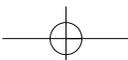
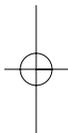
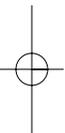


MANAGEMENT PLAN 2002-2007



HADRIAN'S WALL

 WORLD HERITAGE SITE



HADRIAN'S WALL WORLD HERITAGE SITE MANAGEMENT PLAN 2002-2007

Produced and published by English Heritage on behalf of
Hadrian's Wall World Heritage Site Management Plan Committee

Written by Paul Austen and Dr Christopher Young

Copyright on all photographs and illustrations remain with those organisations and individuals
who have permitted their use.

Copies of this publication and/or a Summary version are available from:

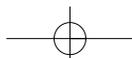
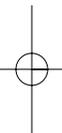
Hadrian's Wall Co-ordination Unit
Abbeygate House
Market Street, Hexham
Northumberland NE46 3LX

Telephone: 01434 605088

Fax: 01434 604680

email: karen.parker@english-heritage.org.uk
www.hadrians-wall.org

Designed and printed by SPD Limited, Gateshead



Contents

	Page
<i>Figures Index</i>	
<i>Preface by the Rt Hon Tessa Jowell MP</i>	
<i>Foreword by Sir Neil Cossons, Chairman of English Heritage</i>	
<i>Part One: Description and Significance of the Site</i>	
1.1 <i>The Need for a Management Plan</i>	1
1.2 <i>Site Description</i>	2
1.2.1 <i>Introduction</i>	2
1.2.2 <i>Geology & topography</i>	2
1.2.3 <i>Archaeological Information</i>	3
1.2.3.1 <i>Native pre-Roman</i>	4
1.2.3.2 <i>Arrival of the Romans in the North</i>	4
1.2.3.3 <i>Stanegate and its forts</i>	4
1.2.3.4 <i>Hadrian's Wall and Bridges</i>	5
1.2.3.5 <i>Wall Ditch and Counterscarp Mound</i>	6
1.2.3.6 <i>Milecastles</i>	6
1.2.3.7 <i>Turrets</i>	6
1.2.3.8 <i>Cumberland Coastal system</i>	7
1.2.3.9 <i>Forts added to the Wall</i>	7
1.2.3.10 <i>Outpost Forts</i>	8
1.2.3.11 <i>Vallum</i>	8
1.2.3.12 <i>Civil Settlements and Cemeteries</i>	9
1.2.3.13 <i>Late Hadrianic modifications</i>	9
1.2.3.14 <i>Military Way, reduction in turrets and conversion of Turf Wall</i>	10
1.2.3.15 <i>Additional forts</i>	10
1.2.3.16 <i>Finds and Collections</i>	10
1.2.4 <i>Development of the Landscape</i>	12
1.2.5 <i>The Landscape Today</i>	15
1.2.6 <i>The Survival of the Resource</i>	17
1.3 <i>Interests in the World Heritage Site</i>	20
1.3.1 <i>Government</i>	20
1.3.2 <i>Local Government</i>	22
1.3.3 <i>Ownership Pattern and Management Roles</i>	24
1.3.4 <i>Cultural and Academic Interests</i>	25

	Page
1.3.5 <i>Economic and Recreational Interests</i>	26
1.3.5.1 <i>Agriculture and Forestry</i>	26
1.3.5.2 <i>Tourism</i>	27
1.3.5.3 <i>Other recreational use</i>	27
1.3.6 <i>Local Communities</i>	28
1.4 <i>Statement of Significance and World Heritage Criteria</i>	28
1.4.1 <i>Statement of Significance</i>	28
1.4.2 <i>Material and workmanship, design and setting</i>	29
1.4.3 <i>Natural Values</i>	30
1.4.4 <i>Cultural values associated with the Hadrian's Wall Military Zone</i>	31
1.4.4.1 <i>Identity value</i>	31
1.4.4.2 <i>Technical value</i>	31
1.4.5 <i>Contemporary Values</i>	31
1.4.5.1 <i>Economic value</i>	31
1.4.5.2 <i>Recreational and educational value</i>	31
1.4.5.3 <i>Social and political value</i>	31
1.4.6 <i>World Heritage Values</i>	32

Part Two: Evaluation of the 1996 Hadrian's Wall World Heritage Site Management Plan and Identification of Key Management Issues

2.1 <i>1996 Hadrian's Wall World Heritage Site Management Plan: Assessment of Achievement of Objectives, 1996 - 2001</i>	33
2.1.1 <i>1996 - 2001 Objectives (see 1996 Plan, Section 4.4, pp 16 - 17)</i>	33
2.1.2 <i>Conclusions</i>	42
2.2 <i>Identification and Assessment of Key Management Issues</i>	43
2.2.1 <i>Introduction and General Issues</i>	43
2.2.2 <i>The Wider Policy Context</i>	43
2.3 <i>Protecting the World Heritage Site</i>	43
2.3.1 <i>Issue 1: The boundaries of the World Heritage Site and its Setting</i>	43
2.3.2 <i>Issue 2: the legislative and regulatory basis of protection of the WHS</i>	45
2.3.3 <i>Issue 3: the need for Risk Preparedness</i>	46
2.4 <i>Conserving the World Heritage Site</i>	47
2.4.1 <i>A Strategic Framework for Conservation in the WHS</i>	48
Issue 4: the conservation of the special landscape character of the WHS and its Setting, while managing the processes of change	48
2.4.2 <i>Landscape Setting</i>	
Issue 5: the conservation of individual elements of archaeological, historical or natural environmental value within the WHS	50

2.4.3	<i>The Treatment of Standing Masonry</i>	50
2.4.4	<i>Archaeological Earthworks</i>	51
2.4.5	<i>Archaeological Sites under arable cultivation</i>	52
2.4.6	<i>Natural Habitats</i>	53
2.5	<i>Using and Enjoying the World Heritage Site</i>	54
	Issue 6: The contribution which the WHS and its Setting can make to the local economy	54
2.5.1	<i>Tourism</i>	54
2.5.2	<i>Agriculture</i>	57
2.5.3	Issue 7: Links between the WHS and the local communities around it	59
	Issue 8: improvement of sustainable access to the WHS and its Setting	60
2.5.4	<i>Transport</i>	60
2.5.5	<i>Access</i>	61
	Issue 9: The provision of high quality visitor facilities within the WHS	62
2.5.6	<i>Visitor Facilities within the WHS</i>	62
2.5.7	<i>Interpretation</i>	63
2.5.8	<i>Reconstruction</i>	65
	Issue 10: the role of museums within the WHS within their diverse range of ownership and management	66
2.5.9	<i>Museums and Intellectual Access</i>	66
	Issue 11: the improvement of the educational use of the WHS	68
2.5.10	<i>Formal Education</i>	68
	<i>The value of heritage to education</i>	68
	<i>The value of education to heritage</i>	68
	<i>The present state of educational provision along Hadrian's Wall</i>	69
2.6	<i>Managing the World Heritage Site</i>	69
	Issue 12: Implementation and Review of the Management Plan	69
2.6.1	<i>Implementation and co-ordination</i>	70
2.6.2	<i>Funding</i>	71
2.6.3	<i>Monitoring and Performance Measures</i>	71
	Issue 13: the need for adequate and improved information and understanding of the history, development and present use of the WHS	73
2.6.4	<i>Research and Understanding</i>	73
	 Part Three: Management Objectives	 77
3.1	<i>Introduction</i>	77
3.2	<i>The Vision</i>	77

3.3	<i>Aims for management of the World Heritage Site during the next thirty years, 2001–2031</i>	77
3.4	<i>Medium Term Objectives 2002–2007</i>	78

Part Four: Implementing the Plan 85

4.1	<i>Introduction</i>	85
4.2	<i>Overseeing the Plan</i>	85
4.3	<i>Co-ordinating the Plan</i>	86
4.4	<i>Implementing the Plan</i>	88

Bibliography 89

Part Five: Maps 1 to 12

Appendices

Available on request from the Hadrian's Wall Co-ordination Unit or from the following websites:
www.english-heritage.org.uk and www.hadrians-wall.org

1. Geology and Landscape Features of the Hadrian's Wall Corridor
(B Young, British Geological Survey, Technical Report No. WA/00/48C)
2. Nature Conservation Interests
3. Summary of Legislation for Protection of Natural Heritage
4. Current position on Local Plan Policies
5. Hadrian's Wall Visitor Surveys 2001
(Val Wooff, Research Services, Northumbria Tourist Board)

Figures Index

Copyright: English Heritage 2002. All rights reserved.

The Hadrian's Wall World Heritage Site Committee thanks all those people and organisations who have provided photographs and drawings for this publication.

Front Cover : Hadrian's Wall Co-ordination Unit

Figure Numbers	Description	Copyright
1	The Whin Sill	Hadrian's Wall Co-ordination Unit
2	Walwick Fell, native settlement	English Heritage
3	Walltown Crags	Hadrian's Wall Co-ordination Unit
4	Chesters Bridge reconstruction drawing	English Heritage
5	Milecastle 39	Paul Darnell
6	Willowford East Turret	Hadrian's Wall Co-ordination Unit
7	Birdoswald Roman Fort	English Heritage
8	Outpost fort at Bewcastle	David Woolliscroft
9	Vallum near Limestone Corner	Hadrian's Wall Co-ordination Unit
10	Banks Turret 52a	Hadrian's Wall Co-ordination Unit
11	Centurial Stone	Tyne and Wear Museums
12	Corbridge Lanx	Museum of Antiquities
13	Irwin Coates drawings	English Heritage/Ackworth School
14	Burgh-by-Sands Church, built from stones from the Roman Fort	Hadrian's Wall Co-ordination Unit
15	Shielings on Mons Fabricius	Hadrian's Wall Co-ordination Unit
16	Thirlwall Castle	Hadrian's Wall Co-ordination Unit
17	Walltown Quarry	Hadrian's Wall Co-ordination Unit
18	South Shields Excavation in 1875	Tyne & Wear Museums
19	Ship building cranes at Segedunum, Wallsend	Hadrian's Wall Co-ordination Unit
20	Line of Hadrian's Wall east of Walton	Hadrian's Wall Co-ordination Unit
21	Solway Coast at Bowness	Hadrian's Wall Co-ordination Unit
22	Hadrian's Wall near Buddle Street, Wallsend	Hadrian's Wall Co-ordination Unit
23	Clayton Wall	Hadrian's Wall Co-ordination Unit
24	Corbridge Roman Fort aerial photograph	English Heritage
25	Maryport aerial photograph	English Heritage
26	Segedunum Fort (Coates 1879)	English Heritage/Ackworth School
27	Benwell Temple (Coates 1879) and 1999	English Heritage/Ackworth School
28	1999 Hadrian's Wall Pilgrimage at Poltross Burn	Hadrian's Wall Co-ordination Unit
29	Re-enactment event by RAF in March 2002	Paul Darnell
30	Housesteads from the Knag Burn (Coates 1879)	English Heritage/Ackworth School
31	Central Sector, Nine Nicks of Thirlwall	Hadrian's Wall Co-ordination Unit
32	Cyclists on Hadrian's Wall	Northumberland National Park

Figure Numbers	Description	Copyright
33	East gate at Birdoswald Roman Fort (Coates 1877)	English Heritage/Ackworth School
34	Crag Lough	Paul Darnell
35	The River Irthing near Birdoswald is designated a Site of Special Scientific Interest (SSSI)	Hadrian's Wall Co-ordination Unit
36	Vindolanda writing tablet	The Vindolanda Trust
37	Pitching at Cuddy's Crag	Hadrian's Wall Co-ordination Unit
38	Cattle shed at Walltown Farm	Paul Darnell
39	Unconsolidated Wall and turret at Mucklebank, Walltown	Hadrian's Wall Co-ordination Unit
40	Geophysical survey at Carvoran	Timescape Archaeological Services
41	Grricola the Lion at Corbridge Roman Site	Hadrian's Wall Co-ordination Unit
42	Coir matting to protect repair of erosion, Walltown Crags	Hadrian's Wall Co-ordination Unit
43	Open Air Museum at Vindolanda	The Vindolanda Trust
44	Audio Tour at Corbridge Roman Fort	Hadrian's Wall Co-ordination Unit
45	Orientation Gateway at Southwaite Service Tourist Information Centre	Hadrian's Wall Co-ordination Unit
46	Cawfields (Coates 1877)	English Heritage/Ackworth School
47	Risingham, an outpost Fort on Dere Street	David Woolliscroft
48	Warden Hill, hill fort	Barri Jones
49	Spring lambs at Walltown Crags	Hadrian's Wall Co-ordination Unit
50	Coniferous shelter belt near Great Chesters	Paul Darnell
51	Visitor Centre and Youth Hostel at Once Brewed	Paul Darnell
52	Bew Castle	Hadrian's Wall Co-ordination Unit
53	Milecastle 17	Hadrian's Wall Co-ordination Unit
54	Damage to the vallum at Blackcarts by farm vehicles	Hadrian's Wall Co-ordination Unit
55	DFDS Ferry	DFDS Seaways
56	Tynedale District Sign, branded 'Hadrian's Wall Country'	Paul Darnell
57	Farming in the Central Sector	Paul Darnell
58	Birdoswald – carving on altar with curved dacian sword	Oxford University Press
59	Banners at Thirlwall Castle	Albert Weir, NNP
60	Hadrian's Wall Bus	Northpoint Media
61	Walkers on Hadrian's Wall	Paul Darnell
62	Orientation and interpretation panel at Banks West Turret	Hadrian's Wall Co-ordination Unit
63	Every Footstep Counts leaflet	Countryside Agency
64	Chesters Roman Fort Bath-house	Hadrian's Wall Co-ordination Unit
65	Segedunum Roman Fort Bath-house	Hadrian's Wall Co-ordination Unit
66	Re-enactment Group	Hadrian's Wall Co-ordination Unit
67	Corbridge Museum teaching and handling collection	English Heritage
68	Chesters Museum	Hadrian's Wall Co-ordination Unit
69	Segedunum Museum	Tyne & Wear Museums
70	Learning about the Romans	English Heritage
71	Cobble base for the Turf Wall at Burgh-by-Sands, discovered in 1986	Hadrian's Wall Co-ordination Unit

Preface

*by The Rt Hon Tessa Jowell MP
Secretary of State for Culture, Media and Sport*



I am delighted to present this revised Management Plan for the Hadrian's Wall World Heritage Site. It builds on the successful implementation of many of the first Plan's objectives. It also takes account of changing circumstances since the first Plan was published in 1996.

Hadrian's Wall is one of this country's most famous landmarks, recognised around the world as the northernmost formal perimeter of the Roman Empire. It is a tangible reminder of the significant impact which Roman occupation had on this country from the 1st to the 5th centuries AD. The UNESCO World Heritage Committee recognised this in 1987 when the Site, part of the second tranche of UK nominations for World Heritage status, was added to the World Heritage Site List as a Site of outstanding universal value.

The Government is accountable to UNESCO and the wider international community for the future conservation and presentation of this important site. It is a responsibility we take seriously. This new Management Plan, which has been developed in close consultation with the organisations responsible for the day to day care of the Site, and also with the local communities and others with a special interest in it, is designed to ensure that the conservation and management of Hadrian's Wall is undertaken in a sensitive and appropriate manner. The Plan highlights the key issues affecting the site both now and in the future, and outlines how these will be tackled.

I am extremely grateful to all those bodies and individuals who have worked so hard to produce this Plan, in particular English Heritage, ICOMOS (UK), and the other members of the Management Plan Committee. I feel sure that this document, like its predecessor, will prove to be an invaluable management tool to all those involved in the on-going presentation and conservation of this Site.

A handwritten signature in black ink that reads "Tessa Jowell." The signature is written in a cursive, slightly slanted style.

TESSA JOWELL MP
Secretary of State for Culture, Media and Sport

Foreword

by Sir Neil Cossons
Chairman of English Heritage



Hadrian's Wall was among the first World Heritage Sites in the United Kingdom to be inscribed in 1987 by the UNESCO World Heritage Convention.

In 1996 it became the first World Heritage Site in Britain for which a Management Plan was published. At the end of the five years of that Plan, this new Management Plan for Hadrian's Wall is again a first. It is the first World Heritage Site in this country for which a revised Plan has been written.

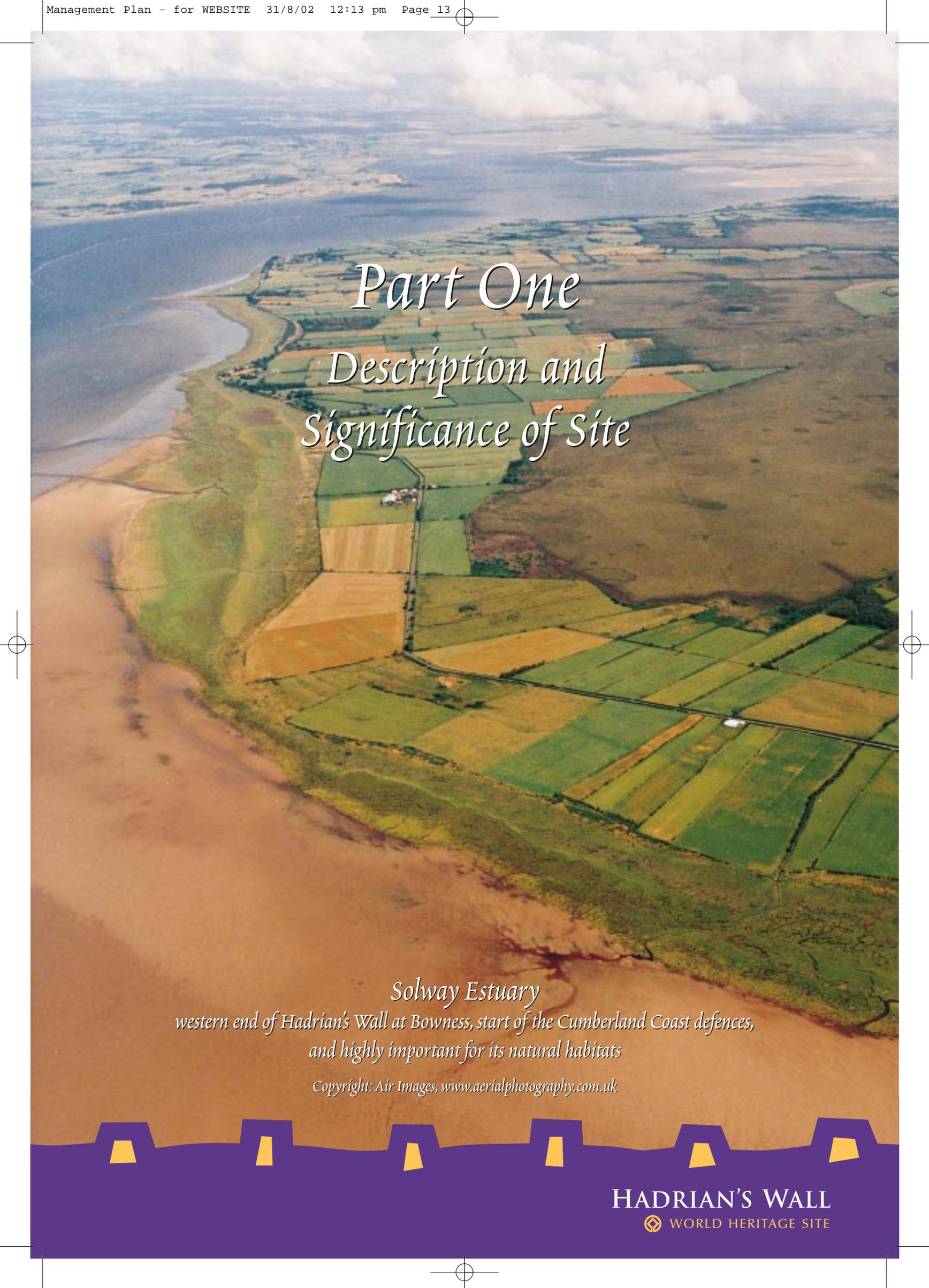
Just as Hadrian's Wall formed part of the frontier of the Roman Empire that extended through three continents, so interest in it has continued to be of an international importance for several centuries. Its fame ranks with the Roman remains of the Coliseum in Rome, the towns of Pompeii and Herculaneum and the Pont du Gard. Study of the Wall can be traced back to Camden's *Britannia* in the sixteenth century.

Today, the remains of Hadrian's Wall, lying in an outstanding landscape of national and international significance, form a world-famous visitor attraction

Our responsibility is to ensure that Hadrian's Wall and its setting are preserved and, where possible, sustainably enhanced for future generations. The Wall and its associated structures are fragile and non-renewable. Considerable progress was achieved under the 1996 Plan, but much work still remains to be done. I hope that this successor to the 1996 Plan will also be supported by the many bodies and individuals involved in Hadrian's Wall. In a site with so many stakeholders, many of the ideals of the Management Plan can only be achieved through well developed partnerships and shared visions.

English Heritage, which has taken the lead in preparing the new Plan in consultation with partner organisations, is committed to working with all our partners for the better care, enjoyment and understanding of this important and justly famous monument. The next six years will be an exciting period as we work together to implement this Plan.

SIR NEIL COSSONS
Chairman of English Heritage

An aerial photograph showing a wide, muddy estuary on the left side, with a patchwork of green and brown agricultural fields extending inland to the right. The sky is filled with soft, white clouds. The text is overlaid on the center of the image.

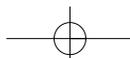
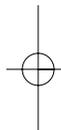
Part One

Description and Significance of Site

Solway Estuary

*western end of Hadrian's Wall at Bowness, start of the Cumberland Coast defences,
and highly important for its natural habitats*

Copyright: Air Images, www.aerialphotography.com.uk



Part One: Description and Significance of the Site

1.1 The need for a Management Plan

Management Plans provide the means for establishing an appropriate balance between the needs of conservation, access, sustainable economic development and the interests of the local community. The government has recommended that they should be prepared for all World Heritage Sites in England as a means for dealing with all the issues affecting these generally complex sites. It is important that they are developed through consultation among all those able to affect the World Heritage Site or who may be affected by policies applied to the Site. An underlying principle is that of "sustainability" which strikes a balance between maximising enjoyment and use of the WHS while still preserving the values and fabric of the Site and its Setting and ensuring that their universal significance is not impaired for future generations.

The Management Plan does not itself have a statutory status and it does not supplant the responsibilities of partner organisations or the legislative framework. Its purpose is to draw together into one document the description and significance of the Site, to identify the organisations and individuals with an interest in the Site, including the existing relevant frameworks that can be used to protect it, to identify the pressures on the values of the Site and to set out an agreed overall guiding strategy for the partner organisations, to address the issues which

are of concern through their individual remits and by working cohesively together.

The first World Heritage Site Management Plan for Hadrian's Wall was published in 1996 with a life of five years¹. The current Plan is the first revised WHS Management Plan to be produced in the UK and covers the next six years to December 2007, to relate to the periodic review cycle of the World Heritage Committee. Part of this Plan is an assessment of the progress of the 1996 Plan. There are still significant objectives set out in the 1996 Plan which have yet to be achieved, and there are new issues which have arisen since 1996. The partner organisations have agreed the policies and actions that are seen as necessary to deliver the Plan, within an agreed long term vision and objectives to preserve and enhance the Site and its Significance for future generations.

The Plan has been produced for the Hadrian's Wall World Heritage Site Management Plan Committee which represents the stakeholders in the Site and its Setting. The process began in late 1999, with an initial consultation on the perceived issues carried out in early 2000. The Plan was drafted over the following year with input from many quarters and the complete consultation draft published in June 2001, consisting of the full reference document and an illustrated 24 page Summary. A total of 48 responses were submitted. This final version accommodates the comments from these, together with the results of further discussion among particular interest groups. During the period of revising the Plan, the outbreak of Foot and Mouth Disease in 2001 struck with particular intensity over much of the World Heritage Site and

¹ *Hadrian's Wall World Heritage Site Management Plan, July 1996*, English Heritage

this has exposed and emphasised many issues that had not been previously anticipated or fully understood. The effects of the outbreak touch nearly every aspect of the management of the Site through its impact on the rural economy. A major issue that permeates the revised Plan is the challenge of recovery from Foot and Mouth Disease and the part the WHS can play in this, as well as new opportunities afforded through the recovery process.

1.2 Site description

1.2.1 Introduction

Hadrian's Wall was inscribed as a World Heritage Site (WHS) in 1987 as the most complex and best preserved of the frontiers of the Roman Empire. The Site crosses England from the area of Newcastle upon Tyne, National Grid Reference NZ 240640, Latitude 54° 59' N, Longitude 1° 35' W, to the area of Carlisle, National Grid Reference NY 400560, Latitude 54° 54' N, Longitude 2° 55' W with extensions south west into Cumbria. It includes the remains of Hadrian's Wall and its associated structures between Wallsend and Bowness-on-Solway, the fort at South Shields (Arbeia) at the mouth of the Tyne, the Stanegate forts south of the Wall, the outpost fort at Bewcastle and the defences on the Cumbrian coast as far as Ravenglass.

The Setting of the World Heritage Site is a visual envelope, agreed by the local authorities and extending between 1 and 6 km from the Site, depending on the topography. This serves as a buffer zone to give added protection particularly from development that would be detrimental to the visual amenity of the Site. It also defines an area within which landscape enhancement can be particularly targeted. The extent of the Site and its Setting is shown on Maps 1 – 12.

Although the archaeological remains themselves are the focus of the Management Plan, geology and topography underpin both the original decision to build the Wall and where it was sited, as well as its subsequent history and the development of the landscape which forms the

setting of the WHS. The geology of the Hadrian's Wall corridor is therefore summarised (1.2.2) before the description of the Roman frontier elements (1.2.3). In its turn the Roman landscape has been changed over a period of nearly two thousand years to give us what we have today, both in respect of the modification of the natural landscape and its flora and fauna and the development of the built heritage within that landscape (1.2.4). Discussion of these influences in turn lead into an assessment of the character of that landscape today (1.2.5) and the survival and potential of the archaeological resource (1.2.6) despite and sometimes on account of the past nineteen hundred years. Much of the interest and significance of the WHS lies in the interrelation of archaeology, ecology, geology and landscape, and human interaction with these.

1.2.2 Geology & topography

The form and location of Hadrian's Wall is conditioned to a large extent by the geology and topography of the country through which it passes. Its general location was determined by the presence of the Tyne Solway isthmus and its detailed route shows that its line was carefully selected to meet the needs of its builders. A fuller description of the geology and topography can be found in Appendix One².

Hadrian's Wall lies above a much older frontier zone, the Iapetus Suture, marking the collision of two continental landmasses around 420 million years ago. This zone, deep down though it is, has had a profound influence on subsequent geological activity. During Carboniferous times (c360 – 295 million years ago), the area lay beneath a wide and shallow tropical sea, giving rise to accumulations of sedimentary rocks, notably repeating cycles of limestones, sandstones, siltstones and shales. Periods of swamp growth gave rise to the Northumbrian Coal Measures.

About 295 million years ago, the area was subjected to massive intrusions of molten magma which cooled as dolerite and produced the Whin Sill which dominates the landscape of the WHS. Around this intrusion, the sedimentary rocks were metamorphosed into harder, crystalline rocks



FIG 1: *The Whin Shin*

while earth movements uplifted and tilted the rocks to form mountain chains. Subsequent erosion of these mountains built up vast deposits of sandstones and mudstones in modern Cumbria.

Glaciations dominated the area from about 2.6 million years ago to 10,000 years ago. Their effect was to mantle much of the area with glacial debris, mainly in the form of boulder clay, or till, and sand and gravel. Subsequently, peat deposits have developed locally, while alluvial muds and silts still accumulate along the major rivers and down the Cumbrian coast.

The Wall therefore passes through very different terrain in its length. Between South Shields and Chollerford, it crosses the lowlands of the North Sea coast and the lower portion of the Tyne Valley. From the coast to just west of Heddon-on-the-Wall, the Wall crosses the outcrop of the Upper Carboniferous Coal Measures. These comprise a succession of sandstones, shales, siltstones and numerous coal seams. West of Heddon, the Wall passes over an earlier but similar group of Upper Carboniferous rocks (the Stainmore Group). For much of this stretch, the solid geology is masked by superficial deposits of boulder clay or till, though there are some outcrops in Tyneside itself.

Between Chollerford and Brampton, the influence of the solid geology is much more obvious. Most spectacular is the Whin Sill, intruded here through Carboniferous rocks (Fig. 1). There is a pronounced

E–W oriented scarp and dip topography. Here the Wall follows the striking north-facing escarpment of the Whin Sill, while the accompanying earthworks follow lower ground to the south.

West of Brampton, the Wall passes from carboniferous strata to the softer sandstones, siltstones and mudstones of Permo-Triassic strata. Through most of this area, solid geology is masked by drift deposits, primarily of boulder clay or till. This gives rise to typically low relief countryside. A number of sandstone quarries used for the construction of the Wall survive.

West of Burgh-by-Sands, the Wall crosses on to the silts and clays along the margins of the Solway. Boulder clay forms the slightly higher ground used at Drumburgh and Bowness as the sites of forts. South of Bowness, the frontier works lie mainly on glacial deposits.

1.2.3 *Archaeological Information*

The WHS is centred on the frontier works constructed by the Roman army from AD 122 on the orders of the Emperor Hadrian. Hadrian visited most provinces of the Roman Empire to define stable frontiers as statements of the extent of Roman expansion, in contrast to the fluid expansion policies of his predecessors. Hadrian's Wall itself is a complex structure, which was subsequently altered and adapted from the moment of its initial conception until the fourth century. It continued to be adapted and altered after the Roman period. The

WHS also includes other Roman sites and structures which pre-date the construction of Hadrian's Wall itself. These are important evidence of the intervention of the Roman army between the years when it first reached the isthmus and the building of the Wall. The agreed Setting of the WHS also includes a wealth of both pre-Roman and post-Roman archaeological sites and landscapes relating to the cultural development of the Tyne-Solway isthmus over three thousand years, of which Hadrian's Wall was but one albeit significant episode. This wider archaeological landscape provides a context for Hadrian's Wall, important evidence for the interaction of the Romans with the existing native population which led to an element of intercultural fusion, and the lasting impact which the Roman remains have had on the subsequent history of the region.

1.2.3.1 *Native pre-Roman*

A number of excavations along the length of Hadrian's Wall have produced evidence of activity by the pre-Roman native population directly underlying Roman structures, which dramatically indicate how the Roman appropriation of land for military installations disrupted the native population of farmers. Further evidence from the Setting of the WHS comes from the surviving earthworks and crop-mark sites of native pre-Roman settlements, hill forts, burial cairns and traces of cultivation, particularly "cord rigg", an early form of cultivation on narrow ridges,

approximately 1 to 1.5m across, formed by a spade or hoe rather than a plough. A number of these site-types survive in close proximity, such as settlements and cord-rigg, to reveal areas of pre-Roman archaeological landscape into which Hadrian's Wall intruded (Fig. 2). The sum of the evidence demonstrates that the zone around Hadrian's Wall was already extensively populated before the arrival of the Romans, with a developed agricultural subsistence economy. The evidence suggests that, if anything, the emphasis in the upland areas was on mixed farming including the growing of cereals and other crops rather than solely on stock farming, as it is now .

1.2.3.2 *Arrival of the Romans in the North*

Evidence from Carlisle shows that the Romans were established in the north by AD 72-3 under the Flavian governor Cerialis, before their advance north into Scotland in the early 80's under Agricola. A second site, the supply base at Corbridge Red House, partly excavated in 1975 in advance of the A69 road, also belongs to this period.

1.2.3.3 *Stanegate and its forts*

The historical context for these sites is the Agricolan advance into Scotland which was not pursued after AD 86, and the phased withdrawal of the Romans to the Tyne-Solway isthmus over the following twenty years. Carlisle and Corbridge are two forts connected by the Stanegate road (the medieval name - its Roman name is unknown), and



FIG 2: Walwick Fell, native settlement

further forts associated with this road are known at Newbrough, Vindolanda, Haltwhistle Burn, Carvoran, Throp, Nether Denton, Boothby and Old Church Brampton. A further fort has been claimed but unconfirmed at Crosby-on-Eden. Successive forts of varying size at Vindolanda, the earliest of which is dated to the mid-80's, as well as at least multiple-phase forts at Carvoran and Nether Denton, demonstrate that the period leading up to the building of Hadrian's Wall saw several changes in garrison and strategic reappraisal. Dendrochronology has established rebuilding at both Carlisle and Vindolanda c105. Further contemporary forts are known west of Carlisle at Burgh-by-Sands I and Kirkbride.

It is possible that not all the forts on the Stanegate were added at the same time. The small forts at Haltwhistle Burn and Throp may have been additions to the line of larger forts. The Stanegate itself may post-date the earliest forts, built to connect them rather than the forts being constructed along its line. At Vindolanda, two milestones survive beside its line. A number of temporary camps on Haltwhistle Common are probably associated with the Stanegate, and the most western of these, Fell End, actually straddles the Stanegate. Signal towers, such as that at Mains Rigg east of Nether Denton, assisted Roman control of this zone. West of Nether Denton the overall course of the Stanegate is not clearly defined, and how it reached Boothby, Brampton Old Church and Carlisle is uncertain.

1.2.3.4 *Hadrian's Wall and Bridges*

Hadrian's Wall was initially garrisoned by the units in the Stanegate forts. The curtain wall itself was built in stone from the east starting on the north side of the river Tyne at Newcastle. Initially built to a gauge of 10 Roman feet, after two seasons a decision was made to reduce the width to between 6 and 8 Roman feet. In many places this narrow Wall was built on broad foundations laid the previous season. The line of the Wall in the eastern sector was surveyed to run in straight sections between high points. From Chesters to Sewingshields the Wall followed a broad crest with extensive views north over the North Tyne valley, but between Sewingshields and Walltown the line

sinuously followed the crest of the Whinsill. Through the less dramatic topography of eastern Cumbria the Wall again followed a straighter line between high points.

Nowhere does the Wall survive to full height, although at Hare Hill the core stands 3m high. The faces were constructed of coursed rubble, weakly mortared, and the core was mainly clay-bonded. It is now generally held that the top of the Wall had a walkway, and there is evidence suggesting that the parapet on the north side was crenellated. Inscribed stones, of varying degrees of sophistication, recorded completion of individual sections by the units involved including the names of centurions.

Between the river Irthing and the Solway estuary the Wall was constructed in turf, 20 Roman feet wide, with a steeper batter on the north side. One section of the Turf Wall in Burgh-by-Sands has been found to have been constructed on a raft of cobbles, whereas elsewhere the turves were stacked directly on the stripped subsoil. It is suggested that the use of turf was dictated by the absence of building stone, although at a later date the Turf Wall was rebuilt throughout in stone.

The Wall crossed three major rivers – the North Tyne at Chesters (Fig. 4), the Irthing east of Milecastle 49 and the Eden at Carlisle – on substantial bridges, initially limited to pedestrians. The major bridges were altered in the second half of the second century to accommodate vehicular



FIG 3: Walltown Crags



FIG 4: Chesters Bridge reconstruction drawing by Frank Gardiner

traffic using the Military Way and the evidence indicates they were impressive architectural statements, with columns rising above the parapets possibly carrying statues of emperors or Roman deities. The Wall also crossed a number of smaller rivers and streams although there is little evidence of how this was achieved.

1.2.3.5 Wall Ditch and Counterscarp Mound

A V-shaped ditch protected the Wall on its north side, except where the natural topography made this superfluous, as along the Whin Sill in the Central Sector and west of Carlisle where it followed the south bank of the river Eden. The dimensions of the ditch vary considerably with the topography and geology, from 7m across and 3m deep to 2m wide and 800mm deep. Where the ground fell away to the north, the north side of the ditch was built up with a carefully constructed artificial bank known as the counterscarp mound. Elsewhere the counterscarp mound takes a variety of forms whose purpose is not yet fully understood. The ditch had a dual role of providing materials for the construction of the Wall, as well as placing an additional barrier to the north of the Wall when completed. Additionally a number of Roman quarries, identified by inscribed Roman graffiti, are known close to the Wall.

1.2.3.6 Milecastles (Fig.5)

Small fortlets, approximately 25m square with characteristic rounded exterior corners, were

attached to the rear of the Wall at intervals of approximately 1 Roman mile. North and south gateways were linked by a central road flanked by one or two internal barrack buildings. Of the supposed 80 milecastles, only 58 have been firmly located and partially excavated. Only 6 have been fully excavated.

The milecastles on the Turf Wall were constructed with turf walls and timber gates and buildings. Evidence from the post holes for the gateways suggest that the north gate was more elaborate than the south and was probably surmounted by a tower. Both stone and turf and timber milecastles had an ascensus leading to the rampart walk.

The function of milecastles as first built is enigmatic, as the double gates were wide enough for vehicular traffic. However there is no clear evidence for causeways across the wall ditch opposite milecastle north gates, which would be essential if the milecastles were intended to provide controlled crossing points through the Wall. Without crossing points, the Wall as initially designed would have been virtually a closed barrier to civilian traffic, cutting across the farmland of the native population and isolating the scattered settlements north and south of the Wall. The main north-south communication routes crossed the Wall through substantial gateways, at Portgate on Dere Street and probably also at Carlisle on the road to Birrens.

1.2.3.7 Turrets (Fig.6)

Between each milecastle, two turrets, approximately 6m square, were attached to the Wall at intervals of one third of a mile. Like the milecastles, these towers were built in advance of



FIG 5: Milecastle 39



FIG 6: Willowford East Turret

the curtain wall with projecting "Broad Wall" wing walls. These wing walls, intended to meet "Broad Wall" curtain wall, are conspicuous when the adjoining curtain wall is "Narrow Wall" constructed following the decision to reduce its width.

The turrets in the Stone Wall sector east of the river Irthing were partly recessed into the curtain wall and projected to the rear of Hadrian's Wall. Access was by a doorway in the rear wall and probably also from the Wall top. Turrets in the Turf Wall sector were constructed as rectangular stone towers set wholly within the width of the Turf Wall.

The turrets probably rose above the level of the Wall parapet, although the details of their superstructure are matters of conjecture. The position of the Turf Wall turrets in relation to the later replacement Stone Wall suggests that there were side doors on the first floor giving access onto the Wall walk. Slight differences of detail in the construction of both the milecastles and turrets are generally thought to indicate the individual building methods of the legions engaged.

1.2.3.8 Cumberland Coastal system

Milecastle 80 at Bowness-on-Solway was the westernmost point of the Wall as described above, but the defences continued around the Solway coast. There was no curtain wall, but free-standing

fortlets and towers, similar in size and purpose to milecastles and turrets, were built at the same intervals. The turf and timber milefortlets were surrounded by a ditch with a causeway opposite the north and south gates. The towers were stone structures but at Tower 2b the stone tower replaced two earlier timber towers. The milefortlets and towers were linked by a metallated trackway between Bowness and the northern side of Moricambe Bay, reinforced by a system of parallel double ditches. Forts were also constructed along this coast, at Beckfoot, Maryport, Burrow Walls, Moresby and Ravenglass. The precise extent of the Cumberland Coastal system is uncertain; the milefortlets and towers have only been traced as far as Flimby, just south of Maryport, but the earliest phase at Ravenglass was a small fortlet, not dissimilar in size to the milefortlets.

1.2.3.9 Forts added to the Wall (Fig.7)

The first major change of plan during construction of the Wall was to build new forts attached to the Wall. Some replaced earlier turrets and milecastles. At the same time the curtain wall was extended eastwards for four miles, wholly as Narrow Wall, to Wallsend on the north bank of the river Tyne.

The fort decision has until recently been regarded as a single decision with the exception of later additional forts. The evidence now suggests that this was a much more complicated development,



FIG 7: Aerial photo of Birdoswald Ford.

and that certainly the Stanegate forts at Vindolanda, and Carlisle continued to be occupied during the Hadrianic period, and possibly also that at Corbridge.

The five eastern forts at Wallsend, Benwell, Rudchester, Halton Chesters and Chesters were all built in stone astride the Wall, facing north. Other new forts at Housesteads, Great Chesters, Stanwix, Drumburgh and Bowness on Solway were attached to the rear of the curtain wall and, with the exception of Drumburgh, were constructed with their long axis east-west and the fort facing east.

The new forts within the Turf Wall sector were all initially constructed in turf and timber. The Stanegate fort at Carvoran, close to the line of the Wall continued in use. It is uncertain whether the fort at Castlesteads, also detached from the Wall, was a new fort or was rebuilt on the site of an earlier fort.



FIG 8: Outpost fort at Bewcastle

Three forts are known at Burgh-by-Sands: Burgh I, 1 km south of the modern village, was probably associated with the Western Stanegate (see above). A second fort (Burgh III), also detached from the Wall at the west end of Burgh guarding Burgh Marsh, may have been constructed as part of the fort decision. The third fort (Burgh II), attached to the Wall and partly overlain by the modern village, was a later addition (see below).

On the south bank of the Tyne on a bluff

commanding the mouth of the river stood a further fort, Arbeia at South Shields. There was probably a Hadrianic fort, not yet located but hinted at by a rammed gravel parade ground. A fort was certainly here in the Antonine period and this was enlarged and converted into a supply base, initially containing 15 granaries. Further alteration increased this to 24 granaries, to supply the campaigns of the Emperor Severus into Scotland in the early third century. The initial function of this fort was most likely to guard a port at the mouth of the Tyne from which Hadrian's Wall was supplied from the east. Kirkbride may have continued to serve a similar function on the Solway coast. This emphasises the importance of sea trade in the Roman period to supplement the road network and the potential for maritime archaeological research, a little realised aspect of Hadrian's Wall studies.

1.2.3.10 Outpost Forts (Fig. 8)

In addition to the forts on the Wall, three forts were built north of the western end of the Wall at Birrens, Netherby and Bewcastle. The latter was on a newly established site, occupying a hexagonal platform, initially with a turf rampart, stone gates and a mixture of timber and stone internal buildings. It was connected to the Wall Fort of Birdoswald by a road, the Maiden Way. Because of its particularly close and exclusive relationship with Hadrian's Wall, it is included within the WHS. The other two Hadrianic outpost forts were built on the site of earlier Flavian forts and, because of their greater distance from the Wall and their dual function as outpost forts of Hadrian's Wall and hinterland forts to the Antonine Wall, are not included within the WHS. At this period there were no outpost forts covering the eastern end of the Wall.

1.2.3.11 Vallum (Fig. 9)

The vallum, contemporary with the fort decision, runs south of the Wall. It consisted of a steep-sided flat-bottomed ditch, 6m wide and 3m deep flanked by two mounds each 6m across. A third and smaller mound on the south lip of the ditch was once thought to result from cleaning out of the ditch, but is now recognised as a primary feature. The mounds were built from spoil from the

excavation of the ditch. The course of the vallum was surveyed quite independently of the Wall, and the distance between the two linear elements varies from close proximity to nearly 1km west of Kirkandrews-on-Eden. The precise purpose of the vallum is still a subject for debate, but the generally accepted view is that it was to provide a secure area under direct military control to the rear of the Wall across which unauthorised access was virtually impossible. At each of the forts a causeway with a gateway was constructed across the vallum, making these the only points at which access for civilian traffic through the frontier was possible.

1.2.3.12 *Civil Settlements and Cemeteries*

The wealth of the military attracted a civilian following wherever the Roman army went, and civil settlements (*vici*) developed outside the forts, initially south of the vallum. The best evidence for the *vici* comes from other forts away from Hadrian's Wall and suggests a mixture of official, semi-official and commercial buildings to satisfy the requirements of the soldiers. These include a *mansio* (rest-house for travelling officials), a bathhouse, temples and shrines, shops, industrial buildings, taverns and most likely brothels. The *vici* also contained accommodation for the families of serving soldiers. The type of building most associated with *vici* is the so-called strip-house, built with a gable end facing the street. Although many of the buildings would have been robust



FIG 10: Banks Turret 52a



FIG 9: Vallum near Limestone Corner

stone-built structures, there is likely to have been considerable variety in construction and some buildings may have been of humble construction, leaving only ephemeral traces. Only a few buildings from a handful of the *vici* on the Wall have been explored by excavation: recent geophysical surveys however indicate that some may have been very extensive. Cemeteries extended outside the civil settlements (as Roman law prohibited burial within an inhabited settlement). A few of these have been located, at South Shields, Great Chesters, Vindolanda and Birdoswald, although a considerable collection of tombstones from the Wall zone survives, mostly in museum collections. Much more remains to be discovered about the locations and extent of the cemeteries on the Wall.

1.2.3.13 *Late Hadrianic modifications* (Fig.10)

Further modifications were made to the Wall later in Hadrian's reign. A new fort, approximately halfway between Housesteads and Chesters, was constructed at Carrawburgh while the Stanegate fort at Carvoran and the easternmost five miles of the Turf Wall were rebuilt in stone. Around Birdoswald the stone replacement wall was built on a new line approximately 300m to the north of the Turf Wall, with new turrets and a new milecastle. At the same time the fort at Birdoswald was rebuilt in stone (though possibly not completed), initially to project north of the Turf

Wall, and then wholly to the rear of the new Stone Wall. The Wall seems to have been largely abandoned after Hadrian's death when his successor advanced the frontier to the Forth-Clyde isthmus.

1.2.3.14 *Military Way, reduction in turrets and conversion of Turf Wall*

The return from the occupation of southern Scotland and the Antonine Wall which began in the late 150's saw further changes. A new metalled road, the Military Way, connected all the forts and milecastles, running between the Wall and the vallum. Many of the turrets were seen as superfluous and abandoned in the late 180's. Some of these were demolished in the early third century. The remainder of the Turf Wall was rebuilt in stone, incorporating the primary stone turrets, as were the turf and timber forts. The lack of a suitable building stone west of Carlisle involved the importing of stone from elsewhere, possibly from the Eden valley and also from the northern shore of the Solway near Annan where a red sandstone outcrop occurs. The vallum's purpose to segregate the military area appears to have been relaxed and vici crowded around the forts inside the vallum.

1.2.3.15 *Additional forts*

New outpost forts were established on Dere Street in the mid second century at Risingham, High

Rochester and Newstead, all on the site of earlier Flavian and Antonine forts. Newstead, along with Birrens in the west was given up late in the second century, and the remaining outpost forts were abandoned early in the fourth century. Although they were functionally part of the Roman frontier, because of their distance from Hadrian's Wall they are not included in the WHS.

Two new forts were added to the Wall at the end of the second or early in the third century: these were at Newcastle, to guard the bridge crossing the river Tyne, and at Burgh by Sands, replacing the earlier detached fort south of the Wall (see above Page 5).

1.2.3.16 *Finds and Collections*

Our knowledge of the WHS is largely the result of antiquarian and archaeological interest and excavation. The same processes have collected together a huge assemblage of artefacts which illustrate the life of the Wall in the Roman period. Some of these survive in private collections, such as the important assemblages of inscriptions at Castlesteads and Alnwick Castle. Some are in museum collections elsewhere in Britain, particularly the British Museum. The majority of the finds are housed in the museum collections of the Wall, including those at Durham.

The inscriptions on stone testify as to which units occupied forts at certain dates and their country of origin. Several building inscriptions record the governor of Britain from AD 122–126, A Platorius Nepos, and so allow the initial construction of the Wall to be closely dated. A number of inscriptions confirm the Roman name of the site where they were found. Some of the Centurial stones mentioned above are consolidated in situ, while others, mainly chance finds, are in museum collections (Fig. 11). Excavations at Vindolanda have revealed an unparalleled collection of writing tablets, ranging from official documents to personal correspondence, which is the largest such assemblage in Britain and contributes significantly to understanding of life on Hadrian's Wall. One of these is a letter from the commanding officer's wife, inviting a friend to celebrate her birthday: this is the earliest known surviving



FIG 11: Centurial stone recording building by the century of Hellenus of the 8th cohort of one of the legions. Found near Stagshaw.

example of a woman's handwriting. Taken together, the inscriptions and writing tablets form the largest collection of written Latin from the Roman world, certainly outside Italy.

The same conditions at Vindolanda produced large quantities of shoes and other leather items, cloth and wood. Pottery not only illustrates both table and cooking wares but also the trade patterns by which the Wall was supplied. The Wall has yielded a substantial corpus of sculpture which illustrates Roman dress, and in some cases ritual practices. A number of Roman tombstones depict the deceased in a domestic pose, such as on a couch or in a chair, and thus illustrate the furniture which once filled the rooms of the buildings that comprise the WHS. Not surprisingly the WHS has yielded significant assemblages of Roman military equipment, including the important Corbridge hoard of armour. Coins and pottery from excavations on the Wall are the principal finds from which the dates when buildings were constructed, altered and abandoned or demolished of occupation has been established, together with inscriptions that record building or rebuilding with date references.



FIG 12: Corbridge Lanx

The finds from the frontier include the full range of Roman finds including coins, metalwork, glass and ceramics. Some particularly significant objects reveal high standards of workmanship such as the best sculptures, and some are of distinct artistic merit such as the Corbridge Lanx (Fig. 12). Many objects associated with religion attest the interaction of Roman and native cultural



FIG 13



traditions, in particular the equating of Roman gods and goddesses with native deities. Bewcastle has yielded dedications to the Celtic deity Cocidius, equated with Mars the god of war, expressed in altars and two silver plaques found in excavations in 1937.

These artefacts are portable and no longer in situ and by definition they cannot therefore form an element of the WHS itself. However this overall assemblage, the largest from any of the frontiers of the Roman Empire, is essential to the understanding of the structural remains themselves and it is impossible to consider the WHS without it.

Antiquarian illustrations were frequently accurate in their detail and several important collections show parts of the Site at that time and also record objects, particularly inscriptions, which have subsequently been lost. A previously unknown collection of watercolours by Irwin Coates, a schoolmaster in Leeds in the 1870's who spent his school summer holidays drawing and painting along the entire length of the Wall, came to light by chance during the period of the 1996 Management Plan (Fig. 13). These provide a unique record of both the remains and the landscape of the Site at that time. Some of these fascinating illustrations are used throughout this Plan. Another valuable resource is the body of archive material that has been assembled relating to the WHS. Although it

by definition secondary material, in the case of excavation records particularly, it is often now the only record of that part of the Site now available for research. This is especially so where the archive relates to excavated remains that were reburied and are therefore not now visible or where remains were excavated in advance of destruction by development. Other secondary sources are of value, particularly those which record aspects of the Site which have changed. The Museum of Antiquities holds large collections of aerial and other photographic archive of the WHS and other significant collections are located elsewhere, particularly Cambridge University and Swindon.

Buried deposits of the WHS and its Setting contain not only artefactual evidence but increasingly important scientific evidence. The remains of the earthworks of the WHS can contain evidence in the form of pollen and faunal remains of the environment and landscape at the time these were constructed. Other deposits such as the fills of ditches and occupational layers can also yield important scientific evidence. Pollen remains in other nearby sources such as peat deposits and mires can provide significant comparative material. Food residues on pottery can reveal information on the diet of the army of the Wall, as can deposits associated with granaries and where human waste has collected. Scientific analysis can contribute to knowledge of the technology of the army of the Wall, and recent research by English Heritage has been carried out on the

mortar used to construct the Wall. Additional information is provided by detailed analysis of the building stone used in the Wall and its structures.

The WHS therefore contains, in addition to its exposed and buried structures, a wealth of both excavated and in situ artefactual and scientific evidence which has enriched understanding of the structural remains of the frontier and has considerable potential to inform future research on the WHS. This evidence can also inform about occupation of the landscape before the construction of the Wall and the subsequent history of the WHS.

1.2.4 *Development of the Landscape⁴*

The Tyne-Solway isthmus formed part of the Great Caledonian Forest after the last glaciation, but this landscape had changed considerably by the time of the arrival of the Romans. Pollen samples from mosses as well as the surviving earthwork remains of pre-Roman settlements show that clearance of the forest was already well underway, with vegetational indications of heathland. There is also a mounting degree of archaeological evidence for pre-Wall cultivation, demonstrated by ard-marks in the soil directly overlain by structures of Hadrian's Wall and by remains of these settlements and field systems that survive in parts of the landscape.

The arrival of the Romans accelerated the clearance of woodland, no doubt prompted partly by tactical and partly by logistical considerations, such as demand for building timber and firewood. The settlements attached to forts would have probably increased the need for cultivation and grazing in the proximity of the Wall. However there is evidence that natural regeneration of the forest occurred in the centuries following the Roman occupation.

Small nucleated settlements developed in the lowlands of the Tyne valley and Solway basin with surrounding open fields of arable and pasture. Some of these developed from Roman sites, as at Corbridge, Newbrough, Stanwix, Burgh-by-Sands (Fig. 14) and Bowness. Ever since the end of its primary use, the Wall has served as a quarry for building material. The development of monasticism



FIG 14: *Burgh-by-Sands Church, built from stones from the roman fort*

further spurred utilisation of the landscape, initially by Anglo-Saxon houses at Tynemouth, Jarrow and Hexham and probably a nunnery, St Hild's, at South Shields, and in the twelfth century by Augustinian foundations at Hexham, Lanercost and Carlisle and the Cistercian Holme Cultram Abbey. The monks of the latter foundation exploited their lands for salt, wool production and crops, and carried out drainage of the inland marshes and the construction of sea dykes as well as woodland clearance.

Settlement in the upland parts of Hadrian's Wall was more scattered. The fort at Birdoswald has been shown to have been continuously occupied as a ready-made defensible and stock-proof enclosure, and one of the granaries was adapted as an open building not dissimilar to an Anglo-Saxon Hall. The west gate of the Roman fort continued until its eventual collapse in the fifteenth century as the main access to buildings adapted from and ultimately replacing Roman military buildings. The descendants of the commanding officers of forts may well have set themselves up as local lords, developing a new relationship with their former troops as their personal retainers and social dependants.

Elsewhere evidence survives for the re-use and adaptation of Roman structures on the Wall. Twelfth to fifteenth century shielings (Fig. 15) were constructed along the Whinsill by herdsman exploiting summer pastures for their sheep and cattle. Some of these occupied milecastles, while others were built in the shelter of the Wall. As well as structural remains, evidence of this



FIG 15: Shielings on Mons Fabricius



FIG 16: Thirlwall Castle

transhumance farming survives in place-names as Sewingshields, Shield-on-the-Wall, Halton Shields and Winshields.

Hadrian's Wall itself continued to be a prominent feature of the landscape. It is depicted on the mid-thirteenth century map of Matthew Paris and was still considered sufficiently significant at this time to appear on a national map. Earlier, in the eighth century, Bede had described the Wall in his *History of the English Church and People*. On a more local level, the Wall was a focal point in manorial and estate documents as well as early charters and deeds. Documents such as the Lanercost Cartulary and the Hexham Black Book, Lord William Howard's Survey of the Barony of Gilisland, the manorial plans of Benwell and Elswick and the estate plan of Halton Shields all show that the line of the Wall had become fossilised in the landscape by the Norman period and was being used as a property and field boundary and a boundary between parishes. The significance of the Wall is also retained in place-names such as Walby, Walton, Walwick and Thirlwall.

In the late medieval period, the combined effects of the dissolution of the monasteries and prolonged period of Anglo-Scottish warfare set back the development of the landscape. Beyond the settlements was the extensive 'waste', and the central section of the Wall bordered the Forest of Lowes. This unsettled period from the fourteenth



FIG 17: Walltown Quarry

to the end of the sixteenth century saw the building of new fortified stone towers or peles as well as more substantial castles as at Triermain, Bewcastle and Thirlwall (Fig. 16). Fortified church towers at Burgh-by-Sands and Newton Arlosh gave refuge to the local population on the Solway. Many of these in the proximity of Hadrian's Wall were, like stone churches before them, built of stone plundered from the Roman remains. 36 buildings of an ecclesiastical nature in the region incorporate Roman stone, as do over 30 fortified buildings in the vicinity of the Wall. The castles at Bewcastle and Thirlwall were built almost exclusively of Roman material.

The Union of the Crowns saw a more peaceful situation in which confidence to settle in and exploit the landscape increased. New farmhouses of stone appeared and land was improved and enclosed. In the central sector of the Wall both the new houses and field walls used stone from the Wall and its associated structures, except where the Wall still served as a property boundary.

The construction of the Military Road in the mid-eighteenth century added a new communications route to the landscape, but from Newcastle to Sewingshields it was built mostly on the remains of Hadrian's Wall. While reducing the remains further, it underlined the impact of the Wall in the landscape.

The Military Road and, in the following century, the Carlisle-Newcastle railway in the Tyne Valley

opened up the Hadrian's Wall corridor to economic development. Improved agricultural methods led to enclosure of fields and improvement of the land. Many of the farmhouses in the corridor date from this time. In the twentieth century commercial forestry dominated the northern perimeter of the central sector of the Wall. Quarrying and mining also made an impact on the landscape, particularly the quarries at Cawfields and Walltown which between them destroyed nearly one mile of the Wall before this threat was halted in the twentieth century (Fig. 17). Haydon Bridge, Bardon Mill and Haltwhistle were all boosted by mining and the railway in the Tyne valley and Gilsland developed as a spa in the nineteenth century. On Tyneside, and to a lesser extent in Carlisle, the Wall succumbed to urban development and industrialisation.

The increasing pace of destruction was matched by growing interest in its study and conservation. Antiquarians such as Camden and Horsley had recorded what survived in their times. Hutton's saving of the Wall at Planetrees from being taken apart for field walls in 1811 was followed by Clayton's purchase of much of the central sector to preserve it and study it. His excavations of the fort at Chesters were part of the development of a parkland setting around a new mansion.

The first Pilgrimage of Hadrian's Wall took place in 1849, which spurred further excavation and study. The combination of statutory protection in the form of scheduling and the Hadrian's Wall and



FIG 18: The Excavation Team of 1875, South Shields

Vallum Preservation Scheme of 1932 and acquisition by public bodies and trusts has stemmed the loss of fabric of the Wall. The creation of Roman Remains Park in South Shields in 1875 by South Shields Urban District Council marked the first deliberate acquisition and display of part of the WHS by a public body (Fig. 18). The State acquired its first parts of the Wall in 1932 and the National Trust was given the nucleus of its Hadrian's Wall estate shortly after. Three other local authorities - North Tyneside Council, Northumberland County Council and Cumbria County Council - have acquired forts on the Wall for conservation. The setting up of the Vindolanda Trust and its acquisition of Carvoran has also played a significant part in the commitment towards conserving the WHS. The establishment of the Northumberland National Park which includes the central sector of Hadrian's Wall from Carvoran to Tower Tye added to the cause of conservation and enjoyment of both the heritage and landscape.

The twentieth century saw an increase in tourism, which required custodians at Housesteads and Corbridge before the Second World War. Since the War, increasing car ownership and leisure have accelerated the growth of tourism within the WHS on the back of an increase in the number of sites managed for public access. These have brought their own impact on the landscape with car parks and visitor centres, but they also contribute to the conservation of the WHS and its setting and to the local economy through entry to paid sites and using local services and businesses. The creation of the Hadrian's Wall Path National Trail is at an advanced stage with opening planned for Spring 2003.

The development of communications in the twentieth century has brought with it further elements into the landscape, such as overhead power lines and installations for telecommunications, particularly masts for mobile telephone networks. The transmission masts near Stagshaw are conspicuous landmarks, and the radio masts at Anthorn dominate the Solway plain. Nuclear power has also made a significant impact through the Chapel Cross power station on the north Solway shore and the complex at Sellafield

on the west Cumbrian coast, while the demand for renewable energy has seen a growth in wind turbines within the setting of the WHS.

1.2.5 *The Landscape Today*

The Hadrian's Wall WHS falls within four of the character areas⁵ defined by the Countryside Agency (formerly Countryside Commission). These are the joint product of the geology described in 1.3.1 and human intervention in the development of the landscape as summarised above in 1.3.3.



FIG 19: Shipbuilding cranes at Segedunum

1.2.5.1 In the east, urban Tyneside falls within Character Area 14, the Tyne and Wear Lowlands. The landscape in this sector is dominated by the conurbation of Tyneside, the result of urban and suburban expansion linking previously separate settlements. Predominant influences were the industries of shipbuilding (Fig. 19), coal extraction and the railways as well as the developing prosperity of Newcastle as the commercial capital of the north east. Essentially, in much of this area, the archaeological remains of the WHS have been dislocated from their landscape setting.

1.2.5.2 Character Area 11, the Tyne Gap and Hadrian's Wall, stretches from Heddon-on-the-Wall to Brampton, a varied corridor that separates the North Pennines to the south from the Border

⁵ Countryside Character Volume 1 North East CCP535 Countryside Commission 1998 & Countryside Character Volume 2 North West CCP536 Countryside Commission 1998

Moors and Forests to the north. From Heddon to the A68 trunk road, the landscape consists of undulating countryside between 100m and 150m above sea level with rich soils where the predominant land use is arable. This is punctuated by clusters of largely broad-leaf woodland and pockets of improved pasture.

The higher ground, between 200m and 250m above sea level, within the section between the A68 and Chollerford contains substantial areas of semi- to unimproved grassland. Broad-leafed trees give way to small conifer plantations, some of which act as windbreaks in this more exposed landscape. Settlement between Heddon-on-the-Wall and Chollerford is mainly dispersed farms with a few hamlets. From central Newcastle to Chollerford the B6318, the Military Road, follows the line of Hadrian's Wall with only short divergences.

By contrast, the Tyne valley with its fertile soils is intensively managed and is more densely populated. The small towns of Corbridge, Hexham, Haydon Bridge and Haltwhistle are the main settlements as well as a number of smaller villages and dispersed farms. The landscape character of the Tyne valley is strongly influenced by its strategic importance as a major east-west communications corridor through the high Pennines, both historically and in the present day, as demonstrated by the Carlisle to Newcastle Railway, the A69 trunk road, and overhead power lines. The gently sloping valley sides contain a mosaic of pasture and woodland. The parkland estates within the Tyne valley are also characteristic, epitomised by those at Beaufront and Chesters.

Between Walwick and Greenhead the land rises above 150m with no settlements apart from the scattered farms and no modern cultivation. Hedges give way to stone walls, and the smaller hedged fields of east Northumberland are replaced by larger fields of semi-improved pasture bounded by stone walls. The dramatic eruption of the Whin Sill above the upland plateau becomes the most prominent feature of the landscape from Sewingshields to Greenhead and the land rises to over 300m above sea level. From the line of Hadrian's Wall throughout this section there are

extensive views south to the North Pennines and north across the loughs, mires and commons.

The artificial Wark and Spadeadam Forests extend to within 2km of the Whin Sill and Hadrian's Wall, and cover the northern horizon. These predominantly coniferous forests were planted for timber production last century, with harsh geometric boundaries. Forest Enterprise is now managing these to soften their impact by diversifying the species to include broadleaf woodland and modifying the boundaries to follow natural landform features. The aim is that the very visible forest edge should act as a transition zone between the open landscape in the foreground and the vast area of Kielder Forest that extends into the far distance.

From Greenhead to Brampton the landscape undulating around the 150m contour is characterised by upland grassland, little of which has been improved. At Greenhead, Hadrian's Wall crosses the Tipalt Burn which is a tributary of the river South Tyne, but 2km to the west at Gilsland, the Wall meets the river Irthing, which runs westwards, through a steep gorge biting into the soft red sandstone, into the river Eden. Whereas east of Greenhead the major communication lines – Hadrian's Wall and its precursor the Stanegate, the A69 road, the railway and overhead powerlines – all cling to the north side of the river valley, west of Greenhead all keep to the south of the river Irthing with the sole exception of Hadrian's Wall itself. From vantage points at Birdoswald, the hamlet of Banks and Craggle Hill, the view south of the managed landscape of the Irthing valley, densely wooded and framed by the looming wild uplands of the North Pennines, contrasts with the thinly populated wastes stretching north of the Wall.

1.2.5.3 West of Brampton, Hadrian's Wall runs through Character Area 6, the Solway Basin. This is an intensively managed landscape of sheep and cattle farms (Fig. 20). The Solway Basin is open and exposed with wide views to the Dumfries and Galloway coast (Fig. 21), the Cumbrian Fells and across the Irish Sea, with a foreground of intertidal mudflats and saltmarshes. Further south the coastal fringe is composed of low cliffs of eroding



FIG 20: Line of Hadrian's Wall, east of Walton

drumlins, sand and pebble beaches, sand dunes and raised beaches formed by sea level changes, backed by dune headlands. The coastal resort of Allonby was said in 1748 to have had 'considerable concourse for bathing in the sea'. In the following century Silloth was developed as a planned holiday resort on a grid of streets. Since the closure of the branch railway from Carlisle in the 1960's it has struggled as a resort, although its elegant character is retained.

1.2.5.4 South of Maryport, the WHS includes only the fort sites of Burrow Walls (on the outskirts of Workington), Parton and Ravenglass overlooking the estuary of the rivers Esk and Mite. These lie within Character Area 7, the West Cumbria Coastal Plain. This is an undulating landscape with sea cliffs, punctuated by the urban centres of Maryport, Workington and Whitehaven. These towns arose from sea trade and as outlets for the former industries of coal mining, iron smelting and ship-building. Dereliction in the form of abandoned railways, reclaimed former ironworks and colliery workings contrasts with intensive pastoral activity on fertile soils.

1.2.6 *The Survival of the Resource*

The development of the landscape described above (1.2.5) includes several episodes which have affected the survival of Hadrian's Wall, from direct robbing of its stone for churches, castles, field walls and farmhouses to agricultural

improvements which have in places reduced the earthwork components such as the vallum and temporary camps. Other developments, such as urban and suburban expansion, may have masked but not totally destroyed the archaeological remains, while the Military Road both masks and protects the physical remains, and emphasises the Wall's significance in the landscape. The degree of survival varies considerably across the WHS depending on, and often despite, the history of the landscape and the activities that influenced this.

1.2.6.1 In the urban areas of Tyneside and Carlisle, the best preserved parts of the visible elements of the frontier system are those which received the attentions of the early conservationists, for



FIG 21: Solway Coast at Bowness.

example the remains of the fort and supply base of Arbeia and the short length of Wall and Turret 7b at Denton. The depth of stratigraphy over most of the interior of Arbeia survives better than at some rural forts, such as Carrawburgh and Rudchester. The examination of key-hole shaped pits inside barracks at Wallsend and South Shields led to the new discovery that in cavalry forts, the horses were stabled in the front half of barrack buildings while the cavalrymen occupied the room behind. This discovery resolved the problem hitherto of identifying separate stable blocks in cavalry forts.

Excavations, either planned or in response to the threat of development, have demonstrated that much does surprisingly survive. The south west

corner of the Westgate Road milecastle was discovered by chance during development and is displayed within the Westgate Road Arts Centre. In places the degree of survival can exceed that in rural areas. The length of Hadrian's Wall in Buddle Street, Wallsend, stands up to eight courses high with excellent evidence of the sequence of partial collapse and repair and reinforcement (Fig. 22). Elsewhere the dumping of industrial waste and post-medieval building has preserved the remains from damage from agriculture and robbing, which in many rural areas has continued until recent times. Over the last twenty five years, the remains of the fort at Segedunum have been excavated and displayed, as well as parts of the forts at



FIG 22: Hadrian's Wall near Buddle Street, Wallsend

South Shields and in Newcastle. The scientific and educational value of the forts at Wallsend, South Shields and Benwell is equal to that of many of the forts in rural areas.

Investigations have explored lengths of surviving Wall west of Segedunum, in Walker, Byker, near St Dominic's Priory and Denton. Despite the condition of the remains, those at Denton yielded new evidence of possible plaster rendering on the south face of the Wall and a lightly metalled road close to the Wall. Investigations at Wallsend and Byker found a defensive entanglement of pits on the berm between Hadrian's Wall and the ditch: these pits, which were filled and probably held sharpened branches, corresponding to cippi or

cervioles mentioned by several Classical writers, have not previously been recorded on Hadrian's Wall. Observation of a gas-pipe trench in Benwell revealed part of a double granary within the fort surviving below West Road. In Carlisle, excavations in Stanwix fort have found a similar level of survival within the built-up area. Within the city itself the depth of deposits and water-logged conditions have outstandingly preserved organic remains of the pre-Hadrianic forts, including structural timbers. The archaeological potential of those parts of the Wall in the urban areas does vary considerably but this is also true in the rural areas. The urban sections of the Wall must not be under-estimated and have contributed some of the major discoveries about the Wall.

1.2.6.2 In east Northumberland and in Cumbria west of Brampton, many archaeological sites including the vallum and temporary camps are under cultivation, either annually or within a rotation cycle. This has reduced and in parts entirely removed the surface indications, but significant remains can still survive despite the disturbance caused by ploughing. Recent investigations of twelve milecastles within cultivated areas have found only two actively being damaged by ploughing. The remaining ten had reached a level of stable survival below the plough soil. In places, cultivation has actually built up a cushioning layer of soil. Details of the two forts south of the Wall at Burgh-by-Sands and the coastal fort at Beckfoot show well as crop-marks in appropriate conditions, as do those temporary camps in Cumbria which are under cultivation.

1.2.6.3 In the central sector, remains are generally much better preserved. In many places, the Wall has been preserved as a field and property boundary between estates which accounts for its high level of survival. Almost all of the visible Roman masonry in the WHS has been cleared and consolidated over the last 150 years. Several miles of the most strikingly visible length of the Wall in the central sector are in fact dry-stone walling built over the core of the excavated Roman wall to a height sufficient to act as an effective stock barrier (the so-called 'Clayton Wall' resulting from John Clayton's work in the nineteenth century) (Fig. 23). Elsewhere stone enclosure walls on the

line of Hadrian's Wall stand on the Roman foundations. Where the Wall is covered by a soil mound, the masonry and the evidence for its collapse in the surrounding tumble survives well.

The earthwork components are also well preserved in the central sector. The vallum banks are in places spectacularly preserved, particularly between Blackcarts and Sewingshields where they stand between one and two metres high. The temporary camps in the central sector survive as upstanding earthworks and the details of their entrances and ramparts are clearly visible. The group around the Caw Burn on Haltwhistle Common, including the Stanegate fortlet, is particularly well preserved. The unimproved and semi-improved pasture conditions here have helped preserve even the subtlest of features, such as a group of Roman barrows south of Great Chesters. Considerable lengths of the remarkable 7 mile-long aqueduct that served Great Chesters, a narrow leat 0.5m wide and 0.3m deep with an upcast retaining bank on the downhill side, survive north of the fort, a feature so subtle that it would be obliterated by a single ploughing.



FIG 24: Corbridge

1.2.6.4 Corbridge (Fig. 24), the only Roman urban centre within the WHS, is untrammelled by modern development apart from damage caused to its northern edge by the construction of the A69. Its central area is now excavated and displayed for public access while the remainder is mostly under cultivation. The other main urban centre, Carlisle, has also demonstrated enormous archaeological potential, with deep stratigraphy, well preserved



FIG 23: Clayton Wall

remains of both stone and timber phases and highly significant water-logged deposits that contain important environmental and scientific evidence. Although the association of Roman Carlisle with the Wall was a close one, Carlisle itself is not included within the WHS.

1.2.6.5 Of the 16 forts along the line of the Wall, plus the supply base at South Shields, only one (Benwell) has been partially destroyed, by a reservoir on its north side. Its southern part is overbuilt, as are significant areas of a further five forts. The surviving archaeological potential of these has already been discussed above. The remaining ten forts on the Wall are totally or mostly unencumbered by buildings, and survive as substantial earthworks with surviving buried masonry, with exposed consolidated remains at Chesters, Housesteads and Birdoswald. Of the Stanegate forts, apart from Corbridge discussed above, the most significant survival is at Vindolanda where the remains of the later stone forts are well preserved with several buildings and the fort walls exposed and consolidated. As at Carlisle, the anaerobic conditions preserve structural timbers of the pre-Hadrianic forts as well as a richness of organic finds unparalleled in the WHS. The six-sided fort at Bewcastle survives as an earthwork and buried remains, despite the building within the fort of the medieval castle, the church with its surrounding churchyard and a working farm. On the Cumbrian Coast, Maryport and Ravenglass survive as substantial earthworks (Fig. 25).



FIG 25: Maryport

The condition of the civilian settlements and cemeteries of these forts is largely unknown as few have been investigated by excavation. A number of these lie under modern towns and villages. A significant part of the civil settlement at Vindolanda has been excavated and consolidated for display. Elsewhere such evidence as there is indicates that the potential for good survival is very high. Recent geophysical surveys covering the civil settlements at Halton Chesters, Carvoran, Birdoswald, Castlesteads and Maryport obtained excellent results. Only in one case, Great Chesters, is the civil settlement partly under cultivation.

1.2.6.6 Total destruction of all the elements at any point is only likely to have occurred in limited areas. These include where the frontier line has been crossed by new roads (eg A1 Newcastle western bypass, the dualling of the A69 and the M6 motorway) and oil and gas pipelines. The quarries at Walltown and Cawfields are mentioned above, and coastal erosion has destroyed the Cumbrian Coastal milefortlets and towers in the area of Allonby Bay. This erosion is still continuing, threatening the Roman cemetery associated with the fort at Beckfoot and further milefortlets and towers. The railways that crossed the line of the Wall were all carried on embankments – in Carlisle and at Gilsland – or bridges – in Newcastle, but the eighteenth century canal from Carlisle to Port Carlisle cut across the frontier in several places. A former mineral railway line bisected the fort of Borough Walls on the Cumbrian Coast.

There is considerable variation in the degree of survival of the 'positive' linear elements of the frontier – the Wall itself, the counterscarp bank,

the military road, and the vallum. However the 'negative' features such as the substantial ditches of the Wall and vallum probably survive below ground for most of their length. The Wall ditch is intermittently visible to some degree from the western edge of Newcastle and is a prominent feature (where it was provided) from Heddon-on-the-Wall westwards to Banks, together with its counterscarp bank. Thereafter it is visible intermittently.

Hadrian's Wall is one of the most extensively excavated of the frontiers of the Roman Empire. All the surviving above ground masonry that is visible today is the result of excavation. Other parts of the Site have been excavated in the past although not exposed for display. These excavations have yielded the remarkable assemblage of finds described above (1.2.3.16), and these are indicative of the potential of the buried evidence in parts of the Site which have not yet been excavated. In particular the continuing development of scientific analysis techniques in archaeology which were not available when many of the finds in museum and private collections were excavated or recovered increase the potential of buried finds considerably.

1.3 *Interests in The World Heritage Site*

The size of the Hadrian's Wall WHS means that the number of those with an interest in it is very large. There are many other bodies which have statutory, official or other promotional and economic links with the Wall, as well as those interested in it as a great archaeological site and subject for study, wonder or visiting. A further direct interest is those who own the WHS or live around it. These can be individuals or organisations, both public and private and operating at national, regional and local level.

1.3.1 *Government*

The World Heritage Convention 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. Individual governments

are responsible for the nomination of sites and ensuring protection of sites inscribed in the List.

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 which involve a wide range of organisations and individuals.

Much of central government involvement is now either organised through regional government offices or along the same regional boundaries. The Hadrian's Wall WHS is split fairly evenly between the North-East Region, focused on Newcastle, and the North-West Region focused on Manchester. It is important to ensure this does not lead to different approaches to the Site in the two Regions.

The Government Offices for the North East and North West represent the Department of Transport, Local Government and the Regions (DTLR), the Department of Trade and Industry (DTI), and the Department for Education and Employment (DfEE). They also have representatives from the Department of Environment, Food and Rural Affairs (DEFRA, formerly MAFF), the Home Office, the National Health Service and the Drugs Prevention Advisory Scheme.

The Regional Development Agencies, ONE NorthEast and the North West Development Agency, were established in 1999, responsible for economic and business development, regeneration and improvement. The Highways Agency has an interest through the trunk roads in the WHS zone, particularly the A68 & A69 roads.

The Department for Culture, Media and Sport (DCMS), the department primarily responsible for the historic environment, now has a presence in the Government Offices, but for most issues concerned with the WHS, their primary contact will still be in London. Regional Cultural Consortia have been established in both the North East and the North West, with responsibility to prepare a regional cultural strategy to identify priorities for the cultural sectors: that for the North-east has been published in 2001.

English Heritage (EH) is the only national body with a specific remit including responsibility for all

aspects of the protection and conservation of the WHS. Its responsibilities and functions mainly derive from the 1979 *Ancient Monuments and Archaeological Areas Act*, as amended by *The Heritage Act* of 1983. Sponsored by DCMS, it is recognised by the government as the lead body for the historic environment. Scheduled ancient monuments are archaeological sites of national importance protected under the 1979 Act, which set up the need to obtain the consent of the Secretary of State for Culture Media and Sport for any works affecting such sites. The Heritage Act of 1983 required the Secretary of State to seek the advice of EH on such applications. EH also advises DCMS on new or revised scheduling of sites. EH is consulted on a statutory basis by DTLR and local planning authorities on planning issues affecting scheduled ancient monuments and their settings, listed buildings and conservation areas. EH therefore has a key role in the statutory protection of the Site. The Ancient Monument (Class Consent) Order 1994 details certain activities – including established agricultural operations – which are permitted under Class Consents. Class Consent can be revoked for specific activities on a scheduled site but, if this is done, compensation is normally payable.

EH is empowered by the Acts to offer advice and assistance to the owners of ancient monuments and listed buildings and to manage directly those parts of the WHS which are in the Care of the Secretary of State. It also manages three museums on Hadrian's Wall at Housesteads, Corbridge and Chesters and their collections. EH set up the Hadrian's Wall Co-ordination Unit based in Hexham in 1996 to oversee the implementation of the first Management Plan. In the period of the previous Plan, the Unit delivered some core EH functions across the whole WHS, thus serving as a link between the two regional offices in Newcastle and Manchester.

English Nature (EN) is the Government agency responsible for the protection of natural heritage. There is a significant number of natural habitats and species of both national and international importance within the WHS, and these are protected and conserved through a considerable body of national and international legislation (See Appendix 3 for summary). Some species and

habitats are distinctive locally. Appendix 2 lists the areas protected for their natural values which overlap with the WHS or lie within its Setting. A recent overlap of natural interests with those of other organisations occurred at Thirlwall Castle, which is both a Grade I listed building and a scheduled ancient monument, and also hosts nationally important and protected bat roosts.

The Countryside Agency is the Government's principal advisor on rural matters in England. Its statutory role is to conserve and enhance the countryside, promote social equity and economic opportunity for those who live there and help everyone to enjoy this national asset. It is particularly involved with the WHS through the development of the Hadrian's Wall Path National Trail through the Agency's North-East Regional Office.

Tourism development and promotion is the responsibility of the Northumbria and Cumbria Tourist Boards, part funded by DCMS and local authorities but also with private members. Most of their involvement with Hadrian's Wall is discharged through the Hadrian's Wall Tourism Partnership, a public/private partnership including all the principal tourism providers and promoters involved with the WHS. Regional responsibility for museums in the North East rests with the North East Museums Libraries and Archives Council (NEMLAC), and with the North West Museums Service for the rest of the Site.

The Department of Environment Food and Rural Affairs (DEFRA, formerly MAFF) has a considerable influence on the WHS and its Setting through the support system for agriculture, particularly through the development of agri-environmental schemes, including Countryside Stewardship. The Rural Development Service (formerly known as the Farming and Rural Conservation Agency (FRCA)) is now part of DEFRA and advises on this work. Forest Enterprise is important through their management of Wark Forest, and the Forestry Commission is also of importance through their general controls over woodland and forestry grants and licences. DEFRA is the sponsoring government department for EN and the CA.

Lastly, the Ministry of Defence has interests in the

WHS and its Setting through its ownership and use of the military base at Albermarle Barracks at Harlow Hill and the ranges at Spadeadam north of Gilsland. These have the potential of generating considerable amounts of military traffic and, in the case of Spadeadam, low flying military aircraft on exercise.

1.3.2 *Local Government*

The Hadrian's Wall WHS falls within 12 different local government units, many with overlapping jurisdictions and powers. Within Tyneside, parts of the Site lie within the three unitary authorities of Newcastle, North Tyneside and South Tyneside. The remainder is within the areas of either Northumberland or Cumbria County Councils. Within each county, the frontier system passes through a number of District Councils, Copeland, Allerdale and Carlisle within Cumbria, Tynedale and Castle Morpeth in Northumberland. The WHS also extends into two National Parks, the Lake District and Northumberland National Parks, the highest landscape designation in the UK. As well as protecting the natural beauty and landscape, the National Parks also have a remit to foster the well-being of their population and exercise considerable management powers.

The powers of local authorities which have most impact on the WHS relate to planning and to economic development. In terms of local planning, the shire authorities and National Park Authorities deal primarily with structure plans and minerals, while the National Parks and district all have to produce detailed local plans and are the primary agencies for development control. Unitary authorities cover all these aspects within their boundaries. The National Park Authorities supersede the District councils as planning authorities within their areas. In Cumbria, the County Council and LDNPA jointly prepare the county structure plan. Most of the authorities are involved in the development and promotion of sustainable tourism within the WHS.

Most types of development have been controlled through the planning system since the passing of the 1947 Town and Country Planning Act. The legislation has been updated periodically, the most

recent being the Town and Country Planning Act 1990 and the Planning (Listed Buildings and Conservation Areas) Act 1990. Under the legislation, local authorities are required to produce local plans setting out their policies for development control. Town and Country Planning (Development Plan) Regulations 1991 provide the statutory background to the planning system.

In addition to legislation, the government also produces national and regional Planning Guidance Notes. National Planning Policy Guidelines (PPG) provide statements of Government policy on nationally important land use. These are stated to be a key material consideration to be taken into account by Local Planning Authorities in determining planning and listed building applications, and by the Secretary of State in determining cases on appeal or following call in. Of the national Planning and Policy Guidance Notes (PPG's), the most relevant to the WHS are PPG 15 and PPG 16.

Planning Policy Guidance Note 15 *Planning and the Historic Environment* published in 1994, sets out government policy in relation to the wider historic environment. It deals primarily with listed buildings and conservation areas, but it is also the only formal document referring to World Heritage Sites. Local authorities are required to formulate specific policies to protect WHS and to place great weight on the need to protect them for the benefit of future generations as well as our own. Development proposals should be scrutinised for their likely effect on the site or its setting and the PPG also suggests that formal environmental assessment should be generally required for significant development. It also recommends the preparation of Management Plans for WHS's.

Planning Policy Guidance 16, *Archaeology and Planning*, published in 1990, sets out government policy on how ancient monuments and archaeological sites should be handled under the development plan and development control system. Policy is based on the principle that archaeological sites are a finite, non-renewable resource and are valuable both for their own sake and for their role in education, leisure and tourism. Where nationally important archaeological remains (whether

scheduled or not) and their settings are affected by proposed development there is a presumption in favour of their physical preservation. Scheduling archaeological remains ensures that the case for preservation is fully considered.

Regional Planning Guidance (RPG) provides the regional framework for the plans and strategic decisions of public, private and voluntary organisations, including the preparation of local authority development plans. Current advice is contained in RPG1 Tyne and Wear, RPG7 Northern Region and RPG13 North West. These are currently being revised. It is anticipated that the final version of RPG1 for the North East (covering both Tyne and Wear and the rest of the North East region) will be published by the end of 2001 and RPG13 for the North West in 2002.

The most effective way to give planning protection to the WHS and its Setting is the inclusion in Structure, Unitary or Local Plans of appropriate policies for this purpose. The 1996 Management Plan recommended this approach and this is being adopted by most local planning authorities. When this can be achieved depends on the cycle of plan revision within each of the twelve local authorities covering the WHS. Appendix 4 summarises this information and quotes the relevant policies for each authority. In addition, the Scottish local authorities on the north coast of the Solway Firth have adopted similar policies to protect the wider setting of the WHS.



FIG 26: SE angle of Segedunum Fort, 1879, by J Irwin Coates

Cumbria, Northumberland and the three unitary councils are also highway authorities in their areas. As a result they have a specific role vis a vis the development of a Transport Strategy⁶ for the WHS. Large lengths of Hadrian's Wall lie under modern roads in Northumberland, Cumbria and Newcastle which involves the highway authorities as owners of part of the WHS.

Apart from this, seven local authorities manage parts of the WHS for the purposes of conservation and display. The principal areas owned in this way are Birdoswald (Cumbria County Council, whose holding includes long lengths of the Wall and parts of the Turf Wall), Rudchester (Northumberland County Council), Wallsend (North Tyneside Council) and South Shields (South Tyneside MBC). The two latter sites are both managed on behalf of their owners by Tyne and Wear Museums.

Thirlwall Castle has recently been leased by the Northumberland National Park Authority, who also manage car parks and a visitor centre in the World Heritage Site, while Newcastle City Council owns one short length of Wall and part of the site of the fort

at Newcastle. Allerdale District Council owns the excavated and displayed Milefortlet at Swarthy Hill on the Cumbrian Coast. Carlisle City Council owns a length of Hadrian's Wall and the vallum east of Carlisle as well as the site of the bridge that carried Hadrian's Wall across the river Eden. Three local authorities own museums connected with the Wall – at Wallsend, South Shields and Tullie House Museum in Carlisle: those at Wallsend and South Shields are, like the sites themselves, managed by Tyne and Wear Museums.

A further level of local government outside Tyneside is provided by parish councils. The WHS itself falls within the areas of 42 parish councils with more parishes within its Setting. Their powers are limited but they do represent the interests of the local community and can become very involved in matters affecting the WHS. The Rural

White Paper included proposals for parish empowerment, which could influence future policies.

1.3.3 Ownership Pattern and Management Roles

The pattern of ownership and management within the WHS is very complex. A considerable number of bodies own and manage approximately ten per cent of the WHS specifically for conservation and access. Local authority ownership is mentioned above. Other bodies are English Heritage, the National Trust, and the Vindolanda Trust.

The Vindolanda Trust owns the two forts and associated civil settlements at Carvoran and Vindolanda and maintains the museums at both sites. The museum housed in the Battery adjacent

the fort at Maryport is run by the Senhouse Trust. The National Trust's estate in the central sector covers around 1100 hectares of land, including the fort at



FIG 27: Temple of Antenociticus. 1879 (Coates)



Temple of Antenociticus. Benwell, 1999

Housesteads and five miles (eight km) of the Wall. They have in their care two of the six visible milecastles, and also the fortlet and marching

camps at Haltwhistle Common together with considerable lengths of the Vallum. English Heritage manages some five miles (eight km) of the Wall, including the remaining four visible milecastles, 16 of the 18 visible turrets, two bridges, and three forts with parts of their civilian settlements including two temples (Fig. 27) and

other significant features, including the centre of Roman Corbridge. Many EH Guardianship properties are in fact in the freehold of the National Trust, the Vindolanda Trust and Cumbria County Council, so that there is a degree of overlap between holdings.

In sum, 7 out of the 17 major forts along the line of the Wall plus South Shields, all 6 visible milecastles and 1 milefortlet, all the visible and excavated turrets except 1, lengths of the Wall and vallum and a significant group of temporary camps are managed for conservation, and in most cases public access.

The remainder of the WHS, except for the areas controlled by highway authorities is in private ownership as is most of the Setting of the WHS. In Northumberland and eastern Cumbria most of the land is actually farmed by tenants of medium to large estates, with a greater number of owner-occupied farms west of Brampton. Within the urban areas, there is a very wide range of ownership

1.3.4 Cultural and Academic Interests

Academic interest in Hadrian's Wall has developed over four hundred years from the interest of the first antiquarians. In 1599 William Camden visited the whole length of the Wall, except for the central sector which was too dangerous, and published his survey and explanation of the Wall and its structures in the fifth edition of his *Britannia* in 1600. This important study influenced subsequent antiquarians and the study of the Wall has since been carried forward by individuals and institutions. Prominent among the latter have been the archaeology departments of universities, particularly those at Durham, Newcastle upon Tyne, Lancaster and Manchester through teaching, research and excavation. The first two of these continue to support archaeological units which continue to be involved in work on Hadrian's Wall. Tyne and Wear Museums is also active in research and excavation, both at its own sites of Wallsend and South Shields and in providing archaeological input on other parts of Hadrian's Wall in development-driven circumstances. The Vindolanda Trust has excavated extensively over nearly 30 years and the results of its work have contributed much to the understanding of both the

complex site at Vindolanda and the development of the northern frontier. Timescape is an example of individual enterprise, specialising in geophysical survey. To date it has conducted surveys at seven of the forts within the WHS.

Two local archaeological societies of long standing, the Newcastle Society of Antiquaries and the Cumberland and Westmoreland Antiquarian and Archaeological Society have been deeply involved in Wall studies since their foundation and they continue to promote these through their meetings and their journals. Their journals, *Archaeologia Aeliana* and *Transactions of the Cumberland and Westmoreland Antiquarian and Archaeological Society* are internationally renowned and contain a significant proportion of the literature about the Wall. Both Societies have also supported monograph series and since 1849 have jointly held a decennial Pilgrimage along the length of Hadrian's Wall (Fig. 28). Of more recent foundation, the Arbeia Society hosts an annual conference on Hadrian's Wall and forms a focus for disseminating recent research on Hadrian's Wall and fostering interest in the Wall. Research on Hadrian's Wall has led research on other frontiers of the Roman Empire. Academic interest in Hadrian's Wall extends beyond Britain, and new research on the Wall forms a significant part of the three to four yearly international Limes Congress which draws together scholars with interests in Roman frontiers.

Roman live re-enactment groups (Fig. 29) including Ermine Street Guard and Quinta conduct research



FIG 28: 1999 Hadrian's Wall Pilgrimage at Poltross Burn

into the arms and armour of the Roman army as well as its organisation and military practices. These groups also attract large numbers of visitors to their events and so play a significant part in creating public interest in Hadrian's Wall and in providing entertainment for visitors. The North of England Museums Libraries and Archives Council (NEMLAC) acts as an umbrella organisation for museums in the North East and the North West Museums Service covers museums in the North West. As well as housing and displaying the finds from the Wall, museums also hold many of the archives of excavations and surveys which are an important resource for the study of the WHS. The Museum of Antiquities of Newcastle upon Tyne and Cambridge University hold extensive collections of aerial photography of the Wall.

Hadrian's Wall has also been an inspiration for art and a background for literature, such as Kipling's *Puck of Pook's Hill*. In the 1870's a school master from Leeds, Irwin Coates, visited Hadrian's Wall to paint during the school's summer holidays and his work provides an unparalleled record of both the fabric and the landscape of the Wall 125 years ago (Fig. 30). Artists continue to be inspired both by the Wall and its landscape setting. The SRB funded project *Marking the Wall* includes a project *Writing on the Wall*, which will create residences for writers and artists from those countries that have a link to the Wall as the Roman provinces in which the auxiliary units that served on the Wall were initially raised.



FIG 29: Re-enactment event.



FIG 30: Housesteads from the Knag Burn (Coates 1879)

1.3.5 Economic and Recreational Interests

The primary economic interests within the WHS and its Setting are agriculture and tourism, and it also provides opportunities for other forms of recreation.

1.3.5.1 Agriculture and Forestry

Agriculture and forestry cover most of the WHS and its Setting outside the urban areas. In the central sector, farming is primarily pastoral, as it is in parts of Cumbria. Farming in the remainder of Cumbria and east Northumberland is primarily based on arable. The sale of farms within the WHS is rare, the great majority of farms having been farmed by the same family for a number of generations. Areas of farmland were acquired by the National Trust, and by Northumberland and Cumbria County Council's in the 1970s and 1980s. Farming interests are served by Country Landowners and Businesses Association (CLA) and National Farmers Union (NFU) which are national organisations organised on a regional basis.

A number of factors over recent years have resulted in a 60% reduction of farming incomes. As a result fewer farms now employ labour outside their family and an increasing number of farms have diversified into providing Bed and Breakfast and holiday accommodation for tourists. Several farms within the WHS have been encouraged to enter into Countryside Stewardship schemes. One farm in the central sector operates a camping site. Foot and Mouth Disease in 2001 has had a devastating effect on stock farming within the WHS.

The importance of agriculture within the WHS cannot be overstated since farmers are the principal agents in managing the landscape which forms the setting of the WHS (Fig. 31). Whether this is maintained, enhanced or spoilt depends on their farming practices. The agricultural over-intensification which has caused the destruction of traditional features of the landscape in other parts of the country has not generally happened within the WHS corridor and many land managers are conscientious in their efforts to maintain the traditional features that characterise the setting of the WHS. Moreover viable income from farming and from diversification can contribute financially and practically to the conservation of the WHS. Sympathetic farming within the landscape maintains the beauty of the Setting of the WHS which is a strong factor in attracting visitors to the Wall.

1.3.5.2 *Tourism*

Tourism to the WHS has long been important within the economy of the north of England. The estimated annual value of tourism within the Hadrian's Wall corridor in a normal year is £105.6m for staying visitors and £29m for day visitors, giving an overall estimated total of £134m to the local economy in the Wall corridor. Tourism accounts for 7% of jobs in the Wall corridor. The development of private car ownership since the Second World War accelerated the increase in visitors, which reached a peak in 1973. However tourism can be vulnerable to events both within



FIG 31: Central sector landscape, Nine Nicks of Thirlwall

and beyond the region which has caused considerable fluctuations since 1973. Most recently, the 2001 outbreak of Foot and Mouth Disease resulted in a fall of 137,000 visitors to staffed sites in the rural Central Sector of the WHS, a drop of 42%. The number of visitors has never regained its 1973 level, despite the increase in the number of sites open to public access. Detailed analysis of visitor trends gained from a survey in 2000 at four points in the central area of the Wall is presented in Appendix 7.

The importance of tourism has increased as other industries in the region have declined, particularly ship-building, coal mining and iron and steel production, and it is now a major part of regional and local economic strategies and an icon of the north. It is estimated that 1.25 million visits are made to the WHS annually in a normal year, with around 540,000 visitors to staffed sites. Figures for the whole WHS have been more or less static over the last decade, though there have been fluctuations at individual sites and there has been a slight downward trend in the last two or three years.⁷

A number of businesses, principally those connected with accommodation, are directly dependent on the tourism industry. There are at least 580 accommodation businesses in the corridor, and together with the attractions of the Site, cafes, restaurants and other visitor facilities, tourism-related businesses support the creation of at least 6,000 jobs.

A perceived anxiety in the 1996 Management Plan about increasing visitor numbers and the potential impact on the Site has not materialised. On the contrary the combined effects of the strong pound, Foot and Mouth Disease and international terrorism have seen a sharp decline in visitors in 2001, and the fears now are for the viability and recovery of the tourism industry and all aspects of the rural economy.

1.3.5.3 *Other recreational use*

Apart from tourism focused on the WHS, there are other recreational activities that use and enjoy the WHS and its Setting. These include walking, cycling (Fig. 32), fishing and climbing. The Whin Sill crags provide climbs up to 34m in height and the only

⁷ Hadrian's Wall Visitor Survey 2000 Northumbria Tourist Board 2001

significant dolomite crag climbing in the UK. Bird watching flourishes around the Solway estuary in particular.

1.3.6 *Local Communities*

The World Heritage Site and its Setting are part of a settled and heavily utilised landscape. The population living within 10 miles either side of Hadrian's Wall is some 983,875 representing some 429,025 households. The extent to which this population is affected by the WHS is very varied. Its relevance to many living in the urban areas may be negligible, but it probably affects a higher proportion of the population in the rural areas where its economic impact is more significant. Here most people will in fact be affected by the Site, or have an effect on it, in a variety of different ways in the course of their everyday lives. Some issues such as transport and access within the zone are common to local residents and to managers of the Site. These cannot be dealt with without consideration of all the interests including the local communities. For example overhead power lines within the WHS are generally looked upon as detrimental to the Setting by those involved in the conservation of the Site and promoting tourism, but to the local communities they carry the essential supplies of electricity, without which businesses could not function and everyday life would lack comfort and convenience. Local communities of course include many of those whose interests have already been referred to in the two previous sections.

Those most directly affected by what happens to the WHS will be those who live close to it and those who farm around it and may be subject to restrictions on what they can do. A further aspect of this will be the impact of tourists on those who live and work in areas which are heavily visited. While many benefit directly or indirectly from tourism, others perceive it as an encumbrance to their activities. The vulnerability of local communities to fluctuations in the tourism industry has been discussed above (1.3.5.2).

Local communities also include very many people who visit and enjoy the WHS as well as those who manage the sites accessible to the public or run



FIG 32: *Cyclists on Hadrian's Wall*

tourism-related businesses. Education also provides links between local communities and the WHS.

There is therefore no one community or a single community of interest in relation to the WHS. Rather most individuals and communities will react to, or be affected by the Site in a variety of different ways at different times. It is vital to understand the links and dependency that exist between many of these varied interests.

1.4 *Statement of significance and World Heritage Criteria*

1.4.1 *Statement of Significance*

The complex of archaeological remains in the Hadrian's Wall Military Zone is the best known and best surviving example of a Roman frontier in design, concept and execution, standing comparison on a global scale with other grandiose projects such as the Great Wall of China. Largely built in the decade 120–130 AD, it served as the north-west frontier of the Roman Empire for nearly 300 years and survives today amidst strikingly majestic scenery. It is of significant value in terms of its scale and identity, the technical expertise of its builders and planners, its documentation, survival and rarity, and also in terms of its economic, educational and cultural contribution to today's world. It is also the most extensively researched of Roman frontiers and work on the Wall, particularly in the nineteenth and early twentieth centuries provided the motivation and

techniques for the development of frontier studies in many other countries.

1.4.2 *Material and workmanship, design and setting*

The remains of Hadrian's Wall, comprising elements of a Roman frontier system built, maintained, and occupied for around three centuries of operational use, are of great physical complexity and diversity. They include stone and earthwork or timber built structures of robust Roman military workmanship, which, together with roads and control works dominate the terrain. Associated remains, of more ephemeral structures, include domestic and commercial buildings, and traces of industrial, agricultural and extractive processes. All that is exposed today is the result of antiquarian and archaeological endeavour (Fig. 33). This does not detract from its authenticity; indeed it enhances it as the visible excavated remains stem from a tradition that originated with William Camden in the late sixteenth century, a tradition which in itself is of great and unique cultural value.

Of fundamental importance is the group value of all these elements. Hadrian's Wall and its associated structures within the military zone represent the Roman approach to the evolution of a linear frontier, expressed most obviously in terms of the Wall, but also reinforced by ditches, the vallum and military roads. This group of linear components also comprises particular sites of intense occupation along its line - for example the 16 fort sites - which are of high sensitivity and importance in their own right. Also of high significance is the relationship of the Roman frontier works to the landscape and settlement patterns onto which they were imposed, and their subsequent influence on the development of that landscape.

Despite nearly 2000 years of natural degradation, weathering, and, on occasion, deliberate destruction of these remains, both the linear frontier walls and the individual sites are in many cases exceptionally well preserved. In addition to more durable remains, pockets of organic material, themselves of international significance, have been found to survive. Research and excavation on the Wall has revealed that all elements of the

surviving remains have potential for containing significant information which can assist in the understanding of this cultural resource. The considerable body of finds collected over several centuries is probably the most significant and comprehensive collection from any of the frontiers of Roman Empire and amplifies understanding of the structural remains themselves. Some of this material is unique. The archaeology of the surrounding landscape, though less known and understood, also appears to survive well and thus adds greatly to the value of the Roman frontier by allowing it to be seen in its context.

The scale and setting of the Roman frontier is of course closely associated with the landscape formation: Roman military engineers adapted their plans to the available terrain in a way which was both operationally and tactically to best advantage and, to the visitor today, highly picturesque. The archaeological aspects of the Wall are of prime importance, but their presence has affected more recent use of the landscape; both archaeological and natural historical features follow the underlying geology of the zone, and contribute to the overall cultural value of the military zone area.

The primary interest of Hadrian's Wall and its associated remains rests with the construction, creation, and evolution of the frontier and its zone. The presence of the remains has affected other land uses in the Wall-corridor, including agricultural and settlement patterns, and continues to exert an



FIG 33: East Gate at Birdoswald Roman Fort (Coates 1877)



FIG 34: Crag Lough.

influence over land management and operational uses today. Although eroded through the passage of time, much of the remains of the Wall and its structures still remains undisturbed as archaeological deposits: recent intervention or reconstruction has been minimal and largely conservation-oriented. The Wall still therefore has a high degree of authenticity in its components.

There is also considerable significance in the relationship of the frontier works to the landscape of which they are part. With further study it will become possible to see more clearly how the Wall influenced the use of the landscape during its occupation and how the landscape has been shaped by it to some extent ever since.

1.4.3 *Natural Values*

It is important to remember that the WHS and its landscape Setting contain habitats and species, some of which are of national and international significance and these values also need to be protected (Fig. 35). The same factors that have contributed to the survival of the archaeological remains have contributed also to the preservation of high natural values. There are seven key habitats within the Hadrian's Wall WHS. Whilst blanket bogs occur in the upland moors of the WHS, lowland raised mires are extensive around the Solway Firth; both have very characteristic plant and animal communities of international importance. Heathland, is another important upland habitat, not only for its invertebrate communities, but also as a feeding and breeding ground for many key wader

bird species. The Hadrian's Wall WHS holds several naturally nutrient-rich loughs, which are internationally significant for their wetland nature conservation interest. Herb-rich whin silt grasslands are extremely distinctive to the WHS in Northumberland, where several plant species occur at their only known location in the UK. Coastal habitats of importance are saltmarsh, mud and sand flats, and sand dunes. Together in the Solway Firth, these form one of largest shallow complex estuaries in Great Britain. The area is of national and international importance for wintering wildfowl and wading birds and it forms a vital link in a chain of west coast estuaries for migrating birds. The dunes are home to the rare natterjack toad.

Species of international importance, as cited in international designations for the area, are: otter, a frequent visitor to the River Eden; crayfish, also of the River Eden; river and sea lampreys, in the River Eden and Solway Firth; Brook Lamprey, of the River Eden; Whooper Swan, Barnacle Geese and Golden Plover, which regularly use the upper Solway Firth in internationally or nationally important numbers; and the pioneer saltmarsh plant, glasswort. In addition to these specified species, there are numerous examples of species of national or local importance, such as: the red squirrel; wild chives, which only grow in the Whin Silt grasslands; the large heath butterfly which is present on many of the bogs; several wader bird species which use both the Solway Firth and the heathlands and mires; and the list goes on.

The importance of these natural habitats is marked by the high number of international and



FIG 35: The River Irthing near Birdoswald is designated a site of special scientific interest

national designations (see Appendix 2) within the Setting of the WHS, as well as on parts of the Site itself. The natural values of the area are clearly of high significance.

1.4.4 *Cultural values associated with the Hadrian's Wall Military Zone*

1.4.4.1 Identity value: The zone is a significant and distinctive feature of the Roman presence in the province of Britain. It is therefore strongly representative of a phase of Britain's history at the periphery of a wider pan-European culture. By the intensity of Roman occupation and archaeological remains so far from the hub of the Empire, based on and around the Mediterranean, the Wall impressively displays the power and influence exerted by the Roman Empire as a whole.

1.4.4.2 Technical value: Critical examination of the structures which formed part of the Roman frontier arrangements over many years has well displayed the technical, engineering, logistical and surveying mastery of the grand design for the Wall and its components. Surviving remains give some impression of the quality of life within and around the zone, and provide evidence for socio-economic, tactical and strategic, and cultural factors both within the zone itself and as part of its relationship to the remainder of the empire. Survival of contemporary documentation, such as inscriptions and writing tablets, helps to enhance the importance of the remains themselves and give a secure historical context for their study and evolution (Fig. 36). The archaeological resource which has informed past scholars still retains enormous potential for further research and study.

1.4.5 *Contemporary Values*

1.4.5.1 Economic value: Hadrian's Wall is seen as an icon for northern England. The Roman frontier



FIG 36: Vindolanda writing tablet

and its setting is a tourist attraction of primary order, which has led in the past to concerns about its capacity to sustain increased and concentrated tourist attention, if this was to grow markedly. In terms of commerce, educational and tourist usage, and the provision of amenities, the frontier zone makes a significant contribution to the economy of the region. It is important to remember also that the World Heritage Site and its Setting contain other economic contributors such as agriculture, forestry and quarrying. In the urban areas, there are numerous other sources of employment close to the line of the Wall.

1.4.5.2 Recreational and educational value: The Wall has little or no functional value in today's world. However the remains of the Wall form an educational resource of high value, often associated with recreational interest. It also forms a primary information resource in its own right; the preservation or exploitation of which involves careful decision-making with responsibility at high levels of government.

The central sector is the most accessible area of open countryside from Tyne and Wear. Generally there is great scope for increasing the links between town and country, and for increasing the opportunities for health, exercise and enjoyment associated with recreation, and for developing social inclusion. There are opportunities for all to enjoy access to the cultural and natural heritage.

The section of coastal defence along the Solway and the West Cumbrian coast is important both to the population of West Cumbria and to the large visitor population of the Lake District, potentially relieving some of the pressure on the central fells, and providing an additional dimension to the attractions of the area.

1.4.5.3 Social and political value: for those who live on or near the Wall, the amenity or associative values are well understood. There is articulate and highly developed local political interest in ensuring that the remains and their setting are safeguarded from developmental or other pressures perceived as detrimental to its survival. Nationally, the importance of the resource has been long recognised since around 1930 by the protection of the remains under national legislation.

1.4.6 *World Heritage Values*

World Heritage Sites are inscribed as such under the 1972 Convention concerning the *Protection of the World Cultural and Natural Heritage*⁸ because they are recognised to be of 'outstanding universal value'. The World Heritage Committee has established a series of criteria by which a site can be judged to be of such significance. Hadrian's Wall was considered to meet three of the six criteria established for cultural sites when it was inscribed in 1987. These were numbers (ii), (iii) and (iv):

(ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts or town planning and landscape design

The Wall is the most intact and most elaborate frontier of the Roman Empire. As such, it demonstrates the advances made by the Romans in the development of fortifications during their occupation of Britain. At its outset, it was a complex and very large work, requiring a high degree of technological competence and great organisational skills. While no part of it demonstrates great technological innovation, the combination of its various elements and the scale of the whole work was a very significant achievement.

(iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilisation which is living or has disappeared

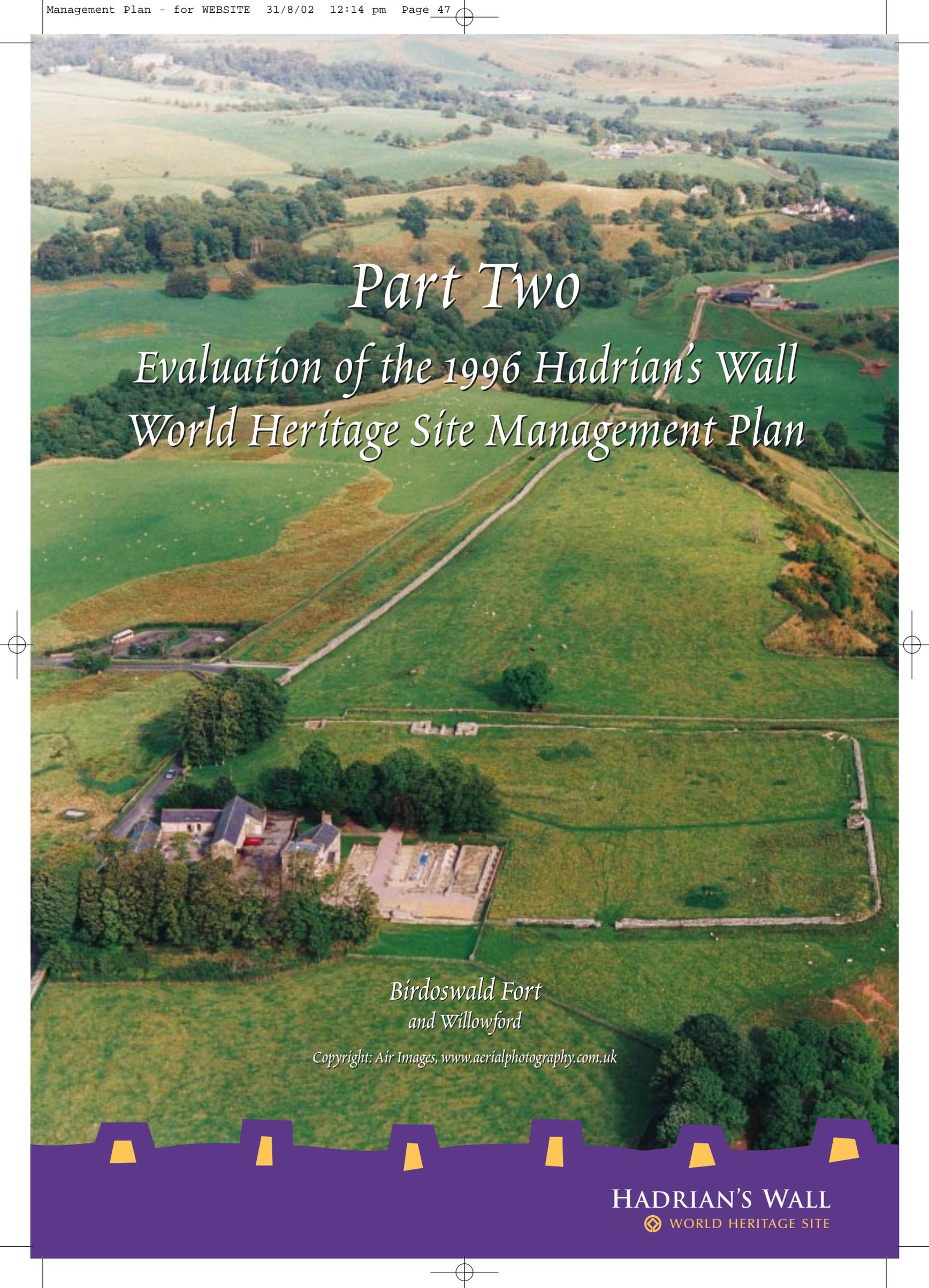
During the three centuries of the Roman occupation of northern Britain, the military presence developed an elaborate social structure and culture. This depended on the presence of the Roman army which in turn was a manifestation of the power of the first pan-European state. The combination of the army and its followers with the local population resulted in a very particular material culture based on the universal attributes of the Roman Empire tempered by local influences. The remains of the frontier system, and of the settlements contemporary with its use, are well preserved and, as such, are exceptional evidence of Roman culture and civilisation.

(iv) be an outstanding example of a type of building or architectural or technological ensemble or

landscape which illustrates [a] significant stage [s] in human history

The Romans developed great skill in the building of fortifications reflecting their use of a standing army organised to a common pattern across the Empire. Roman forts and other works were dominant features around their borders. They were the evidence of the military might which underpinned and supported the Empire. Hadrian's Wall is the largest and best preserved of those works. As such, it is a major resource for the study and understanding of Roman military architecture.

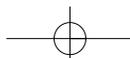
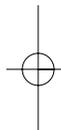
The World Heritage Committee also requires that site meets the test of authenticity before it is inscribed on the World Heritage List. The Hadrian's Wall WHS has a high level of authenticity. It is predominantly an archaeological site and the level of archaeological survival is very high. Much of that archaeology is undisturbed and therefore highly authentic. Where parts of the Site have been excavated and displayed, the policy pursued on almost every occasion has been to conserve carefully what has been exposed and not to restore or reconstruct it.



Part Two
Evaluation of the 1996 Hadrian's Wall
World Heritage Site Management Plan

Birdoswald Fort
and Willowford

Copyright: Air Images, www.aerialphotography.com.uk



Part Two: Evaluation of the 1996 Hadrian's Wall World Heritage Site Management Plan and Identification of Key Management Issues for the Period 2002–8

2.1 1996 Hadrian's Wall World Heritage Site Management Plan: Assessment of Achievement of Objectives, 1996 – 2001

The 1996 Hadrian's Wall World Heritage Site Management Plan contained 19 objectives for the period 1996–2001. Assessment of the extent to which those objectives have been achieved is an essential part of setting targets for the new Plan.

2.1.1 1996 – 2001 Objectives (see 1996 Plan, Section 4.4, pp 16 – 17)

(1) Clear definition of the extent of the World Heritage Site and its archaeological resources, and UNESCO's confirmation of this designation.

The boundaries of the WHS, and Setting (buffer zone) were defined in the 1996 Management Plan. These were accepted by the Secretary of State and notified to the World Heritage Committee, who approved the boundaries in 1996.

(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.

For most of the World Heritage Site and its Setting, the boundaries defined in the 1996 Plan have been incorporated into local authority Unitary Development, Structure or Local Plans as the basis for policies relating to the WHS. World Heritage Site status is also included as a relevant planning consideration within emerging Regional Planning Guidance (see 1.5.1 above and also Appendix 4).

(3) Resolution of the status and contribution to the World Heritage Site of the Wall in the urban areas of Tyneside and Carlisle.

Parts of the Roman frontier system which are protected as Scheduled Ancient Monuments within the urban areas of Tyneside and Carlisle were included in the defined area of the World Heritage Site in the 1996 Plan. A buffer zone to protect areas of archaeological potential was also defined. These boundaries have been accepted by the World Heritage Committee.

(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.

The protection of the Site through scheduling has been reviewed as part of the EH Monuments Protection Programme. Most parts of it have been covered, the major exceptions being the Wall and vallum in Tyneside east of Throckley including the forts at South Shields, Wallsend and Benwell and some outlying rural sites, some of which are recent discoveries which are currently not protected by scheduling. EH needs to complete this revision of the scheduling to give the Site the statutory protection required of a WHS.

(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).

Initial thoughts on how to develop an overall Conservation Framework for the WHS were only started late in the period of the Plan with a document suggesting how it might be approached. The Northumberland National Park Authority volunteered to carry out a pilot scheme within the Park boundaries but this was delayed by Foot and Mouth restrictions. This major strategic approach to the overall conservation of the WHS needs to be advanced as a priority within the period of the new Plan. Funding needs to be identified where required.

Despite the lack of an overall Framework, opportunities have been taken to take forward a number of individual schemes during the period of the 1996 Plan.

A European Heritage Laboratory Project funded by the EU Raphael fund and various partners commenced in 1999 to study the management of archaeological earthworks. It will contribute towards the overall Framework, particularly through developing condition assessment and methods of repair. Research has been carried out on the impact of ploughing on sites under cultivation by investigating the milecastles under cultivation. A report on the geological significance of the WHS has been prepared as part of the

process of revising the Plan (see Appendix 1). Similarly a draft Bio-diversity Action Plan for the WHS and its Setting has been commissioned and prepared within the preparation of the new Plan as a basis of the sections on the natural heritage.

A number of individual scheduled ancient monuments have management agreements under the 1979 Ancient Monuments and Archaeological Areas Act. Negotiations to conclude management agreements to deal with two major erosion problems in the WHS have made considerable progress but have yet to be concluded. A number of sites within the World Heritage Site and its Setting are also subject to Countryside Stewardship agreements. Both types of agreement have the effect of encouraging positive management which will benefit the conservation of the WHS and its setting. EN has submitted nominations for candidate national and international designations within the WHS and its Setting.

As part of the development of the Hadrian's Wall Path National Trail, the Public Right of Way on top of the fragile Clayton Wall in the Central Sector has been removed, with the Right of Way now beside the Wall except for a short section of the Wall in Housesteads Wood which was reconstructed in the 1920's specifically to be



FIG 37: Pitching at Cuddy's Crag

walked on. The National Trail has also created sustainable surfaces where maintaining a grass sward was unachievable (such as steep slopes) by developing pitching techniques using appropriate local stone. At Cuddy's Crag the Trail has again successfully moved the right of way from where it was damaging archaeological deposits by a new pitched path incorporating bedrock outcrops and repairing the damaged former route (Fig. 37). This has enabled this famous view towards Housesteads to be promoted and enjoyed by visitors once more. The development of a pilot Limits of Acceptable Change (LAC) conference for the Steel Rigg to Housesteads section of the Wall involving the major partners will trigger management prescriptions if acceptable conservation limits are reached or exceeded (see below – 2.1.1.(10))

Within the Northumberland National Park, a scheme was set up by NNPA using EU Objective 5b funding with partnership contributions from The Countryside Agency, EH and EN to provide for both economic development and environmental protection. Most farms on the Wall within the NNP have entered into the scheme. As well as establishing 25-year agreements for sympathetic management of the environment, the scheme assisted capital works which would influence the conservation of the cultural and natural resource. A significant example of these has been the construction of cattle sheds on a number of farms which enable more stock to be wintered indoors and so protect earthwork remains from the effects of grazing at a time when they are most prone to damage (Fig. 38).

(6) Regular monitoring of the condition of the earthworks and masonry of Hadrian's Wall and other archaeological sites within the WHS, and targeting of grants through use of the concept of 'limits of acceptable change' to secure recording and consolidation

The English Heritage Field Monument Warden for the WHS makes visits to the owners and occupiers of all scheduled monuments within the setting of the WHS and reports on the condition of the sites themselves. These visits are planned on a cycle varying between 3 and 5 years. The reports provide

a view over time of the condition and management of the Site and identify where proactive assistance is required to improve the condition of the monument.

The Raphael project referred to above includes a detailed base-line condition survey of all earthwork monuments not under cultivation within the WHS. This was commenced in 2000, although the survey has been seriously interrupted by the Foot and Mouth Disease outbreak. The survey will be repeated at selective points in the last year of the 3-year project. The route of the National Trail where it runs within the scheduled monument has been monitored by fixed-point photography at six monthly intervals since 1997, except in 2001 when Foot and Mouth restrictions prevented access.

English Heritage's Centre for Archaeology (CfA) investigated the impact of ploughing on the



FIG 38: Cattle shed at Walltown Farm.

12 milecastles ploughed annually or at longer intervals. This has shown that only two of those examined are suffering active damage at present. The farmer on one of these has agreed to use direct drilling instead of ploughing and negotiations have commenced for local authority purchase and removal from cultivation of the other milecastle.

The managers of the various sites open to the public monitor the condition of the masonry elements and carry out appropriate maintenance work as necessary. The NNPA commissioned appropriate surveys of Thirlwall Castle and have now completed the necessary conservation work



FIG 39: Unconsolidated wall and turret at Mucklebank, Walltown

with support from the Heritage Lottery Fund. English Heritage has carried out a rapid condition survey of Bewcastle Castle and is negotiating to secure its consolidation and future management. The National Trust monitors the condition of all archaeological sites on its estate on an annual basis. The Vindolanda Trust has also carried out a programme of re-consolidation with appropriate archaeological recording of structures in the civil settlement west of the stone fort. Unfortunately no progress has been made on the conservation of the fort at Great Chesters and stretches of Hadrian's Wall between the fort and Walltown including the turret at Mucklebank which are in private ownership and on the EH Buildings at Risk register (Fig. 39).

(7) Introduction of Hadrian's Wall database to provide archaeological and planning information and a management database for the World Heritage Site

Initial meetings on the database were held and demonstrations of the Avebury WHS Geographical Information System (GIS) and digitisation of the RCHME survey of HW have been held. Most organisations within the WHS now hold their data in digital format and have either developed or are developing GIS. The major exception is English Heritage which does not yet have full GIS capability. General agreement has been reached that the creation of a single GIS for the WHS as large as Hadrian's Wall would pose enormous resource difficulties in setting up and maintaining the data. The way forward is seen through a data

exchange forum. Funding has yet to be identified for taking this forward.

A pilot project to investigate the problems of data exchange and defining common standards has been carried out by an MSc student in the University of Northumbria Department of Computing over the summer of 2001.

(8) Formulation of an agreed academic framework for research on Hadrian's Wall, including the publication of outstanding information from excavation and survey

Steps towards developing a Research Framework for Hadrian's Wall, free-standing of the two regional frameworks, were taken in 2000. After an initial meeting a Steering Group was formed and a brief written to engage consultants, but only two tenders were submitted and the Steering Group did not accept either. There has been no further progress since then. The building of a framework should follow the EH guidelines. A new Project Design to engage interested bodies and individuals is required as a first step, resulting from agreement as to how the first stage, the data gathering of the Assessment stage is to be carried out.

Individual site managers, particularly the Vindolanda Trust and Tyne and Wear Museums, have carried out considerable amounts of research and excavation on their sites. English Heritage has worked with landowners and managers, particularly at Birdoswald, to examine both the survival and nature of the WHS and also the optimum conditions for its management. Geophysical surveys at Halton Chesters,



FIG 40: Geophysical survey at Carvoran.

Birdoswald, Castlesteads, Maryport, Carvoran and Bewcastle have been carried out by Timescape, which have added much detail to what is known of these sites, particularly the extent of the civil settlements. These surveys demonstrate the importance of individual endeavour in research (Fig. 40).

A major monograph on excavations at Birdoswald has been published. The report on past excavations at Housesteads has been completed and will be published in due course, while the report on the work in the 1970's and 1980's at Wallsend is well advanced. Both Tyne and Wear Museums and the Vindolanda Trust have published reports on past excavations. Recent work is summarised in *Hadrian's Wall 1989-1999* written for the 1999 Hadrian's Wall Pilgrimage⁹. The aerial survey of the Hadrian's Wall corridor within the Northumberland National Park revealed a significant number of previously unrecorded sites and extensive areas of "cord rigg". Northumberland National Park has published the report and gazetteer of this work¹⁰. Other articles on Hadrian's Wall have been published in a variety of journals by staff at Newcastle and Durham Universities, Tyne and Wear Museums and English Heritage.

(9) Management by English Heritage of its own sites on the Wall as exemplars appropriate to its World Heritage Status.

English Heritage endeavours to manage all its sites in an exemplary manner. The development of Conservation Plans for Housesteads and Chesters is being undertaken with partners at the two sites. Shorter Conservation Statements will be prepared for all other EH sites in the WHS by the end of 2001.

Planned maintenance inspections are undertaken on a three year cycle and have recently been completed for the Guardianship portfolio on Hadrian's Wall. EH has continued to develop use of its sites for educational visits as part of the National Curriculum and provided a wide range of resources for teachers to use at its sites on Hadrian's Wall. The handling collection at Corbridge has been expanded and relaunched for educational groups and a Hadrian's Wall Teacher's Handbook. Developments to increase visitor enjoyment have included the display of the

Corbridge Lanx in 1999-2000 and the introduction of audio tours at Corbridge. Grricola the lion, based on the lion fountain-head, is a new fun character at Corbridge Museum to stimulate younger visitors to explore items in the display (Fig. 41).

Although this objective was set against English Heritage in particular, it should be noted that other organisations that manage parts of the WHS have applied high standards to land management, site and artefact conservation, research, visitor facilities and staff training.

(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'.

Visitor numbers to the charging sites have been regularly collected and analysed by the Hadrian's Wall Tourism Partnership and a 5-year analysis of visitor data completed. The economic impact of tourists is better recorded and understood. In addition qualitative and quantitative research undertaken by the HWTP has given a deeper understanding of motivations for visiting the Wall, visitor profiles and patterns of behaviour. Visitors have been encouraged to use less sensitive parts of the Wall by the use of selective images in promotional material. For example, images of the Steel Rigg to Housesteads section were not used for promotional material until the new path and repairs at Cuddy's Crag were completed. Images at Steel Rigg are still not used because of the danger of its overuse causing serious erosion as solutions have yet to be agreed and implemented here.



FIG 41:
Grricola the Lion
at Corbridge
Roman Site

⁹ *Hadrian's Wall 1989-1999* Ed. Paul Bidwell Published by Cumberland & Westmoreland Antiquarian and Archaeological Society and the Society of Antiquaries of Newcastle upon Tyne

¹⁰ Tim Gates, 1999: *The Hadrian's Wall Landscape from Chesters*

to Greenhead: An Air Photographic Survey, commissioned by Northumberland National Park Authority and supported by English Heritage and the Royal Commission on the Historical Monuments of England



FIG 42: Coir matting to protect repair of erosion, Walltown Crags

Since 1996, the Northumberland National Park, assisted by The Countryside Agency, have introduced 'stile counters' at busy points along the Wall to record the number of walkers and this information is being monitored and analysed.

The Raphael project is analysing causes and rates of damage on archaeological earthworks and developing prescriptions to prevent damage.

The Hadrian's Wall Path National Trail Project is developing limits of acceptable change models for the management of the Trail. The agencies involved in the section of the WHS between Housesteads and Steel Rigg are introducing a Limits of Acceptable Change model for management, and similar schemes are proposed for the area around Birdoswald Fort and on the Solway coast. Proactive management of the Trail aims to maintain a green sward on as much of the Trail as possible (Fig. 42). At particular pinch points, the Trail project has repaired the path and introduced sympathetically designed hard surfaces where a grass sward is unsustainable.

The National Trail has also developed a network of circular walks to reduce wear and erosion by eliminating return traffic, and worked to improve the wearing qualities of grass sward paths and to harden surfaces where necessary.

Individual site managers are monitoring erosion points on site and repairing damage as it occurs.

(11) Minimising conflict with existing land uses and safeguarding sensitive locations by management of visitor behaviour.

Management of visitor behaviour through working with local communities and the employment of appropriate marketing techniques has been part of the work of the HWTP. Sensitive locations have been excluded from marketing activities of the HWTP and partner bodies (eg over promotion of Steel Rigg) and other more robust locations have been used in promotional material (see (10) above). The partnership has worked with local communities on visitor management issues and material produced by the partnership includes information on the need to respect the interests of local farmers. The Hadrian's Wall Path National Trail Project has developed a Code of Respect for walkers and visitors to the WHS. The Code is included in HWTP and other partners' publicity.

A Hadrian's Wall Path National Trail Advisory Group has been set up to bring together user representatives of walking groups in the WHS and agriculture to discuss and agree methods of resolving potential conflicts. On a day to day basis, National Park Rangers and National Trust Wardens deal with problems as they arise.

(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.

A report to develop a Transport Strategy was commissioned by a consortium of local authorities and national agencies on Hadrian's Wall. The report was published in 1999. Its various provisions will now need to be prioritised and developed by the various responsible bodies, in particular by the highway authorities through Local Transport Plans. There is still a need to seek agreement between partners on some of the recommendations of the report, such as how to reduce conflicts between different road users on the B6318 and the issues related to car parking. Cumbria County Council has developed an advisory coach one-way system to access Birdoswald. A car park has been provided at Gilsland to serve as an orientation point and interchange with buses.

The Northumberland National Park and its partners have continued to develop the Hadrian's Wall Bus as an alternative to use of private cars.

Passenger numbers on the Hadrian's Wall Bus have more than doubled during the period of the Plan and the integrated transport approach has won several awards. The bus service was operated in 2001 with two vehicles distinctively liveried in the agreed Hadrian's Wall branding colours. In 1998 a new service 185 bus started operating all year between Carlisle and Housesteads, using low floor vehicles suitable for disabled access. Encouraging access to and exploration of the WHS by means other than car was one of the objectives of the Transport Strategy. The new attraction at Segedunum is promoted as being accessible by public transport on the Metro. Public transport information is included in all literature and on the HW web site www.hadrian-wall.org. Extra resources have been secured to help develop the integrated approach further through the HWTP's successful SRB bid – HW Enrichment and Enterprise. Through ticketing from any rail station in the country to include the Hadrian's Wall bus has been developed. Cycle routes in the Hadrian's Wall corridor co-ordinated by the HWTP, are being developed by Sustrans and the highway authorities

(13) Explanation of the importance of the World Heritage Site designation and its implications to residents and visitors, decision-makers.

Staff of the Hadrian's Wall Co-ordination Unit, the Hadrian's Wall Tourism Partnership, the Hadrian's Wall Path National Trail Project and others have taken opportunities as offered to lecture and write about the significance of the World Heritage Site.

Information public meetings were held on a trial basis but were not found to be particularly effective unless there was a specific issue arousing interest. The consultation process on the revision of the Management Plan included meetings requested with six parish councils.

An effective means of communication has been *News from Hadrian's Wall*¹¹, the newsletter produced three times a year by the Co-ordination Unit. The newsletter contains material from other partners, including HWTP and the Hadrian's Wall Path National Trail. It is widely circulated at sites within the WHS and has a mailing list of 2,300.

Research undertaken by the HWTP in 1998 showed a greater understanding of the significance of the WHS by local tourism related businesses.

(14) Enhancement of the quality of visitor experience in the World Heritage Site and its Setting.

During the Plan period, individual site managers have carried out a large number of improvements. The most significant development has been the excavation and display of the fort at Wallsend with a new museum, with a substantial HLF grant. The museum has attracted several major awards including Heritage in Britain award and has been short-listed as European Museum of the Year in 2001. The conversion of the farm buildings at Birdoswald to provide a residential educational centre and mounting new displays was also carried out with HLF money. Since 1996, the Open Air Museum has been opened at Vindolanda (Fig. 43) and the commandant's house within the fort has been excavated and consolidated.



FIG 43: Open air museum at Vindolanda

Excavations to display the south wall of the fort and a newly-discovered bath-house are on-going, and the museum displays have been refurbished. Other major achievements include redisplay of the Senhouse Museum which won the Shoestring award for limited budget projects, a new exhibition at the Once Brewed Visitor Centre, the opening of Walltown Quarry to the public, the development of the educational TimeQuest display at South Shields, and the displays in the new TIC in Hexham. The new audio tours at Corbridge have been much appreciated by visitors (Fig. 44).

¹¹ News from Hadrian's Wall World Heritage Site. Published every 4 months



FIG 44: Audio tour at Corbridge

Publications such as the Essential Guide to Hadrian's Wall and the annually produced Wall-wide information leaflet have also been well received by visitors.

Various proposals for active development of individual sites and for the whole WHS are being prepared. These include proposals for a new museum for the Newcastle Museum of Antiquities as a gateway and interpretative centre for Hadrian's Wall, redevelopment of the visitor centre and youth hostel at Once Brewed, the integration of the visitor experience at Housesteads, improvements at Chesters, and public access and interpretation facilities at Rudchester. The Hadrian's Wall 'Enrichment and Enterprise' project, funded by SRB and other partners, will help enhance visitor experience across the WHS.

The Hadrian's Wall Path National Trail will also be a major improvement to the visitor experience. It will for the first time provide a safe walking route for the whole length of Hadrian's Wall when it becomes available for public use in the Spring of 2003.

While many of these would have happened in any case, the existence of the overall strategy in the Management Plan has inspired others and has been a major comfort to external funders such as the Heritage Lottery Fund

(15) Development of a co-ordinated 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

An Interpretative Strategy was developed from a report¹² by consultants, commissioned by a partnership led by the Co-ordination Unit and HWTP. This contained a broad range of recommendations for the whole WHS and is a framework for the production of Local Interpretative Plans. These local plans have now been completed for Tyneside¹³, the Central Sector¹⁴, Gilsland¹⁵ and Bewcastle¹⁶. Several others are under development and are in various stages of implementation.

A number of specific initiatives have been developed for the whole or parts of the WHS, including the development of Orientation Gateways at Southwaite Services on the M6 south of Carlisle (Fig. 45) and at Tyne Quays to provide information to visitors entering the area. The National Park development of Walltown Quarry is the first site to focus on the geology of the region as a theme for interpretation. A hierarchy of information and orientation points has been agreed and will be implemented through the HWTP Enrichment and Enterprise scheme.

The development of an agreed brand for the WHS by the HWTP has been an important step in the coordinated presentation for the WHS. The brand was developed with key stakeholders and tested with visitors. The branding allows for "unity without uniformity" and is being widely adopted by partners.

(16) Maximising of local benefits of sustainable tourism through the promotion of stronger links



FIG 45: Orientation gateway at Southwaite Services TIC.

with local services and businesses and through appropriate marketing and tourism developments in the wider area.

This has been a major objective of the Hadrian's Wall Tourism Partnership and has also figured within the development of the Hadrian's Wall Path National Trail. The establishment of the HWTP during the plan period has meant that for the first time, a number of significant national and international coordinated marketing campaigns have taken place. Partners have agreed priority UK and overseas target markets which meet the objectives of increasing the value of tourism in the area, encouraging shoulder season visits and the regional spread of visitors. Initiatives have included a combination of print, PR, exhibitions, direct mail, web site development and other marketing tools. The Hadrian's Wall and the Borderlands brand has been developed for UK and overseas work. All initiatives feature local businesses and encourage the use of local services. An example is the "Where to stay for walkers" publication. The WHS is also seen as a major element within sustainable economic development of northern England in the recently published Regional Economic Strategies for the North East¹⁷ and the North West¹⁸. The 'Hadrian means Business' project (part of the 'Enrichment and Enterprise' project) will promote growth fostered by Hadrian's Wall in the 750 Small to Medium Enterprises (SME) within 10 miles of Hadrian's Wall and develop new businesses and the local supply chain while improving understanding by these businesses and their customers of the special qualities of the WHS. 'Marking the Wall' (also part of the 'Enrichment and Enterprise' project) will aim to involve local communities and schools in community arts projects related to the WHS, particularly in urban areas where its line is not evident, and so create new links between the community and the monument.

(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.

Since the establishment of the Co-ordination Unit in 1996, close working relationships have

developed between the Unit, HWTP and the Hadrian's Wall Path National Trail Project, as well as with other partners. Most of the initiatives listed above have involved partnership funding and development by a range of organisations and individuals. This at first sight confusing range of networks and partnerships has in fact been relatively effective in delivering Plan objectives. Most of the objectives could not have been met or commenced without such partnerships.

(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.

The Hadrian's Wall Management Plan Committee was established in 1996 upon the publication of the Management Plan. Its membership includes all the principal interests within the WHS and its Setting. Including central government departments and agencies, local authorities, site managers, archaeologists and representatives of landowners and farmers. Its role is to co-ordinate activities and to oversee the implementation of the Management Plan. The Committee is serviced by the Co-ordination Unit.

(19) Appointment of a co-ordinator and a small team to back up the plan, and co-ordinate action on implementing its recommendations.

The Co-ordination Unit was established in 1996, originally as a Co-ordinator and Secretary. Its principal function is to co-ordinate activity to implement the policies in the Management Plan and service the Management Plan Committee.



FIG 46: Cawfields (Coates 1877)

¹⁷ Regional Economic Strategy One Region, One Future, ONE NorthEast.

¹⁸ Regional Economic Strategy for the North West (para 7.18)

Over the period of the Plan it expanded to a staff of six, plus a part time post funded through ICOMOS UK and presently devoted to the revision of the Management Plan. The three of the four additional members of the Unit were staff who already delivered core EH roles within the WHS, including monitoring its condition, advising on EH's statutory casework, preparing proposals for the revision of the scheduling, recording the masonry fabric and curating the EH Hadrian's Wall museums. The Raphael Project Officer, employed by EH but funded by a partnership, is housed within the Unit. The Unit also functions as a one-stop shop dealing with a range of enquiries and concerns.

2.1.1 *Conclusions*

Assessment of what has been done to meet the objectives of the 1996 Plan shows that progress has been mixed. Broadly they fall into three categories though some objectives fall within more than one category. These categories are

Protecting the World Heritage Site

- Regulatory and administrative measures to put the Plan into effect (no's 1,2,3,4, 17,18,19)

Conserving the World Heritage Site

- Conservation and research (no's 5, 6, 7, 8, and, in part, 9, 10, 11);

Using the World Heritage Site

- Visitor management and sustainable tourism (no's 9, 10 and 11 in part, 12 to 16).

The objectives in the first category have been largely fulfilled. The boundaries of the WHS and its Setting have been defined and approved, local plan policies are largely in place to protect them, and the revision of the scheduled areas is complete except for Tyneside. The arrangements for the implementation of the Management Plan are in place, and co-ordination of various initiatives is largely effective.

In the second category, the major strategic objectives have not been achieved. There needs be a committed programme to develop an overall Research Framework and commitment to necessary funding. The development of a management database for the WHS is still outstanding. This will require the input of

resources both in personnel to manage the project and funding, both of which need to be secured for progress to be made. Despite the lack of an overall Conservation Strategy, there have been no major losses of significant archaeology within the WHS, and several practical conservation initiatives have made progress. Work has been carried out on one of the three major masonry consolidation needs within the WHS. The ownership issue of the second of these, which was a major obstacle to securing funding, has now been resolved. Several management agreements of various types have been achieved. Substantial groundwork for a Conservation Framework is being laid in the Raphael project on earthwork management and evaluation of the impact of cultivation has produced useful results.

In the third category, the most major individual achievements have been in the provision for visitors at specific sites, together with the development of the Hadrian's Wall Path National Trail. These developments feed into the overall strategy of the Management Plan for the growth of sustainable tourism and spreading the load away from sensitive areas. Wall-wide, the Hadrian's Wall Tourism Partnership and its partners have made substantial progress towards establishing the identity of the WHS as a whole and using that identity to meet the objectives of the Management Plan. The major boost of winning SRB funding has set the basis for further important work. The development of News from Hadrian's Wall is also a significant achievement.

Overall then, progress towards the achievement of the 1996 Plan objectives has been considerable. Many of these achievements would have happened anyhow but many others are the result of the co-operative approach engendered by the Plan and by the way it has focused the attention of many bodies on the needs of the WHS. These achievements have been the work of many different organisations and partnerships which have agreed to sign up voluntarily to all or part of the Plan's strategy.

2.2 Identification and Assessment of Key Management Issues

2.2.1 Introduction and General Issues

The objective of the Management Plan is to achieve an appropriate balance between conservation, access, sustainable economic development and the interests of the local community. Central to establishing this consensus is the protection of the values for which the Site was conserved as a WHS in the first place as well as its other associated values. The remainder of Part Two examines the principal issues affecting the Site. For each issue, it then discusses the options available for dealing with any concerns or opportunities. Policies and actions are set out in Part Three.

2.2.2 The Wider Policy Context

The World Heritage Site cannot be divorced from the historic environment as a whole or from the use that society makes of it. It is vital therefore that the policies of the Management Plan fall within the overall policy guidelines laid down by government for the development of society. It is also important that the policies of the Plan are sufficiently robust to cope with unforeseen events including disasters such as Foot and Mouth Disease.

It is important too that the Plan takes account of predicted trends in society and the economy and of government policy. Local Plan policies have been covered in Part One but there are also a range of wider policy documents which need to be taken into account. These include Regional Planning Guidance and Regional Economic Strategies, which recognise the need to protect the historic environment but also stress the need to use the WHS sustainably for economic growth. The Regional Cultural Strategies will also be relevant. The North East and North West Regions have both prepared regional recovery action plans for recovery from Foot and Mouth Disease.

The Government has also published White Papers

in the last year on both Rural and Urban issues. They emphasise the need for partnership in tackling problems, for involvement of local communities and for an integrated and holistic approach to problems. These are stressed too in *Power of Place*¹⁹, the strategic review of the historic environment developed by English Heritage on behalf of the sector as a whole. It also emphasised the all-embracing nature of the historic environment and its importance to the population as a whole. The need for clear definition and thorough understanding of the different elements of the historic environment is also stressed.

There are a number of other key documents such as the Rural Development Programme, which also need to be considered.

2.3 Protecting The World Heritage Site

Issue 1: The boundaries of the World Heritage Site and its Setting

2.3.1 World Heritage Sites should have clear, mapped boundaries. The World Heritage Committee also recommends the definition of clear buffer zones around a Site to give an added layer of protection to the Site. (Operational Guidelines²⁰ paragraph 17)

The boundaries of the Hadrian's Wall Site were defined and mapped in the 1996 Management Plan²¹ as those elements of the frontier system protected as scheduled ancient monuments under the Ancient Monuments and Archaeological Areas Act 1979.

Since 1996, English Heritage's Monuments Protection Programme has reviewed the scheduling of all parts of the Wall except for urban Tyneside. This has resulted in a number of changes to the boundaries of scheduled areas. In some cases areas have been descheduled since there was insufficient evidence to justify their inclusion or where scheduling was no longer considered the most appropriate method of protection. Other areas have been scheduled for the first time,

¹⁹ *Power of Place: the future of the historic environment*. English Heritage, December 2000

²⁰ Operational Guidelines UNESCO March 1999

²¹ 1996 Plan, 2.2 and Maps 1-20

usually sites newly discovered. These minor changes therefore affect the overall boundary of the WHS.

Research over the last three decades has emphasised that there is still much to be discovered about Hadrian's Wall. Nearly every excavation on the Wall has not only added more information about individual sites but also changed existing perceptions about the Wall. Every new discovery increases the demand for further research to amplify and test the results. A number of previously unknown sites, such as a large fort at Cummersdale, south west of Carlisle, have been discovered which at present are not formally part of the WHS, but which undoubtedly played a part in the development of Hadrian's Wall. There are a significant number of the structures whose locations are not precisely known. This is particularly true of milecastles east of Denton and west of Carlisle and a large number of turrets as well as milefortlets and towers on the Cumberland Coast. As stated in 1.2.3.12 above, the extent of civil settlements and cemeteries attached the Wall forts is at present very imperfectly understood. It is likely that there were many more temporary camps in the Wall zone than the number currently known. Research may well necessitate further revision of the scheduling and can therefore be a driver to review the boundaries of the Site to ensure that they are comprehensive.

There are also a number of known sites which were not included in the definition of the WHS in 1996 for various reasons. Some of these were not included because although on functional grounds they should be within the Site, they were not at the time scheduled under the 1979 Act. A task which has yet to be completed is the review of scheduled areas in Tyneside as well as of a number of detached sites elsewhere. In the case of Tyneside, there also needs to be consideration of how the remains should be best protected, particularly where they run through built-up areas. The buffer zones in the urban areas were agreed in the 1996 Plan²² to protect the uncertain and unknown from damage and to alert all concerned that these areas would potentially contain evidence of the Roman frontier system. However this approach does not extend

the full protection of scheduling beyond the areas formally scheduled within the Act. The organisations involved need to discuss and resolve these issues before EH undertakes the review of the scheduling in Tyneside.

The other main category of sites not included as part of the WHS in 1996 is those considered too remote geographically from Hadrian's Wall. This applies mainly to the outpost forts north of the Wall (with the exception of Bewcastle which because of its perceived special relationship with Hadrian's Wall was included), especially those on the line of Dere Street which survive as impressive remains (Fig. 47), and those forts to the south of Hadrian's Wall in its hinterland. In operation the Roman frontier worked as a zone in depth of which Hadrian's Wall was but one imposing element, and Roman influence and control clearly extended north of the Wall for much of the period that the Wall was occupied. One area that clearly demands reconsideration is the area of the fort in Carlisle identified in excavations in Annetwell Street and on Castle Green which probably started as a Stanegate fort. The historic centre of Carlisle which occupies the site of the Roman town could also be considered.



FIG 47: Risingham, an out post fort on Dere Street

It needs to be considered over the period of the new Plan whether the equating of the WHS with the area protected by scheduling is the optimum definition. Scheduling is a management tool for the protection of monuments of national importance. It is not a definition of what is nationally important, and PPG16, for instance, recognises that there are archaeological remains of national importance

which are not scheduled and which should be treated equally to those which are scheduled. Excavations prompted by development in Tyneside have demonstrated that the remains of the Wall can survive in as good a condition – if not sometimes better condition – as in rural areas despite being masked by development. Such stretches as that found in Shields Road, Byker, in 2000 should be included in the WHS but under the current definition are not included because they are not scheduled. An alternative approach to the WHS boundaries might be an extension of the concept of an archaeological buffer zone throughout the linear part of the WHS which includes all the elements of Hadrian's Wall.

There is therefore a need to review the current definition of the extent of the Hadrian's Wall World Heritage Site in the light of these issues. Whether a major revision of the boundaries would be supported also needs to be discussed with the Department of Culture Media and Sport. As the definition stands, the boundaries have undergone some minor changes through the revision of the scheduling since 1996 and these changes together with any other agreed additions should be notified to the World Heritage Committee in due course. These issues need to be widely consulted upon and resolved in good time for the next due revision of the Plan in 2008.

The 1996 Plan defined a Buffer Zone to the WHS for two purposes (Section 2.3). Outside the urban areas, the local authorities agreed a defined Setting within which the effect of proposals on the visual setting of the WHS should be regarded as a key material consideration in determining planning application. The Setting was also seen as a suitable area for the targeting measures for positive landscape management to maintain and enhance the landscape of the WHS. It should also be considered that the Setting contains the archaeological context within which the Wall was built and adapted, including intact historic landscapes of both pre- and post-Roman date. A full assessment of the archaeological and historical resource including sites and landscapes of all periods within the Setting, which would form part of the development of a Research Framework for the WHS, is essential for the adequate protection and conservation of the WHS and its Setting.

Apart from one minor adjustment to the Setting boundary north of Carlisle, to remove the area of the former Kingmoor marshalling yards, no changes have been proposed in this review of the Plan. This change will need to be notified to the World Heritage Committee in due course.

One of the major objectives on which little progress was made during the period of the 1996 Plan was the development of a management database. This is discussed elsewhere for the current Plan (Issue 13 below), but a format that would fulfil the needs is the development of a Geographic Information System (GIS) for the WHS. One of the tools of GIS, landscape modelling, could provide a more objective definition of the extent of the Setting. For example, the conspicuous pre-Roman hill fort on Warden Hill (Fig. 48) is not included within the Setting²³. However it is likely that it would have a significant part in the understanding of the interaction between Roman and native when the Stanegate and Hadrian's Wall were built.

Issue 2: The legislative and regulatory basis of protection of the WHS

2.3.2 The protection of the archaeology of the WHS and its Setting is achieved through two mechanisms set out in 1.3.1 and 1.3.2. These are the development of appropriate planning policies by local authorities and Regional Planning Policy Guidance, and the application of these policies when determining planning applications, and the statutory control of scheduling through the 1979 Ancient Monuments and Archaeological Areas Act and the 1983 Heritage Act. There are no current proposals to amend these Acts.



FIG 48: Warden Hill, hill fort

²³ 1996 Plan, Map 15

Metal detecting on scheduled monuments without a licence is prohibited under the Act since this can be a cause of loss and damage. Other specific legislation protects the landscape and natural environment.

It will be important to ensure that revision of planning policies when these occur at five year intervals continue to include reference to the Hadrian's Wall WHS and provide appropriate protection of the Site's values and outstanding universal significance. Current planning policies for each authority are set out in Appendix Five.

The period of the last Plan saw approximately 300 applications for scheduled monument consent affecting the WHS. All of these were granted subject to conditions to safeguard the archaeology and none of these applications involved significant loss to the WHS. There have been only 2 cases where works were carried out without the benefit of SMC, but neither of these was sufficiently serious to take further and no serious damage to archaeological deposits resulted.

The large number of planning applications to local authorities over the period both affecting the WHS and its setting have not resulted in any detrimental effect. The most problematic case involving both planning permission and scheduled monument consent was ultimately resolved after nearly a year to the satisfaction of all parties and with no loss to the WHS. There have been no cases that resulted in Public Enquiry over the period of the last Plan, and the last Public Enquiry on Hadrian's Wall was in 1994 at Kirkbride. A recent proposal for a wind farm of over 100 turbines within the visual envelope of the WHS was turned down after objections from the Ministry of Defence. As referred to above under Issue 1 above, there is concern as to the effectiveness of PPG16 alone in the urban parts of the Wall in Tyneside and a view that more of the Wall should be scheduled. Experience has shown that it is important for those responsible for protection of the Site and its values to be involved in discussions at an early stage where proposals are potential harmful to the Site and its Setting, to be able to influence the outcome.

The presumption should be that development that would damage scheduled ancient monuments and

their setting or other archaeology of national or international importance will not normally be permitted, in line with the recommendations of PPG16. Planning authorities also need to consider the effects that development proposals within the Setting might have upon the Site. PPG15 recommends that formal environmental impact assessment is essential for any significant scheme and should generally be required²⁴. Whenever there is uncertainty as to whether an area affected by a proposed development contains significant archaeological deposits, there will need to be evaluation, if necessary in the field, before a decision is taken.

Issue 3: The need for risk preparedness

2.3.3 World Heritage Site managers are now asked specifically to consider the state of risk preparedness of their site²⁵. This involves first an assessment of likely risks to the property and then the development, where possible and affordable, of measures both to lessen the particular risk of disaster and also to respond to a disaster should it occur.

The structures and archaeology of the WHS itself are comparatively robust compared to many other sites, such as occupied and used standing buildings. The normal processes of decay and the impacts of agriculture on buried archaeology are discussed elsewhere.

The WHS does not lie in areas prone to major natural disasters. Cumbria has been subject in the past to light seismic activity but this is unlikely to be of a scale to cause significant damage. Flooding is becoming a greater problem generally in the UK but again few parts of the WHS is in areas at risk.

There are threats to specific parts of the WHS from ongoing fluvial erosion at Birdoswald and the same is happening at the site of the Roman bridge at Corbridge and the civil settlement at Chesters. Coastal erosion is causing archaeological loss, particularly near Beckfoot, along the Cumbrian coast. Cumbria County Council is already preparing a Coastal Statement which will take account of a range of coastal issues, including archaeological loss. This will require the involvement of all the key agencies. In the other

²⁴ PPG15: *Planning and the Historic Environment*, 1994, (2.23)

²⁵ Herb Stovel *Risk Preparedness: a Management Manual for World Cultural Heritage*, ICCROM/UNESCO, Rome 1998

cases measures need to be developed to counter the erosion or to excavate threatened areas in advance of destruction.

The most likely risk of man-made disaster to the WHS itself is probably that of an air crash, since parts of the area are heavily used by low-flying military aircraft. The WHS is also crossed by a number of domestic and international civil air routes, and lies within the approach and take-off paths of both Newcastle and Carlisle airports. There is a need to ensure that the Ministry of Defence and Civil Aviation Authority are aware of this risk and that emergency services take the WHS into account in their planned response to such an incident. The Emergency Planners in both counties already have plans which would deal with a disaster affecting the WHS but would consider a specific plan for the WHS if this was considered necessary.

Site managers and museum curators within the Site already carry out risk assessment and have developed strategies to counter any risks identified. Museums and their collections are principally susceptible to fire and theft. The museums on the Wall need to review their disaster plans regularly and this should involve museum curators as well as managers. Co-operation between all the museums associated with the WHS would be valuable in developing the most effective measures to deal with an emergency, such as a fire in one of them. These could include the identification of emergency resources, such as temporary storage, which could be used for salvage work in the aftermath of a fire.

Museum managers need to maintain and update if necessary their security systems and appropriate planned responses to actual or attempted theft. Adequate records of objects in the collections are an essential part of this preparedness. Museum curators are already working on photographic records of their collections which have research and security value. Site managers need also to consider whether they have adequate protection for open parts of sites from vandalism and theft of, for example, carved stones.

Finally, the recent outbreak of Foot and Mouth Disease has demonstrated how the wider setting

of the WHS and the lives and livelihood of those who live around it can be devastated by totally unforeseen disasters. The vulnerability of tourism to events elsewhere poses a risk to the regional and local economy of which the WHS is such an important element. There is a need to develop systems for the assessment of the long-term impact of such occurrences on the WHS and its landscape and for influencing the response to such disasters to ensure that the monument does not suffer adversely. There is also scope for site managers to review the vulnerability of their sites to the effects of such events as Foot and Mouth Disease. They need to consider whether there are alternative ways of managing them which would reduce, if not eliminate, the need to close sites in similar circumstances.

2.4 Conserving The World Heritage Site

Section 1.2.6 set out the current state of survival of the archaeological resource and section 1.2.5 described the landscape of today, both of which the Plan seeks to conserve and enhance. Section 1.2.4 set out the processes by which the current condition of the WHS developed. All of these, as well as the immediate situation need to be considered in discussion of the issues of conservation.

The principal issues of conserving the WHS and its Setting fall into definable but partly overlapping topics. The following sections in 2.4 address the issues around conserving the landscape setting, followed by sections on the natural heritage, earthworks, buried archaeological remains under cultivation and standing masonry. Much individual work has been carried out on all of these by organisations with conservation responsibilities, both before and during the period of the 1996 Plan. However the need for an overall framework within which such work within the WHS and its Setting is progressed should first be considered.

2.4.1 *A Strategic Framework for Conservation in the WHS*

Developing a Conservation Framework for the WHS is one of the major strategic frameworks that still remain from the period of the 1996 Plan. Taking into account the widespread variation in the landscape character across the Site and the varying issues, there are still common threads that apply across the whole of the Site.

The first step will be to establish the current position regarding the condition of the WHS and its Setting in each of the areas of standing masonry, earthworks, buried archaeology, landscape and natural heritage and the mechanisms that exist within the organisations with responsibilities in this area. Some progress has already been made in the first three areas (see below Issue 5).

The most complex is the management of the landscape in retaining and enhancing those features which are of significance and at the same time accommodating the living and lived-in nature of the landscape. The Countryside Agency began this process through the development of Countryside Character Areas in partnership with English Nature and English Heritage, and this needs to be developed in greater detail through discussion among the interested parties. In Cumbria a Historic Landscapes Characterisation project is being carried out with support from English Heritage by the County Council and Lake District National Park. It identifies the ways in which the landscape has evolved. One of the outputs is detailed mapping of the units of different landscape character, primarily as a desk-based assessment. Undertaking of a complimentary project in Northumberland would give coverage of the rural areas of the WHS and serve as a base for a strategic framework for future decisions in managing the landscape.

Once this first stage is completed, an agenda of issues requiring consideration will be developed in active consultation with the organisations, interests and individuals who play a role. The Conservation Strategy will need to lay out the agreed targets for voluntary schemes of landscape management and also identify the mechanisms,

particularly the available funding schemes that could help achieve these. This global approach is a high priority to ensure that consensus is reached between the parties, that elements of the programme of work are consistent with each other and that available resources are used to maximum effect.

The Northumberland National Park Authority has undertaken to conduct a pilot scheme within the boundaries of the National Park. This was planned for the year April 2001-March 2002, but has been delayed due to restrictions from the Foot and Mouth outbreak. The experience of this pilot study will give a basis for developing the framework to the remainder of the WHS.

Issue 4: The conservation of the special landscape character of the WHS and its Setting, while managing the processes of change

2.4.2 *Landscape Setting*

The landscape of Hadrian's Wall is a very varied one which has great significance, both as the setting of the WHS and on account of its intrinsic values. It is a historic landscape which has undergone major change in the past. It is still a living landscape, the product of human intervention over time, in which its occupants work, live and find recreation. Future change is therefore inevitable and needs to be managed in such a way that it sustains both the overall significance of the WHS and its Setting. The development of a Conservation Framework will assist in the management of the processes of change (2.4.2 below).

Of these the strongest influence on change will undoubtedly be agriculture. As discussed above (1.3.5.1), a culmination of factors has caused the decline of farm incomes in recent years has been by 60%. The 2001 outbreak of Foot and Mouth Disease can only deepen the crisis but the most effective influence in reversing this trend rests with reform of the Common Agricultural Policy (CAP) which constrains the proportion of subsidy that can be allocated to environmental benefits and is centred on food production.



FIG 49: Spring lambs at Walltown

At the same time, the Department of Environment, Food and Rural Affairs (DEFRA) is re-shaping the way in which agriculture is supported. Over the next three years, the support arrangements for hill farming (which affects much of the World Heritage Site) will change from payments based on headage to those based on area. DEFRA is also putting more money into agri-environmental schemes, particularly Countryside Stewardship, which has great potential for positive landscape management and lower stocking rates which could allow the regeneration of some vegetation types. However there is a danger that too low a level of stocking could result in the unchecked growth of unwelcome vegetation such as bracken and scrub. Bracken is particularly destructive of buried archaeological deposits through the spread of its rhizomes. The experience of the temporary absence of grazing due to Foot and Mouth Disease has been that the unchecked growth of long grass inhibits grassland regeneration and this could accelerate erosion. Grazing at the right level therefore assists the management of sustainable grassland for access. Labour-intensive mowing would be an expensive alternative. If some areas were abandoned altogether, the landscape could become an unmanaged wilderness.

Given the outstanding universal significance of WHS, there may be a case for the development of a special Countryside Stewardship Scheme with enhanced rates for those aspects of land management which would benefit the

conservation of the WHS and its landscape setting. At present Countryside Stewardship schemes only contribute towards the costs of improvements, but there is need to provide landowners with greater incentive and reward to carry out changes in land-management which have environmental benefits and which may result in a loss of subsidy and income for production.

Generally, some of the strengths of the landscape are its open aspect, the maintenance of space between rural settlements, the existing patterns of fields and open country as well as buildings built of traditional local materials, and the development of woodland to reinforce the patterns of the landscape. The development and enhancement of natural habitats (see below) is a vital component of any landscape strategy.

Forestry is already a major influence. Woodland is currently an important part of the landscape with many small woodlands, copses and shelterbelts (Fig. 50). In much of the central sector, the northern skyline seen from the Wall is dominated by the edge of Wark Forest. The replanting of the forest edge as planned by Forest Enterprise should substantially improve this view. New planting elsewhere could add to the character of the landscape in certain locations, particularly if reinforcing ancient woodland and depending on species, but it should not be permitted to detract from the open aspect of the landscape where this is the dominant character.



FIG 50: Coniferous shelterbelt near Great Chesters



FIG 51: Northumberland National Park Visitor Centre and youth hostel at Once Brewed

Development is likely to be an issue mainly in urban areas and on their fringes. There is however the potential for developments in the countryside which could have significant impact on the landscape. Examples are new large farm buildings and conversion of redundant premises in the rural area. These are mainly managed through the planning process. However, there are various activities which fall outside the scope of planning legislation which could have an adverse effect on the landscape setting of the WHS. The suggested redevelopment of both the Once Brewed Information Centre and the Youth Hostel will require careful planning and design to blend with a particularly sensitive area of the setting of the WHS (Fig. 51). The erection of wind farms and telecommunications masts can have a disproportionate effect on the landscape.

In the urban areas, the articulation between the Wall and its landscape has long been lost. Here the need is to emphasise the linear nature of the WHS. Opportunities should be taken to leave the line of the Wall clear of development when possible in order to emphasise these points and link the surviving visible sections. It is important to ensure that the Government's priority for the development of brownfield sites does not override the preservation of the Wall and its associated sites.

Issue 5: The conservation of individual elements of archaeological, historical or natural environmental value within the WHS

The previous section looked mainly at the measures necessary for the holistic management of the landscape, both rural and urban. More specific actions are needed for the conservation and repair of individual elements of that landscape.

There is a need for more detailed plans for some individual sites and parts of the WHS. Management Plans have been developed for the Cumbria County Council estates at Birdoswald and for the fort of Arbeia. Conservation Plans are being developed for Housesteads and Chesters. EH is also committed to preparing shorter Management Statements for Corbridge and other parts of the Wall in its Care by the end of 2001. Site managers, particularly of sites managed for public access, should be encouraged both to develop such plans and review them regularly. The Hadrian's Wall Path National Trail project is preparing management plans for each section of the Trail as a base both for the creation and future management of the Trail.

2.4.3 The Treatment of Standing Masonry

The masonry remains of the WHS which are visible are in almost all cases the result of excavation of the Site in the past. The principal risk to standing walls is erosion and decay. Most areas of standing masonry are under regular maintenance, but there are three sites identified in the 1996 Plan requiring first-time consolidation which are in private ownership – Great Chesters Fort and Hadrian's Wall between there and Walltown; Bewcastle Castle (Fig. 52); and Thirlwall Castle. Thirlwall has now being conserved by the Northumberland National Park Authority under a 99-year lease, but there is an urgent need to organise work and arrangements for securing future maintenance of the other two sites. Both of these have suffered loss of fabric over recent years. There is a need to ensure that other areas of exposed masonry have satisfactory maintenance regimes. The nature of the Clayton Wall in having dry-stone wall faces poses a particular challenge to maintenance.



FIG 52: Bew Castle

The Smeaton Project, a programme of 15 years' research by Jeanne Marie Teutonico into the development of mortars for use on Hadrian's Wall, will be published by EH in January 2002. This work is supplemented by the experimental exposure of test blocks at Housesteads to examine how they perform in the extremes of climate to which they could be exposed on Hadrian's Wall. This work needs to continue to develop in order that effective consolidation is also authentic. The pointing used on some recent work has failed within a few years, whereas that from Ministry of Works days – so-called "Scotch pointing" – is cement based and prone to cracking, which allows water ingress. It is also harder than the stonework itself and difficult to reverse. This research will contribute to the overall Conservation Framework (above 2.4.2).

A large proportion of the masonry remains now consolidated and visible was exposed before 1973 without the benefit of archaeological excavation and recording. In the case of those parts which have been exposed more recently - principally Milecastle 35 and adjacent lengths of Wall at Sewingshields, a length of Wall and a tower at Peel Gap, and the forts at Wallsend, Arbeia, Vindolanda and Birdoswald - the wealth of information derived from archaeological excavation and recording has contributed extensively to understanding of the WHS. It is clear that much of this information, particularly the more subtle features and evidence of development, could have been missed by clearance of the masonry without coherent archaeological recording. It is important that arrangements are made for the conservation and maintenance of any further masonry exposed for display in future.

Any conservation work within the WHS, whether of standing masonry or buried archaeology, will cause change. It is therefore essential that appropriate archaeological investigation and recording is an integral part of planning and executing any such conservation scheme.

2.4.4 *Archaeological earthworks*

Protection and conservation of the archaeological components of the WHS are central to the maintenance of the Site's outstanding universal significance. They are non-renewable and fragile, and damage can only be superficially repaired. In the rural areas of the WHS, most earthworks survive under pasture cover and in woodland. In areas of improved grassland and arable their surface indications are often much reduced although the degree of survival can be good (Fig. 53).

Statutory protection provided through scheduling does not protect sites from processes which do not require consent or planning permission (Fig. 54). A number of activities within scheduled areas are permitted under the Ancient Monuments (Class Consent) Order 1994, including "normal" ploughing, forestry and horticulture. Precise definition of "normal" activity is provided in the Order. Much of the WHS in eastern Northumberland and Cumbria can be ploughed under this provision.



FIG 53: Milecastle 17 survives well although cultivation has removed its surface traces



FIG 54: Damage to the Vallum at Blackcarts by farm vehicles

Natural processes such as landslip, fluvial and coastal erosion cause major damage and loss. Burrowing animals, tree roots, wind-blow and invasive/damaging vegetation also cause significant damage but on a lesser scale. Legitimate everyday activities can also result in stress which can be damaging if continued over a period. A common problem is stock poaching, particularly near field gates, around trees and feeding stations. Farm vehicles moving across land can cause the development of ruts. Visitor erosion can develop on slopes and at pinch-points.

It is important to be aware of where such problems are occurring, the frequency with which they occur, and to understand the causes in order to manage them. It is also important to understand the impact of such problems and whether this is cosmetic or causing actual damage and loss to the earthworks. The earthworks of the WHS can only be effectively managed through consistent and informed monitoring. It is also essential that the resources for mitigation where needed are available. Farmers and owners are generally willing to discuss alternative mutually acceptable solutions to problems arising from agricultural activities which are drawn to their attention. Establishing and maintaining regular contact is also a way of communicating and developing understanding of the importance of the Site within the local community. EH should work through its own staff, particularly the Field Monument Warden, to maintain this outreach, involving other bodies as necessary.

The Raphael Project which started in 1999 is developing and assessing effective methods of earthwork repair. It is using a wide consultative network and also individual case studies. One of its outputs will be a manual of best practice in the management of earthworks. It will be important to ensure that the results of this project are widely disseminated both within the Hadrian's Wall WHS and further afield. Proactive prevention of damage is preferable to reactive repair, and the objective scoring systems developed within the LAC pilot, by National Trails and the Raphael condition survey should be used to predict problems before they become serious. Judicious use of hard surfacing can provide solutions if harmonised with the landscape setting. Successful examples have been the pitching on the National Trail, which incorporates natural rock outcrops. However it is important that only local or consistent material should be used in such cases.

2.4.5 *Archaeological sites under arable cultivation*

Ploughing, either regular arable or through rotation, features over much of the WHS with the exception of the upland zones. This practice is well established and generally occurs on deep soils.

The 1996 Plan suggested that cultivation was one of the major threats to archaeological sites (6.3.1). The results of the English Heritage Centre for Archaeology (CfA) work carried out since 1996 on milecastles under cultivation suggest that ploughing is not generally a major ongoing threat in the HW WHS. Much of the loss in arable areas has probably happened over a long period of time, and may have been caused by early stone robbing as much as ploughing. In east Northumberland, for instance, where arable is most prevalent, those areas now in permanent pasture contain the ridge and furrow of medieval and later ploughing. These rich soils will have been in continuous cultivation over several centuries. On the sites it investigated the CfA found that generally a comfortable cushion of ploughsoil protects the remains and the impact of ploughing has reached a position of stability. A major exception to this is the major site of the Roman town at Corbridge, where many of the fields around the English Heritage site are

under regular arable management. There are strong indications that the buried stone buildings, roads and other structures still survive extensively but are prone to damage from ploughing. A further effect of this is the illegal attention of metal detector users that the site attracts whenever it is ploughed despite the mounting of security arrangements. It will be important to reach agreement with the landowner and tenant for a more sympathetic land management regime here in order to preserve this important and, within the WHS, unique site.

The two milecastles where ploughing is having an ongoing impact highlight the need for further evaluation to provide a more detailed picture. Somewhat alarmingly, the investigations revealed that surface indications are not always a reliable indicator of below ground survival. Several milecastles with prominent surface platforms were either very deeply buried or their remains were extremely scant. Others survive well despite the total absence of a surface earthwork. The surface profile of the vallum has been rounded out by continued cultivation but in one instance truncated remains of the banks were found by the CfA, again not directly threatened as long as ploughing continues to be at the same depth (which is a constraint of the Class Consent). These cases demonstrate the need to evaluate each site under plough before making assumptions on whether or not some action is needed to protect buried archaeology.

Removing sites from plough is disruptive to normal agricultural activity and potentially expensive. Few of the arable farms in east Northumberland have equipment or stock to manage grassland. Many of the farms in Cumbria are too small to set spare land aside into permanent pasture. The removal of Class Consent, for which compensation is payable, is also confrontational. It should only be considered where active damage is demonstrated, the land manager is unwilling to alter cultivation practice and the condition and significance of the remains merit the cost.

There are alternatives to arable reversion which all require the willing participation of the farmer. They include limiting the depth of ploughing or using

another method, such as direct drilling. Another option where the remains are already reduced to a fragmented state is total excavation to record the remains and thus remove the problem. A further possibility is to seek public ownership, for example by a local authority, of the area of land containing the remains at risk. Another solution, which might be considered in some cases, is total excavation of the remains under cultivation. As well as solving a conflict between agricultural practice and archaeological conservation, this would provide further research opportunities and therefore contribute further to the informed management of other parts of the Site.

2.4.6 *Natural Habitats*

The significance of natural habitats and geological features in the Hadrian's Wall WHS and its Setting has been noted above (1.5.4). These are vulnerable in a number of ways, such as through unsympathetic agricultural practices, particularly the use of chemicals on the land, and disturbance caused by visitors and other human activity. It was apparent while the footpaths in the Central Sector of the Wall were closed during 2001 due to Foot and Mouth restrictions that many wildlife species flourished. The long grass encouraged the spread of rodents and their natural predators such as peregrine falcons were more in evidence. It is important that the conservation of these habitats and features is regarded as a high priority. More detailed proposals are set out in Appendices One and Two, which is in effect a Bio-diversity Action Plan for the Hadrian's Wall WHS.

Clearly these proposals will contribute directly to the delivery of the relevant parts of the Conservation Strategy proposed above. In many cases they are also related to the conservation of archaeological features. As far as possible, proposals for the conservation of natural habitats should be integrated with those for conservation of the historic environment, a principle enshrined in the national concordat between EH and English Nature. It is important however to recognise that in some instances there may be conflict between conservation of the archaeological and natural resources, and when this arises the priorities must be clearly debated. As a general principle,

measures to conserve one of these which would be harmful to the other need particular consideration and if at all possible should be avoided.

2.5 Using and Enjoying The World Heritage Site

Issue 6: The contribution which the WHS and its Setting can make to the local economy

It might be thought that the area of the WHS and its Setting was used in a very different way when the Roman army occupied Hadrian's Wall. While the Wall was designed to intimidate and control the activities of the native population, the economic picture that emerges, however, is of an army that quickly integrated with and depended upon the local population for its various needs. Civil settlements sprang up around the forts and the traders setting up businesses in them were enriched by the spending power of the Roman army. This interaction between Hadrian's Wall, local communities and business still exists today, although the Roman units that manned the Wall are long gone.

2.5.1 *Tourism*

Hadrian's Wall is seen in the North East Regional Economic Strategy as an icon of the north and as a potential driver in regeneration, both because of its high level of international recognition and because of its significance as a tourist attraction. Although in Cumbria its significance as a tourist attraction is heavily overshadowed by the Lake District, Hadrian's Wall is also recognised as an important part of the north-western regional cultural heritage²⁶. Its international fame has the power to attract visitors from all over the world and contributes therefore directly to the national economy.

However it is to the regional and local economy that the WHS is most beneficial. It runs through a living working landscape of active communities

which host a variety of businesses, not all of which are directly related to the WHS. However the influx of visitors to the WHS can boost trade in local shops, pubs, restaurants and transport, which might be considerably less viable if solely dependent on the local population for custom. In turn, facilities provided primarily for tourists, such as the Hadrian's Wall bus service, can also bring an additional facility for local residents. The opening of the Hadrian's Wall Path National Trail, together with its linking paths, and the cycle route within the Hadrian's Wall corridor will add further economic benefit to local businesses.

Beyond this there is much potential to develop the local supply chain. The "Hadrian means Business" project in the Hadrian's Wall Enrichment and Enterprise scheme has the potential to develop these links and the power of the WHS to sustain local communities and their economies. Conversely the scheme as a whole can increase awareness of the WHS among local communities of the WHS and restore local pride in it. There is a need to develop skills and employment in the conservation and management of the archaeological resource, another possible link between the WHS and the local economy which needs to be explored. It is important that the quality of products associated with the WHS is assured, and that those organisations involved in the WHS should take the lead in sourcing quality local products and influencing consumers to buy products that reinforce the character of the WHS and its Setting. There is a need for national organisations involved in the WHS to balance between the economies of scale of nation-wide contracts and responsiveness to the local situation by supporting local products.

There has been a developing rural crisis for several decades of which the symptoms have been the closure of village shops, rural post offices, garages and pubs. This results in fewer employment opportunities particularly for young people and migration from rural communities to towns and cities in search of work. There is a corresponding trend in the opposite direction of those, particularly in higher income groups, who prefer to live in rural settlements rather than towns and cities. However

this can change the nature of rural settlements into suburban dormitory settlements and raise rural house prices beyond the reach of those who wish to stay and work in rural areas. The economic potential from tourism associated with Hadrian's Wall can thus provide an important stimulus to marginal businesses in local communities.

The economies of the urban areas in the WHS and its Setting are more diverse than those of the rural areas, and the Site therefore is less influential in these areas and limited to visits to the urban attractions of the WHS. However Tyneside's interest in tourism is rising as a point of entry to the country through the ferry terminals and the airport. Short stay visits to Newcastle are also rising, partly through a steady trend in visits to friends and families and a rising trend in corporate and business tourism. Increased promotion of the WHS in Tyneside by raising its profile can strengthen the economic links between the Wall and the Tyneside economy. The development of the visitor centre at Segedunum in particular has created valuable new opportunities for local employment. Tourism also plays a significant part in the economy of Carlisle, which markets itself as the great Border City and Hadrian's Wall. While most of the visible attractions for visitors relate to the later history of city, the cultural heritage of its Roman fort and settlement and its position as a western gateway to Hadrian's Wall can add a significant dimension to the city's economy through tourism. Tullie House museum contains significant collections and displays relating to Hadrian's Wall and EH plans a major exhibition in Carlisle Castle on the city's Roman past.

There is a danger that, as new sites and attractions are developed, they may not add significantly to visitor overall numbers but can increase the competition for visitors among and at the expense of existing sites. Visits to the central sites show decline into the mid-1980s and began to rise again with the opening of new sites, particularly an increase of the remains which had been excavated and development of the museum at Vindolanda and the opening of the Roman Army Museum, after 1986. These new attractions gave visitors more choice of places to visit, but also added to

competition for visitors experienced by some sites. Visits to Arbeia (to which there is no entry charge) have almost quadrupled since 1983. More recently, Segedunum opened in the summer of 2000, and has had some 40,000 visitors in its first 9 months of opening, but as a new attraction it may cause some displacement of visits from other sites.

Despite its significance in the economy, tourism is susceptible to many factors which can undermine it. The most recurrent factor is the weather at times when most visits occur, principally bank holidays and the Easter and Summer holiday periods. Visitor numbers to all of the main Roman attractions on the Hadrian's Wall World Heritage site are heavily weather dependent – the urban sites typically performing better in poor weather than the rural sites. The provision of more wet-weather facilities and attractions could add stability to tourism particularly in the rural areas which would aid the overall rural economy.

Other singular events can damage tourism, often with more lasting effects than the events themselves. The oil crisis of 1973 caused a sharp fall in visitor numbers, followed by a steady recovery, although visitor numbers have never regained their pre-1973 level. At the time of the Gulf War the numbers of overseas visitors fell by 20% and in the 1990's the strength of the pound and the availability of cheap overseas package holidays affected both the overseas and domestic markets.



FIG 55: DFDS Ferry coming into Newcastle Port

The strong pound can also deter foreign visitors from coming to Britain, and research has shown that value for money is an important influence on the choice of holiday destinations.

The close inter-dependence of tourism and other activities in the WHS has been dramatically demonstrated in the outbreak of Foot and Mouth Disease in 2001. Although initially perceived as a shattering blow to agriculture, its impact spread rapidly to tourism and the local economy. Measures to control the spread of the disease led to the closure of footpaths on agricultural land. Although all the main sites with the exception of Housesteads could be opened as local conditions allowed throughout most of the year, visitor numbers to these fell to 58% of the previous year. The tourism industry and the rural economy were already struggling due to factors mentioned above and FMD came on top of an already weakened and vulnerable economy.

It was particularly unfortunate in Northumberland that a high proportion of cases were on farms on or very close to the Wall. The resulting closure of footpaths deterred many visitors from coming to the area. The damage is already showing in tourism-related businesses which have been forced to close and the loss of seasonal employment during 2001. However there are fears that the rate and number of business failures is likely to increase markedly over the winter into 2002 as cash flows become critical²⁷.

There are two main issues that arise from the outbreak. There are lessons to be learned about how such a re-occurrence might be handled in future, while more consideration of the importance of tourism to Hadrian's Wall is needed in future when strategic decisions are being made on how to tackle an outbreak. It is difficult to separate tourism completely from the effects of events in agriculture when such a high proportion of Hadrian's Wall is privately owned and on agricultural land. Nevertheless, as suggested above (2.3.3), there may be scope for site managers to review arrangements so that in the event of another outbreak of FMD more of the Wall could remain safely open for access than was possible in 2001. It will also be important for the government departments, particularly DEFRA, to build ways of

mitigating the effect on tourism into their future policies and procedures, such as by making significant tourist attractions such as Hadrian's Wall priority areas.

The second issue is how tourism and the rural economy can recover from the effects of FMD. ONE NorthEast has published a draft recovery plan and in Cumbria the Task Force has launched a bid for the county to become a Rural Action Zone (RAZ) to "enable the rebuilding and development of a dynamic rural economy for Cumbria, which is financially, socially and environmentally sustainable"²⁸. Within these frameworks, it will be important for a strategy to be developed specific to Hadrian's Wall to rebuild tourism. As first steps, the Hadrian's Wall Tourism Partnership secured £75,000 from the NE recovery fund towards marketing and the Partnership is planning a Hadrian's Wall Spring Festival for April 2002. As the prospects for the lifting of FMD restrictions appeared to be brightening, the terrorist attacks in America in September 2001 cast further gloom, particularly on the prospect of attracting overseas visitors. Visitors from North America normally constitute 7% of visitors to the WHS. The impact of these latest events is likely to be less on Hadrian's Wall than on some tourist destinations in the UK where visitors from North America normally account for a higher proportion of overseas visitors. Targeted marketing at the domestic sector is likely to be the most effective use of resources. In the medium to long term, the quality of visitor facilities, appropriate to the status of the Site itself, could be a factor in sustaining tourism in the face of shorter term difficulties. It is important that recovery is to sustainable levels and should not reach a level where the fabric and character of the Site is compromised.

The income generated at paid-entry sites makes a significant contribution towards the costs of maintenance and conservation of those parts of the WHS for which the relevant organisations are responsible. The net income derived by the three main English Heritage paid-entry sites on the Wall bolsters its capacity to give conservation grants to other bodies and individuals, as well maintain the fabric of the other unstaffed parts of the WHS in

²⁷ *A Proposal for a Rural Action Zone*, para 2.5, Cumbria County Council, October 2001

²⁸ *ibid*, 3.2

its Care. The National Trust receives no admissions income at Housesteads but does gain income from sales in the National Trust shop and from membership recruitment. Its major income from its Hadrian's Wall estate is from farming. Cumbria County Council has set up its management of Birdoswald as a self-financing operation, although the initial capital work of converting the farm buildings as a shop and residential study centre was part-funded by grant from the Heritage Lottery Fund. The most exposed organisations in terms of visitor income are the Vindolanda Trust and the Senhouse Museum, which being independent trusts have no other resources to fall back on. The Vindolanda Trust derives much income from charging for school educational visits (as does Birdoswald and Time Quest at Arbeia). This income coupled with tourist admissions pays for ongoing excavation on the site together with the associated responsibilities of conservation of finds and publication and displays in the museum.

In contrast to the paid-entry sites, the sections of Hadrian's Wall where there is no admission charge do not generate income towards their maintenance. As well as natural deterioration, erosion resulting from visitor wear, particularly in the popular parts of the Wall, can incur substantial costs to the responsible organisations in both repairing such damage and avoiding its re-occurrence. There is a need therefore to encourage visitors to visit pay sites as well as the open parts of the Wall and thus make a direct contribution to maintenance of the WHS. An alternative might be to introduce a voluntary "Visitor Payback" scheme, whereby visitors can contribute to the conservation of the place they have come to visit. There is also a need to encourage more day visitors to the 'free' sections to use local businesses as part of their visit and thereby contribute to the local economy.

The above paragraphs have dealt with the economic importance of tourism to the WHS, but it is also important to consider the contribution that the WHS makes to the tourism industry in the wider region. Although, for example, the WHS forms only a small proportion of the extent of Tynedale District, the district markets itself with



FIG 56: Tynedale District is branded "Hadrian's Wall Country"

the "Hadrian's Wall Country" branding (Fig. 56). The Wall as a nationally and internationally famous attraction competes with and complements other visitor attractions over a wide area in the north east and north west. The castles and strongholds associated with the border wars, Beamish Museum, Durham Cathedral, the extensive beaches of the Northumberland coast, the open expanses of the Northumberland National Park, the urban centres of Newcastle and Carlisle and the fells of the Lake District are but some of the other major visitor experiences in this wider region. Many visitors will be drawn to spend a holiday in the region more by the combination of varied quality attractions rather than by a single site, and visitors staying in accommodation some distance from Hadrian's Wall are still likely to include a visit to the Wall. Conversely visitors drawn primarily by Hadrian's Wall will seek variety by visiting other attractions in the region and so contributing to a wider tourism economy.

2.5.2 Agriculture (Fig.57)

Agriculture is the other main element in the local rural economy along with tourism. Nearly all the land forming the WHS and its Setting outside the urban areas of Tyneside and Carlisle is given over to farming. Like tourism, agriculture creates a supply chain of local businesses in haulage, animal marts and abattoirs, the manufacture and supply of animal feeds and fertiliser, farm

machinery and equipment, as well as specialist contractors in agricultural operations. The importance of farming to the conservation of the landscape has already been stressed (1.3.5.1; 2.4.1).

The presence of the WHS can both benefit and constrain farming. Hadrian's Wall is a key target area in the Countryside Stewardship scheme and therefore applicants within the WHS and its Setting have a higher chance of making successful applications, and so gain opportunities to diversify and generate income from tourism, such as farm holiday accommodation. On the other hand, the constraints of scheduling can limit the freedom to manage the land to its full potential. There can be potential conflict between the management of stock and crops and the presence of the public on farmland.

A major setback to farming in the WHS has been the outbreak of Foot and Mouth Disease (FMD) in 2001. The long-term effects of this have yet to be seen but the outbreak occurred against a background of farm incomes haven fallen by around 60% over recent years. Cumbria was the worst affected county and accounted for nearly half the national number of cases. The disease affected the whole of the WHS in the county from Maryport to a point north of Brampton. As described, above most farms between Walltown and Chollerford were affected in Northumberland and there was a further concentration of cases in east Northumberland



FIG 57: Farming in the Central Sector

and Tyne and Wear centred on East Heddon.

The outbreak has affected all livestock farms, whether or not they lost animals. It is not clear whether the compensation paid by DEFRA for stock culled will be adequate to cover the costs of restocking against changes in stock prices caused by the outbreak. Moreover the compensation was not calculated to cover lost income and many farmers will need to liquidate some of their compensation in order to service debts and provide an income in the short term. Those farms which did not succumb to the disease or to precautionary culling also incurred heavy losses and additional costs. The closure of markets and restrictions on movement of livestock removed their ability to trade, and they have been struggling with higher prices of feed and shortage of grazing. In many cases the investment in the development of pedigree flocks and herds often built up over several generations, has been lost.

What is becoming apparent is that FMD has accelerated the process of change within farming that had already started before the outbreak. Some stock farmers may be unable or unwilling to continue in farming. Those who do stay will probably restructure their businesses. There will probably be an increased trend towards amalgamation and fragmentation of farm holdings. Some farmers will also look at new ways in which to diversify. Other mechanisms for recovery are developing, such as clearly identified local branding of products. The Countryside Agency's "Eat the View" programme supports the promotion of products that would benefit the special qualities of the WHS and its Setting. The National Trust is exploring ways in which it could assist the tenant farmers on its estate to re-establish themselves. There is much scope to develop Farmers' Markets to support local production, which in turn can further stimulate local communities.

Diversification may have benefits to the WHS in the form of less intensive stocking and encouragement of the role of farmers as guardians of the landscape. The Cumbrian RAZ approach proposes a new voluntary land management scheme which could simulate future CAP reform

by shifting payment from commodity subsidy to landscape stewardship²⁹. An Agri-Environmental 'Fresh-Start' scheme is proposed which includes Whole Farm Contracts to build on existing schemes, while breaking out of their geographical limitations (such as ESA). This could overcome some of the existing difficulties that farmers face in entering agri-environmental schemes, such as the high entry rates for Countryside Stewardship. However some forms of diversification involving a change of land use might not be appropriate. For example, the creation of golf courses, while creating additional leisure facilities, can be very disturbing to the remains of the WHS on account of the earth moving and landscaping required to construct greens and bunkers. Conversion of pasture to arable would also need careful consideration within the WHS and its Setting. Changes in practice might also affect historic landscapes as well as sites themselves which needs to be considered.

Forestry and woodland may provide an alternative economic way of managing land. It is necessary to balance any benefits with the effect on the landscape. Forestry on the components of the WHS would be destructive of the buried archaeological remains.

Issue 7: Links between the WHS and the local communities around it

2.5.3 As well as economic inter-dependence between the WHS and local communities, there are other links. In the Roman period the units manning the Wall were of very varied origin, including units raised in Gaul, Germany, Dacia (modern Romania), Syria and Moors from North Africa. Although subsequent recruitment was local to where the unit was based, always away from the province where it was formed, the auxiliary units retained the culture and traditions of the province of origin. By way of example, third century inscriptions of the cohort of Dacians at Birdoswald are mostly decorated with a distinct short curved Dacian sword (Fig. 58). Such cultural diversity can be paralleled in the local communities of the WHS and its Setting, particularly between the urban and rural areas.

The soldiers formed links with the civil settlements around the forts. In the third century they were permitted to marry, but before this they almost certainly had unofficial wives and families who lived in the civil settlements. Military service became virtually a hereditary occupation and the sons of serving soldiers formed the next generation of the Roman army on the Wall. When they were discharged they probably continued to live close to the fort where they had served. There is some evidence that they were engaged in farming as much as military service, certainly in the later periods of the Wall's occupation. Almost from the initial years of the operation of the Wall, strong cultural links were formed with the native population.

Today, because of its size and location, the Wall passes through a landscape, rural and urban, that is vibrant and used. What is done to the WHS has an impact on those who live near it. Conversely, what is done by or for those communities can have an impact on the WHS and its Setting. It is important that those involved in the management and use of the WHS should develop existing links with local communities and ensure that benefits from the WHS flow into them. It is also important to improve communication and understanding with local communities of what the managers of the WHS are attempting to do and through involvement create a stronger sense of identity and ownership. Local communities recognise their links with the historic environment mainly in social, cultural and economic terms.



FIG 58: Birdoswald: altar with curved Dacian sword

There are ample opportunities to develop the inclusion of local communities. A recent example is the links formed between the conservation project at Thirlwall Castle and local communities in Greenhead and Haltwhistle to develop local identity and ownership. Five banners were designed and made by the 46 children of Greenhead First School to hang near the castle, each banner illustrating aspects of the castle's values and history (Fig. 59). Further community arts involvement will take the form of a drama project with local schools, based on the castle's history and folklore with involvement of final year drama students from the University of Northumbria.



FIG 59: Thirlwall banners.

Involvement of local communities in both archaeological projects and the local interpretative plan process can help with building and developing links between the WHS and local communities. The new museum at Segedunum is designed to relate to its local community as well as visitors and there is scope for the rural museums, which currently appear to be focused on visitors rather than local communities, to make new local links, such as with local schools. The "Marking the Wall" project within the HWTP Enrichment and Enterprise scheme can develop further cultural links between local communities and the WHS, particularly where the physical remains of the Wall are not prominent in the landscape. Events

planned for the 2002 Hadrian's Wall Spring Festival can be another spur to the involvement of local communities.

Issue 8: Improvement of sustainable access to the WHS and within its Setting

2.5.4 Transport

The previous Plan saw the preparation and publication of the Transport Strategy for the WHS. Its aim was to 'develop the network of integrated services that the unique nature of the Monument and its Setting merits, which emphasises access for all, a vibrant local economy, social inclusion, a high quality visitor experience, and, above all, sustainability'. The document should not be seen as a blueprint but as a framework within which individual projects may be developed to enhance provisions within the WHS. Responsibility for the implementation of measures connected with transport will rest with the responsible organisations, following further consultation with the local communities, user groups and other stakeholders most closely involved.

There has been vigorous debate within the partner organisations and the local communities on the document's recommendations. In Cumbria, a number of these have either been carried forward or are planned, such as the advisory one-way coach route signing around Birdoswald and development of a route hierarchy. There are still areas of disagreement on some of the recommendations which affect Northumberland which need to be resolved. Hypothecation of increased car parking charges within the WHS to support operation of the Hadrian's Wall Bus is generally accepted in principle but is more complex when considering how to implement it.

The report identified the wide variation in speeds between users of the B6318 Military Road, from cars using it as a relatively traffic-free through route between Carlisle and Newcastle to walkers and cyclists, with slower visitor traffic in between. This will become more urgent when the National Trail, which crosses the road at several points, is fully open in 2003. It is agreed that there should be no physical reduction of the width of the carriageway but there may be ways in which road

space can be reallocated between users. Any proposals for the road need to take account of the extensive use by local residents. The B6318 is necessarily used by commercial vehicles transporting timber from Wark Forest, quarry wagons and wagons making farm deliveries and collections, and also as a diversionary route by the police when the A69 is closed by accidents or flooding. This issue needs to be further discussed and, where agreement is reached, proposals implemented.

Although the level of car dependence means that inevitably many visitors will come by car to the WHS, the Transport Strategy paid much attention to measures which could develop public transport to and within the Site and increase facilities for transfer between modes of transport, particularly from cars to greener modes – walking, cycling, using public transport. The car park at Gilsland both provides an interchange with bus services to the Wall, an orientation point for visitors and a facility for parents collecting children from the adjacent school. An important aspect of the new attraction at Segedunum is its accessibility by public transport. There is a need to develop more such facilities throughout the WHS.

The Hadrian's Wall Bus, service AD122, has been supported by a partnership of organisations but although there are sources of funding to promote the bus, there are difficulties facing the operational costs of the service. The service has gone from strength to strength over recent years,



FIG 60: Hadrian's Wall bus.

culminating in the provision of two buses in a distinctive livery using the Hadrian's Wall Branding (Fig. 60), but the fall in visitors in 2001 saw a proportionate drop in numbers using the bus. Future funding of the operational costs need to be addressed against a background of rising costs and the need to rebuild visitor numbers. At present liability for any shortfall in operational costs rests with the Northumberland National Park Authority. External funding needs to be identified as well as reviewing current partnership funding. The Cumbria RAZ proposal may contain ways of providing additional support for the service.

2.5.5 Access

Physical access to the WHS is important as the means whereby visitors can enjoy fully first-hand experience of the Site without compromising its fabric, character or setting. The Hadrian's Wall Path National Trail is due to become available for public use in 2003 and will provide an enormous opportunity for walkers to enjoy and learn about the WHS by opening up sections not previously accessible to the public, and by linking together existing rights of way (Fig. 61). A guiding principle of construction of the Trail has been to retain where possible a grass sward path, except where this is not practicable, such as on steep slopes and wet ground. Any hard surfacing such as pitching has been carefully designed to blend with the landscape and underlying geology. Once it is open, it will be important for its managers to be aware of this guiding principle and to manage the Trail in a way that the same principle underpins its future maintenance. This means both avoiding damage to archaeological deposits from inappropriate use by maintaining an adequate monitoring regime and continuing to exercise the same care and sensitivity with which the Trail has been constructed.

It is important that the necessary resources are made available and are guaranteed for continued maintenance of the National Trail. This is also applicable to site managers within the WHS where continuing grounds maintenance is an essential tool of balancing wider access and enjoyment with preserving the significance of the site. The period



FIG 61: Walkers

of the previous Plan has seen experimentation with Golpla, a plastic mesh which, while allowing grass to grow within the cells, protects the roots and so can carry heavier visitor wear without damage and retain the appearance of a grass path. Site managers need to continue research into such methods of providing sustainable access to the Site.

The Disability Discrimination Act 1995 sets out legal duties to ensure the reasonable accommodation of disabled people in the work place and to public services. There is no exemption from the Act for historic sites or national monuments, although what constitutes reasonable accommodation must be assessed in relation to their architectural, cultural and historic significance.

Site managers will be required to assess their arrangements for access and make reasonable adjustments by October 2004 to adjust policies, practices and procedures which could have a discriminatory effect; provide auxiliary aids and facilities to improve communication and access to services; and make service adjustments to overcome physical barriers. Some of the sites may find this particularly challenging.

The Countryside and Rights of Way Act 2000 will extend the public's ability to enjoy the countryside whilst also providing safeguards for landowners and occupiers. It will create a new statutory right

of access and modernise the rights of way system as well as giving greater protection to areas of natural designations. The Countryside Agency is to produce maps of all the 'open country' and common land that will become accessible. It is still unclear whether any areas within the WHS and setting will come within the Act.

Issue 9: The provision of high quality visitor facilities within the WHS and its Setting

2.5.6 Visitor Facilities within the WHS

It is important that visitors to the WHS are welcomed by facilities that immediately communicate to them the significance of the Site through their quality. Most visitors encounter a TIC or a site pay-point before they see parts of the Site itself. Visitor expectations are now much higher than they were several decades ago and Hadrian's Wall must compete with the best of British and foreign visitor attractions. Visitor surveys show that in many ways these expectations are being met but there is considerable room for improvement in some areas, particularly facilities for families, wet weather facilities particularly in the Central Sector, information provision, catering and toilets. It is important that the WHS continues to anticipate longer terms trends and provide the best facilities to meet changing visitor needs and expectations.

Many of the major sites have developed their facilities within the last twenty years, the most recent being those at Segedunum, Vindolanda and Birdoswald. There are proposals at a number of sites to review and develop visitor facilities. The current arrangements at Housesteads where the site is jointly managed by EH and the National Trust, with the NT shop, visitor centre, refreshments and toilets sited adjacent to the car park and the EH pay-point and museum and the education room housed next to the fort are less than satisfactory. While there are no simple answers, EH, the NT and NNPA are investigating how the present arrangements might be improved to provide a better visitor experience.

There are also proposals to replace the existing NNPA visitor centre at Once Brewed and the adjacent Youth Hostel with a single building which

by the use of shared facilities would provide a better facility for visitors. EH is also exploring expanding the museum at Chesters to provide better interpretation of the site and in particular the significance of the part played by John Clayton in the nineteenth century. The investment by the responsible organisations will be in itself an expression of their recognition of the significance of Hadrian's Wall as a WHS, but these developments will also require external funding. It will be important however to ensure that any new development to house better visitor provision is appropriately designed and sited so as not to detract from the Site itself. EH should be encouraged to review the design of its guardianship panels which many consider intrusive, particularly in the special landscape setting of the Central Sector, and containing only limited information in proportion to their overall size.

2.5.7 Interpretation

Interpretation forms the communication between, on the one hand, academic research on and management of the resource of the WHS and, on the other hand, visitor enjoyment and behaviour. The Interpretative Strategy prepared in 1996 defined it as a tool for communication, for provoking thought and for gaining new insight.

The messages that interpretation delivers must be accurate and up-to-date. There is a constant need to review the interpretation media, such as leaflets, on-site graphic panels and displays in museums and at visitor centres, to ensure that the material meets this standard. A number of sites within the WHS make good use of new technology to enhance visitors' understanding and enjoyment. At the same time accessibility is essential to satisfy the expectations of a wide variety of visitors: this includes the range of intellectual access, from the serious scholar to the casual visitor, and ranges of physical access to include children, visitors with disabilities and non-English speakers. It is also a means of communicating with local communities.

Interpretation needs to answer the question "What is this", but it needs to go further to reveal the significance of the WHS. It needs to emphasise the

relationship between individual parts of the Site and relate these and the whole to other values such as its geology, the landscape and the natural habitats. It can raise awareness of the history of the Wall since the Romans, and, for instance, could contrast the treatment of adjacent sections of Hadrian's Wall illustrating the nineteenth century approach of John Clayton to conservation and the modern principle of "conserve as found". It can and needs to encourage the visitor to explore other parts of the Site to gain a wider appreciation of its variety and to understand how particular sites relate to the whole of Hadrian's Wall in function and location.

Interpretation has the potential to deliver messages about the fragility and vulnerability of the WHS and therefore influence visitor behaviour and how it can assist with the conservation of the Site so that it is preserved for the benefit of future generations. This can range from encouraging visitors to visit the more robust sites at certain times of year to explaining why the urge to climb on top of the Wall should be resisted. Messages can also re-enforce the relationship of the WHS with the local community, and particularly that most parts of the Wall are also farmland.



FIG 62: Orientation and interpretation panel at Banks West Turret

Interpretation could also deliver messages about land use and farming practices and programmes such as 'Eat the View' can be a link between the site and the local supply chain of businesses. A further role is orientation, so that visitors are aware of where else to go, not only to see more of the WHS but where they can stay, where they can shop and buy refreshments and how they can get there. The development of Information Communication Technology (ICT) will be valuable in achieving this. The code of respect Every footstep counts, produced for the Hadrian's Wall National Trail but now seen as having a role for the wider WHS, is an imaginative way of influencing visitor behaviour, not only through the leaflet but carrying its messages on beer mats. Face to face interpretation in the form of guided walks and the services of the Hadrian's Wall bus guides are other ways of communicating with the visitor. The Hadrian's Wall Tourist Partnership continues to be a valuable channel for information in its leaflets which carry all the messages discussed above.

The Interpretation Strategy, developed from the 1996 Touchstone Consultants study³⁰, underpins the implementation programme. It included a broad audit of good and poor practice



FIG 63

which the authors encountered within the WHS, and, as well as setting out the principles which should influence interpretation, it set out a hierarchy from Wall wide to individual site interpretation.

More can be done to improve the co-ordination of interpretation in the WHS. There are many organisations working on different aspects of interpretation.

Improvements to visitor information, particularly at Gateway sites to the region and the WHS, form an important part of the HWTP's new Presenting Hadrian's Wall Project. Marking the Wall will make a significant contribution to interpretation. There is a need for a review of the Interpretation Strategy to review progress and recommend future co-ordinated action across the WHS. It is also important to monitor and research into what visitors want and expect.

A key recommendation of the Interpretation Strategy was that Local Interpretative Plans (LIP) be devised not only for specific stretches of the Wall but also for the wider setting. These take the overall policies of the Strategy and adapt them to the local conditions of the various sectors of the WHS. The division of the WHS roughly follows its landscape character, with plans proposed or completed for Tyneside, East Northumberland, the Central Sector, Gilsland, Bewcastle, Carlisle and the Solway Coast. Progress on these has been varied: those for Tyneside and Gilsland are well advanced into implementation while other areas are developing or have yet to set up local plans. The detailed programmes of these LIP's are set out in the Project Register (Appendix One). They are led by organisations with particular interests in the area of the Plan, and this helps to affirm links with local communities. It is important that those LIP's which have yet to make significant progress are encouraged and that resources are identified to make this happen.

An overall presentational 'identity' has been created to establish the Hadrian's Wall WHS as a unity, not a collection of disparate sites and organisations, and to establish a consistency of approach to interpretation. The identity is of the Hadrian's Wall World Heritage Site itself, not as an additional organisation but as a cohesive framework within which all sites (as far as practicable) are identified as being elements of the one Roman frontier. More use of the WHS symbol, representing the interdependence of cultural and natural properties, can reinforce this unity as well as the status of the Site. The protection of the Hadrian's Wall WHS branding needs to be considered, to prevent its inappropriate use.

2.5.8 Reconstruction

It can be difficult for the visitor to appreciate that low surviving remains of walls, which they can easily step over, were once upstanding buildings which imposed restraints in terms of access and visibility. The original distinctiveness of the original buildings can also be lost when only their ground plans can be seen in situ. Physical reconstruction can therefore be a powerful tool in interpretation to enhance the visitor's experience and understanding. Models can communicate this to a certain extent but full-size reconstruction restores the additional dimensions of height and space. The impression of sheer size is conveyed by the reconstructed bath-house at Segedunum which the 'conserved as found' remains of the bath-house at Chesters (on which the reconstruction was closely modelled) do not (Fig.64 and 65). Reconstructed buildings can also demonstrate the lack of natural light inside their rooms, which the original remains open to the skies, do not.

Reconstruction can also provide opportunities for research into the nature of original buildings and structures and increase understanding of the archaeological remains such as materials, and how buildings functioned. An example is the reconstruction of a length of Turf Wall, built at Vindolanda in the 1970's. The gradual deterioration of this reconstruction could provide a valuable indication of how long the original Turf Wall might have lasted and help clarify the date of its replacement in stone, for which there is as yet no firm dating evidence. Reconstructed buildings can also house further general interpretation about the site as well as more specific interpretation. Reconstructed interiors can be informative to visitors on how buildings were used. Reconstructions can also attract additional visitors and income to the area. Visits to reconstructions may also be more sustainable than visits to the authentic remains.

A number of full-scale reconstructions have been built within the WHS. One of the earliest was the West Gate at Arbeia, which overlies the foundations of the original Roman gateway. Arbeia also contains the newest reconstructions of part of a courtyard

house and an adjacent barrack block. Both these are in situ but incorporate and are adjacent to original surviving remains. The bath-house at Segedunum has already been alluded to, and nearby is a reconstructed length of Hadrian's Wall beside the consolidated remains of the Roman foundations. The collection of reconstructed buildings in the Open Air Museum at Vindolanda provides stimulating interpretation of daily life on the frontier, as do the reconstructions of the interior of the mithraic temple at Carrawburgh in the Museum of Antiquities and the Turf Wall in Tullie House Museum. The first reconstructions within the WHS were of a length of Turf Wall, a Turf Wall milecastle gateway and a Stone Wall turret at Vindolanda. There is a proposal by the Vindolanda Trust to reconstruct the fort walls on the original site at Carvoran.



FIG 64: Chesters Roman Fort bath house



FIG 65: Segedunum, reconstructed bath house based on remains of Chesters bath house

One of the criteria on which Hadrian's Wall was inscribed as a WHS is that of authenticity in materials and workmanship, and it is essential to uphold this

value. Large scale reconstruction along the Wall would be perceived as undermining this authenticity.

A disadvantage of reconstruction is that a decision has to be made to freeze a particular building at a particular stage or moment in time. Parts 1.2.2 and 1.2.3 above amplify that Hadrian's Wall was not a unified design but one where sometimes major changes were made over its history and it would be challenging to present this complexity in reconstruction.

Reconstruction is therefore a complex issue. There is a balance to be made between the interpretative and economic advantages of reconstruction against the limitations and objections, particularly where reconstruction in situ will result in compromise of the original authentic remains, either by masking them or destroying them. Generally there can be no objections to reconstruction which is not in situ provided the setting of the WHS is protected.

Guiding principles on reconstruction as set out by English Heritage are that reconstruction should not be speculative but based on the best available evidence. Reconstruction should also be reversible and must not damage significant structures or deposits. In order to maintain accuracy of interpretation it is obviously more costly and complicated to revise a full-scale reconstruction to incorporate newly discovered evidence than it is to reprint a leaflet, redesign a display panel or modify a virtual image model.



FIG 66: Re-enactment group

International principles on reconstruction were set out in the Venice Charter of 1964. These must be applied to a Site of international significance. English Heritage has developed a policy statement on reconstruction, which will be published shortly.

New technologies in virtual reality may be able to achieve the interpretation advantages of physical reconstruction without the problems outlined above, such as the virtual Mithraeum on the web site of the Museum of Antiquities (www.ncl.ac.uk/antiquities). This website attracts an average of 2,000 visitors per day, worldwide and 24 hours a day.

An aspect of reconstruction that is wholly sustainable is events and re-enactments that bring to life the evidence from the inscriptions, military equipment and other finds displayed in the Site's museums. A number of specialist re-enactment groups base their displays on continuing research into the equipment and methods used by the Roman army and life on Hadrian's Wall in Roman times, and these are a popular and effective addition to the interpretative facilities of the Site.

Issue 10: The role of the museums within the WHS and their diverse range of ownership and management

2.5.9 Museums and Intellectual Access

Ten museums in or close to the HW WHS hold major collections of material from the WHS. Individually these collections are important, containing the materials from within a defined collecting area or site. Collectively they form one of the most significant assemblages of the material remains of the Roman Empire, and are given added coherence by their common provenance and relationship to the northern frontier of the Empire.

As with the management of the sites owned and operated for public access, the museums are run by a variety of bodies. English Heritage curates the museums at Chesters, Housesteads and Corbridge (although the collections themselves belong to a variety of owners and Trusts, depending on their provenance and date of excavation). The site museum at Vindolanda and the Roman Army Museum are operated by the Vindolanda Trust, and

the Senhouse Museum at Maryport is similarly run by a dedicated Trust. The Museum of Antiquities at Newcastle upon Tyne is jointly administered by the University (within whose campus it is housed) and the Society of Antiquaries of Newcastle upon Tyne. Tullie House Museum in Carlisle is run by the City Council, and local authorities also own the museums at Arbeia and Segedunum which are branches of Tyne and Wear Museums.

Museums are frequently a first contact within the WHS for enquiries about their collections and of a more general nature about the Site. Their prime responsibility is curating their collections and making them available for public study and enjoyment through regular displays of particular objects and themes. As with the sites themselves, they are at the forefront of interpretation of the Site.

All the museums within the WHS are registered. Within their diverse ownership and management their cataloguing systems are well developed and reflect considerable investment in both time and budget resources spread over a number of years and working towards digitisation of catalogue records. It is important that the necessary human and budgetary resources are available to complete this.

While it is commonly recognised that documentation is too far advanced for a single integrated catalogue to be developed, there is scope for museums to work together to establish some mechanism to link their individual catalogues. This could be in the form of a joint HW museums web-site with links to catalogue information and other research sources. An alternative approach, as part of the proposed overall management database for the WHS (Issue 13), could be an overall database of finds from the WHS drawn from the various collections. Such a database would reflect the extent and breadth of the material remains of the Site and would act as a conduit for access to the individual museum's catalogues. The various Museums need to consider these issues relating to data exchange.

The diversity of the museums extends to the dates when they were created and developed. For example at one end of the spectrum is the Chesters Museum, built and set out as a memorial to John Clayton in the early years of the twentieth



FIG 67: Corbridge Museum, teaching and handling collection

century. Its style therefore reflects the late Victorian approach to archaeology and museum display (Fig. 68). In contrast the new museum at Segedunum, opened in 2000, incorporates the latest techniques and displays to interpret the site and collections (Fig. 69). It is important that museums preserve their individuality and character where this is significant.

As discussed above (2.5.3) the museums of the WHS need to relate to local communities as well as to visitors to the Site. Museums also have a valuable role to perform in formal education (see below 2.5.8). In general the urban museums already work hard to engage their local communities and develop a sense of ownership. The new museum at Segedunum reaches out to its community. The Museum of Antiquities has developed a web-page with West Gate Community School in Benwell "Benwell is the Centre of the Universe" and is developing the Reticulum project with first schools in Northumberland. This outreach is probably less strong in the Central Sector where the museums are more tourist focused and more could be done, particularly in the EH museums, to build local links. In order to encourage repeat visits from local residents, museums need to offer changing displays and special events which is particularly challenging with limited staffing resources and with widely dispersed communities. The museums need to build up stronger partnerships with local schools and community groups, and could for instance develop schemes for reduced admission for local residents.



FIG 68: Chesters Roman Fort Museum



FIG 69: Museum at Segedunum

A Hadrian's Wall Museums Advisory Committee developed from an earlier Liaison Committee. Its purpose was to develop the exchange of information and expertise for the benefit of the institutions concerned. It is important that this Committee should

continue to meet as a vehicle for joint actions and for furthering links and communication between the individual museums.

Issue 11: The improvement of the educational use of the WHS and its Setting

2.5.10 Formal Education

As a signatory to the World Heritage Convention the UK has a responsibility to develop 'educational and informational programmes' with respect to its World Heritage sites. Nationally, the Education departments of English Heritage and the National Trust as well as education sections in other national, regional and local organisations have been able to provide a wide range of materials and resources to make extensive use of the historic environment.

The term 'Education' covers structured learning, whether by children or adults, as opposed to

developing the awareness of and provoking leisure visitors, which is the role of Interpretation and is dealt with in a previous section (2.5.7).

The value of heritage to education

Hadrian's Wall provides an unparalleled asset for formal and informal lifelong education relating to the past. It provides both a context for and hard evidence of that past and how the present has been affected by and relates to the past. At a base level Hadrian's Wall offers the opportunity for school visits to individual sites within the confines of the National Curriculum history syllabus proscribed by government. Most of the visits by English school groups therefore relate to 7-11 year old pupils (Key Stage 2) studying either the Romans or local history.

There are wider opportunities to use this resource across the majority of the school curriculum – from art to science, music to geography, English to mathematics – and throughout lifelong learning. For example, educational groups – especially those from Key Stage 3 onwards – are increasingly studying aspects of management, leisure, and tourism through historic sites. Opportunities for delivering environmental education are enormous. The publishing of the Hadrian's Wall Education Directory³¹ provides a comprehensive list of opportunities for teachers to utilise with their pupils within the WHS.

There is also much potential to reach out to school groups through the Internet. The WallNet project has been developed as a joint venture between the Senhouse Museum, Birdoswald, Brigantium and the Museum of Antiquities. It can enable schools to access information about Hadrian's Wall and its finds from remote locations and also act as preparation or follow-up to an actual visit. There is scope for more ventures such as this.

The value of education to heritage

Formal and informal education provide opportunities for those involved in heritage management to deliver messages about the importance of the preservation, conservation, management, and presentation of the historic environment to society. Educational visits can give

heritage managers unprecedented access to the population if they are willing to tailor their approach to the requirements of the relevant education sector.

The present state of educational provision along Hadrian's Wall

A Hadrian's Wall Education Forum, established by HWTP, with representatives of organisations involved in education within the WHS, meets to share good practice and begin to co-ordinate a coherent education strategy for the whole of the WHS within which individual providers would be able to develop their own resources, facilities, and programmes.

There is diversity of approach between organisations. EH policy is to work through teachers and teachers handbooks providing longer term investment. It has produced the Teacher's Handbook to Hadrian's Wall³² supported by various materials relating to both the Romans and generic archaeological sites, along with A Teacher's Guide to Using World Heritage Sites³³. Other organisations work primarily through site-based staff to whom teachers virtually hand over their pupils on educational visits. Some organisations admit educational parties without charge, while other operators charge school parties as a contribution to operational costs. In the case of Vindolanda, this income is a vital component and funds further research and excavation. There is a danger that this diversity stimulates competition between site operators. The Education Forum can maximise the benefits of complementary provision in education in the WHS.

The development and integration of the educational provision relating to the Wall forms a central part of the Enrichment and Enterprise programme being led by the HWTP, particularly the Marking the Wall project.



FIG 70: Learning about the Romans at Birdoswald Roman Fort.

2.6 Managing The world Heritage Site

Issue 12: Implementation and Review of the Management Plan

2.6.1 Implementation and co-ordination

It is essential that there are effective means of implementing the Plan. Without clear delivery mechanisms, the policies will not be effective, and the overall aims of conservation and sustainable use of the WHS and its Setting will not be achieved. When circumstances can change over the period of the Plan, it is important for the structure to be flexible and responsive to meet needs that arise.

The very large range of individuals and bodies which have responsibilities for managing and caring for parts of the WHS and its Setting is set out in the description of those who have an interest (1.3). Because of the size and complexity of the WHS and its Setting, this position is not going to change markedly. This 'mixed economy' has considerable strengths and needs to be retained and developed.

No one organisation can be directly responsible for implementing the whole of the Management Plan and overseeing its progress. The Hadrian's Wall World Heritage Site Management Plan Committee

³¹ Hadrian's Wall Education Directory. Hadrian's Wall Tourism Partnership

³² Teacher's Handbook to Hadrian's Wall. English Heritage

³³ A Teacher's Guide to Using World Heritage Site. English Heritage

was set up in 1996 to oversee the Plan's implementation. It includes representatives of all the organisations and bodies who have a stake in the WHS. This Committee has met twice a year to oversee the progress of the Plan, to consider and endorse specific initiatives, to agree priorities, and to review the conclusions and recommendations within the Plan and whether these need to be updated, and to oversee this process. The inclusive nature of the Committee is important to retain.

The need to communicate to a wider audience has on occasions been demonstrated in the period of the 1996 Plan, particularly when circumstances are changing as during the 2001 Foot and Mouth Disease outbreak. There may be a need to develop a less formal consultative mechanism in addition to the overall Management Plan Committee. The case for this needs to be considered.

There continues to be a clear need, as in all World Heritage Sites, for a central unit to champion the Plan and to co-ordinate its implementation, particularly by setting up and sustaining local partnerships where the interests of more than one organisation are involved. The Co-ordination Unit was set up by the 1996 Plan and its role has made a difference between that and previous strategic initiatives on Hadrian's Wall. Some initiatives would have happened independently but the Unit can stimulate partnerships where necessary to ensure that other programmes of the Plan are implemented. It can also house projects supported by partnerships, as in the case of the Raphael Earthworks Project Officer. The Co-ordination Unit should continue to fulfil these roles for the current Plan period.

English Heritage undertook in the 1996 Plan to set up and fund the Co-ordination Unit, but initially only for a period of 2 years. However, it has continued to fund the Unit since 1996 and has committed itself to funding it for the period of the new Plan. How the Co-ordination role should be provided after 2007 and whether its role needs to change as progress is made on the Management Plan are issues that need to be considered over the period of this Plan.

The HWTP also has necessary and continuing co-ordinating functions across the whole WHS.

It has a new executive role for the next Plan period in the delivery of the Enterprise and Enrichment programme in addition to its established role. There is clearly a need for HWTP and the Co-ordination Unit to continue to work closely together. During the Plan period it will also be worth considering whether there would be benefits in establishing more formal links between Wall-wide initiatives and how these could be developed.

The completion and management of the Hadrian's Wall Path National Trail is another Wall-wide project which is an important aspect of the overall management of the Site and implementation of the Plan. Issues such as how the Trail is promoted can have a bearing on many other aspects including the conservation of the Site and the local economy. The Countryside Agency is considering the case for creating an arms-length body to manage all National Trails in England and, if created, the HWP National Trail Officer would be employed by this body. It will be important to maintain the close working relationship with the HWTP and the HWCU.

There may also be a case for developing area-based overall co-ordination of all implementation of Plan policies within particular sectors of the WHS. This could only happen where there is a suitable body able and willing to take on such a role. During the next Plan period, this approach should be developed in one or more areas as pilot projects for the WHS as a whole. More detailed proposals are set out in Part Four of the Plan.

2.6.2 *Funding*

The management, conservation and sustainable development of the WHS is funded from a wide variety of sources. At the site level, maintenance work is carried out by individual owners, occupiers and site managers from their own income. Site managers are heavily dependent on income earned from visitors, though some of them can also draw on the resources of their parent organisation.

Recurrent activity at local and regional levels is largely funded by local authorities, English Heritage and the Countryside Agency. Site managers and the private sector also make

a significant contribution to the activities of the HWTP. To date, the full costs of the Hadrian's Wall Co-ordination Unit have been met by English Heritage.

Major projects have been largely funded from outside sources. The nature and relative significance of these has changed over the last Plan period. In the early years, the most significant were the Heritage Lottery Fund and the European Regional Development Fund. The HLF alone provided around £10 million for five major projects. HLF funding remains a significant potential source but is unlikely to be forthcoming on the scale of previous contributions. However HLF funding cannot be sought by individuals and there is a need to identify other sources of funding to deliver those projects which do not qualify for HLF or similar funding schemes. A particular issue is how to fund large-scale conservation of those parts of the WHS in private ownership.

Recently, the establishment of the Rural Development Service, now part of DEFRA, and the Regional Development Agencies has brought new possibilities for funding, as has been demonstrated by the SRB grant to the HWTP.

In the context of recovery from the effects of Foot and Mouth Disease, there may be sources of funding which could be identified for Hadrian's Wall and its Setting. The Cumbria Rural Action Zone (RAZ) proposal aims to harmonise and streamline existing funding sources. These new sources, together with any others likely to develop in the future, will reflect general government priorities, at present focusing on sustainable economic development and social inclusion. In order to obtain full benefits in the future for the WHS, it will be important for bids to be responsive to such changing priorities while still concentrating on the objectives of the Management Plan. It is important in this context to develop guiding principles on seeking major capital and revenue funding to ensure that effort is not diverted from the primary purposes of conserving the WHS and using it sustainably.

More specifically grants from EH will continue to be available for conservation work, as they may be also from HLF. Agri-environmental grants from

DEFRA are already important in this area and are likely to become more so in the future. The opportunity for a special Countryside Stewardship scheme tailored to the WHS needs to be explored. Tax incentives can also be used to encourage sensitive management of parts of the WHS. The development of a voluntary 'Visitor Payback' scheme could be investigated as a regular source of additional funding particularly for on-going conservation and maintenance of the Site and its Setting.

A persistent feature of the last Plan period has been the shortage of funds, though it has generally been possible to raise money for worthwhile projects. A further factor has been that it has become increasingly rare for projects to be funded from one source only. Normally, it has been necessary to put together a package of funding from a variety of sources. For non-project-based recurrent expenditure, site managers have been largely dependent on their own resources.

It is clear that these trends will continue over the next Plan period. In order to achieve the Plan objectives, it will be necessary for all those concerned to maximise the resources they can make available for recurrent expenditure (for example through sustainable development of tourism) and to work together in appropriate partnerships to identify and exploit potential sources of external funding.

2.6.3 *Monitoring and Performance Measures*

It is important to establish criteria for judging whether or not the objectives of the Plan are being achieved. They need to be relevant to the objectives of the Plan and relatively simple. They also need to be collected and analysed on a regular basis. Responsibility for doing this needs to be clearly defined.

Performance measures need to cover all areas of the Plan's policies, including such issues as visitor satisfaction, and sustainable economic growth as well as the state of conservation of the WHS. The principles that have been established within the Limits of Acceptable Change project could be applied here on a larger and broader scale, and

could include measures of both progress and where the Plan is not working. Possible measures and methods could be included from the following:

Landscape Setting:

1. Periodic aerial surveys of the World Heritage Site and its Setting
2. Number of planning consents within the Setting
3. Change of land use within the Setting (eg built up, arable, pasture, forestry/ woodland)

Archaeological Sites:

1. Newly discovered archaeological information
2. Amount of standing masonry requiring first-time consolidation
3. Amount of standing masonry requiring re-consolidation
4. Fixed point photographic monitoring of earthworks
5. Number and area of visible earthworks suffering from erosion
6. Number and area of archaeological sites under management agreements
7. Surveys of vegetational change within the landscape setting

Visitors, Interpretation, Education

1. Number of visitors to staffed sites
2. Number of visitors using rights of way
3. Numbers of visitors using the Hadrian's Wall Bus
4. Number of walkers using the National Trail
5. Qualitative survey of visitors
6. Available publications
7. Number of exhibitions
8. Number of sites with interpretive schemes
9. Number of educational visitors
10. Number of virtual visitors to Hadrian's Wall related websites

Sustainable Economic Growth

1. Earned income from sites
2. Tourism-related earnings within Hadrian's Wall corridor
3. Number of tourism related tourism-related SME's within Hadrian's Wall corridor
4. Agricultural incomes within Hadrian's Wall corridor
5. Number of agricultural holdings within Hadrian's Wall corridor

What measures would be most reflective of progress, how they should be measured, if particular areas need closer measurement than others are all issues that need to be discussed and a firmer list agreed. The list should then be reviewed at regular intervals to ensure that the measures are still relevant.

As well as such indicative measures, the progress of the Management Plan can be measured by achievement of the ambitions set out in the Plan. The identification of issues and projects which need to be taken forward or completed should be backed by an action plan that identifies how these will be delivered. As it is likely that circumstances will change over the 6-year period of the Plan, the most effective and responsive method would be an annual action plan. Many of the actions can only be delivered by individual partner organisations either acting singly or in formal or informal partnerships. It is therefore important that the relevant policies and actions set out in the Management Plan are clearly identified within the individual forward plans of all partner organisations responsible for the delivery of the Plan. The drawing up of an annual action plan for the WHS, which should have SMART objectives, will thus become the sum of the agreed commitment of all concerned. As well as being endorsed by the Management Plan Committee for each year, each action plan should be reviewed at the end of the year to assess progress and where consideration is required if the objectives have not been met.

The World Heritage Site Committee reviews Sites on a six-yearly cycle, and the Management Plan should therefore be reviewed and revised as

necessary within the same cycle. It will be necessary to review the progress of this Plan, how far its 6-year objectives have been met, whether specific programmes of work are still outstanding and need to be taken forward to completion and whether new resources are required to achieve this. The Hadrian's Wall wider partnership will need to review whether the main issues have changed over the period of the Plan and assess whether the Plan and its delivery mechanisms need reconsideration in order to address these. There may be changes in legislation or other national or regional strategic policy that have to be taken into account.

As with the current Plan, the process will involve a body committed to overseeing the process and particularly the drafting of a new Plan. It is proposed that this should be the Co-ordination Unit. There will again be a need to consult widely, both among immediate partner organisations and individuals, and those with a more general interest in the Wall on the need for changes to the Plan and the content of the Plan. Finally there will be a need for the agreed Management Plan to be endorsed by the Management Plan Committee. This should be completed by December 2007 so the revised Plan is in place for start of the period 2008-13.

Issue 13: The need for adequate and improved information and understanding of the history, development and present use of the WHS and its Setting

2.6.4 Research and Understanding

The description of the archaeological components of the WHS (1.2.3 above) is based on the very small proportion of Hadrian's Wall which has been investigated. It is evident from the accounts and records of antiquarians that the Wall was never totally buried and lost to sight. Nevertheless the remains visible today are largely the result of antiquarian and archaeological endeavour, mainly over the last one hundred and fifty years. What is seen and known is but the tip of the iceberg. Nearly every excavation within the last 20 years has revealed new evidence (Fig. 71). Other data-gathering methods such as geophysical survey have also expanded our knowledge. Much of this has forced archaeologists to revise their

understanding of the Wall. In a number of cases, new research has focused on existing information without additional excavation and arrived at new conclusions. The WHS still holds rich potential for developing understanding, the results of which will be of value to all.

Developing fuller understanding of the WHS is intrinsically important in relation to the values for which it was inscribed. This understanding is also vital to interpretation and thus to increasing the enjoyment and appreciation of visitors through communicating accurate information. It is also essential for management of the resource: recent survey and excavation have demonstrated that in some cases the protection of scheduling does not fully cover the extent of surviving remains.

Archaeological research on the WHS has continued over the period of the 1996 Plan, through further excavation and survey and through research and re-assessment of existing information. Much of this work has been published to put it in the public domain (2.1.1 (8) above). Generally such research has been opportunist, driven either by development or by where funding has been available. There is a need to develop a framework within which research can be taken forward. This would not suppress research where opportunities arise but could identify areas where the current state of knowledge needs to be expanded and which parts of the resource have the greatest potential for further work. It would also give a framework for those who make curatorial decisions particularly in relation to proposed development within the WHS.



FIG 71: Cobble base for the turf wall at Burgh-by-Sands, discovered 1986

English Heritage has encouraged the creation of such frameworks, most of which are on a regional basis³⁴. The frameworks for the North East and North West regions are being developed. A number of frameworks have been developed on a topical basis, and a research framework for the WHS falls within this category. While it needs to relate to the developing regional frameworks, there is a clear case for a free-standing document for the WHS.

The first priority is to build on the small amount of progress that was made in the latter stages of the 1996 Plan to identify the scope of the project. While the Roman elements that form the focus of the WHS are the central area, there needs to be reference to the wider military zone of northern Britain and to other frontiers of the Roman Empire. It is important however that the Roman frontier is not considered in isolation and the framework needs to cover also the full archaeological resource of the Setting. Following the recommendations of English Heritage, the first stage should be an objective resource assessment. The parties with an interest need to decide whether this task of data gathering can be undertaken with existing human and budgetary resources or whether additional funding is required to set up a dedicated contract to undertake this work. It needs to be noted that the English Heritage Archaeology Commissions budget, which supports the preparation of regional frameworks, does not have an allocated sum against a framework for Hadrian's Wall.

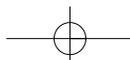
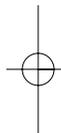
Following this there needs to be extensive discussion and consultation among the broad archaeological and academic community with an interest in Hadrian's Wall as to where the gaps in knowledge are and what aspects of the Site have the greatest potential for further enhancement and development. From this agenda phase can be determined the priorities for research together with the available resources, which is the strategy phase. These three phases, the Assessment, the Agenda and the Strategy together comprise the Framework. The development of this framework will be vital to support applications for further funding for research.

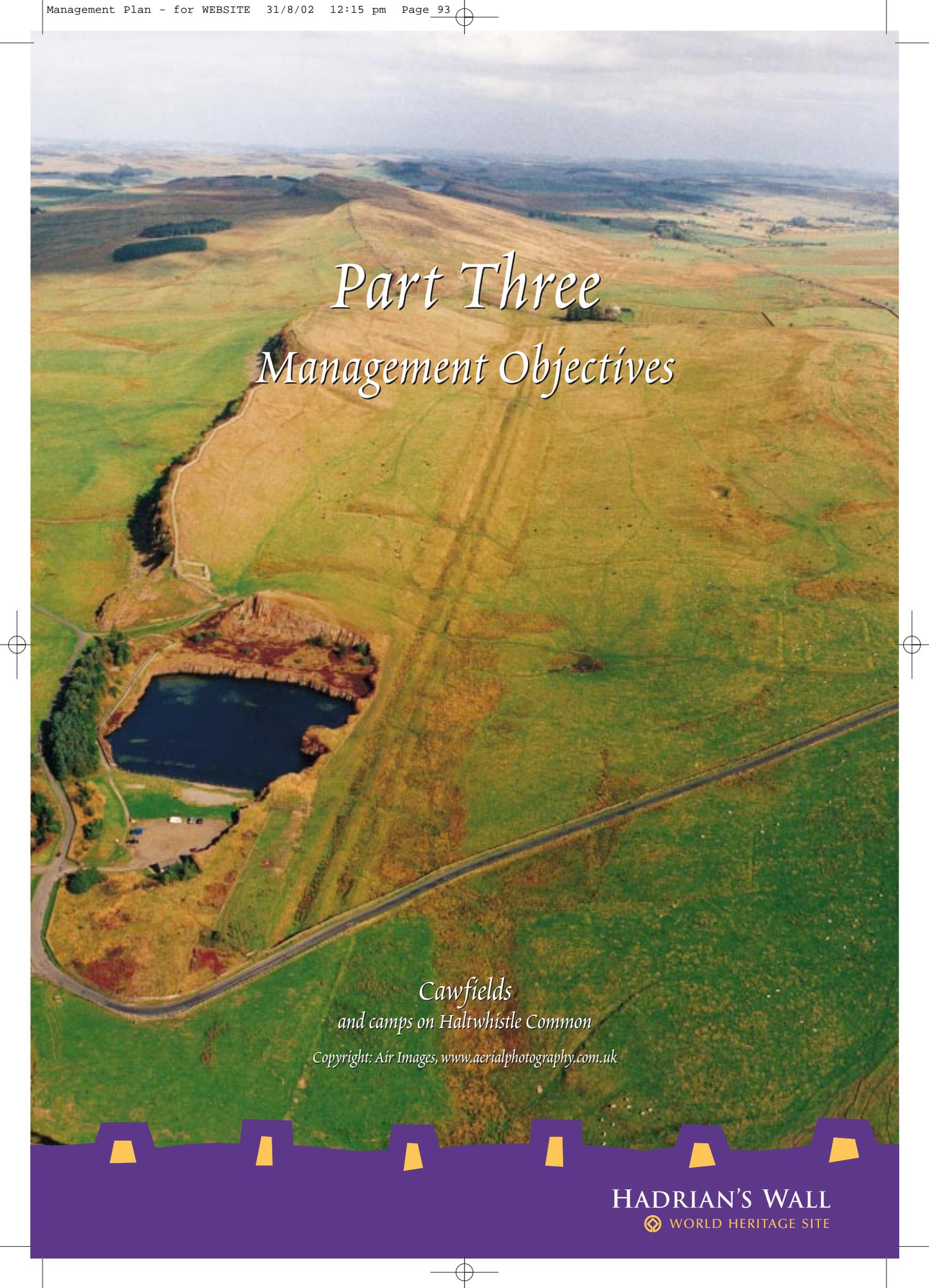
Research is also needed on the other aspects of the zone that relate to its identified values, including its natural heritage. Structured investigation of how the Site as a whole is used should continue, particularly with regard to the major modern uses, agriculture and tourism and recreation. It is important to ensure that these are sustainable and that developments in either are compatible both with the interests of the other and with other values of the WHS. Also needed is continuing collection and assessment of qualitative and quantitative information on visitor (and non-visitor) perceptions and behaviour.

It is vital that information should be available to those who need it. Potential users will include, among others, visitors, local residents, students and academics as well as those managing the Site. At the moment, many different bodies hold data in a variety of forms. Added value is gained by combining existing data sets, and it should be an aim of partner organisations to make data available to each other as required, subject to confidentiality constraints, both for mutual benefit and the wider use of researchers and others with a legitimate interest.

The approach used in other WHS and elsewhere has been to develop Geographical Information Systems (GIS), map-based relational data bases which can hold large amounts of data of different kinds. Such a system would supply many of the information needs of the Hadrian's Wall World Heritage Site and be a valuable management tool for delivering many of the objectives of the Plan, such as reviewing the boundaries of the Site, identifying conservation needs and measuring the recovery of the local economy from the effects of Foot and Mouth disease. With a Site as large as Hadrian's Wall, the challenges in creating a single GIS for the Site and maintaining and developing the data would be considerable. Taking into account the number of organisations with existing data in GIS format and the geographical extent of the Hadrian's Wall, there is a case for considering a different approach from other more discrete World Heritage Sites. It may be more efficient to develop a web-based data exchange forum, based on the model of the MAGIC (Multi Agency

Geographic Information for the Countryside) project being developed 7 agencies with countryside responsibilities. Agreement is needed on the overall purpose of a Hadrian's Wall GIS, what data is required, how much of that is already available, how data could be exchanged and how it is to be managed. There are also considerable resource implications for the setting up and managing of a Hadrian's Wall GIS, however it is modelled.



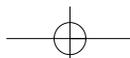
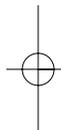
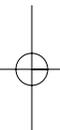


Part Three

Management Objectives

*Cawfields
and camps on Haltwhistle Common*

Copyright: Air Images, www.aerialphotography.com.uk



Part Three: Management Objectives

3.1 Introduction

Based on the discussion of the issues affecting the World Heritage Site (WHS) in Part Two, Part Three of the Management Plan sets out a Vision for the future of the WHS, long term aims and medium term (2001–2007) policies to achieve these. Part Four will discuss how the Plan may be implemented in more detail.

ICOMOS advise that Management Plans should be based on a strategic view over 30 years. These provide the strategic framework for the medium-term policies set out in 3.3 below.

3.2 The Vision

Our vision is of:

- A World Heritage Site universally recognised as the best surviving example of a Roman frontier system in concept, design and achievement, with all aspects of the Wall and its Setting protected, conserved and appropriately enhanced;
- A World Heritage Site and its Setting made accessible for all to learn about and enjoy in ways which are sustainable;
- A World Heritage Site which is a source of local identity and inspiration and an exemplar of sustainable development;
- An increased understanding and knowledge of how the World Heritage Site was created, has developed, and is now used, as a basic tool for all current management and development decisions.

3.3 Aims for Management of The World Heritage Site during the next thirty years, 2001-2031

UNESCO and ICOMOS recommend the establishment of long-term aims for the implementation of the Vision for the Site. The aims set out in the 1996 Plan have been reviewed: in this Plan they are arranged for clarity under the principal headings of Protecting, Conserving, Using and Managing the World Heritage Site.

PROTECTING THE WORLD HERITAGE SITE

- Ensure that the World Heritage Site and its Setting is preserved for future generations through appropriate policies and adequate protective measures.

CONSERVING THE WORLD HERITAGE SITE

- Identify and promote change beneficial to the World Heritage Site and its Setting.
- Maintain and reinforce the special character of the Wall's landscape, including its beauty and its natural heritage.
- Improve awareness and understanding of the archaeological, historical and other values which make the World Heritage Site so special and of the significance of its inscription as a World Heritage Site.
- Ensure that all parts of the World Heritage Site are regularly monitored as well as adequately and appropriately conserved

- Define and enhance the line of the Wall through the urban areas and in appropriate ways in rural areas
- Take advantage of available opportunities to free the most sensitive sites from modern development or planting

Using and Enjoying The World Heritage Site

- Provide visitors with an overall experience of the WHS worthy of its special values and significance.
- Retain the vitality of the landscape, both urban and rural, within the WHS and its Setting.
- Ensure that the World Heritage Site and its Setting create sustainable economic benefits through tourism and other means without compromising its integrity or damaging the interests of those living and working within the area.
- Achieve sustainable access for all to and within the Hadrian's Wall World Heritage Site and its Setting where this is appropriate
- Ensure that information of the highest quality and accuracy on the Site is accessible to all those using the Site for recreational and educational purposes

Managing The World Heritage Site

- Seek to develop partnership and consensus among all those involved within the World Heritage Site and its Setting, whether public bodies or individuals
- Strengthen links between the World Heritage Site and local communities to foster their appreciation of the Site and its cultural benefits.
- Ensure adequate and sustainable financial and human resources to achieve the vision for the Site

- Develop appropriate management to achieve the right balance between the values of the World Heritage Site and its Setting

3.4 Medium Term Objectives 2002 - 2007

This section sets out the policies and actions for the 6-year period of this Plan, which arise from the discussion of the issues in Section 2.2 above. The lead body or main partners are identified against each action point.

ISSUE 1: THE BOUNDARIES OF THE WORLD HERITAGE SITE AND ITS SETTING

Policy 1: The boundaries of the WHS and its Setting should be kept under review to ensure that its outstanding universal significance is adequately protected

ACTIONS:

- The definition of the WHS as only the scheduled ancient monument should be reconsidered and proposals for an alternative basis should be formulated before the next revision of the Management Plan (HWCUC)
- The inclusion of adjacent and functionally connected sites within the WHS should be considered and consulted upon (HWCUC)
- English Heritage should consider with the Tyne and Wear County Archaeologist the most appropriate method of protecting the buried remains of the WHS in Tyneside (EH/LA)
- The revision of the scheduling of the WHS should be completed for Hadrian's Wall in Tyneside and other satellite sites within the Setting (EH)
- GIS should be used when developed for the WHS to assess the current boundaries of the Setting (HWCUC)
- Any changes to the boundaries of the WHS and its Setting should be defined and notified to the World Heritage Committee (HWCUC)

ISSUE 2: THE LEGISLATIVE AND REGULATORY BASIS OF PROTECTION OF THE WHS

Policy 2: the WHS should be taken into account in the preparation and implementation of all planning, regulatory and policy documents which might affect it

ACTIONS:

- Regional Government Offices should include reference to the significance and values of the WHS in Regional Planning Guidance (GO-NE/GO-NW)
- Local Authorities should include adequate policies to protect the values and significance of the World Heritage Site when Local Plans are revised (LA's)
- Planning authorities should not permit development that would be detrimental to the WHS (LA's)
- Planning authorities should give consideration to the effect that development proposals within the Setting of the WHS might have on the Site and its Setting (LA's)
- Planning authorities should generally require formal environmental impact assessment for any proposed development which might have a significant effect on the WHS or its Setting. They should also require developers to provide an archaeological evaluation if the effect of a proposal is uncertain (LA's)

ISSUE 3: THE NEED FOR RISK PREPAREDNESS

Policy 3: All site managers should continue to assess their sites for potential risks and maintain appropriate plans to counter these

ACTIONS:

- Discussions with Emergency Planners, Ministry of Defence, Civil Aviation Authority and the emergency services should be undertaken to consider the need for plans for dealing with disasters that could potentially affect the WHS and its Setting (HWCU/LA's)
- Site Managers should maintain counter-disaster plans for their sites, including museums, and review these as necessary at

appropriate intervals (Site Managers/Museum Curators)

- Museum Curators and Site Managers should work together and exchange information on security measures and risk preparedness (Site Managers/Museum Curators)
- The site manager at Birdoswald should draw up an action plan to counter erosion and landslip within the estate and oversee its implementation (CuCC)
- Cumbria County Council should complete its Coastal Statement to assess loss of parts of the WHS through coastal erosion on the Cumbrian coast, and develop mitigation proposals with relevant partner organisations (CuCC, EH, SRI)
- English Heritage should monitor the effects of fluvial erosion on the site of the Roman bridge at Corbridge and the civil settlement at Chesters and develop mitigation proposals as required with the landowners (EH)

ISSUE 4: THE CONSERVATION OF THE SPECIAL LANDSCAPE CHARACTER OF THE WHS AND ITS SETTING, WHILE MANAGING THE PROCESSES OF CHANGE

Policy 4: The Conservation of the Landscape of the WHS should be guided by an overall Conservation Framework which should be developed to assist in the management of change in the landscape

ACTIONS:

- A Conservation Framework should be developed for the best management of the historic and natural environment and landscape setting of the WHS (HWCU/EH/LA's/CA/NNPA/EN)
- A pilot project for the development of a Conservation Framework should be developed within the Northumberland National Park (NNPA)
- Within the Conservation Framework, policies should be developed for beneficial change to the Setting of the WHS, thus allowing sustainable economic growth (HWCU/Site Managers/Landowners/RDS)

- Historic Landscape Characterisation Surveys should be completed for Cumbria and undertaken in Northumberland in order to inform and meet the objectives of the Conservation Framework, Research Framework and Local Interpretative Plans (CuCC/LDNPA/NCC/NNPA)
- Every opportunity should be taken to emphasise the linear character of Hadrian's Wall in urban areas, for example by clearing and marking its line (LA's)
- All agencies should identify ways in which farm incomes can be augmented through sustainable use of the WHS (All Agencies)
- Agri-environmental schemes should be developed and implemented, tailored to the needs of the WHS, its Setting and its inhabitants (HWCU/RDS)
- Forestry proposals which enhance the character of the WHS or its Setting should be encouraged but consideration should be given to maintaining the open aspect of the landscape where this is the dominant character (Forestry Commission)
- Proposals contained in the Bio-diversity Action Plan for the WHS should be implemented, provided they do not adversely affect the significance of the WHS and its Setting (All Natural Agencies)
- Conservation of archaeological elements should not compromise natural values of the WHS and its Setting (EH/LA's/Natural Agencies)
- Tree cover on protected archaeological sites should be felled when appropriate and not replaced (Landowners/Forestry Commission)
- Funding schemes such as agri-environmental schemes and Management Agreements should be promoted, targeted and concluded as appropriate with individual landowners to assist with conservation of the historic and natural environment of the WHS and its Setting (EH/DEFRA)
- Earthworks suffering from erosion and potentially at risk should be identified and the causes of damage defined (HWCU/EH)
- Where necessary remedial action should be taken to repair earthworks and arrangements for future proactive management established (EH/RDS)
- Guidance should be developed and published on the proactive management of earthworks (HWCU)
- Areas of the WHS under plough should be evaluated to see if damage is occurring (EH)
- Where damage to archaeological deposits is being caused by arable cultivation, a solution should be found by negotiation if possible and confirmed by means of a management agreement if appropriate. If no negotiated solution is possible, other means such as excavation or revocation of Class Consent should be considered (EH)
- The conservation of the castle at Bewcastle should be carried out and appropriate arrangements made for its future maintenance (EH)

ISSUE 5: THE CONSERVATION OF INDIVIDUAL ELEMENTS OF ARCHAEOLOGICAL, HISTORICAL OR NATURAL ENVIRONMENTAL VALUE WITHIN THE WHS AND ITS SETTING

Policy 5: Landowners, managers of sites managed for conservation and public access, and relevant agencies should develop appropriate work programmes for the management and conservation of individual sites

ACTIONS:

- Site managers should develop and maintain appropriate conservation or management plans for their sites (Site Managers)
- Site managers should include appropriate archaeological investigation and recording in all schemes for conservation or other works to any element of the WHS (Site Managers)
- Proposals for conservation of natural features should be integrated with those for conservation of the landscape and archaeological sites (EH/EN)

- Consolidation of the exposed masonry remains of Great Chesters Fort together with the lengths of Hadrian's Wall between the fort and Walltown should be carried out and appropriate arrangements made for their future maintenance (EH/NNPA)
- Site managers should develop regular and appropriate programmes for the maintenance and repair of masonry that has already been conserved (Site Managers)
- English Heritage should manage its own sites as exemplars, appropriate to its status as the lead body for the Historic Environment and to the World Heritage Status of the Site.
- In order to facilitate maintenance, EH should develop with site managers proposals for term SMC's for specified types of maintenance work (EH)
- The results of research into the use of lime mortars for repairs and the nature of building should be promulgated (EH)

ISSUE 6: THE CONTRIBUTION WHICH THE WHS AND ITS SETTING CAN MAKE TO THE LOCAL ECONOMY

Policy 6: the WHS should be used to assist the sustainable economic growth and post Foot and Mouth Disease recovery of the local economy, provided that there are no adverse impacts on the integrity and outstanding universal value of the Site and its Setting.

ACTIONS:

- Plans should be developed immediately to co-ordinate action for the sustainable use of the WHS to ensure the recovery of the local economy after the impact of Foot and Mouth Disease (HWTP/ALL AGENCIES)
- Sustainable and diversified agriculture should be encouraged (DEFRA/LANDOWNERS/ LOCAL AUTHORITIES)
- Hadrian's Wall as an 'icon' should be used to promote the economy of northern England (HWTP/NTB/CTB/RDA's/LA's)

- Targeted tourism marketing campaigns should be developed that bring added value from tourism to the area. (HWTP/NTB/CTB/LA's)
- Opportunities for building stronger links between urban and rural tourism businesses should be developed. (HWTP/NTB/CTB)
- Wall-wide schemes for the development of skills and employment should be developed (HWTP/LA's)
- Development of wet weather attractions within the WHS should be encouraged (HWTP/SITE MANAGERS)
- Mechanisms such as 'Visitor Payback' to direct maximum return from visitor spend into conservation of the WHS and enhancement of visitor facilities should be identified and implemented (HWTP/SITE MANAGERS/LA's)

ISSUE 7: LINKS BETWEEN THE WHS AND THE LOCAL COMMUNITIES AROUND IT

Policy 7: Links between the WHS and the local communities around it should be improved

ACTIONS:

- Communications between agencies involved with the WHS and local communities should be maintained and improved (HWCU / HWTP)
- Site Managers should consult on plans for their sites with local communities and encourage local involvement (SITE MANAGERS)
- Museums within the WHS should build and maintain links with their local communities to encourage a sense of local identity with their collections (Museum Curators)
- Links between the WHS and its Setting and local services and businesses should be strengthened (HWTP)
- The local supply chain should be strengthened, particularly for the tourism industry. (HWTP/ SITE MANAGERS)
- Appropriate arts and cultural initiatives should be developed with local communities, including initiatives such as the Marking the Wall project (HWTP)

ISSUE 8: IMPROVEMENT OF SUSTAINABLE ACCESS TO THE WHS AND WITHIN ITS SETTING

Policy 8: sustainable access to and within the WHS and its Setting should be improved

ACTIONS:

- The Transport Strategy should be used as a framework for the development of sustainable transport policies acceptable to the local communities and other stakeholders (HWCU/HWTP/HIGHWAY AUTHORITIES/LA's/NNPA).
- Long-term funding for the operation of the Service AD122 Hadrian's Wall Bus should be secured (HW Bus Partnership)
- Provision of improved cycle facilities and access to the WHS and its Setting should be developed (HIGHWAY AUTHORITIES/HWTP/Rail Service Operators/Site Managers/SUSTRANS)
- Provision of public transport to and within the WHS should be developed and improved (HIGHWAY AUTHORITIES/HWTP)
- The National Trail should be completed on target as soon as FMD restrictions are lifted. Thereafter it should be maintained, managed and promoted as a means of sustainable access and enjoyment of the WHS (CA/HIGHWAY AUTHORITIES/NNPA/HWCU/HWTP)
- Sufficient resources should be made available for the sustainable maintenance and management of the rights of way network (HIGHWAY AUTHORITIES)
- Access for All should be developed as a policy for all sites (SITE MANAGERS)

ISSUE 9: THE PROVISION OF HIGH QUALITY VISITOR FACILITIES WITHIN THE WHS AND ITS SETTING

Policy 9: Visitor facilities and interpretation of the WHS should be developed at all levels to meet visitor expectations as a means of improving the enjoyment and understanding of visitors and local people and their appreciation of the universal

significance and status of the WHS and its Setting.

ACTIONS:

- The quality of visitor provision within the WHS and its Setting should be continuously monitored, reviewed and improved to a standard commensurate with the universal significance of the Site (HWTP/Site Managers/Local Partnerships)
- The Northumberland National Park Authority and the Youth Hostels Association should draw-up plans for redevelopment of both the Visitor Centre and the youth hostel at Once Brewed and implement these, subject to the necessary approvals (NNPA/YHA)
- Northumberland County Council and the Youth Hostels Association should explore funding opportunities for development of Rudchester Farm and the Roman fort as combined interpretation and accommodation facilities for walkers and other visitors (NCC/YHA)
- English Heritage, The National Trust and Northumberland National Park Authority should seek to develop co-ordinated management arrangements at Housesteads, appropriate to the site's special values. (EH/NT/NNPA)
- English Heritage should review the design of its guardianship panels to suit the special status and significance of the WHS and its Setting (EH)
- Interpretation and information should be accessible to all, informative and enjoyable up-to-date, and based on the best available research, and cover all aspects of the WHS and its Setting including the natural heritage and land use (HWTP/SITE MANAGERS)
- Information and orientation displays should be displayed at all Gateway sites to encourage awareness of the whole of the World Heritage Site, the links between the individual sites and local services and amenities.
- The unifying identity for the WHS should be developed through marketing and through its use in interpretative material (and greater use made of the WHS emblem) (HWTP / HWCU)

- The 1996 Interpretative Strategy should be reviewed and updated and communicated to all (HWTP/HWCU)
- Local Interpretative Plans should be developed for all sectors of the WHS (HWTP/HWCU/LOCAL PARTNERSHIPS)
- Local partnerships should implement LIP's once developed (LOCAL PARTNERSHIPS)
- Interpretative panels on free sites should be maintained and repaired, renewed and replaced as necessary. (SITE MANAGERS)
- Interpretation should be continually monitored and evaluated at existing sites and improved as appropriate (SITE MANAGERS)
- Interpretation should clarify for visitors the position of each site within the total scheme of Hadrian's Wall and the location of other sites to underline the linear nature of the Wall (HWTP/SITE MANAGERS)
- The brown signing within the WHS and its Setting should be reviewed and revised as necessary (HWTP/HIGHWAY AUTHORITIES)
- All techniques of interpretation should be developed and utilised within the Site, particularly Audio Visual methods, Information Communication Technology (ICT) and Virtual Reality (HWTP/SITE MANAGERS/MUSEUM CURATORS)
- Interpretative events and re-enactments as well as appropriate arts initiatives should be developed and implemented to enhance the enjoyment and understanding of all visitors to the WHS (HWTP/SITE MANAGERS)
- All reconstruction should follow the English Heritage guidelines on reconstruction and be founded on the best possible research; in situ reconstruction should not be carried out on a purely speculative basis or if it damages significant archaeological deposits (EH/SITE MANAGERS)

ISSUE 10: THE ROLE OF THE MUSEUMS WITHIN THE WHS AND THEIR DIVERSE RANGE OF OWNERSHIP AND MANAGEMENT

Policy 10: Museum authorities within the WHS should consider opportunities for co-operation to improve access to their collections

ACTIONS:

- Museums should secure funding where needed to complete the cataloguing of their collections (MUSEUM AUTHORITIES/NEMLAC)
- Options for establishing a link between their catalogues to enhance access to all collections from the WHS should be explored and implemented if practical and affordable (MUSEUM CURATORS)
- Museums should build up links with local communities and schools (MUSEUM CURATORS)
- Museum authorities within the WHS should consider the case for re-establishing the Museums Liaison Committee to develop co-operative initiatives (MUSEUM CURATORS)

ISSUE 11: THE IMPROVEMENT OF THE EDUCATIONAL USE OF THE WHS AND ITS SETTING

Policy 11: The educational use of the WHS and its Setting should be maximised on the principles of Life Long Learning

ACTIONS:

- The WHS and its Setting should be used within all subject areas of the National Curriculum and aspects of Life Long Learning (HWTP/EDUCATION OFFICERS/LA's)
- All educational material should contain reference to the significance of the WHS and the need for its conservation and sustainable use (HWTP/ EDUCATION OFFICERS)
- The varied educational facilities, including residential centres, across the WHS should complement each other to add value to the overall educational potential of the WHS (HWTP/ EDUCATION OFFICERS)

- Collaborative schemes between sites and museums to provide electronic educational access to the WHS should be developed (EDUCATION OFFICERS)
- The Hadrian's Wall Educational Forum should be used to develop and exchange best practice (EDUCATION OFFICERS)
- The Hadrian's Wall Education Directory should be maintained and updated (HWTP/ EDUCATION OFFICERS)

ISSUE 12: IMPLEMENTATION AND REVIEW OF THE MANAGEMENT PLAN

Policy 12: the Management Plan should be implemented through the co-ordinated actions of all stakeholders and at the most local level appropriate for each policy

ACTIONS:

- The Hadrian's Wall WHS Management Plan Committee should oversee the implementation of the Management Plan 2001 - 2007 (HWWHSMPC/HWCU)
- The Hadrian's Wall WHS Management Plan Committee should consider the development of wider consultative arrangements (HWWHSMPC/HWCU/ HWTP)
- The Management Plan should be disseminated as effectively and as widely as possible (HWWHSMPC/HWCU)
- The Hadrian's Wall Co-ordination Unit should act as champion of the Plan, co-ordinate its implementation, and service the WHS Management Plan Committee (HWCU)
- The HWTP should continue its role in the promotion and development of sustainable tourism, arts and community initiatives and should undertake responsibility for the implementation of the Enrichment and Enterprise scheme (HWTP)
- Development of area based implementation of the Management Plan should be trialed through a pilot study in the NNP (NNPA)
- Recurrent expenditure should be funded as far as possible from the resources of those bodies responsible for implementing specific policies (all agencies)

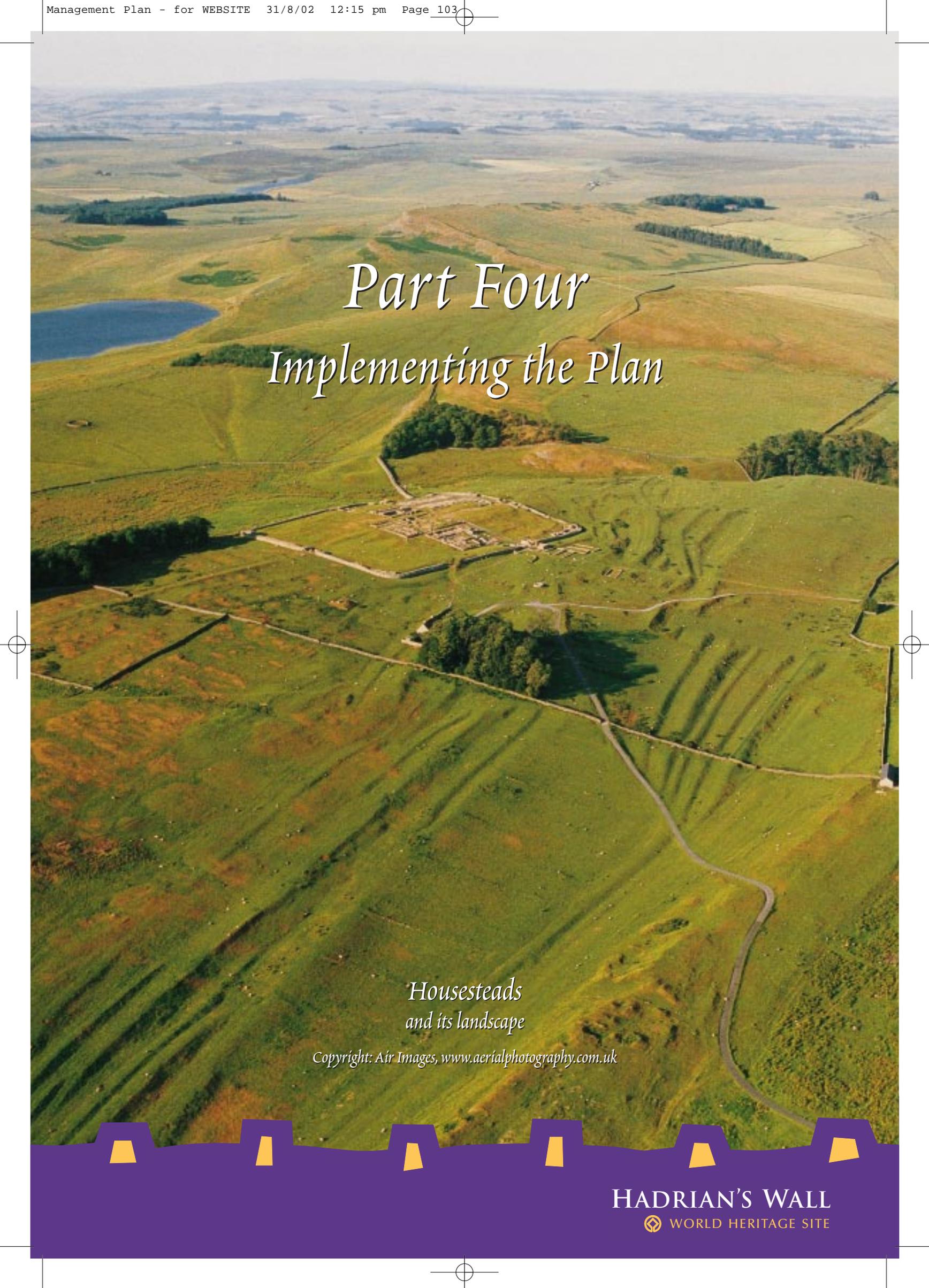
- A framework should be developed for funding applications to the Heritage Lottery Fund and other bodies and to identify sources of alternative funding, particularly where applicants would not be eligible for HLF funding (HWTP)
- A suite of monitoring measures should be agreed and drawn up, and assessed on a regular basis (HWWHSMPC/HWCU)
- An action plan for implementation of the Management Plan with SMART objectives should be agreed annually at the summer meeting of the Management Plan Committee over the period of the Plan (HWCU/HWWHSMPC)
- The Management Plan should be reviewed, revised as needed, consulted upon and endorsed by the Management Plan Committee by the end of the period of the current Plan in 2007 (HWCUHWWHSMPC)

ISSUE 13: THE NEED FOR ADEQUATE AND IMPROVED INFORMATION AND UNDERSTANDING OF THE HISTORY, DEVELOPMENT AND PRESENT USE OF THE WHS AND ITS SETTING

Policy 13: every effort should be made to improve understanding of how the WHS was created, has developed and is now used.

ACTIONS:

- An academic Research Framework should be developed for the WHS and its Setting to identify areas for future archaeological research, priorities and resources (HWCU)
- The programme of qualitative and quantitative visitor research should be developed (HWTP)
- Research programmes should be developed on non-archaeological aspects of the use and significance of the WHS (HWTP/HWCU)
- A Geographical Information System (GIS) should be developed for the overall management of the WHS and implementation of the Management Plan (ALL AGENCIES)
- Digital mapping of all aerial photography of the WHS should be prepared (EH)

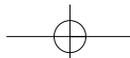
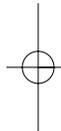
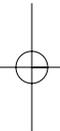


Part Four

Implementing the Plan

*Housesteads
and its landscape*

Copyright: Air Images, www.aerialphotography.com.uk



Part Four:

Implementing The Plan

4.1 Introduction

This Part discusses how the policies in Part 3 should be implemented. The essence of the Plan is that it should translate the ideas and proposals of the Plan into measurable and visible action as steps towards achieving the longer term objectives and the vision for the Site. This has been, and should continue to be, the principal difference between the Management Plan and previous strategic proposals for the Wall. These were agreed and published but little action followed. There is general agreement that, although the principles contained in these earlier documents were admirable, there was no delivery mechanism to make things happen. It is therefore essential that the Plan identifies the arrangements and mechanism to deliver the medium term objectives within the period of the Plan.

The objectives are a mixture of qualitative and quantitative targets. Some are continuous processes, such as development control by local authorities, where the Plan identifies standards and principles that should be applied to determining planning applications. There are major strategic reviews such as developing an archaeological Research Framework and a Conservation Framework and the review of the Interpretation Strategy. These will involve a wide number of individuals and organisations with a visible output at the end and will be reached through several stages. Others are specific projects which are deliverable through individual organisations and individuals either singly or in partnership.

Discussion of the issue of implementation and co-ordination of the Plan above (2.6.1-3) identified three major roles in delivering the Plan: Overseeing the Plan, Co-ordinating the Plan, and Implementing the Plan. The mechanisms for these are set out in the succeeding sections. The Project Register (Appendix One) listing projects in being or planned which will implement the Plan's policies. This will be updated on a regular basis.

4.2 Overseeing The Plan

The World Heritage Site Management Plan Committee

The 1996 Plan established the WHSMPC to act as the primary forum for issues concerning the management of the World Heritage Site (1996 Plan, para 9.4.2). Its membership is made up of representatives of all local authorities within the WHS, farmers and landowners (via the CLA and NFU) sufficient to give adequate cover of different types of farming and land use within the WHS and its Setting, other major landowners (eg National Trust, Forestry Enterprise), archaeology and tourism interests, and agencies and government departments active within the zone (including the Government Offices for the North-East and North-West, Department for Culture, Media and Sport, English Nature, The Countryside Agency, Ministry of Agriculture, Fisheries and Food, the Regional Tourist Boards), ICOMOS UK, and representatives of parish councils through the respective county Community Councils.

Its overall function has been to consider the full spectrum of the needs of the WHS and its Setting, and to recommend actions needed to maintain the right balance between conservation, access, sustainable economic growth and the interests of local communities. Its terms of reference were set out in the 1996 Plan as:

- (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 WHS;
- (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 WHS, 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 WHS, 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 WHS, to promote the economy of the region;
- (8) to agree the work programme of, and provide general direction for the 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.

The Management Plan Committee should continue to be the principal forum for overseeing the

implementation and periodic review of the Management Plan and its terms of reference should be unchanged. The preparation of an annual Action Plan and annual review of the Projects Register will provide the Committee with a clearer overview of progress across the full range of the Management Plan's policies and proposals.

Wider Communication

A number of methods of communication and public involvement have been attempted over the life of the 1996 Plan as reviewed above (2.1.1(13)). On a number of occasions, including the consultation on the review of the 1996 Plan and maintaining communication on the effects of Foot and Mouth Disease in 2001, the need to establish communication with a wider audience has become very clear. As there are many stakeholders in the Site who are not directly represented on the Management Plan Committee, such as individual landowners and tenants, businesses, local residents and visitors, it needs to be considered whether there is also a case for setting up a channel for wider and open consultation on a more regular basis and as a way of communicating the Plan and progress towards its implementation. There may be a case for arranging this on a sectoral basis, considering the size, range of interests and variety of issues across the Site and its Setting. In any case publication of the newsletter 'News from Hadrian's Wall', should continue, since this reaches a wide audience.

4.3 Co-ordinating The Plan

There is also a need for co-ordination of activities across the whole WHS and for a body to act as champion for the Plan. During the life of the 1996 Plan, there were in fact three Wall-wide bodies. There are also a large number of local partnerships focusing on particular objectives.

The Hadrian's Wall Co-ordination Unit

The HWCU was English Heritage's initial contribution to the implementation of the 1996 Plan and the Unit has continued to be provided by

EH since then. As developed over the period of the 1996 Plan, it carried out a range of functions including some EH executive functions relating to the Wall³⁵. On reconsideration, the EH core functions will be carried out within the mainstream organisation through the two Regional Offices. This will allow the Unit to return to a clearer role and identity as broker and champion of the Management Plan and to concentrate solely on co-ordinating and promoting the delivery of the Management Plan with greater effect. It will revert to its original staffing of two posts only (a Co-ordinator and Secretary), with the ability to house additional staff for specific projects, such as the Raphael-funded scheme for the proactive management of earthworks.

Working under the guidance of the Management Plan Committee the primary functions of the Co-ordination Unit should therefore be:

- Overall co-ordination of the implementation of the Management Plan.
- Co-ordination of specific partnership projects, including the strategic frameworks on archaeological research and conservation and developing a HW GIS
- Servicing of the WHS Management Plan Committee, and also, if created, a wider consultative arrangement.
- Housing wall-wide projects when appropriate.
- Continued publication of News from Hadrian's Wall three times a year.
- Monitoring progress on the implementation of the Plan and drawing up annual action plans.
- Revision of the Plan at six-year intervals

The Co-ordination Unit will continue to be provided for the period of this Plan by EH, though there is a case too for other key players to consider whether they might share in providing funding support for it.

The Hadrian's Wall Tourism Partnership

The Hadrian's Wall Tourism Partnership (HWTP) was created in 1993 and has had full time staff since 1995. Its core funding bodies include all those

bodies who manage sites for public access in the World Heritage Site, together with those local authorities most involved in promotion of tourism. It was originally set up to co-ordinate the development of sustainable tourism over the WHS and has been involved in many specific projects such as the development of Orientation Gateways. Along with the Co-ordination Unit, it performs an essential co-ordination role, as for instance in persuading partners to use the overall Branding for the WHS in all their publications alongside their own logos.

The Partnership has just been restructured as a consequence of taking responsibility for the Hadrian's Wall Enrichment and Enterprise scheme which gives it an executive role in delivering these projects. As a consequence, it will be very much focused over the coming Plan period on both tourism and also on the use of the WHS for sustainable economic growth and cultural and community initiatives. Its terms of reference are:

- to bring economic, social and environmental benefits to the area around Hadrian's Wall World Heritage Site through the promotion and development of sustainable tourism, arts and community initiatives linked with the Roman frontier.

The Enrichment and Enterprise scheme runs to 2006. The HWTP will be reviewing its role during the plan period. This review includes reconsidering the relationship with the Hadrian's Wall Co-ordination Unit. In the meantime the two organisations will be located in nearby offices and continue to co-ordinate their work.

The Hadrian's Wall Path National Trail

The National Trail Development Officer and his staff were established with the specific function of creating the Hadrian's Wall Path National Trail. Funded by The Countryside Agency (CA), with support from the Heritage Lottery Fund (HLF), the staff are actually employed by the highway authorities. The CA is exploring setting up an arms-length body by 2003 to manage all National Trails in England and if this goes ahead the Hadrian's Wall National Trail Officer would be

employed by this body. This present role will continue until the opening of the Path in 2002. Thereafter the CA will need to ensure that the Trail is maintained, managed and promoted. Although the CA's role is an executive rather than a co-ordinating one, it is one with wide implications within the WHS and its Setting in conservation, access, tourism and the local economy and communities. The Trail Development Officer has, for instance, led the setting up of two LAC conferences which cover broader aspects than the Trail itself. The posts are also dedicated to the WHS and its Setting and not part of a wider remit. It is important therefore that the Trail continues to maintain close working relations with the other Wall-wide bodies and other principal partners in the Plan.

4.4 Implementing The Plan

Action for implementing the policies in the Management Plan rests largely with the large range of bodies in the WHS and its Setting. The bulk of the work will continue to be done at local or site level as part of the ordinary activities of the various bodies concerned. The organisations, identified in the section on Interests (1.3 above), are a combination of national, regional and local ones and their geographical and functional remits are wider than Hadrian's Wall and their involvement in the Management Plan. It is therefore important that the Co-ordination Unit continues to develop close contact with all these bodies so the policies and priorities of the Management Plan are recognised within their forward plans. Since the human and budgetary resources of the main organisations are finite, progress on some aspects of the Management Plan will depend on how these bodies view their own overall priorities. These will determine the extent to which they are able to commit resources towards the progress of the Plan. The preparation of the annual action Plan will therefore reflect the specific, measurable, action-related, realistic and time-related (SMART) commitment of the bodies

and individuals who can make things happen.

There are of course already a large number of ad hoc partnerships concerned with the implementation of particular policies (for example the Local Interpretative Plans) where no one organisation can deliver these. What has been demonstrated by existing partnerships is that their effectiveness, or even the possibility of forming them, varies very much in different parts of the WHS. In order for them to function at all, there has to be a perceived community of interest among potential partners, and it is important that one body is prepared to act as leader. One of the roles of the three Wall-wide bodies can be to carry out this function where there is no other body to take the lead, particularly in priming new partnerships to deliver aspects of the Plan.

At present, it would not be possible to develop effective area partnerships for all parts of the WHS to implement the policies of the Management Plan in that particular sector. Some areas of work need still to be carried out on a Wall-wide basis. There is a need for work on how such sector partnerships would be formed and constituted and how they would work. An effective way forward would be to develop a pilot project in one part of the WHS to resolve these issues and to develop a model for such area-based co-ordination. The Northumberland National Park Authority has indicated an interest in doing this and this should be trialed during the coming Plan period. This would cover much of the central sector, which is the most-visited part of the WHS and also one of the areas badly hit by Foot and Mouth Disease. There might also be a case for carrying out a further trial of this concept in a second area with different issues of concern and a different range of potential partners. Such an area has still to be identified. Further development of area-based co-ordination could then be considered in the light of the outcome of the pilot project or projects.

Bibliography

Bidwell P (ed), Hadrian's Wall 1998–1999, Cumberland & Westmorland Antiquarian and Archaeological Society and the Society of Antiquities of Newcastle upon Tyne, 1999.

Breeze DJ and Dobson B, Hadrian's Wall 4th Edition, Penguin Books, 2000

Countryside Agency (formerly Countryside Commission), Countryside Character Volume 1 North East CCP535. 1998

Countryside Agency (formerly Countryside Commission), Countryside Character Volume 2 North West CCP595, 1998

Cumbria County Council, A proposal for a Rural Action Zone, G1, 2001

Department of the Environment, Planning Policy Guidance Note 15: Planning and the Historic Environment 1994

Department of the Environment, Planning Policy Guidance Note 16: Planning and Archaeology 1994

English Heritage, Hadrian's Wall World Heritage Site Management Plan, 1996

English Heritage, Power of Place – the future of the historic environment 2000

English Heritage, Teachers Handbook to Hadrian's Wall

English Heritage, Yesterday's World, Tomorrow's Landscape: The English Heritage Historic Landscape Project 1992–94

Fielden BM and Jokilehto J, Management Guidelines for World Cultural Sites, 1993

Gates T, The Hadrian's Wall Landscape from Chesters to Greenhead. An Air Photographic Survey, commissioned by Northumberland National Park Authority, 1999

Hadrian's Wall Co-ordination Unit News from Hadrian's Wall World Heritage Site. Published three times per year from 1996.

Hadrian's Wall Tourism Partnership, Hadrian's Wall Education Directory: Key Stage 1 – Post 16, 1999

JMP Consultants Ltd, Hadrian's Wall Transport Strategy 1999

Land Use Consultants, Hadrian's Wall Landscape and Planning Study, 1995

Olivier A, Frameworks for Our Past 1996

ONE NorthEast, Regional Economic Strategy One Region, One Future

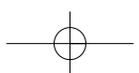
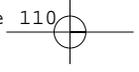
Touchstone Heritage Management Consultants, Hadrian's Wall Interpretation Strategy Phase 2a, 1996

UNESCO, Convention concerning the Protection of the World Cultural and Natural Heritage 1972

UNESCO, Operational Guidelines for the Implementation of the World Heritage Convention 1995

Whitworth A, Hadrian's Wall – some aspects of its post-Roman influence on the landscape BAR British Series 296, 2000

Young B, Geology & Landscape features of the Hadrian's Wall Corridor, British Geological Survey Technical Report No. WA/00/48C, 2000



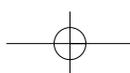
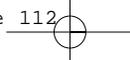


Part Five Maps

Walbottle

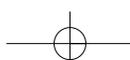
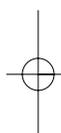
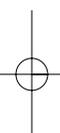
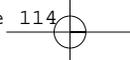
*on the western outskirts of Newcastle-upon-Tyne:
Hadrian's Wall underlies the road while the vallum moulds are only visible as crop-marks*

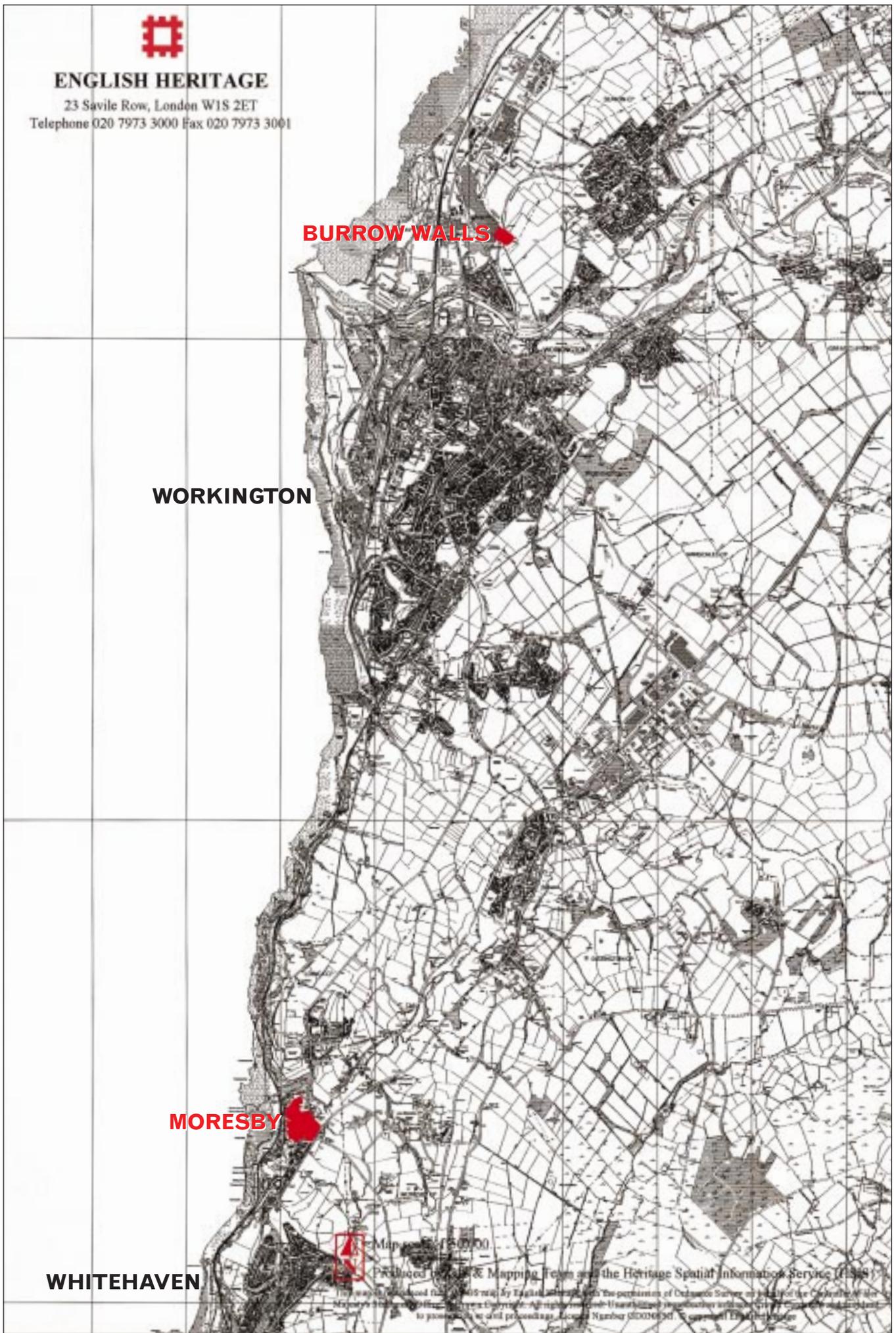
Copyright: Air Images, www.aerialphotography.com.uk





MAP 1





ENGLISH HERITAGE
 23 Savile Row, London W1S 2ET
 Telephone 020 7973 3000 Fax 020 7973 3001

BURROW WALLS

WORKINGTON

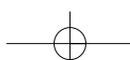
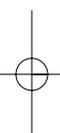
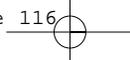
MORESBY

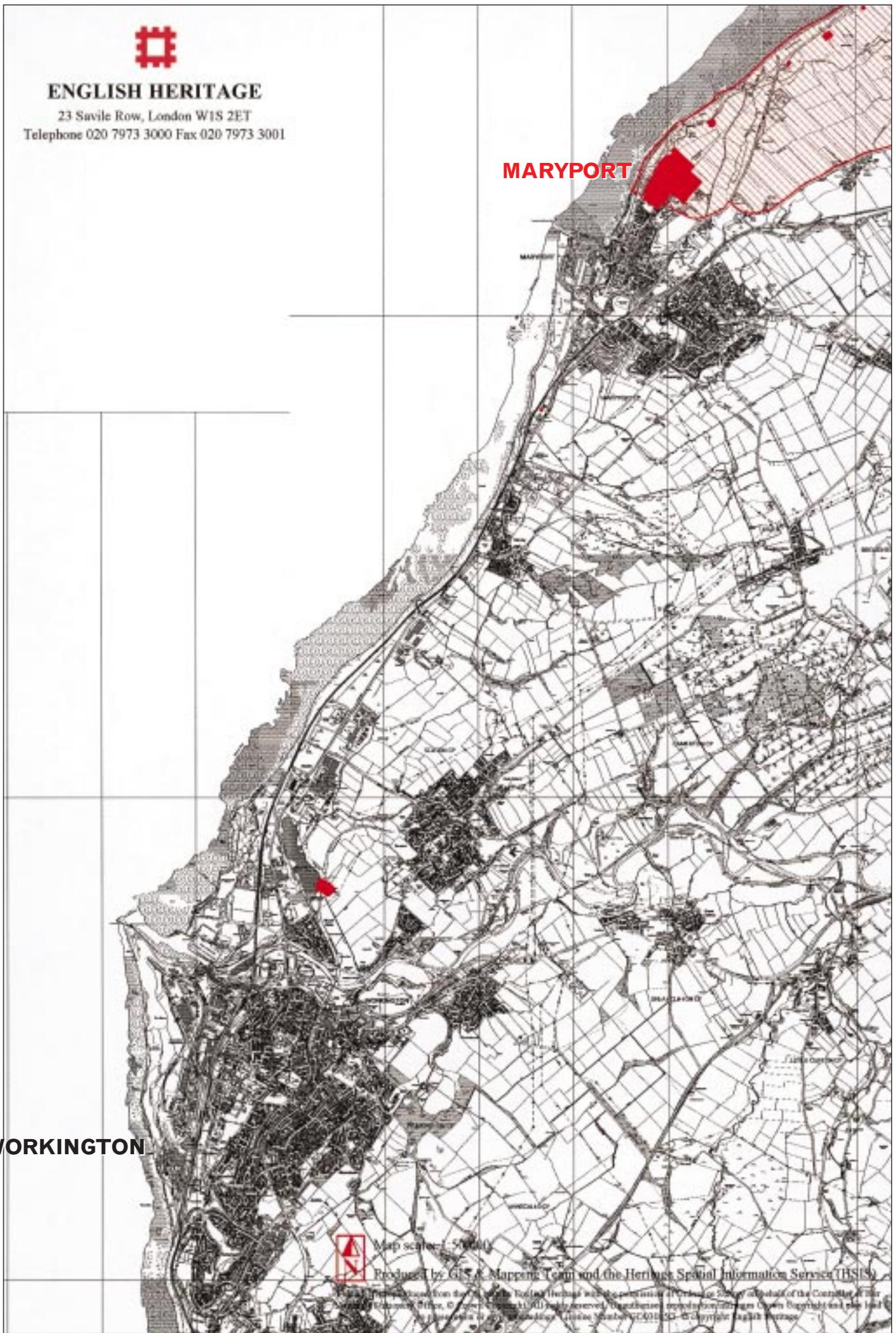
WHITEHAVEN



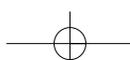
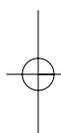
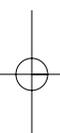
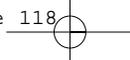
Map scale 1:25,000
 Produced by GIS & Mapping Team and the Heritage Spatial Information Service (HSIS)
 This map is reproduced from a 1995 map by English Heritage with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. All rights reserved. Unauthorised reproduction or distribution in any form or by any means without the prior written permission of English Heritage. Licence Number 00000500. Copyright English Heritage

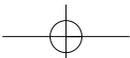
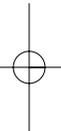
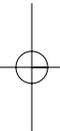
MAP 2

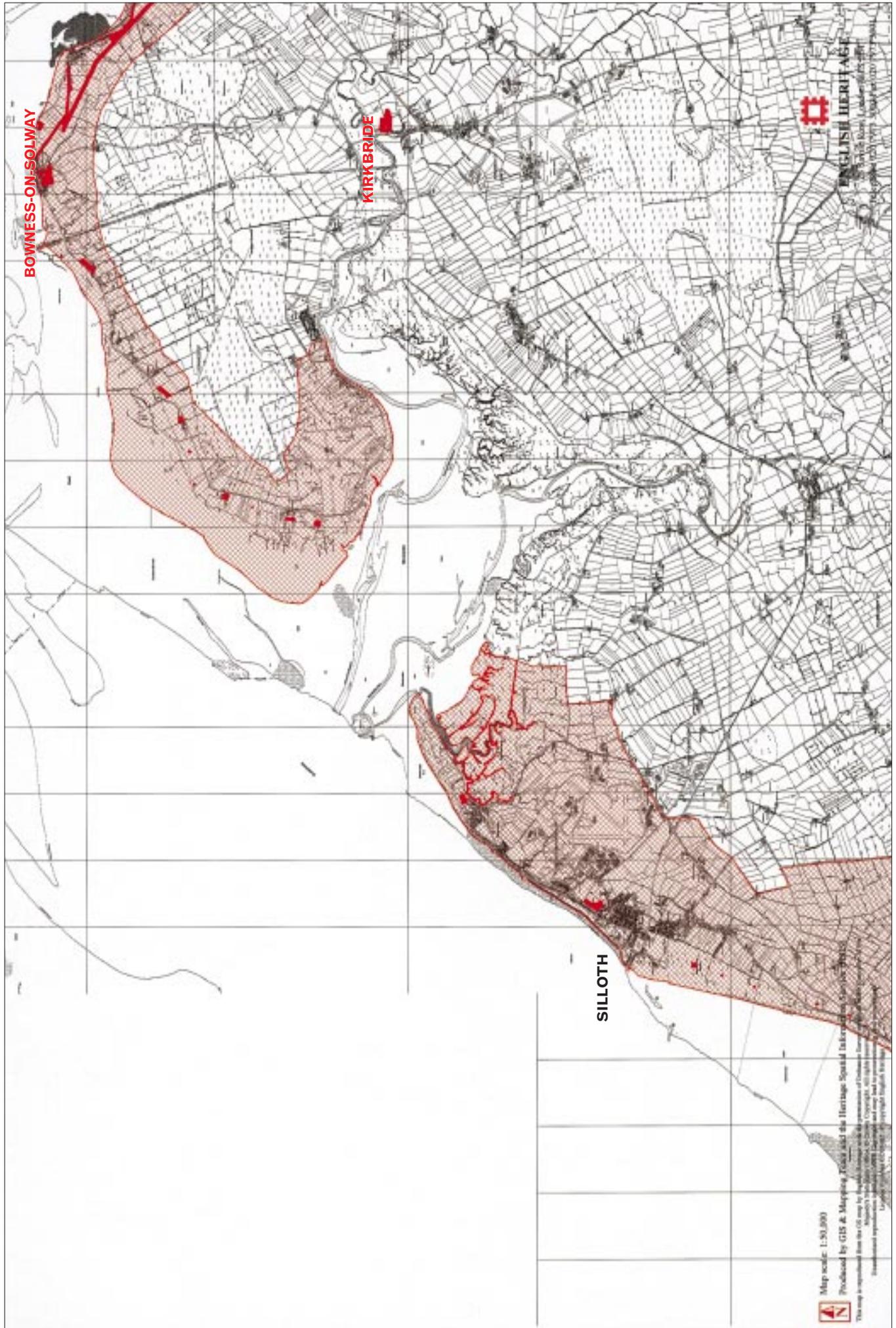




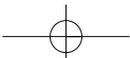
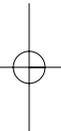
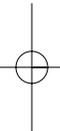
MAP 3

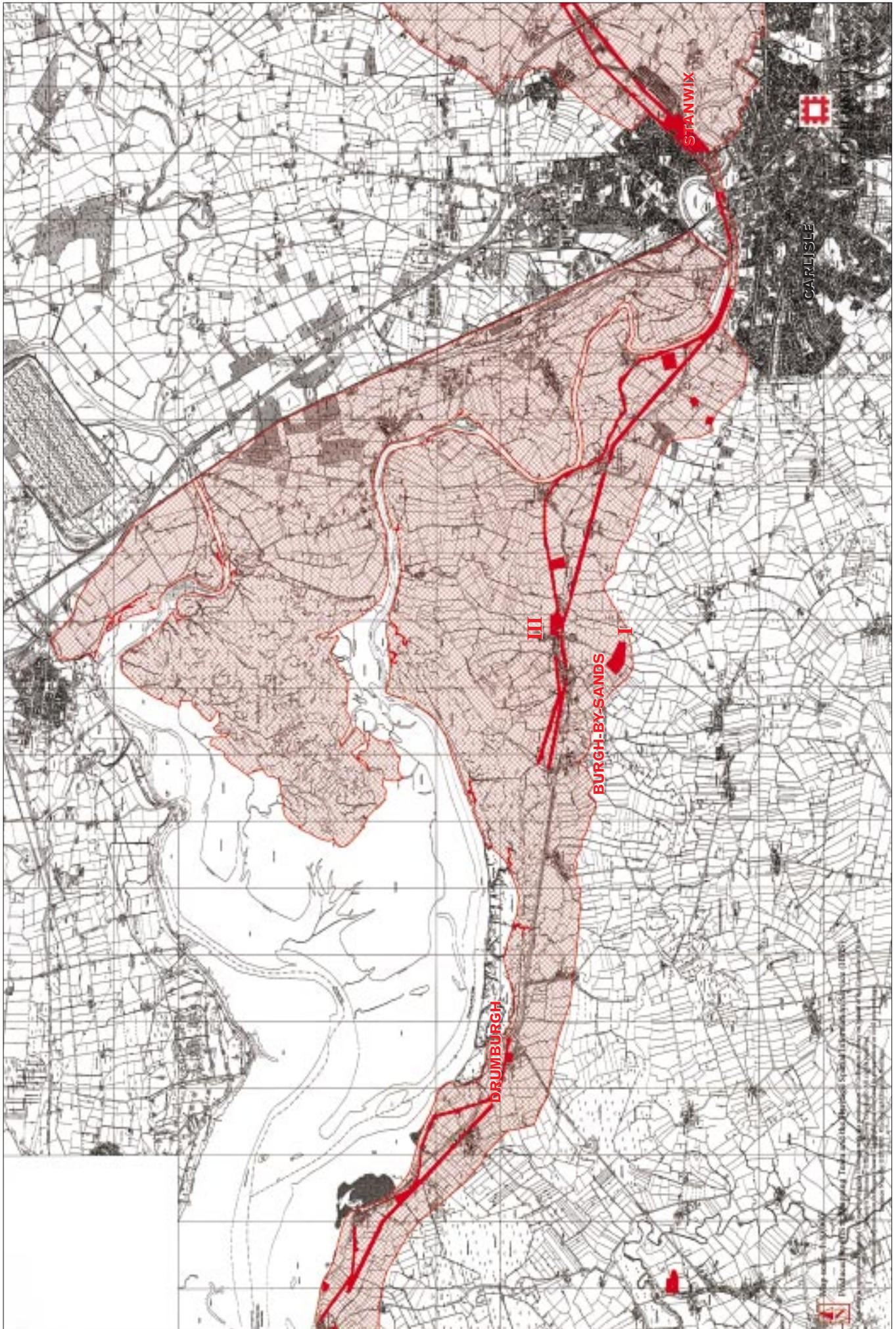




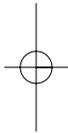
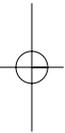


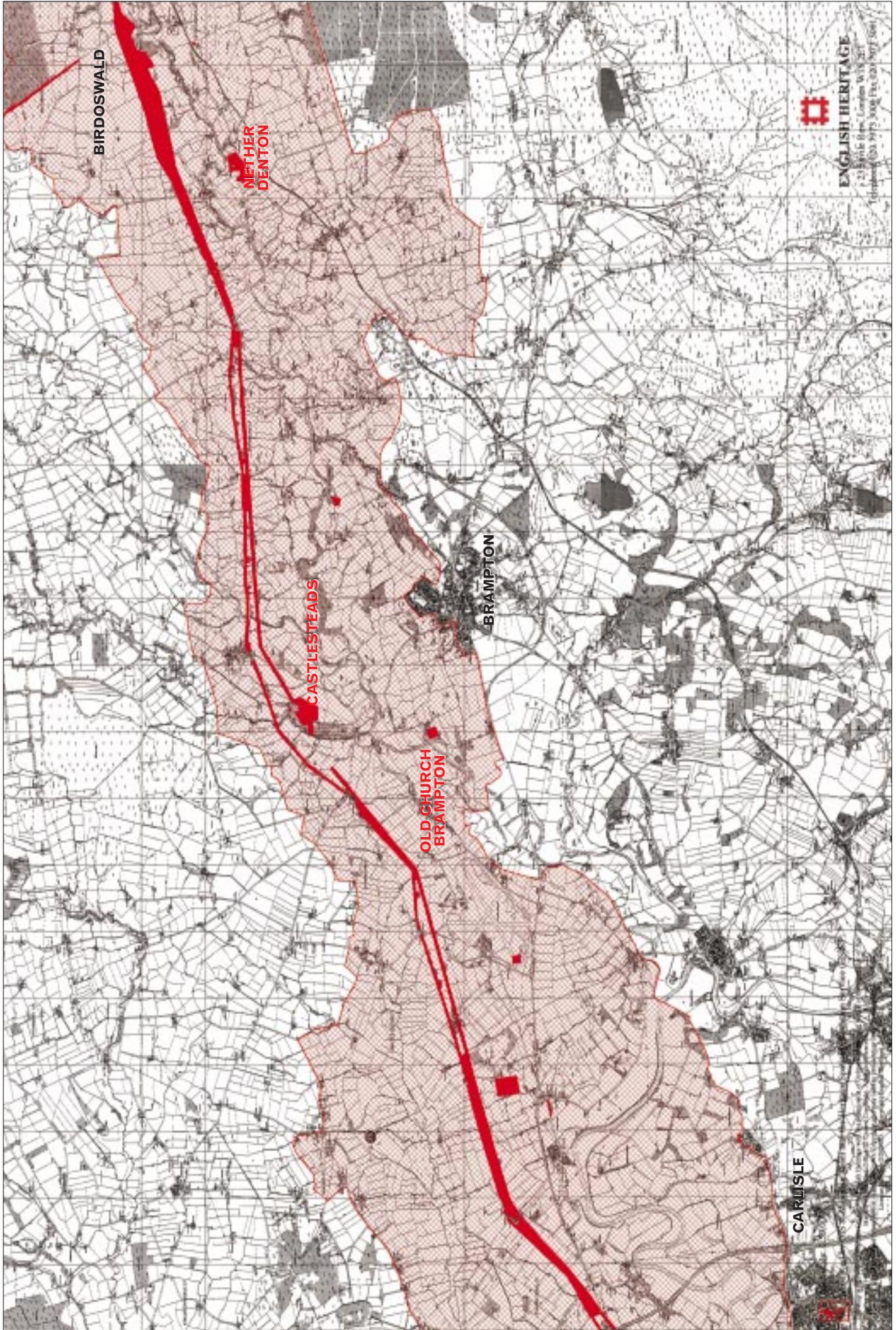
MAP 5



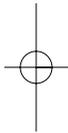
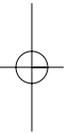


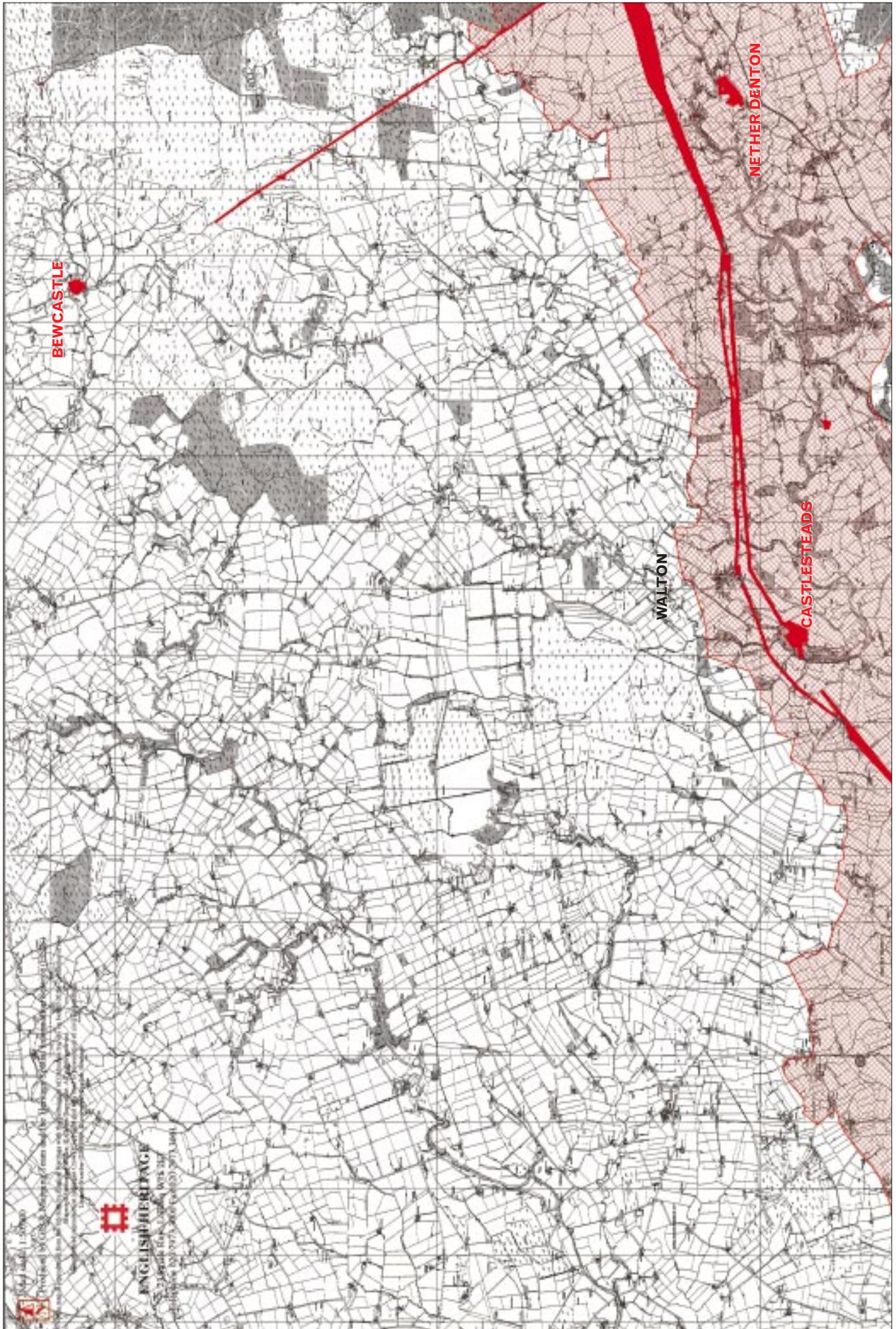
MAP 6



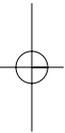


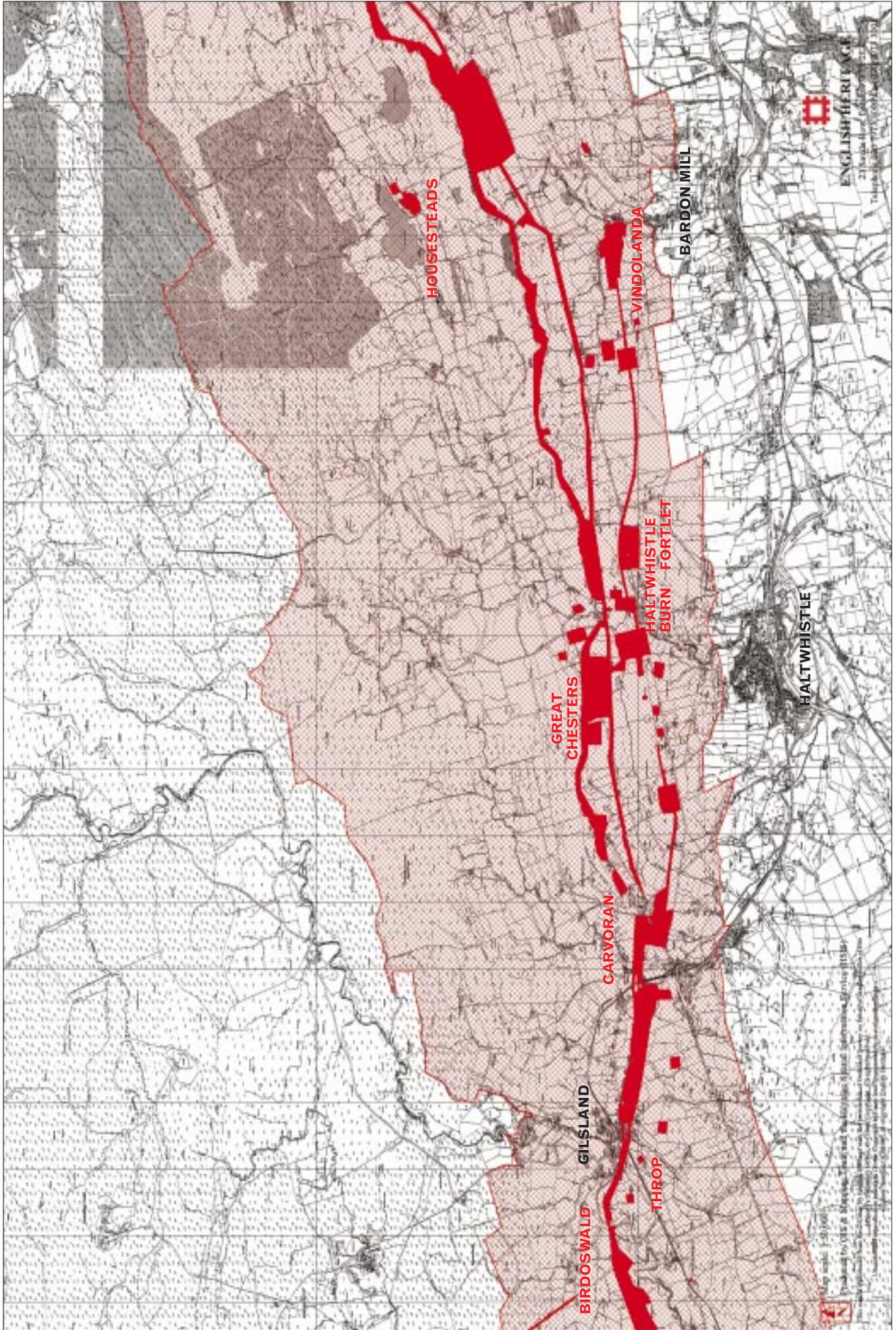
MAP 7



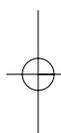
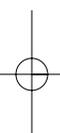
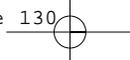


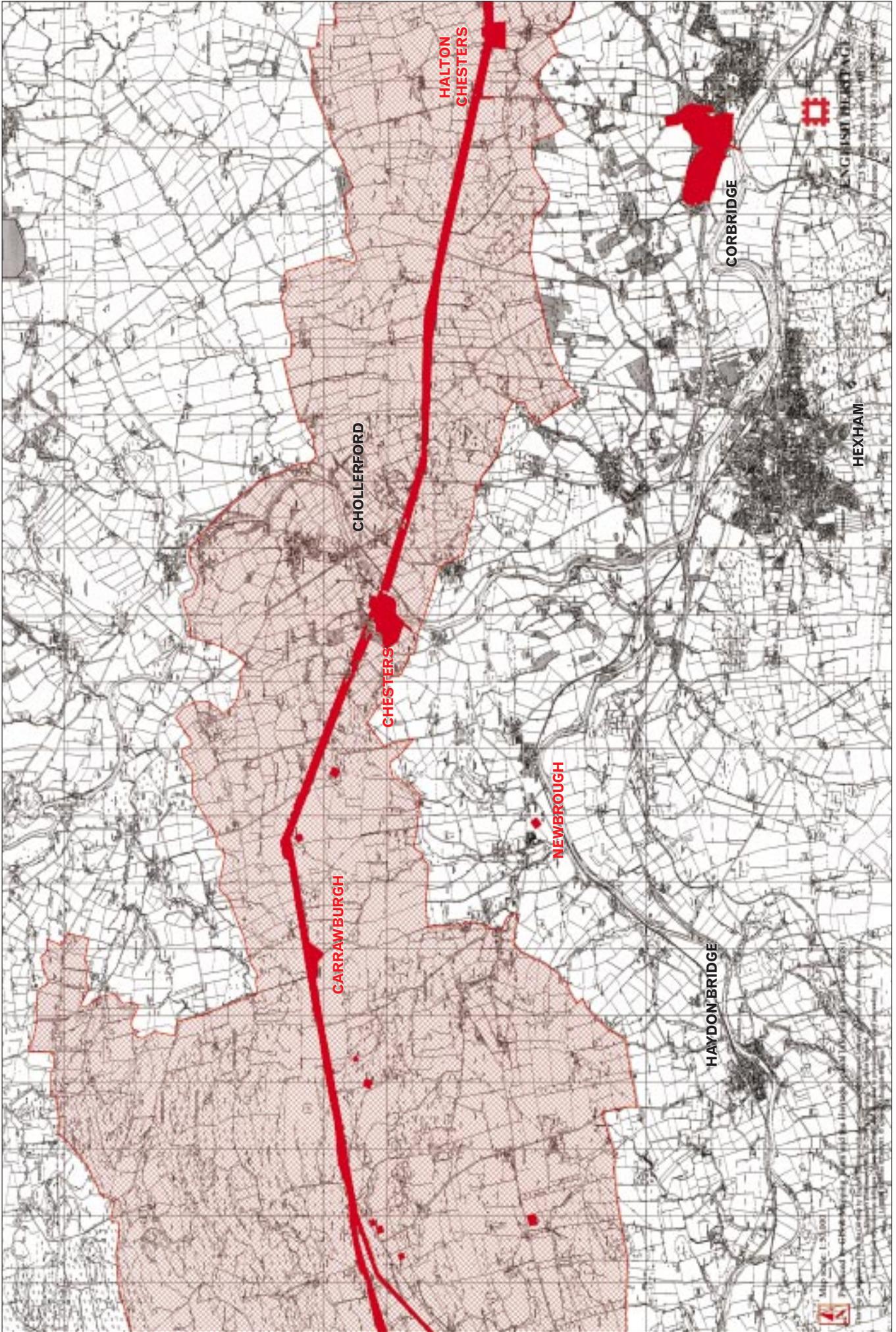
MAP 8



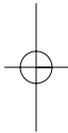
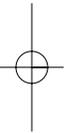


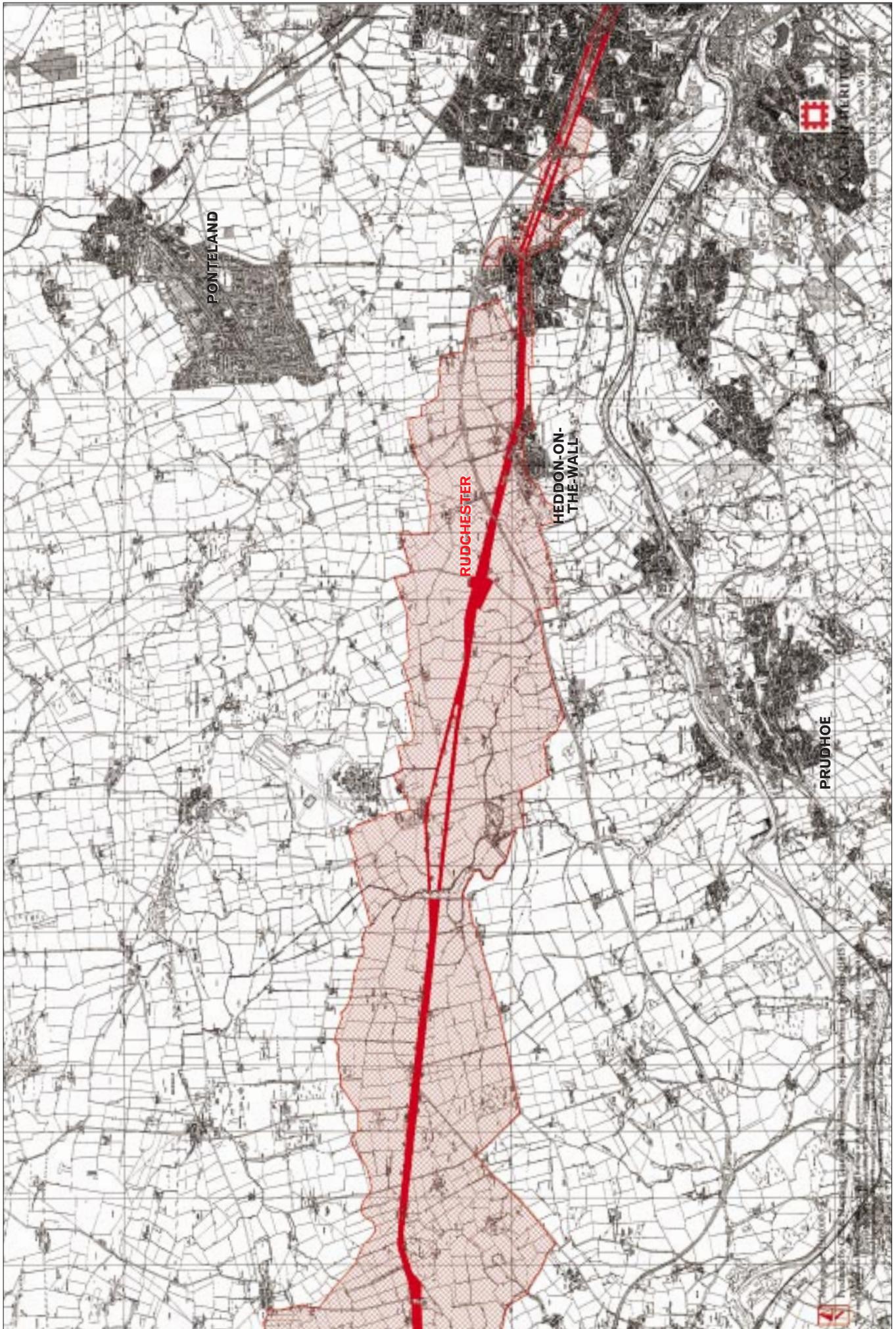
MAP 9



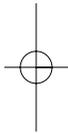
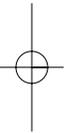


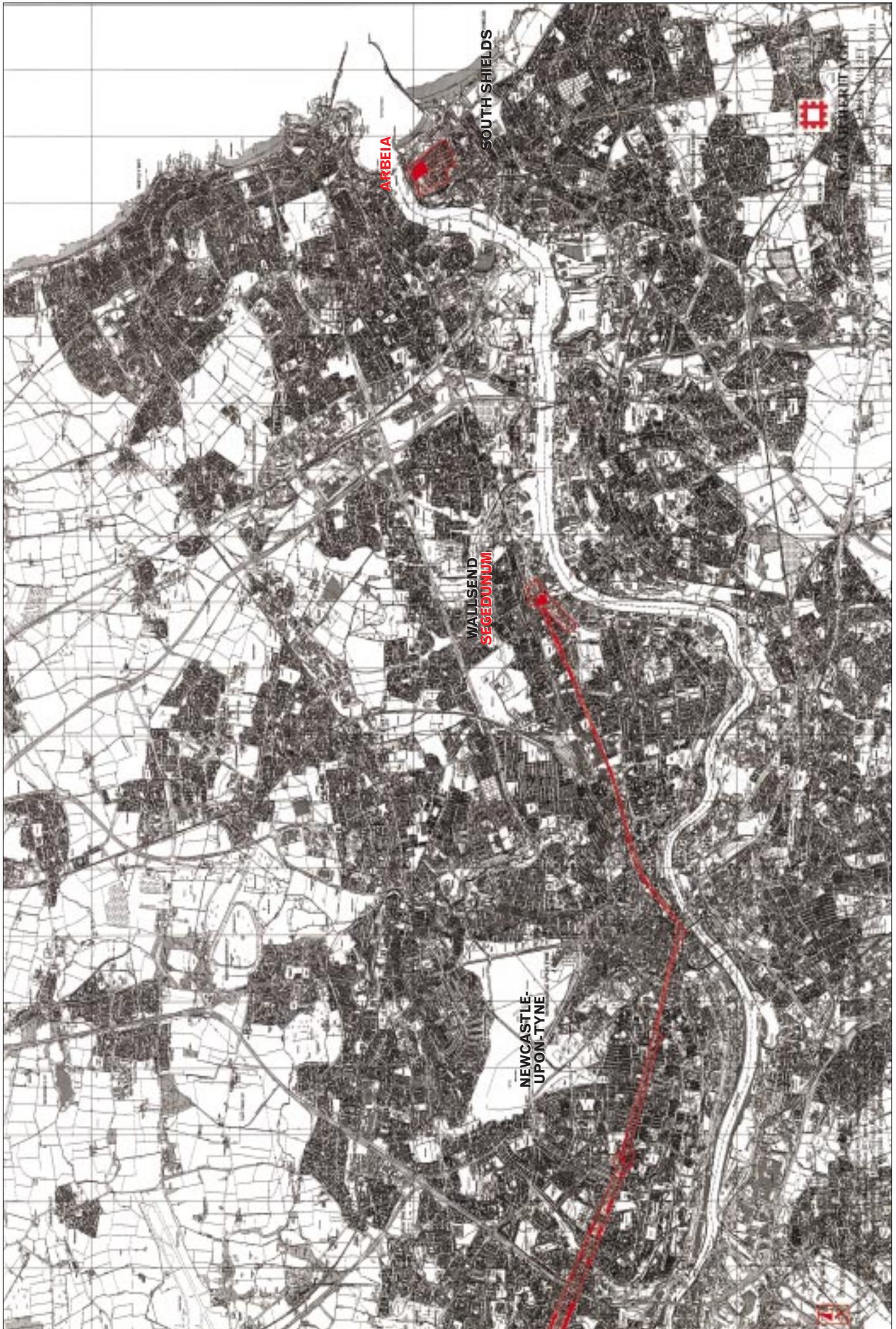
MAP 10





MAP 11





MAP 12