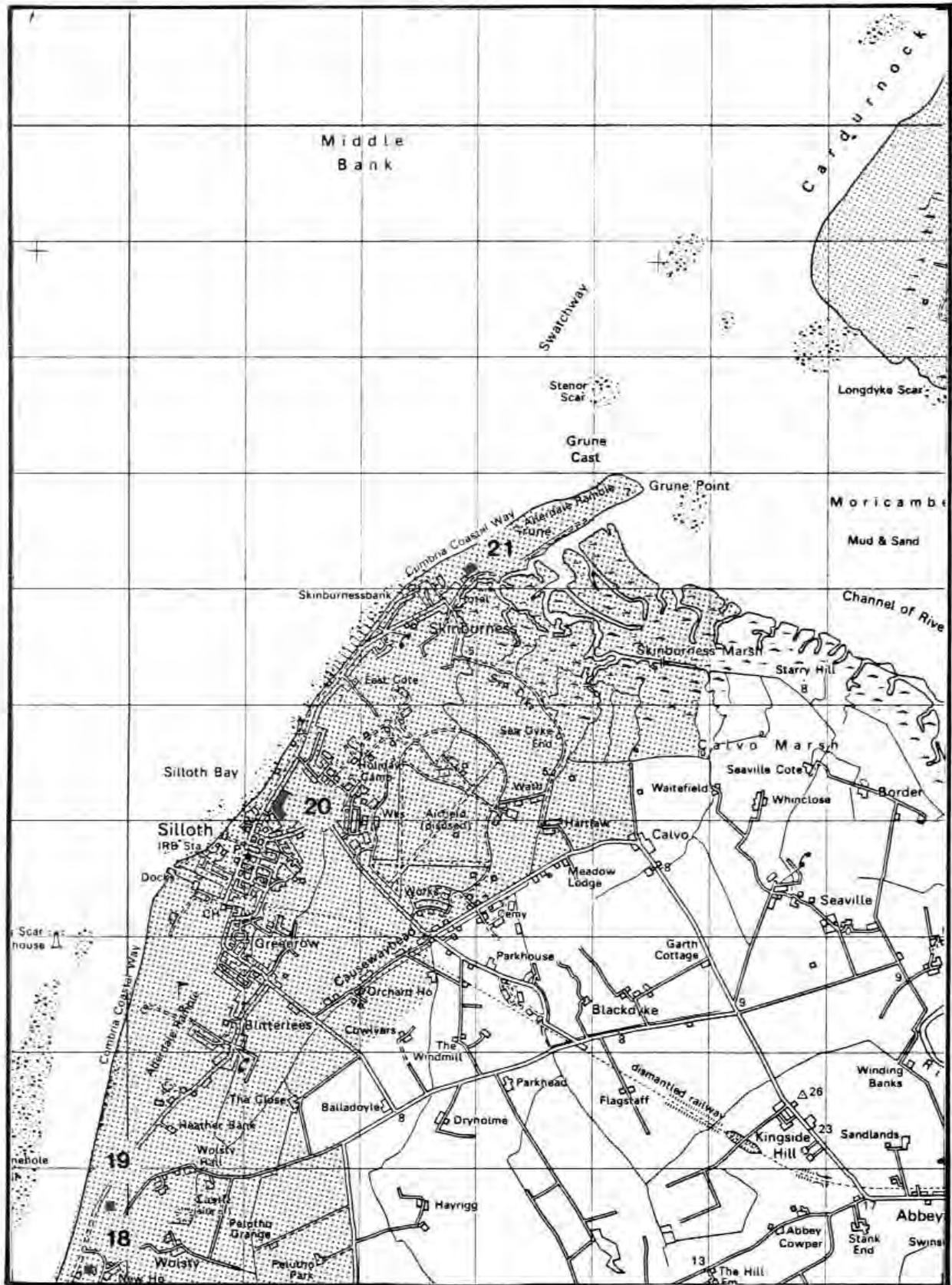


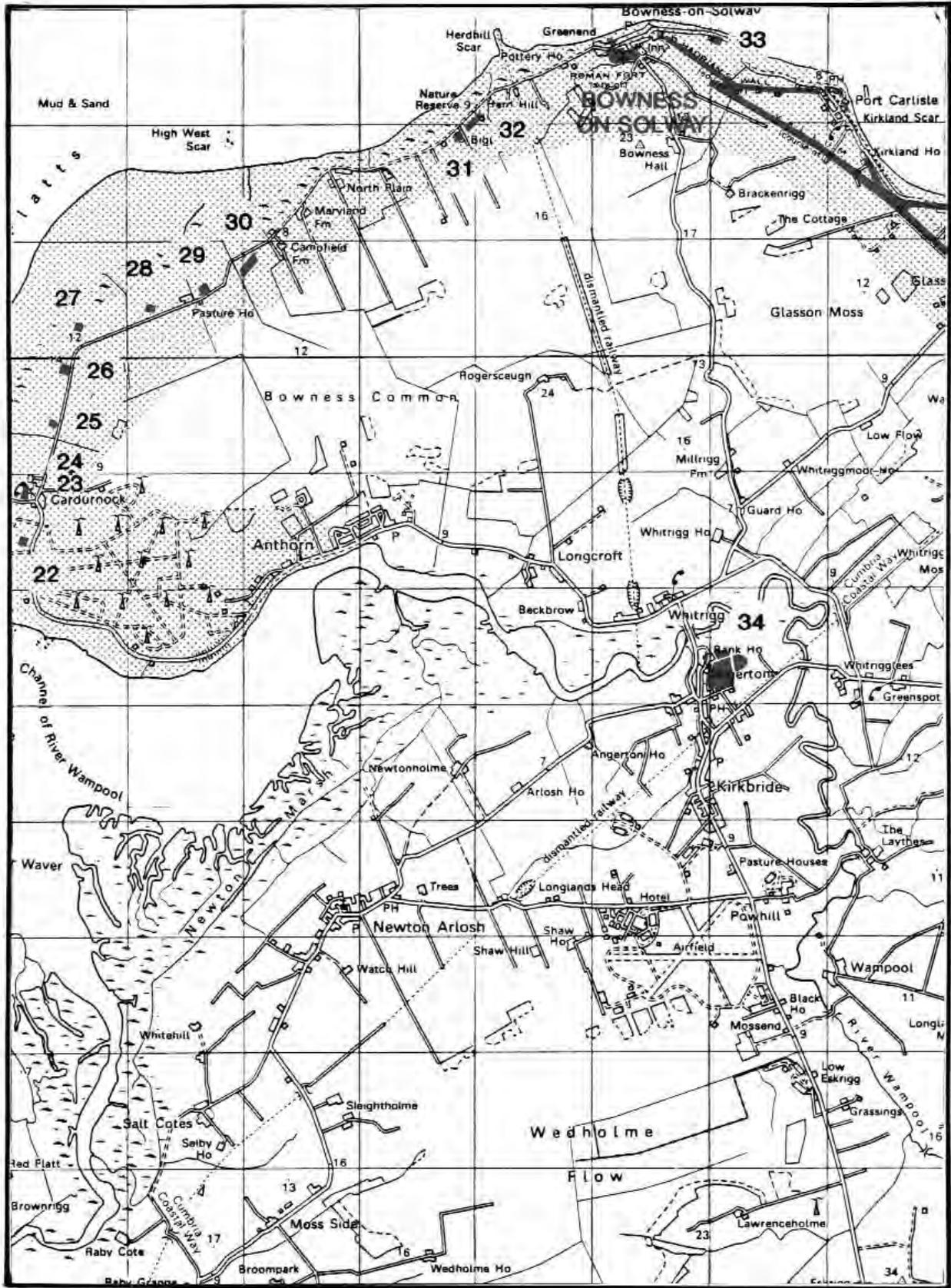


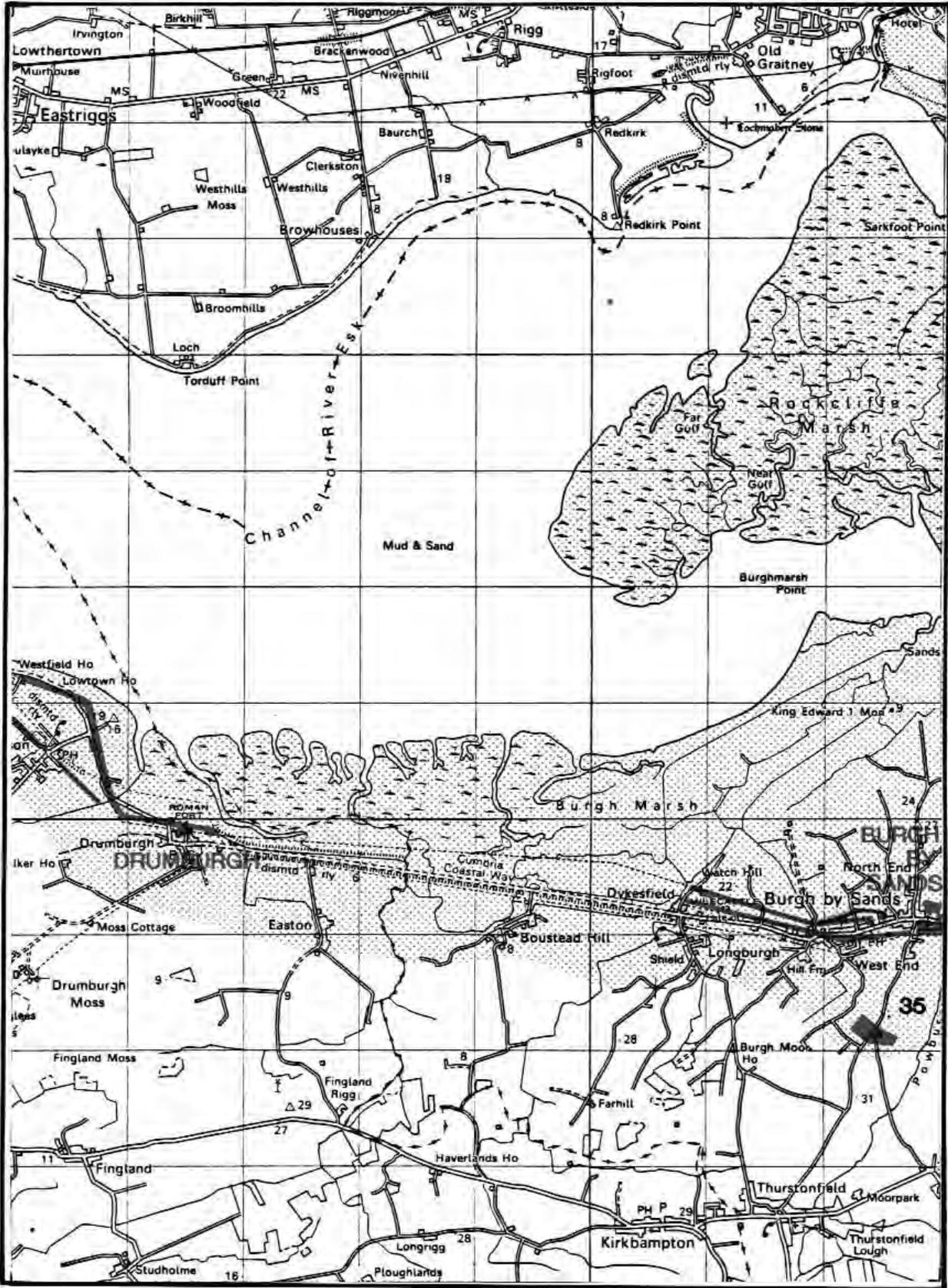




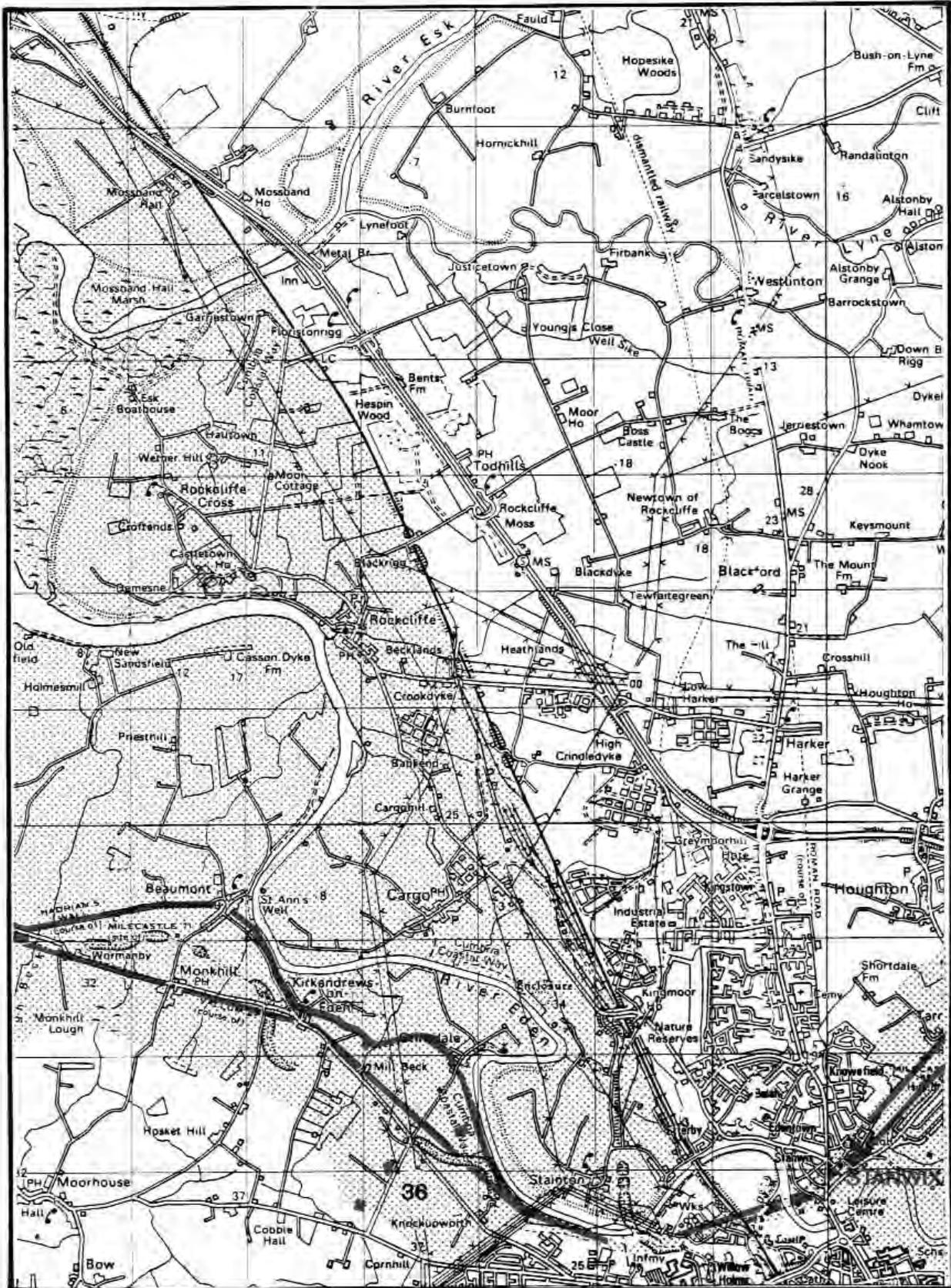
Map 4

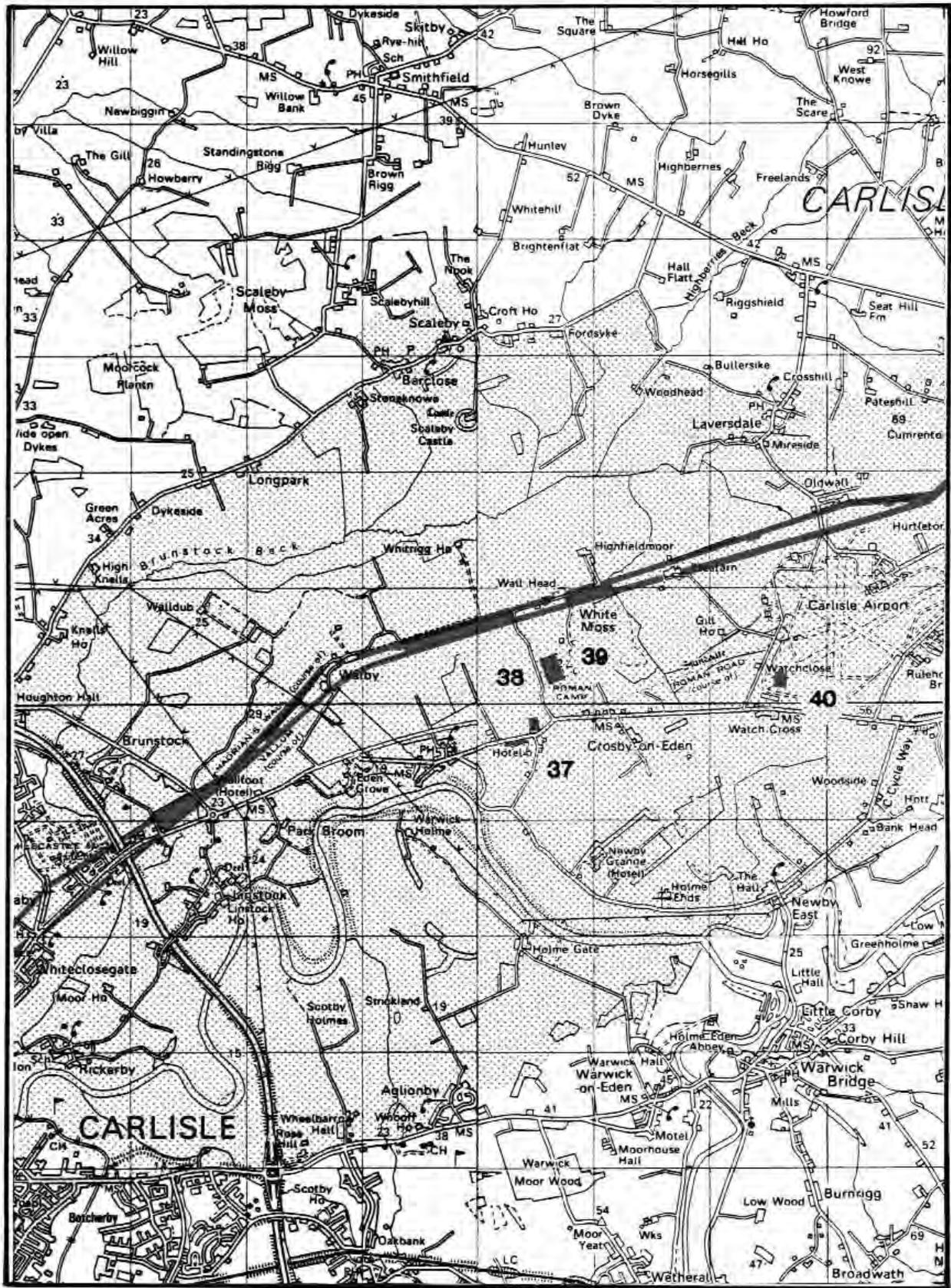


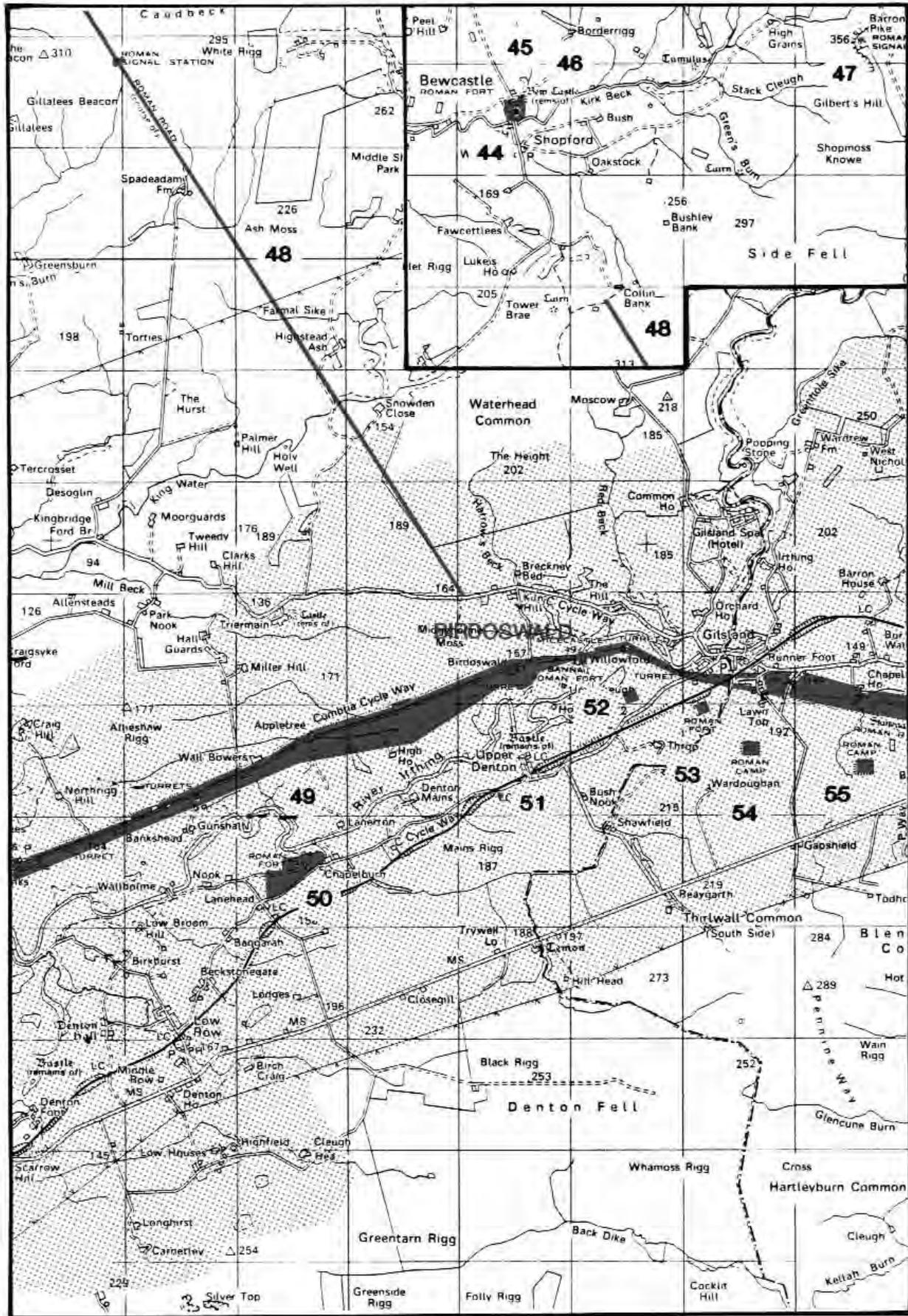




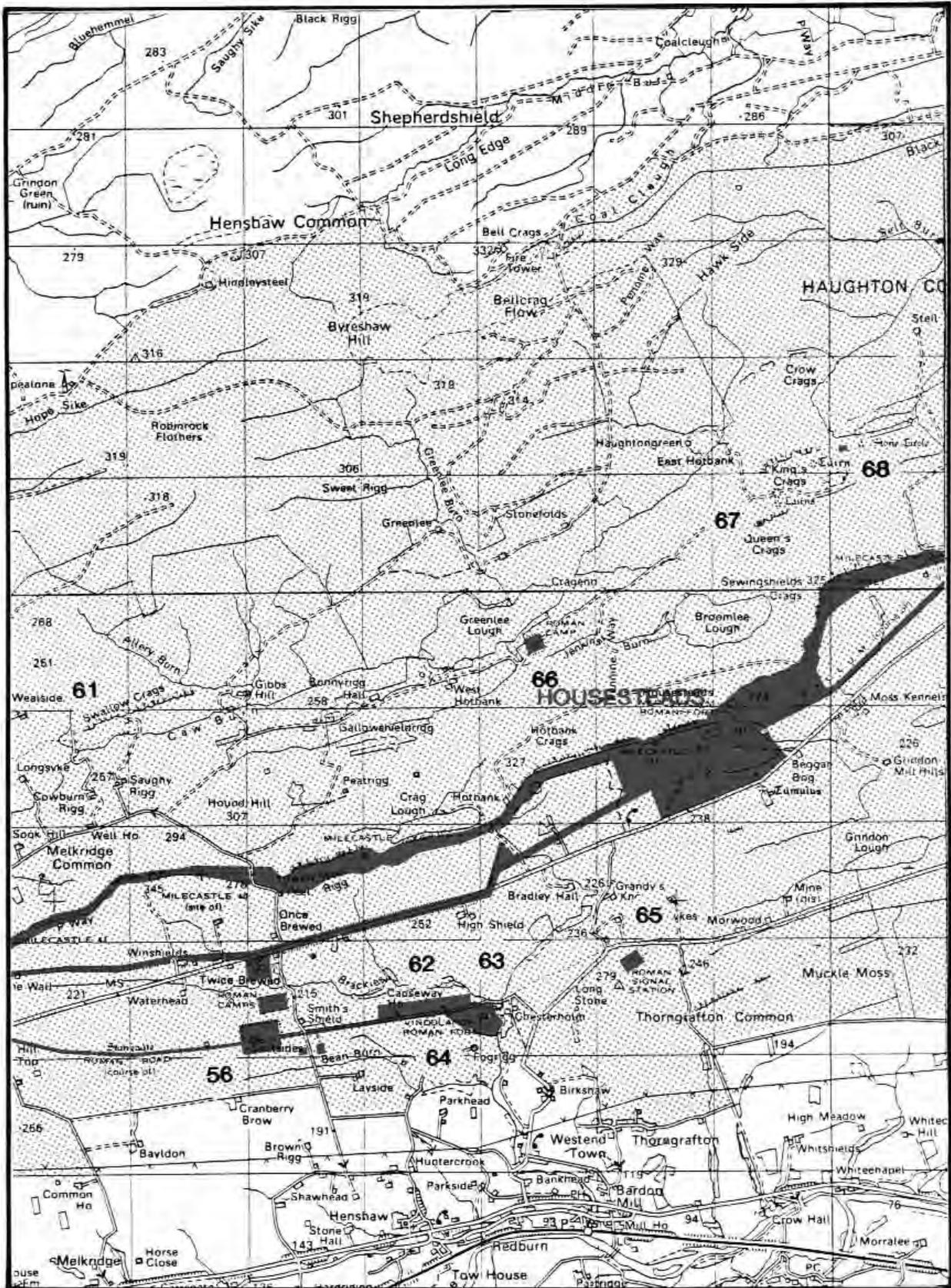
Map 7

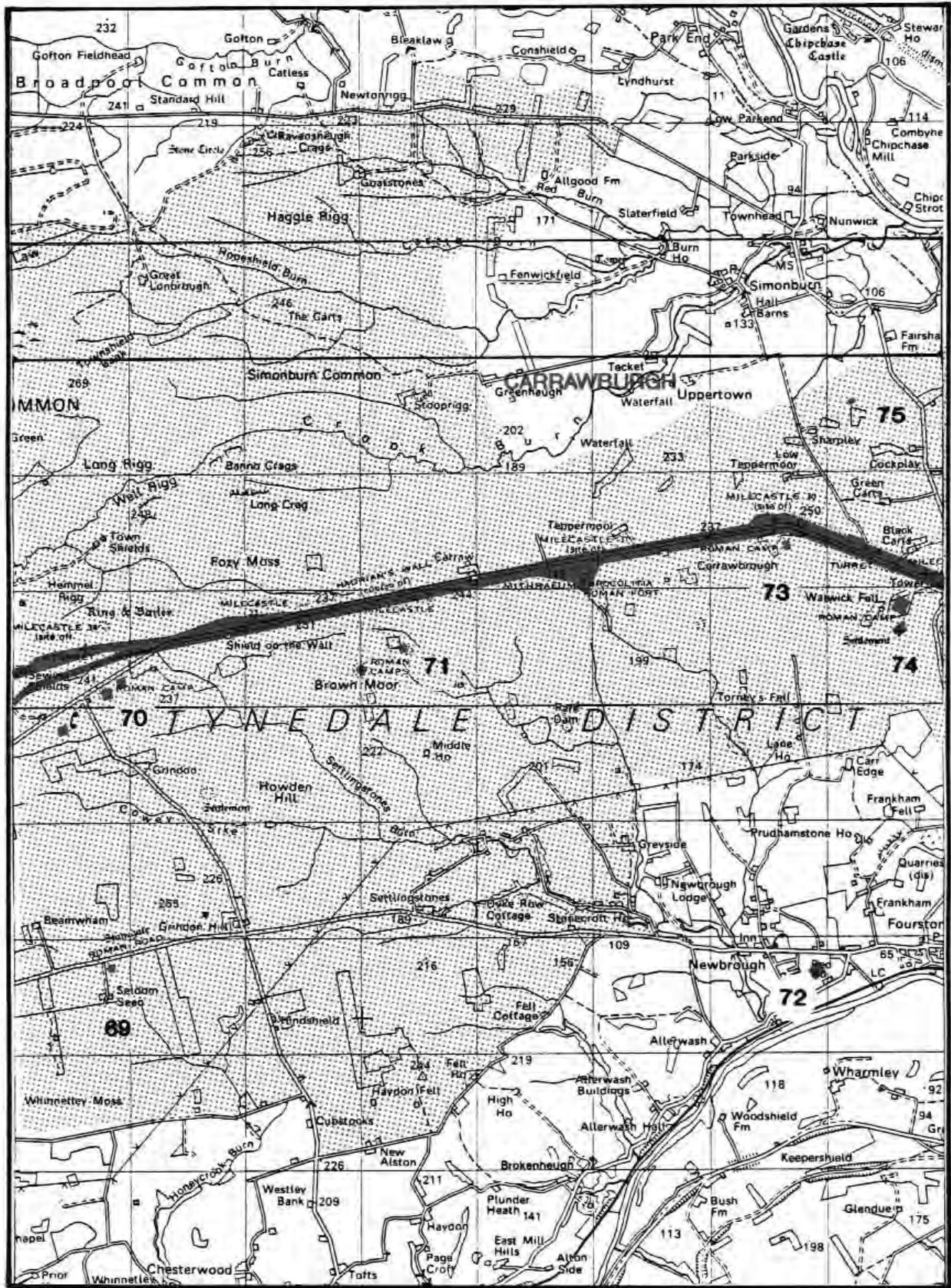


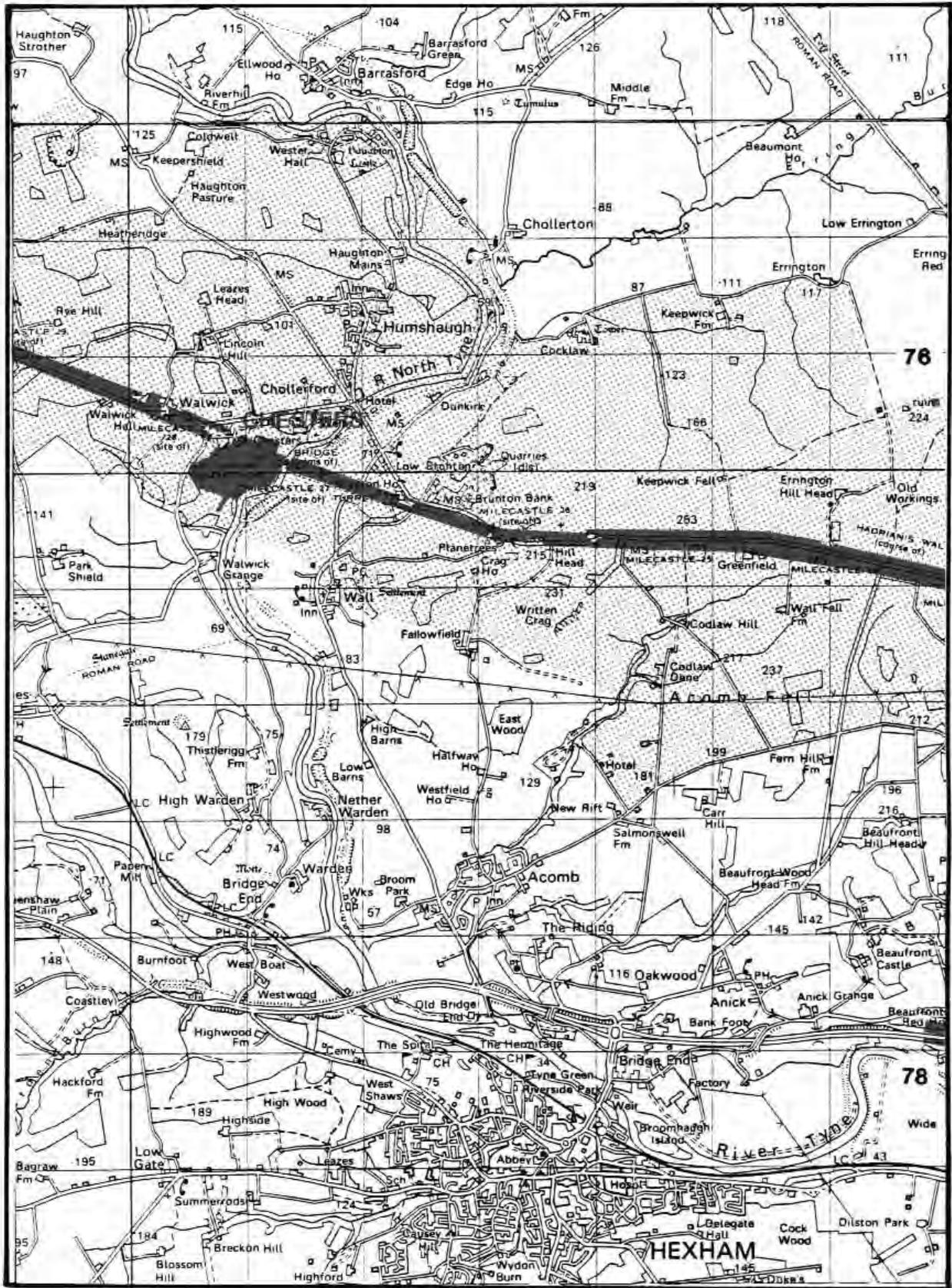


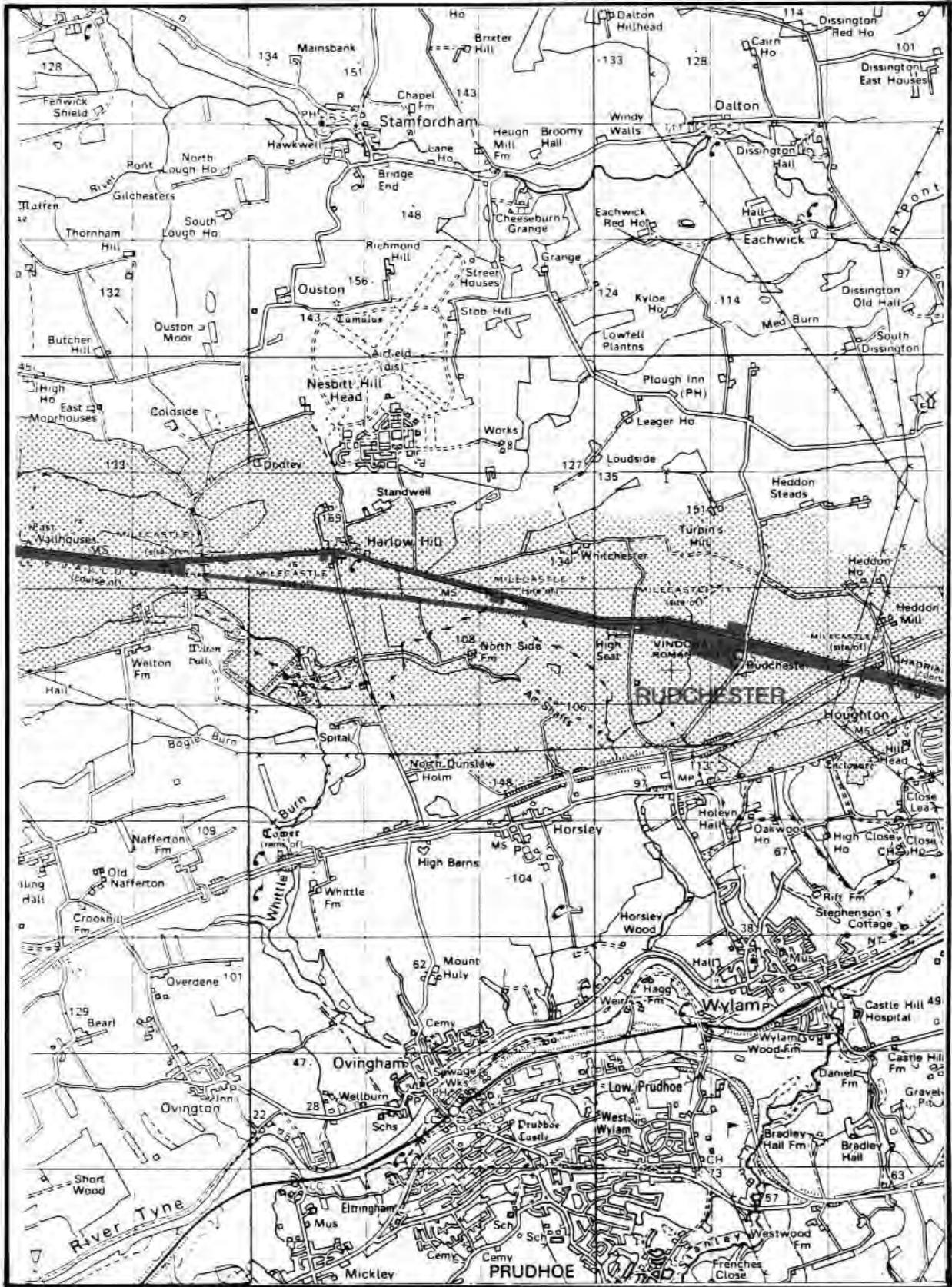


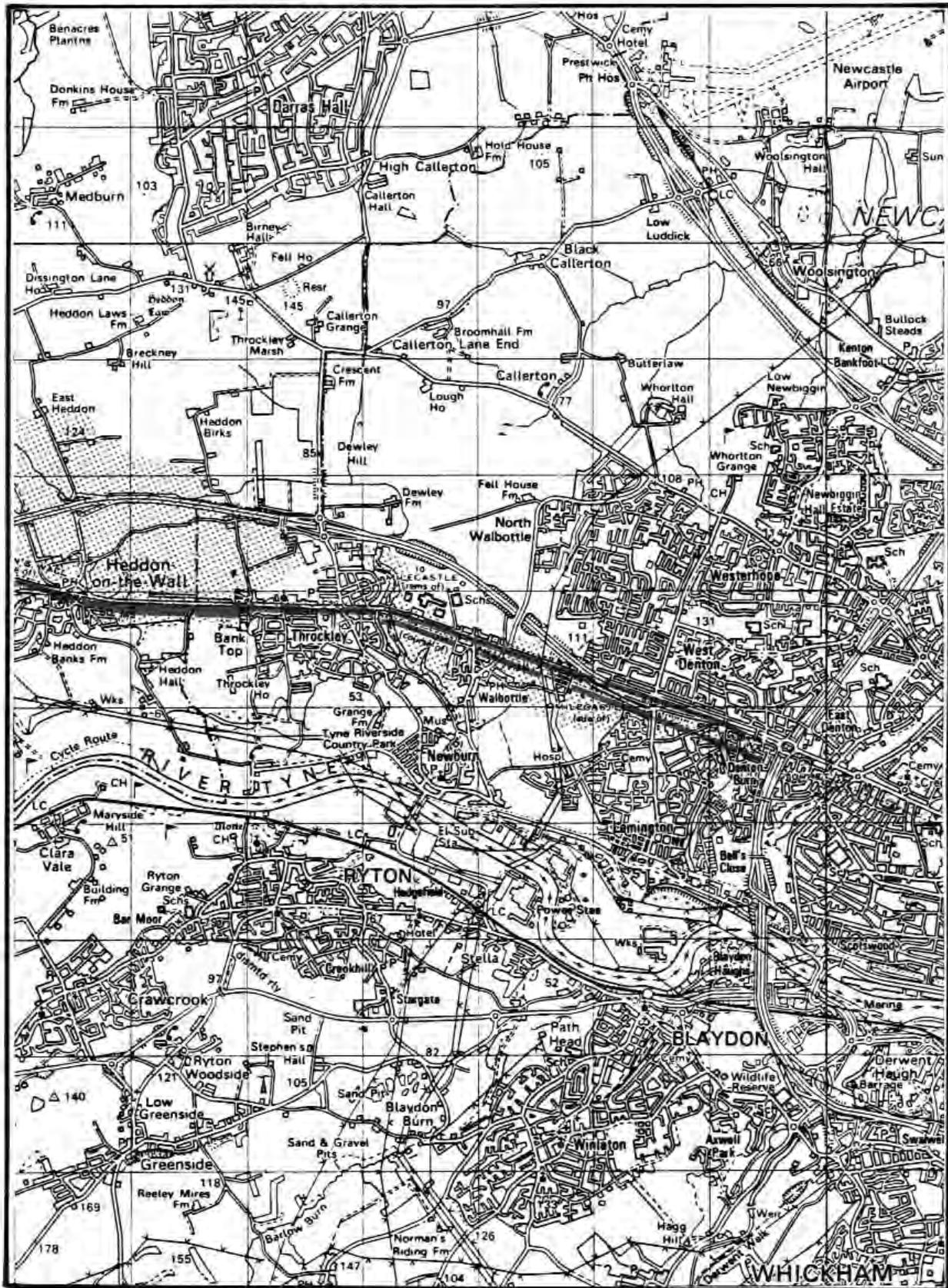
Map 11















ANNEX A**PLANNING POLICY GUIDANCE NOTE
15 : REFERENCES TO WORLD
HERITAGE SITES****World Heritage Sites**

- 2.22 Details of World Heritage Sites in England are given in paragraph 6.35. No additional statutory controls follow from the inclusion of a site in the World Heritage list. Inclusion does, however, highlight the outstanding international importance of the site as a key material consideration to be taken into account by local planning authorities in determining planning and listed building consent applications, and by the Secretary of State in determining cases on appeal or following call-in.
- 2.23 Each local authority concerned, taking account of World Heritage Site designation and other relevant statutory designations, should formulate specific planning policies for protecting these sites and include these policies in their development plans. Policies should reflect the fact that all these sites have been designated for their outstanding universal value, and they should place great weight on the need to protect them for the benefit of future generations as well as our own. Development proposals affecting these sites or their setting may be compatible with this objective, but should always be carefully scrutinised for their likely effect on the site or its setting in the longer term. Significant development proposals affecting World Heritage Sites will generally require formal environmental assessment, to ensure that their immediate impact and their implications for the longer term are fully evaluated. (See paragraph 2.13 above).
- 6.35 The World Heritage Convention (adopted by UNESCO in 1972) was ratified by the United Kingdom in 1984. The Convention provides for the identification, protection, conservation and presentation of cultural and natural sites of outstanding universal value, and requires a World Heritage List to be established under the management of an inter-governmental World Heritage Committee, which is advised by the International Council on Monuments and Sites (ICOMOS) and the World Conservation Union (IUCN). Individual governments are responsible for the nomination of sites, and for ensuring the protection of sites which are inscribed in the List. There are, at present, ten World Heritage Sites in England:
- Durham Cathedral and Castle
 - Fountains Abbey, St Mary's Church and Studley Royal Park
 - Ironbridge Gorge
 - Stonehenge, Avebury and associated sites
 - Blenheim Palace and Park
 - Palace of Westminster and Westminster Abbey
 - City of Bath
 - Hadrian's Wall Military Zone
 - The Tower of London
 - Canterbury Cathedral (with St Augustine's Abbey and St Martin's Church)
- 6.36 Full details of the operation of the World Heritage Convention, including the selection criteria for cultural and natural sites, are contained in the Operational Guidelines for the Implementation of the World Heritage Commission.

6.37 The significance of World Heritage designation for local authorities exercise of planning controls is set out in section 2. (Paragraphs 2.21 - 2.23). Local planning authorities are also encouraged to work with owners and managers of World Heritage Sites in their areas, and with other agencies, to ensure that comprehensive management plans are in place. These plans should:

- appraise the significance and condition of the site;
- ensure the physical conservation of the site to the highest standards;
- protect the site and its setting from damaging development;
- provide clear policies for tourism as it may affect the site.

ICOMOS can provide advice and assistance in carrying forward this work.

ANNEX B

**SCHEDULED ANCIENT MONUMENTS WHICH ARE DETACHED PORTIONS OF THE
WORLD HERITAGE SITE AND ITS SETTING**

MONUMENT

- 1 Ravenglass Roman Fort
- 2 Ravenglass Bath House
- 3 Fort Moresby
- 4 Burrow Walls Roman Fort
- 5 Milefortlet 26 (Risehow)
- 6 Maryport Roman Fort
- 7 Tower 22a
- 8 Milefortlet 22 (Brown Rigg)
- 9 Tower 21b
- 10 Tower 21a (Salt pans)
- 11 Milefortlet 21 (Swarthy Hill)
- 12 Tower 20b
- 13 Milefortlet 17 (Dubmill Point)
- 14 Tower 16b (Mawbray)
- 15 Tower 15a (Mawbray)
- 16 Milefortlet 15 (Roman Fortlet SSW of Beckfoot)
- 17 Beckfoot Roman Fort
- 18 Tower 13b (Wolsty Bank)
- 19 Tower 13a (Wolsty Bank)
- 20 Roman Coastal system at Silloth
- 21 Milefortlet 9 (Skinburness)
- 22 Milefortlet 5 (Cardurnock)
- 23/24 Tower 4b (Cardurnock) and Coastal system west of Cardurnock
- 25 Tower 4a (Cardurnock)
- 26 Milefortlet 4 (Herd Hill)
- 27 Tower 3b (Herd Hill)
- 28 Tower 3a (Pasture House)
- 29 Milefortlet 3 (Pasture House)
- 30 Tower 2b & Coastal System
- 31 Milefortlet 1 (Biglands)
- 32 Biglands, Coastal System
- 33 SM 26036 Knockcross Camp
- 34 Kirkbride Roman Fort
- 35 Fort South of Burgh by Sands (Burgh 1)
- 36 Nowtler Hill Camps
- 37 Stanegate at Crosby Lodge
- 38 High Crosby Fort
- 39 Mosside Temporary Camp
- 40 Watch Close Camp
- 41 Brampton Old Church Roman Fort
- 42 Written Rock of Gelt
- 43 Boothby Roman Fort
- 44 Bewcastle Cross
- 45 Bewcastle Roman Fort
- 46 Bew Castle, Bewcastle

- 47 Barrons Pike Signal Station
- 48 Gillalees Beacon and the Maiden Way Road
- 49 Inscriptions in Coombe Crag Quarry
- 50 Nether Denton Fort
- 51 Mains Rigg
- 52 Willowford Camp
- 53 Throp
- 54 Crooks Roman Camp
- 55 Chapel Rigg
- 56 Stanegate and Roman Camps at Haltwhistle Common (includes Nt 32b milestone)
- 57 Fourlaws Cemetary
- 58 Chesters Pike Roman Temporary Camp
- 59 Chesters Pike
- 60 Cawfields Camp
- 61 Great Chesters Aqueduct
- 62 Roman Cemetery at Causeway House
- 63 Mound N of Codley Gate
- 64 Vindolanda Roman Fort and Civil Settlement
- 65 Camp at Barcombe
- 66 Greenlee Lough
- 67 Kings Crag Gate Quarry Inscription
- 68 Romano British Farmstead 1km NW of Grottington Farm
- 69 Roman Camp NE of Sandyford Farm
- 70 Grindon and Coesike E and W (3 camps)
- 71 Browndyke and Brown Moor (2 camps)
- 72 Red House Roman Camp
- 73 Limestone Corner
- 74 Walwick Fell camp and Settlement
- 75 Romano British farmstead 400m NE of Sharpley
- 76 Romano British farmstead 1km NW of Grottingham Farm
- 77 Romano British farmstead 750m NW of Griottingham Farm
- 78 Corbridge