

# Stonehenge

## World Heritage Site Management Plan 2009



## The Vision for Stonehenge

The Stonehenge World Heritage Site is globally important not just for Stonehenge, but for its unique and dense concentration of outstanding prehistoric monuments and sites, which together form a landscape without parallel. We will care for and safeguard this special area and its archaeology and will provide a more tranquil, biodiverse and rural setting for it, allowing present and future generations to enjoy it and the landscape more fully. We will also ensure that its special qualities are presented, interpreted and enhanced where necessary, so that visitors can better understand the extraordinary achievements of the prehistoric peoples who left us this rich legacy.



Rachel Foster 2003 © English Heritage

*Stonehenge is the focus of a complex of prehistoric monuments and sites*

# **Stonehenge**

## World Heritage Site Management Plan 2009

**Written and compiled by  
Christopher Young, Amanda Chadburn and Isabelle Bedu**

**Published in January 2009 by English Heritage  
on behalf of the Stonehenge World Heritage Site Committee**

© English Heritage 2009

English Heritage, 1 Waterhouse Square, 138–142 Holborn, London EC1N 2ST

ISBN: 978-1-84802-041-2

# CONTENTS

	<i>Page</i>
<b>FOREWORD</b>	6
<b>PREFACE</b>	7
<b>ACKNOWLEDGEMENTS</b>	8
<b>PART I: THE MANAGEMENT PLAN AND THE SIGNIFICANCE OF THE STONEHENGE WORLD HERITAGE SITE</b>	9
<b>1.0 Function of the World Heritage Site Management Plan</b>	11
1.1 The need for the Plan	11
1.2 The status of the Plan	12
1.3 The purpose of the Plan	12
1.4 The structure of the Plan	13
1.5 The process of developing the Plan	13
1.6 Data Sources	15
<b>2.0 Assessment of the 2000 World Heritage Site Management Plan</b>	15
2.1 Evaluation of the 2000 Management Plan	15
2.2 Public Inquiries and Government decisions affecting the 2000 Vision for the WHS	18
2.3 Changes in knowledge since 2000	19
2.4 The “core zone” of the 2000 Management Plan	20
<b>3.0 Description and significance of the World Heritage Site</b>	20
3.1 Location and boundary of the Stonehenge part of the WHS	20
Location	20
The Stonehenge WHS and its boundary	20
3.2 Description of the World Heritage Site	21
Brief description	21
The cultural heritage of the World Heritage Site	21
The character of the WHS and its regional context	23
3.3 Significance of the World Heritage Site	25
The Outstanding Universal Value of the WHS	25
Statement of Significance	25
Attributes of Outstanding Universal Value for the Stonehenge part of the WHS	28
Authenticity and Integrity	32
Other cultural heritage and historic environment values	34
Landscape and nature conservation values	34
Educational and research values	36
Social, artistic and spiritual values	36
Tourism and economic values	37

	<i>Page</i>
<b>4.0</b>	<b>Current policy context</b> 37
4.1	Planning and policy framework 37
4.2	Relationship to other statutory and management plans 38
4.3	Historic environment designations 39
4.4	Landscape and nature conservation designations 40
4.5	Government position on road and visitor centre 40
<b>5.0</b>	<b>Current management context</b> 41
5.1	The Stonehenge WHS executive and consultative groups 41
5.2	The Stonehenge WHS team 41
5.3	Working groups and liaison with key partners 41
5.4	Funding arrangements for the WHS team 41
5.5	Relationship to the Avebury part of the WHS 42
5.6	Ownership and management roles 43
5.7	The role of English Heritage 43
5.8	The role of the National Trust 44
5.9	The local community 44
5.10	Agriculture 44
5.11	Agri-environmental schemes 45
5.12	The military 46
5.13	Woodland and forestry management 47
5.14	Royal Society for the Protection of Birds 47
5.15	Museums 47
5.16	The Geographic Information System database 47
<b>PART 2:</b>	<b>KEY MANAGEMENT ISSUES</b> 49
<b>6.0</b>	<b>Introduction to key issues</b> 50
<b>7.0</b>	<b>Planning and policy</b> 52
7.1	UNESCO Policies and Guidance 52
7.2	Changes to the English planning system 54
7.3	Heritage Protection Reform 55
7.4	English Heritage's Conservation Principles 57
7.5	Government statements affecting Stonehenge 57
7.6	The WHS boundary and buffer zone 57
7.7	Development control 59
<b>8.0</b>	<b>Conservation</b> 60
8.1	The condition of archaeological monuments and sites in the WHS 60
8.2	The settings of the WHS and its attributes of OUV 62
8.3	Monument management 64
8.4	Agricultural practices 65
8.5	Conservation of other parts of the historic environment 66
8.6	Nature conservation 66
8.7	Climate change 70
8.8	Risk management and counter-disaster preparedness 70

	<i>Page</i>	
<b>9.0</b>	<b>Visitor, tourism and education issues</b>	71
9.1	Sustainable tourism	71
9.2	Public access	74
9.3	Visitor management	75
9.4	Solstice management	77
9.5	Physical impacts on the Site	78
9.6	Existing visitor facilities	78
9.7	The need for improved visitor facilities	79
9.8	Interpretation, education and museums	79
<b>10.0</b>	<b>Roads and traffic</b>	81
10.1	Highways network and usage	81
10.2	Road safety	83
10.3	Public transport provision and sustainable access	83
10.4	Car parking facilities and usage	84
<b>11.0</b>	<b>Research</b>	85
11.1	The importance of research in the WHS	85
11.2	The archaeological research framework	85
11.3	Archaeological research priorities	85
11.4	Sustainable archaeological research	86
11.5	The archiving of archaeological finds, paper archives and data	87
11.6	Research links with Avebury and beyond	87
<b>12.0</b>	<b>Maintaining the long-term objectives of the Management Plan</b>	88
<b>13.0</b>	<b>Management, liaison and monitoring arrangements for the World Heritage Site</b>	88
13.1	Management and liaison within the WHS	88
13.2	Revision of WHS governance	90
13.3	Funding and Resources	90
13.4	Relationship to the Avebury WHS	91
13.5	Monitoring and reviewing the Plan	92
13.6	Monitoring indicators	92
<b>PART 3:</b>	<b>AIMS AND POLICIES</b>	97
<b>14.0</b>	<b>Vision, aims and policies</b>	99
14.1	Vision	99
14.2	Statutory and Policy Framework	100
14.3	The designation and boundaries of the World Heritage Site	101
14.4	Conservation of the World Heritage Site	102
14.5	Sustainable Tourism and Visitor Management	107
14.6	Sustainable Traffic Management and Transportation	111
14.7	Research	113
14.8	Long-term objectives for the World Heritage Site	114
14.9	Management, Liaison and Monitoring	114

	<i>Page</i>
<b>PART 4: IMPLEMENTING THE PLAN</b>	117
<b>15.0 Action Plan</b>	118
<b>BIBLIOGRAPHY</b>	133
<b>APPENDICES</b>	137
A. Membership and terms of reference of the Stonehenge WHS Committee	139
B. Membership and terms of reference of the Stonehenge WHS Advisory Forum	141
C. The WHS Management Plan public consultation process	142
D. Statement of principles governing archaeological work in the Stonehenge WHS	145
E. The role of the WHS Coordinator	148
F. Reports and Decisions from the World Heritage Committee and Bureau referring to Stonehenge	149
G. Detailed archaeological description of the Stonehenge World Heritage Site	155
H. Stonehenge Regulations 1997	158
I. Key publications, surveys and education resources	160
J. MOD and MPBW Concordat on Future Building Work at Larkhill	164
K. ICOMOS International Cultural Tourism Charter	166
L. Bodies with an interest in the WHS	167
M. The English Heritage Stonehenge GIS	168
N. Article 4 Direction in relation to land around Stonehenge	169
O. Regional, sub-regional and local planning policies of relevance to Stonehenge	170
P. The "Vision for the Future" extract from the Stonehenge WHS Management Plan 2000	172
<b>MAPS</b>	173
1. The Stonehenge World Heritage Site	175
2. Archaeology and Land Use	176
3. Grass Restoration since 2000	177
4. Access	178
5. Land Ownership	179
6. Heritage Designations	180
7. Landscape and Nature Conservation Designations	181
8. Regional Landscape Context	182
9. Landscape Character	183
10. Visual Sensitivity	184
<b>FACTS AND FIGURES</b>	187
<b>DEFINITIONS</b>	188
<b>ABBREVIATIONS</b>	193
<b>INDEX</b>	194
<b>ILLUSTRATIONS AND TABLES</b>	
1. The Aims which should be prioritised during the lifetime of the Plan according to the Consultation exercise	15
2. Location of the Stonehenge and Avebury WHS in the UK	20
3. Location of the Stonehenge and Avebury WHS in southern England	20
4. Number of collisions and casualties in the WHS between March 2005 and April 2008	83
5. Key monitoring indicators for the Stonehenge WHS	94
6. The Stonehenge WHS Action Plan	119
7. Larkhill Concordat map	165

## FOREWORD

by **Barbara Follet, Minister for Culture, Creative Industries and Tourism**



I am pleased to present this revised Management Plan for the Stonehenge World Heritage Site.

Management Plans are the frameworks in which our World Heritage Sites work to ensure their continued sustainable use and the maintenance of their Outstanding Universal Value for generations to come. They are fundamental to meeting our international obligations under the World Heritage Convention.

Stonehenge, Avebury and Associated Sites is one of Britain's best known World Heritage Sites. It is internationally recognised for its outstanding prehistoric monuments. Stonehenge was one of the first sites to have a World Heritage Site Management Plan. This set out a vision for its future protection and presentation; and has enabled substantial improvements to be made to the Site, most notably the creation of large areas of permanent grassland.

This new Management Plan is being introduced at a key point in the development of Stonehenge. It provides the strategic framework for environmental improvements, including the closure of the junction of the A303 and A344 and the re-location and upgrading of the current visitor facilities. It also provides the overall policy framework for the integrated management of the whole World Heritage Site and will guide those with a particular interest in its care.

The Plan demonstrates the Government's commitment to protect and enhance this unique and important Site. We are committed to its implementation and will continue to work closely with our many partners to achieve this goal. The Government is determined to make the necessary road changes, improve the visitor facilities and interpretation by 2012 and strengthen the partnerships in place to help manage the Stonehenge World Heritage Site.

I am extremely grateful to all those who have worked so hard in the last decade to bring about positive change at Stonehenge, in particular English Heritage, the National Trust, the Highways Agency, Natural England, the RSPB, the Ministry of Defence, Wiltshire County Council, Salisbury District Council, the World Heritage Site landowners and all the members of the Stonehenge World Heritage Site Committee and Advisory Forum. I am sure that this document will prove invaluable for the conservation, preservation and protection of this iconic site.

A handwritten signature in black ink that reads "Barbara Follet". The signature is written in a cursive, flowing style.



## **PREFACE**

The Stonehenge World Heritage Site Management Plan sets out the strategy for the protection of the site for present and future generations. It is about Stonehenge but also about the many outstanding prehistoric monuments which are within the 2,600 hectare World Heritage Site (WHS). Its primary aim is the protection of the archaeological landscape but it also addresses other issues such as access, interpretation, farming, nature conservation, research, education and the local community. The Management Plan explains the international significance of the site, outlines the key management issues, and provides long-term aims and detailed policies. It also includes a detailed action plan identifying the organisations responsible for delivery and a timescale for each action.

The Management Plan was prepared on behalf of the Stonehenge WHS Committee by English Heritage, with extensive involvement of stakeholders and a public consultation. During 2008, several workshops were held with the WHS Advisory Forum before the Committee discussed each new development of the text. As the chairman of these groups, I can confirm that there was a healthy level of debate and that many amendments were made to the Plan to reflect the comments received. There was also a very good level of response from the three-month public consultation held between July and September, which included an exhibition, a questionnaire, a website and a mailing to local residents. As a result, the new Management Plan is as inclusive as it can be. I hope that it will be endorsed as soon as possible by all those with responsibilities within the World Heritage Site.

Any work of this kind involves a large number of people and organisations. We are grateful to all those consulted for their help and support. I should like particularly to thank the members of the Committee and of the Advisory Forum for their great commitment of time and effort over the very short time available to develop this Plan. On behalf of them all, I would like to express our gratitude to the writers of the Plan for their outstanding achievement.

### **Elizabeth Gass**

*Chairman*

*Stonehenge World Heritage Site Committee*

## ACKNOWLEDGEMENTS

In December 2007, Margaret Hodge, the Culture Minister, asked for the rapid revision of the Stonehenge World Heritage Site Management Plan. That task is the responsibility of the Stonehenge World Heritage Site Committee, made up of bodies and individuals with management or statutory responsibilities in the World Heritage Site (WHS). English Heritage was asked to facilitate the Committee's work to produce the Plan.

As the principal authors of the Plan, we would like to thank all those who have helped and supported us in what is essentially a team effort to develop a consensus on the future direction of the World Heritage Site. Our first thanks must go to the Committee itself and also to members of the Advisory Forum, the wider stakeholder body for the World Heritage Site. In particular, we thank most warmly Lady Gass who chaired all eight meetings of the Committee and Advisory Forum as well as leading us on a site visit and taking part in the launch of the public consultation. We would also like to thank Hilary Barnett of Blue Onion who was a very efficient facilitator for the meetings of the Advisory Forum.

The members of the WHS Committee and Advisory Forum who have assisted over 2008 are Roger Fisher (Amesbury Town Council), Philip Miles (Country Land and Business Association), Nigel de Foubert (Ministry of Defence), Peter Marsden and Caity Marsh (DCMS), Dave Healing (Durrington Parish Council), Peter Carson (English Heritage), Stephanie Payne (Natural England), Chris Jones (Highways Agency), Susan Denyer (ICOMOS UK), Richard Crook (NFU), Chris Gingell, Lucy Evershed, Mike Keen and Nick Kendall-Carpenter (National Trust), Tracé Williams and Tony Richardson (RSPB), Dave Milton (Salisbury District Council), Peter Bailey (Wilsford-cum-lake Parish Council/Landowner), Helena Cave-Penney, Melanie Pomeroy-Kellinger and Tim Jones (Wiltshire County Council), Sarah Simmonds (Avebury WHS Officer), Max Hosier (Boreland Farm), Francis Taylor and Julian Richards (CBA - Wessex), Kate Fielden (CPRE Wiltshire), Peter Goodhugh (Countess Road Residents Association), Richard Osgood (Defence Estates), Ian Briscoe (Forestry Commission), Robert Turner (Manor Farm), Adrian Green (Salisbury and South Wiltshire Museum), Alistair Millington and Adrian Roper (Sustrans), Sue Davies and Andrew Fitzpatrick (Wessex Archaeology), Brian Davison (WANHS), Bill Haley and Steve Colwill (Wiltshire Constabulary). We are grateful to all of them for their help and comments.

We were also helped by many colleagues in English Heritage, particularly Gillian Cochrane, who dealt with picture research, editing and proof-reading; Rachel Foster, who helped with the production of the maps, project management, GIS issues and editing; and Matthew Reynolds, who assisted with GIS issues and who produced most of the maps. Nick Hanks helped with NMR searches. Other colleagues commented on various drafts, particularly Rohan Torkilsden, Isla Macneal, Martin Harvey, Emma Carver, and Sue Cole, and the English Heritage Advisory Committee also saw drafts and made some comments. Robin Taylor, Neil Collins and Tanya Reid helped with publication, print and design issues.

Other comments and advice were received from Lucy Bradley, Penny Needham, Stuart Maughan, Renee Fok, Mike Harlow and Dave Batchelor (English Heritage), Phil Sheldrake and Peter Exley (RSPB), Tim Darvill (University of Bournemouth), David Thackray (National Trust), Amanda Riddle (Graylings), Mike Parker-Pearson (University of Sheffield) and David Dawson (WANHS). There were 304 written responses to the Management Plan consultation, and further details are set out in Appendix C of the Plan. Graylings Global were commissioned to run the consultation process and some of their report has been included in this Plan. We were in the fortunate position that a Plan already existed, and some of the information and text from the 2000 Plan, written by Chris Blandford Associates (which itself drew on the 1998 Avebury WHS Management Plan), has found its way into this one. We would also like to thank Rowan Whimster of Whimster Associates, who edited the draft Plan during the Autumn, Alan Rutter, who prepared the index, and all the team at FONDA and Colourhouse, who have worked so hard to meet our very tight deadlines.

We are extremely grateful to all these people who have assisted in the production of this Plan.

*Christopher Young  
Amanda Chadburn  
Isabelle Bedu*

*English Heritage*



**Part I**  
The Management Plan and  
the significance of the  
Stonehenge World Heritage Site

*Stonehenge at dawn*

James O Davies 2007 © English Heritage Photo Library N071271

# Part I

## The Management Plan and the significance of the Stonehenge World Heritage Site

### Introduction

The Stonehenge, Avebury and Associated Sites World Heritage Site was inscribed in 1986. It is in two parts, some 27 km apart, focused respectively on the great stone circles of Stonehenge and Avebury.

Stonehenge is among the most iconic and best known internationally of archaeological sites. The Stonehenge part of the World Heritage Site (WHS) covers 2,600 hectares around Stonehenge itself, and comprises one of the richest concentrations of early prehistoric monuments in the world. Stonehenge monument itself attracts around 900,000 visitors each year, but the WHS is also a place where people live and work and much of it is farmed. Managing the various interests and concerns affecting the Site to protect and enhance its Outstanding Universal Value (OUV) is complex and challenging.

This Management Plan sets the overarching strategy for achieving the correct balance between conservation, access, the interests of the local community and the sustainable use of the site, whether for recreation and tourism, or for agriculture. The strategy aims to protect the Site for its OUV as agreed by UNESCO, provide access worthy of the site for visitors, and allow its continued use for sustainable agriculture. Central to it is the Vision established for the 2000 Plan, the essence of which is still valid today (see Appendix P for the full text of 2000 Vision for reference purposes).



Traffic on the A303

James O Davis 2008 © English Heritage DSC8181

### The Vision for the Stonehenge World Heritage Site

The Stonehenge WHS is globally important not just for Stonehenge, but for its unique and dense concentration of outstanding prehistoric monuments and sites, which together form a landscape without parallel. We will care for and safeguard this special area and its archaeology and will provide a more tranquil, biodiverse and rural setting for it, allowing present and future generations to enjoy it and the landscape more fully. We will also ensure that its special qualities are presented, interpreted and enhanced where necessary, so that visitors can better understand the extraordinary achievements of the prehistoric peoples who left us this rich legacy.

### Priorities for 2009-2015

The primary purpose of this Management Plan is to guide all interested parties on the care of this World Heritage Site by sustaining its Outstanding Universal Value. This will ensure the effective protection, conservation, and presentation of the World Heritage Site for present and future generations. It will also ensure that all decisions affecting the World Heritage Site move towards the achievement of the Vision.

The priorities of this Management Plan are to:

- maintain and extend permanent grassland to protect buried archaeology from ploughing and to provide an appropriate setting for upstanding monuments;
- remove the woodland and scrub cover from key monuments;
- remove or screen inappropriate structures or roads, in particular the A344, and keep the A303 improvements under review;
- enhance the visitor experience by 2012 by providing improved interim facilities;
- improve the interpretation of the WHS and increase access to selected monuments;
- continue to encourage sustainable archaeological research and education to improve and transmit our understanding of the WHS;
- encourage the sustainable management of the WHS, balancing its needs with those of farming, nature conservation, access, landowners and the local community.

## 1.0 FUNCTION OF THE WORLD HERITAGE SITE MANAGEMENT PLAN

### 1.1 The need for the Plan

1.1.1 World Heritage Sites are recognised as places of OUV under the terms of the 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). By joining the Convention, the United Kingdom Government has undertaken to identify, protect, conserve, present and transmit such Sites to future generations (UNESCO 1972, Article 4). It is for each Government to decide how to fulfil these commitments. In England, this is done through the statutory spatial planning system, designation of specific assets, and the development of WHS Management Plans.

1.1.2 The *Operational Guidelines for the Implementation of the World Heritage Convention* (2008) say:

*“each nominated property should have an appropriate management plan or other management system which should specify how the OUV of a World Heritage Site should be preserved, preferably through participatory means.”*

*The purpose of such a management system is to ensure the effective protection of the site for present and future generations (paras 108-109).”*

Since 1994 it has been UK Government policy that all UK World Heritage Sites should have Management Plans.

1.1.3 The recently published draft planning circular on World Heritage together with its supporting guidance (May 2008) emphasise the need for comprehensive management plans based on a proper understanding of the OUV of the site. Such plans need to be developed in a consensual way, fully involving all interested parties including those responsible for managing, owning or administering the particular World Heritage Site.

1.1.4 All effective conservation is concerned with the successful management of change. Conserving the Site is fundamental but some change is inevitable if the Site is to respond to the needs of present-day society. Effective management of a WHS is therefore concerned with identification and promotion of change that will respect, conserve and enhance the Site and its OUV, and with the avoidance, modification or mitigation of changes that might damage them. It is also necessary to develop policies for the sustainable use of the site for the benefit of the local population and economy.



Adam Stanford 2007 © Aerial Cam 2007

*The first phase of Stonehenge is the circular earthwork (c. 3000 BC) which is clearly visible on this early morning shot*

**1.1.5** It is essential that all change is carefully planned and that competing uses are reconciled without compromising the overriding commitment to conserve the Site. WHS Management Plans are intended to resolve such potential conflicts and to achieve the appropriate balance between conservation, access and interpretation, the interests of the local community, and sustainable economic use of the Site. They must also be capable of being implemented within the means available to achieve this.

**1.1.6** The first *Stonehenge WHS Management Plan* was completed in 2000 (English Heritage, 2000a). It provided the opportunity to develop policies to deal with the various problems affecting Stonehenge. Those identified in the Plan included the impact of large numbers of visitors, and also the impacts of traffic on the A303, and on the A344 which severs Stonehenge from its Avenue a few metres from the Heel Stone. The visual and noise pollution of the roads had long been recognised as significant detractors from the setting of the Stones. Post-war agricultural intensification, changes in military use of the areas around the WHS and at Larkhill, and increasing demands for leisure and recreational use of the countryside, have all contributed to changes in the character and quality of the WHS landscape.

**1.1.7** Much has been achieved to fulfil the objectives of the 2000 Plan (see 2.1 below). Equally, some major objectives have not been achieved. Periodic review of WHS Management Plans is recommended as best practice and was delayed in this case until key decisions on the roads and visitor facilities had been taken. Now that this has happened, the Government has asked for a revision of the Plan to be carried out as soon as possible to provide the policy framework for future management of the WHS.

## **1.2 The status of the Plan**

**1.2.1** Within the UK, WHS Management Plans are recommended in Government planning guidance and so are a material consideration in planning decisions. The 2000 Management Plan has been adopted as Supplementary Planning Guidance (SPG) by Salisbury District Council. Management Plans provide an advisory policy framework for guiding and influencing planned or potential management initiatives at a variety of scales and for different purposes. They depend for their effectiveness on consensus among the key stakeholders involved in the WHS and willingness on their part to work in partnership towards the achievement of the agreed objectives in

these Plans. Once endorsed by the Department for Culture, Media and Sport, Management Plans are referred to UNESCO who forward them to the International Council on Monuments and Sites (ICOMOS) for review.

**1.2.2** The Management Plan brings together the policies and aspirations of a number of different bodies involved with the WHS. At the same time, it sets out a management framework for the WHS. Individual stakeholders should use the Plan to influence their own strategic and action plans as these are reviewed and implemented over the life of this Management Plan. The Government has confirmed that the Management Plan will remain the overarching strategic document for the WHS.

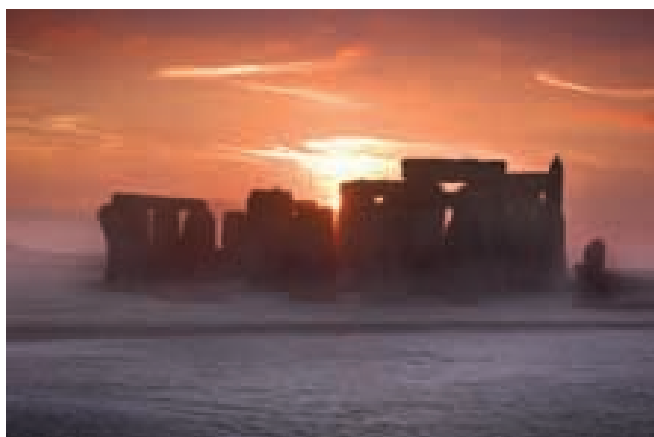
## **1.3 The purpose of the Plan**

**1.3.1** The primary purpose of the Management Plan is to sustain the Outstanding Universal Value of the WHS to ensure the effective protection, conservation, presentation and transmission of the WHS to present and future generations. The significance and value of the WHS is discussed further in section 3, but it is the OUV of the Site which makes it important in global terms for all humanity, and which is therefore the main focus of and reason for the Plan. To sustain the OUV, it is necessary to manage all the attributes of OUV. Additionally, there are also a number of other aspects and values of the Site (such as ecological value) which need managing and/or improving: these are discussed in sections 3.3.24-3.3.45 below. 'Conservation' in the context of this Plan includes not only ensuring the physical survival of the archaeological sites and monuments and/or the improvement of their condition, but also enhancing the visual character of their landscape setting, increasing biodiversity and improving the interpretation and understanding of the WHS as a landscape without parallel. Continued research into all aspects of the WHS will be fundamental to informing its appropriate future management.

**1.3.2** In order to achieve the primary aim of protecting the WHS through the conservation of its OUV, this Plan provides an integrated approach to managing the WHS, where the needs of various stakeholders and of conserving elements of the WHS that have different values are recognised. Aims and policies for finding an appropriate balance are set out in Part 3.

**1.3.3** In summary, the Management Plan has five overarching objectives. These are:

- to manage the WHS so that it and the attributes that carry its OUV are conserved and enhanced;
- to identify the current other values, needs and interests of the WHS;
- to outline a sustainable approach to the future management of the whole WHS which aims to balance all values and needs, such as archaeological and nature conservation (including research), visitor access and farming, and to set out ways whereby stakeholders can optimise the benefits of these values, without compromising the OUV of the Site;



James O Davies 2007 © English Heritage Photo Library N071262

*Stonehenge at Sunrise*

- to increase public awareness of, and interest in the WHS, and to promote the educational and cultural value of the entire Site, not just the famous Stones;
- to identify a prioritised programme of action that is achievable and will contribute to the conservation of the WHS; the understanding of its OUV, and the improvement of the WHS for all those who visit Stonehenge and live or work in the area.

## **1.4 The structure of the Plan**

**1.4.1** The structure of the Plan comprises:

- a description of the WHS and an assessment of its OUV, other values and character; its current management; the planning and policy context for the Site; and an assessment of the 2000 Plan (Part 1);

- the identification of the main issues affecting the WHS and of monitoring indicators for the WHS (Part 2);
- the Vision, aims (long-term), and policies (short to medium-term), addressing the management issues (Part 3);
- a detailed action plan for 2009-2015 (Part 4).

**1.4.2** Supporting information is provided at the end of the Plan as appendices, maps, facts and figures, definitions, etc.

## **1.5 The Process of developing the Plan**

**1.5.1** In December 2007, the Government's Department for Culture, Media and Sport (DCMS) asked for the revision of the Management Plan to be carried out as a matter of urgency, following decisions taken on the A303 improvement scheme and the other elements of the 1998 Stonehenge Project. The Government asked English Heritage to facilitate the revision of the Management Plan by the Stonehenge WHS Committee, and also set a timetable for its revision which allowed six months for the preparation of a consultation draft, and a further six months for public consultation, finalisation of the Plan and its publication in January 2009.

**1.5.2** The Minister for Culture set out some parameters for the revision of the Plan in a debate in Westminster Hall on 18th December 2007, when she stated that the overall vision of the 2000 Plan still had long-term validity and that many objectives would not need to change, including the following:

- Objective 1, which is now Aim 1 of the 2009 Plan
- Objective 2, now Policy 1b
- Objective 3, now Aim 4
- Objective 11, now Policy 3i
- Objective 18, now Aim 7 and Policy 4j

She was therefore seeking a review of the Management Plan that focused on the parts that needed to be changed as a result of the decision that was announced to Parliament on 6 December 2007. She also indicated that there would be no significant changes to the boundary of the WHS as this would require a re-nomination of the WHS, which the Government will not undertake at this time.

**1.5.3** The Stonehenge WHS Committee represents the key stakeholders who own or manage parts of the Site, or who have statutory responsibilities within it (see membership and terms of reference at Appendix A). The Committee agreed the programme for revision through an iterative process. They also agreed that the wider stakeholder group represented by the WHS Advisory Forum should be fully involved (see membership and terms of reference at Appendix B).

**1.5.4** A partial first draft of the Plan was prepared by English Heritage before the consultation draft was developed. This stimulated further exploration of the issues to be covered by the Plan, which led to the production of this consultation draft. Once agreed by the Stonehenge WHS Committee, this was issued for public consultation on 15 July 2008 for a full three months. After the completion of the public consultation, the Plan was revised in the light of the responses and then agreed by the Committee for submission to the Department for Culture, Media and Sport at the end of 2008. Once endorsed by the Secretary of State, the Plan was forwarded to UNESCO for consideration by its World Heritage Committee.



*The Consultation Booklet was mailed to 14,500 local residents*

**1.5.5** The Advisory Forum have commented at each stage through a series of facilitated workshops. It met four times in all during the development of the revised Management Plan, beginning with an initial workshop to brainstorm issues. For each draft, an Advisory Forum workshop preceded discussion by the Stonehenge WHS Committee so that the Forum's views could be fully considered by the Committee.

**1.5.6** The Plan blends the views and knowledge of the Stonehenge WHS Committee and Stonehenge Advisory Forum with the considerable body of existing management information prepared for the

WHS over the last 25 years or so. A full list of references consulted in the preparation of the Plan is included in the bibliography, and further references can be found in Appendix I.

**1.5.7** A three month public consultation on the future of Stonehenge took place between July 15th and October 17th 2008. It sought views and feedback from members of the public and stakeholders on two separate issues - the proposed Environmental Improvements in the Stonehenge WHS and the draft Stonehenge WHS Management Plan.



Amanda Chadburn 2008 © English Heritage

*Exhibition on the Management Plan and the Stonehenge Environmental Improvements in July 2008, Amesbury*

**1.5.8** A range of consultation materials were produced, a booklet was mailed to 14,500 households in the vicinity, a consultation hotline was set up, public exhibitions were held in Amesbury, London and Salisbury and a website was developed. Another small exhibition was taken to an international conference of European archaeologists. There was a very high response rate to the consultation – in total 886 written responses were received, of which 304 related to the draft Management Plan, and 635 people visited the exhibitions in England. This was a far higher response level than for the previous Plan, when 57 written responses were received and around 100 people visited the exhibition. Some respondents simply answered the questions set in the consultation booklet, but more detailed responses were received from a number of organisations and interested individuals, including:

- local town and parish councils;
- local and national archaeology and heritage organisations;

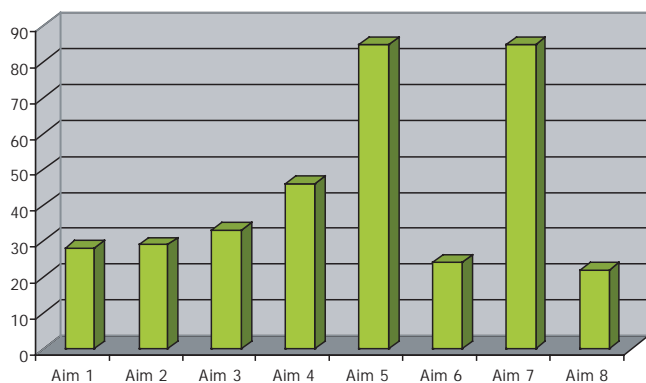


- conservation and environmental groups;
- local and national tourism bodies;
- local and national transport interest groups;
- landowners and tenants affected by the visitor centre options.

**1.5.9** A summary of results relating to the WHS Management Plan is set out below, and is further detailed in Appendix C. Overall, there was strong support for the revised WHS Management Plan:

- 86% of respondents agreed with the Vision for the WHS;
- 84% supported the five Strategic Objectives of the Management Plan;
- 81% supported the eight long-term aims;
- 88% agreed that the contents of the Management Plan are broadly acceptable;
- Aim 5 (to reduce the impacts of roads and traffic on the OUV of the WHS and to improve sustainable access to it) and Aim 7 (the long-term objectives for reducing the impact of the A303 in the WHS, and the creation of a permanent world class visitor centre should be kept under review) were clearly thought to be the most important of the eight aims and it was felt these should be prioritised during the lifetime of the Management Plan.

**Q4. Which, if any, of the eight aims should be prioritised during the lifetime of the Management Plan?**



**Illustration 1: The Aims which should be prioritised during the lifetime of the Plan according to the Consultation exercise**

**1.6 Data sources**

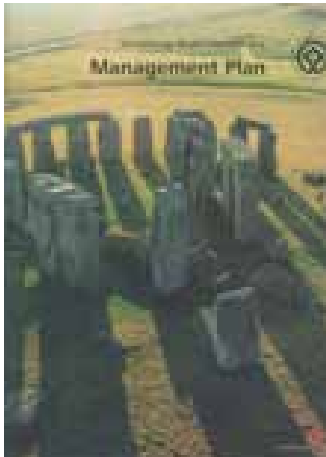
**1.6.1** The revision of the Management Plan has drawn on the data collected for the first Management Plan, which itself drew very heavily on the 1998 *Avebury WHS Management Plan*. It has also been able to use the large amount of data collected since 2000. This includes the records in the Wiltshire County Council Sites and Monuments Record (SMR) and the Stonehenge Geographical Information System (GIS) curated by English Heritage. The GIS incorporates licensed data which are kept up-to-date by other bodies – for example the ownership map within this Plan ultimately derives from data held by the Land Registry.

**1.6.2** The Plan has also drawn on other key documents which have been published since 2000 including the *Stonehenge WHS Research Framework* (Darvill 2005), the *Stonehenge WHS Condition Survey* carried out in 2002, the interim results of the Stonehenge Riverside Project and SPACES Project, and the extensive survey work carried out in the evaluation phase of the 1998 Stonehenge Project on both road and visitor centre proposals.

**2.0 ASSESSMENT OF THE 2000 WORLD HERITAGE SITE MANAGEMENT PLAN**

**2.1 Evaluation of the 2000 Management Plan**

**2.1.1** The importance of the Management Plan has been evident since its publication. It has been used in a number of fields including planning, fund raising and funding prioritisation, education and interpretation. It was adopted by Salisbury District Council as Supplementary Planning Guidance in 2000, and has subsequently influenced many planning decisions, and was referred to at length in the A303 Stonehenge Improvement Scheme and Visitor Centre Project Public Inquiries. It has influenced the production of various guidance notes which have subsequently been produced for the WHS, including *Principles for Undertaking Archaeological Work* (2002, see Appendix D) and for *Sustainable Access and Interpretation* (English Heritage 2002). It has been used as a strategic framework by the National Trust in its *Land Use Plan* (National Trust 2001). Its objectives are quoted in all project briefs and funding bids. It has been widely disseminated and requests for the Management Plan still come from all corners of the world.



**The first Management Plan for the Stonehenge World Heritage Site was produced in 2000**

**2.1.2** However, it is fair to say that a significant part of the *Vision for the Future* (English Heritage 2000b, point 5) which was a key element of the 2000 Plan, has not been achieved. The Vision included the building of a new high quality visitor centre, the removal of the roads from the vicinity of Stonehenge, and ensuring that all farmland in the core would be restored to permanent grassland. Of these three main objectives, there has only been significant progress with the grassland restoration. Great efforts were made to progress the other two main aims (see 2.2 below), but with the Government's cancellation in December 2007 of the scheme to upgrade the A303, English Heritage's planning permission for a new visitor centre at Countess East could not be taken forward, leaving two key aims of the 2000 Plan unfulfilled.

**2.1.3** On other fronts, there has been good progress with the implementation of the objectives of the Management Plan. Since 2000, there has been a marked improvement in the management and condition of archaeological sites. In 2002, English Heritage funded a condition survey of 650 archaeological sites in the WHS, identifying as key threats ploughing, burrowing animals and scrub encroachment (Wessex Archaeology, 2003). The Countryside Stewardship arable reversion special project and the successor Environmental Stewardship scheme, both funded by Defra since 2002, have been very successful: in total, 520 hectares of land have been signed up for conversion from arable land to pasture, thus protecting and improving 105 prehistoric monuments and their settings. In addition, the condition of the Normanton Down Barrows, the Lake Barrows and Durrington Walls was further improved by scrub removal undertaken by the National Trust,

the RSPB, and a Council for British Archaeology volunteer group, the Friends of Ancient Monuments (FOAM). As for burrowing animals, a joint working group between English Heritage and Natural England was set up to address this issue, and work is in progress for a revised guidance note for landowners. A woodland management strategy is still being developed.

**2.1.4** Despite the lack of success in constructing a new visitor centre with interpretation facilities, reasonable progress was achieved in interpretation, education and awareness of the wider landscape and in providing access to the WHS.

**2.1.5** The interpretation of the WHS was examined in great detail as part of the proposals for the English Heritage Visitor Centre. This included undertaking market research on various audiences. Based on the results of this research, an Interpretation and Learning Group comprising staff from the National Trust and English Heritage drafted an *Interpretation and Learning Strategy* (English Heritage forthcoming). Additionally, an expert group of academics was brought together to advise on the contents of the Interpretation and Learning Strategy.



Nick Cowen 2004 © Nick Cowen

**Local craftsman making new Stonehenge World Heritage Site signposts in 2004**

**2.1.6** Improvements on the ground include new rights of way signs featuring the World Heritage logo, which were put in place throughout the WHS in 2004 with funding from WCC and the DCMS, and new interpretation panels at various points in the landscape, funded by WCC and the National Trust, with more panels in preparation. Guided tours of the landscape are now available throughout the year, organised by the National Trust and its volunteers. The RSPB also leads accompanied tours of its reserve at Normanton Down at various times of the year. At

Stonehenge itself, English Heritage introduced a new refundable car park fee in 2004 for the busiest months to alleviate the car park congestion and free up spaces for Stonehenge patrons. A Disability Discrimination Act audit by English Heritage led to the construction in 2005 of a new ramp leading to the Stonehenge ticket office.

**2.1.7** Virtual access to the key monuments in the landscape is now possible through an interactive map of the WHS, which was launched on the English Heritage website in 2004 and was partly funded by the New Opportunities Fund. In addition, there have been many new popular publications which have raised awareness of the whole Site, not just the Stones; for example the new *English Heritage guidebook to Stonehenge* (Richards 2005) has a section specifically on the WHS. Appendix I details the key publications on Stonehenge since 2000. Following feedback from the Advisory Forum, the WHS Coordinator has given priority to raising awareness of the whole WHS to a variety of audiences.

**2.1.8** Since 2005, open access and guided tours of the Stonehenge Riverside Project excavations have been provided every summer, together with special open days featuring flint-knapping, archery, prehistoric cooking, etc. This operation involving the English Heritage outreach officer, National Trust staff and volunteers, and Riverside Project archaeologists and students has been extremely successful, attracting an estimated 2000 people in August 2005, 5000 in 2007 and over 10,000 in 2008. A major outreach operation also accompanied the SPACES (Bluestone) excavations at Stonehenge during Easter 2008, including an exhibition, marquee, live webcams and regularly updated website.

**2.1.9** A WHS education project aimed at local schools was set up by the WHS Coordinator, the English Heritage Education Manager and Wessex Archaeology in 2004. New educational material was produced and is now available on English Heritage and Wessex Archaeology websites. The English Heritage education department in partnership with the National Trust also set up new educational workshops for schools which link visits to Stonehenge with the wider prehistoric landscape. An Outreach and Learning Group meets regularly with all the partners involved at Stonehenge and Avebury. Since 2005, the National Trust has developed tailor-made education projects with a series of schools, youth groups, clubs and colleges each year, most of them in the local area. In 2007, the National Trust established a Guardianship education scheme with a local school, delivering six

lessons each year on themes relating to cultural and natural heritage.

**2.1.10** Much progress has been made in understanding the WHS, with several major archaeological research investigations having been undertaken since 2000, and a peer-reviewed archaeological research framework having been written (Darvill 2005). These improvements are further detailed in 2.3 below. This was a major achievement of the last Plan, which emphasised the importance of a thorough understanding of the WHS and encouraged sustainable research.



Adam Stanford 2007 © Aerial-Cam SRP2007/ACS1983

**Activities during the Stonehenge Riverside Project 2007**

**2.1.11** The ecological value of the WHS has been enhanced owing to the Countryside Stewardship special project grass restoration and Environmental Stewardship schemes; some arable areas have been sown with rich wildflower seed mix. The RSPB is now involved at Normanton Down, under a management agreement with the landowner. A new reserve of 46 hectares has been created in 2004 to establish chalk grassland flora and to protect the breeding stone-curlews. High numbers of otherwise declining farmland birds such as skylark, lapwing and corn bunting have increased and the reserve is also proving important for rare invertebrates with eleven rare species recorded in 2006. The RSPB conducts annual monitoring of flora and fauna in this area and undertook a *Breeding Bird Survey* of the whole WHS in spring 2005. The survey found that the WHS contains many of the UK's declining farmland bird species due to the mix of habitats. The most abundant was skylark with 147 territories. Two to three pairs of stone-curlew breed within the WHS, and following this survey the RSPB has produced a management plan for the species (RSPB 2007a). Since 2000, the National Trust has conducted an ecological survey (2007), a woodland survey (2008) and, since 2005, annual grassland

surveys of its land. Overall, our knowledge of the ecological value of the WHS has been greatly increased since 2000.

**2.1.12** There has been good overall progress with the management and protection of the WHS. The National Trust has acquired 70 hectares of land within the WHS since 2000, which include parts of Durrington Walls and all of the Lesser Cursus. It has also been implementing a *Land Use Plan* for its estate (National Trust 2001) and put in place a property manager, project officer and warden strengthened by a volunteers team set up in 2004.

**2.1.13** The WHS administrative and implementation structure is in place, with a full-time coordinator and part-time assistant (mostly funded by English Heritage) and an executive Committee and consultative Advisory Forum. In addition to their meetings, a WHS newsletter is sent to the stakeholders and a wider group of people to keep them informed of new developments. The WHS coordinators for Stonehenge and Avebury produced the first UNESCO periodic report for the whole WHS in 2004-5, and there are now monitoring indicators for the whole Site (see Part 4). The English Heritage Stonehenge GIS is a very valuable tool for managing the site.

**2.1.14** Since 2000, English Heritage, the Highways Agency and the National Trust have also employed new staff and contractors to take forward the roads and visitor facilities projects.

## **2.2 Public Inquiries and Government decisions affecting the 2000 Vision for the WHS**

**2.2.1** Since the early 1980s, there has been concern about, and actions to improve, the visitor facilities and setting of Stonehenge. Much of the activity in pursuit of the 2000 Management Plan and its Vision dealt with proposals to upgrade the A303 and place in a tunnel around two kilometres of road visible from Stonehenge; to close the A344 as agreed at the time of the World Heritage inscription; to develop a new Visitor Centre at Countess East on the eastern edge of the WHS; and finally to secure the substantial reversion from arable to grassland in the core of the World Heritage Site, all designed to provide an appropriate setting for Stonehenge itself (see above section 2.1). Detailed proposals were developed for both the road improvements and the Visitor Centre and taken through the necessary statutory procedures.

**2.2.2** The A303 improvements scheme was the subject of a three-month Public Inquiry in early 2004.

**2.2.3** The Inspector's Report on the Inquiry, published in July 2005 (Ref HA61/4/3, Report to the First Secretary of State and the Secretary of State for Transport dated 31 Jan 05), recommended in favour of the scheme promoted by the Highways Agency. However, in the light of a significant increase in the cost of tunnelling the Minister of State for Transport announced a review to determine whether the proposed scheme still represented value for money and the best option for delivering improvements to the A303 and to the setting of Stonehenge.

**2.2.4** Parallel to this process, English Heritage developed proposals for a new Visitor Centre at Countess East with a transit system into the WHS. Following a Public Inquiry at the end of 2006, planning consent for the proposals was granted in March 2007, conditional on Government approval of the A303 published scheme.

**2.2.5** Following the review into options for improving the A303, the Parliamentary Under-Secretary of State for Transport announced on 6 December 2007 that after careful consideration the Government had now concluded that, due to significant environmental constraints across the whole of the WHS and beyond, there are no acceptable alternatives to the 2.1km bored tunnel scheme promoted by the Highways Agency. However, when set against wider objectives and priorities, the Government had concluded that allocating more than £500m for the implementation of this scheme could not be justified and would not represent best use of taxpayers' money (Department for Transport, 2007).

**2.2.6** The Minister also said that his Department would work with the Department for Culture, Media and Sport and English Heritage on their plans to take forward, in consultation with other stakeholders, a review of the WHS Management Plan, and to consider alternative options for the development of new visitor facilities at Stonehenge in the light of the Government's decision on the A303 improvement. This further work will include examination of the case for closing the junction of the A344 with the A303 as part of the investigation of options for improving the setting of Stonehenge, taking into account the wider heritage and environmental needs, to which the Government remains committed, of this iconic WHS (see also 1.5.2).



Chris Newton 2001 © English Heritage

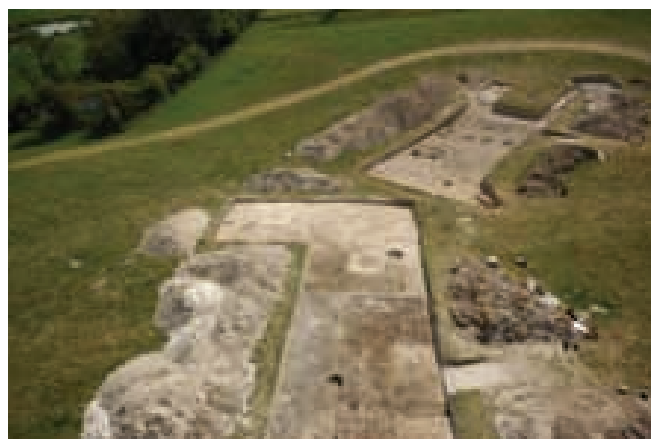
**A303/A344 junction – an accident black spot**

## 2.3 Changes in knowledge since 2000

- 2.3.1** Since the last Plan in 2000, the WHS has seen a significant amount of archaeological research, both desk-based and fieldwork-based. The publication of the *Stonehenge Research Framework* in 2005 (Darvill 2005) provided an analysis of what we already know, set out the gaps in our knowledge and suggested strategies for filling these gaps. It has influenced a number of ongoing research projects within the WHS and the curatorial decisions taken in respect of those proposals.
- 2.3.2** There have been three main fieldwork-based research projects over the last few years relating to Stonehenge. The first (Exon, Gaffney *et al*, 2000) examined the spatial patterning of monuments within the WHS, using fieldwork and computing techniques. It is the largest digital analysis of the archaeological landscape and monuments of the Stonehenge area yet attempted, with 1,200 monuments being examined. Additionally, it collated the contents of all the excavated Stonehenge barrows for the first time.
- 2.3.3** The second research project is the Stonehenge Riverside Project, which is still running (Parker-Pearson *et al* 2007). A group of British Universities led by the University of Sheffield has been undertaking excavations since 2003; the project is scheduled to finish in 2010. A number of extremely important discoveries have been made, perhaps most critically, the first discovery of Neolithic houses within the WHS. Such houses are extremely rare in Britain; perhaps the best-known parallels are from the Neolithic village of Skara Brae in the Orkneys, another WHS. The Scottish examples were stone-built, but the houses from Durrington Walls were built from less-durable materials – with beaten chalk floors and stake-built and cobb walls. However, in plan, the houses bear a remarkable resemblance. A total of ten

houses have been excavated, but the excavators consider that there may have been as many as 300 houses in the Neolithic settlement, which would make it the largest known of its time in north-west Europe.

- 2.3.4** An Avenue with a cobbled surface was revealed running through the eastern entrance of Durrington Walls henge to the River Avon, thus providing a link from that monument to Stonehenge itself which is also linked to the river via its Avenue. The Avenue terminated at the Southern Circle within the henge; it now appears that both were earlier than the massive banks and ditches of the Durrington Walls henge. Further extensive fieldwork took place during 2008 within the WHS by the research team, including excavations at the Cursus, Stonehenge Avenue, and the Cursus long barrow. The results are currently being analysed.
- 2.3.5** The final fieldwork-based project is the SPACES project, led by the University of Bournemouth. It has been examining the Neolithic remains in the Preseli Hills of Wales, the source of the Stonehenge bluestones. In April 2008, the team dug a small trench at Stonehenge to examine the remains of the first stone monument at Stonehenge, the double-bluestone circle. Post-excavation work is still underway, but the team have discovered that the monument was altered and dug into during the Roman period.



Adam Stanford 2006 © Aerial-Cam/SRP 2006

**Several Neolithic houses and an avenue linked to the River Avon were discovered at Durrington Walls in 2005 during the Riverside Project excavations led by Sheffield University**

- 2.3.6** Many important archaeological books about Stonehenge and the World Heritage Site have also been published since 2000, which are detailed in the bibliography and appendix I.

## 2.4 The “core zone” of the 2000 Management Plan

2.4.1 Much of the 2000 Plan was predicated on the idea of management zones including a ‘core zone’ around Stonehenge itself. The terms ‘core area’ or ‘core zone’ were used inter-changeably throughout the Plan to refer to the central part of the WHS which is reasonably well-defined visually by the immediate ridgelines and horizons that surround Stonehenge, particularly in the east, along King Barrow Ridge and to the south, where Normanton Down Ridge forms the boundary. Other attempts have been made to define this geographical area, including an attempt by Cleal et al in their 1995 monograph on Stonehenge; the “Stonehenge Bowl” set out in Appendix C of the 2000 Management Plan; and the “MILS” area (the Monument’s Immediate Landscape Setting – the monument in question is Stonehenge itself) as defined by the Highways Agency’s consultant in the Environmental Impact Assessment for the A303 Improvement Scheme.

2.4.2 While it is agreed in the WHS Statement of Significance that Stonehenge is a focal point within the WHS, and that it has its own setting, it is no longer thought that the concept of a ‘core zone’ is a useful tool for site management. The Statement of Significance recognises that other visible monuments also have their settings, and that all monuments have a context. Accordingly the term “core zone” has been dropped from this Plan. This brings it into line with the *Avebury WHS Management Plan* (Pomeroy-Kellinger 2005), which has no management zoning or central area, but which also includes a focal stone circle and henge.

## 3.0 DESCRIPTION AND SIGNIFICANCE OF THE WORLD HERITAGE SITE

### 3.1 Location and boundary of the Stonehenge part of the WHS

#### Location

Country – England, within the United Kingdom

County – Wiltshire

District – Salisbury (from April 2009 Salisbury District and Wiltshire County Councils will both cease to exist and will be replaced by a single unitary authority – Wiltshire Council)

Parishes – Durrington, Shrewton, Amesbury, Winterbourne Stoke and Wilsford cum Lake

Name of World Heritage Site – Part of Site C373, Stonehenge, Avebury and Associated Sites

Date of Inscription onto World Heritage List – 1986, on the nomination of the UK Government

### The Stonehenge WHS and its boundary

#### See Map 1 – The Stonehenge World Heritage Site

3.1.1 To the north, the WHS boundary is drawn along the road known as The Packway, between Rollestone Camp and the A345 roundabout; to the east, largely along the west bank of the River Avon and along Countess Road; and to the south along field boundaries past Rox Hill to the A360 road. The western boundary is formed by the A360 and B3086 roads.

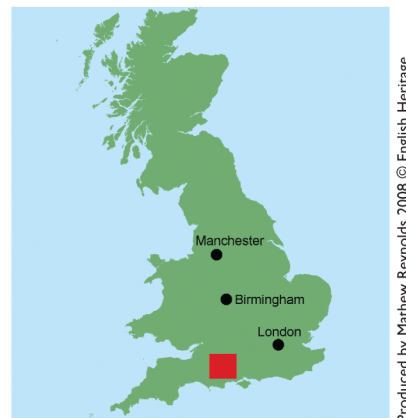


Illustration 2: Location of the Stonehenge and Avebury WHS in the UK

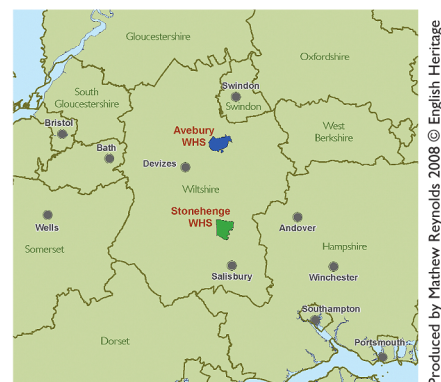


Illustration 3: Location of the Stonehenge and Avebury WHS in southern England

3.1.2 The boundary of the WHS encompasses 2,600 hectares of land containing a high density of both buried and visible ‘upstanding’ archaeological sites and monuments. In addition to Stonehenge itself, the boundary includes important ridge-top barrow groups (for example the Cursus Barrows, Normanton Down

Barrows, New King and Old King Barrows, Lake Barrows and Winterbourne Stoke Barrows); Woodhenge and the henge enclosure of Durrington Walls; and the Stonehenge Avenue and Cursus earthworks. Much of the area surrounding the WHS is also of archaeological importance. The boundaries of the WHS also include the National Trust's 827 hectare property, managed to protect a landscape rich with interrelated monuments.



Roger Featherstone 1993 © English Heritage Photo Library N930001

*Winterbourne Stoke barrow group with Neolithic long barrow top right*

**3.1.3** The boundary of the WHS as depicted in the 2000 Plan was slightly incorrect and this Plan depicts the correct boundary throughout, and accords with the WHS boundary details held by UNESCO in Paris.

## 3.2 Description of the World Heritage Site

### Brief description

The official UNESCO brief description of the World Heritage Site, agreed by the World Heritage Committee in July 2008, is:

The Stonehenge, Avebury, and Associated Sites World Heritage Site is internationally important for its complexes of outstanding prehistoric monuments. Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world, while Avebury is the largest in the world. Together with inter-related monuments and their associated landscapes, they help us to understand Neolithic and Bronze Age ceremonial and mortuary practices. They demonstrate around 2000 years of continuous use and monument building between c. 3700 and 1600 BC. As such they represent a unique embodiment of our collective heritage.

### The cultural heritage of the World Heritage Site

#### See Map 2 – Archaeology and Land Use

**3.2.1** Stonehenge occupies a unique position in our national heritage. Its archaeological importance is unquestionable. It also figures strongly in art, literature and the public consciousness. The landscape that we see today is the culmination of millennia of human activity. The remains unearthed within the WHS point both to a degree of status and to the substantial trade that existed during the Neolithic and Bronze Age, indicating a highly developed society. The WHS contains much more than the Stones alone. Stonehenge lies at the heart of a very dense archaeological landscape comprising a significant group of long barrows, ridge-top cemeteries mainly of round barrows, other major monuments such as henges, earthworks such as the Cursus, and evidence of early settlements and field patterns, as well as remains of later ages. The nature of the recorded archaeological evidence is varied and includes built, buried, surface and encapsulated forms of evidence occurring at different densities within the WHS. It is recognised that visibility of features does not always equate with importance. Some built monuments may be highly visible in the landscape, but other less-well preserved and buried sites may also be important. The WHS was inscribed on the World Heritage List as a Site and not as a World Heritage Cultural Landscape (a detailed discussion on this point in relation to the Avebury part of the WHS can be found in Pomeroy-Kellinger 2005, 2.1.3).

**3.2.2** There are more than 700 known archaeological features (including find spots) recorded within the Stonehenge WHS, and 180 scheduled areas which are afforded statutory protection because of their national importance. These 180 scheduled monuments include 415 individual archaeological items or features. Given the density of known archaeology, there is considered to be great potential for new discoveries within the WHS, and the protection of the archaeology and the landscape is given a high priority in development control decisions within the WHS.

**3.2.3** The archaeological sites throughout the WHS are evidence of the different cultures which occupied the area at different times. A complex sequence of events and human activities is represented, which has influenced the development and character of the landscape.

**3.2.4** An appreciation of the key phases of this historic landscape change, particularly those of prehistoric times, is important for a full understanding of the significance and integrity of the WHS, the current landscape and its future management needs. This can be found in Appendix G.

### Perceptions of Stonehenge and the Landscape

**3.2.5** Stonehenge in its landscape setting has long been considered to be impressive and important. Literature and art give a further indication of how it has been perceived through time. Henry of Huntingdon (1080-1160) in his *Historia Anglorum* – ‘Stanenges...stones of wonderful size’ – and Geoffrey of Monmouth (1100-1155) both questioned how the monument was constructed. Visitors appeared in larger numbers from the seventeenth century, after the survey by Inigo Jones in 1620. Antiquarians such as John Aubrey (1626-97), William Stukeley (1687-1765) and Sir Richard Colt-Hoare (1758-1838) continued the recognition of, and interest in, Stonehenge as a significant monument. Antiquarians also made detailed studies of aspects of the landscape, mapping out such monuments as the Cursus and the Avenue. Images of those times reflect the developing architectural contribution made by the monument. Inigo Jones’ plans of Stonehenge, for example, were a major influence on the form of part of another WHS – the Circus in Bath – and talks given by Sir John Soane in the early nineteenth century led to a further revival of interest. By the 1830’s it had become a favourite Romantic site. Artists, including Turner, Constable, and James Barry, were inspired by the ‘romantic magnificence’ of the monument in its landscape.

Others were drawn by the Stones themselves, such as the artist Henry Moore in the twentieth century. A memorable scene from Thomas Hardy’s novel ‘*Tess of the d’Urbervilles*’ (published in 1891) is set within the Stone Circle.



*'The North West Prospect of Stone Henge' by Inigo Jones 1725*

### Summary of historic environment values

**3.2.6** Today the topography and landscape character of much of the WHS can, at first glance, appear unexceptional. The gentle and expansive rolling downland and small valleys are similar to many other chalk landscapes in Southern England. However, the landscape of the WHS provides a remarkable amount of evidence of changing human activities and land use since the Palaeolithic period, although not all these archaeological remains are attributes of OUV. In particular, the unusually extensive survival of the densest and most varied complex of Neolithic and Bronze Age monuments in England, are a visible part of the present day landscape. Many individual monuments are typical of their period while other types are extremely rare. Other less well-known, less visible, or buried sites all contribute to our understanding of former peoples and the way in which they used the landscape. The potential for further research and knowledge to be gained from sites yet-to-be discovered, is also considered to be great. As a whole, the combination of different monument types and their concentration in a relatively small area is unparalleled. A more detailed description of archaeological remains within the boundary of the WHS is found at Appendix G.



### Regional Landscape Context

#### See Map 8 – Regional Landscape Context

- 3.2.7** The Regional Character Areas, defined on the national Character of England map and shown on Map 8, provide a useful context within which to consider the existing character of the Stonehenge WHS landscape. Stonehenge lies within Salisbury Plain at the heart of the extensive chalklands that give structure to the landscape of much of southern England. To the east, the North and South Downs extend through Sussex, Surrey and Kent to the channel coasts, enclosing the clays of the Low and High Weald. To the north and north-east, the Berkshire and Marlborough Downs and the Chilterns mark the northern edge of the Thames Basin Heaths, while to the south, the Dorset Downs and Cranborne Chase stretch to the coast below Dorchester. These great bands of chalk come together in Hampshire and Wiltshire, where a vast area of downland extends for some eighty kilometres. Avebury is situated on the western edge of the Marlborough Downs within the North Wessex Downs Area of Outstanding Natural Beauty.
- 3.2.8** Though each of these areas of chalk has a distinctive regional character, they have a number of common features. These include the characteristic convex, smoothly rounded landform, steep escarpments where the beds of chalk are exposed, dry valleys and larger river valleys which often provide a focus for modern settlement and communication routes. Historically, the high downland provided a dry and secure route for travellers, and many of the escarpments are crowned with ancient ridgeway tracks.
- 3.2.9** The landscape around Stonehenge exhibits many of the classic features associated with chalk. To the north, many decades of military training activity have led to the survival of very extensive areas of unimproved downland where there is an absence of settlement. To the south, east and west lie chalk river valleys, characterised by a high density of historic villages and designed landscapes clustered along the sides of lush floodplains.

#### See Map 9 – Landscape Character

- 3.2.10** Landscape types have been identified within a broad study area around the WHS by the Stonehenge WHS Landscape and Planning Study (Land Use Consultants, 1995). These are tracts of countryside with a unity of character due to broadly similar combinations of geology, landform and land cover, and a consistent and distinct pattern of constituent elements. Differences in landscape character reflect both physical and historical influences including drainage, land use and field patterns.
- 3.2.11** Within the study area, seven landscape types have been identified (Land Use Consultants, 1995) reflecting two main principal physiographic variations in the structure of the landscape. Their broad distribution is shown on Map 9, which presents the landscape types in relation to the occurrence of recorded archaeology within the WHS and the surrounding area. They include:
- (A) Downland Landscapes
  - (A1) Dry River Valleys
  - (A2) Upper Stonehenge Dry Valley
  - (A3) Agricultural Downland
  - (A4) Downland Ridgelines
  - (A5) Unimproved Downland/Military Training Areas
  - (B) Avon Valley Landscapes
  - (B1) River Valley: Water Meadows and Floodplain
  - (B2) River Valley: Slopes
- 3.2.12** The landscape types are relatively coherent units in terms of the management issues that they raise. Landscape management guidelines for each type were identified in the same study. These aim to conserve and enhance the area's landscape character, by maintaining the differences in land cover and vegetation which distinguish the river valley water meadows and floodplain landscape from the open downland, for example. This broad guidance has been incorporated into the objectives of the WHS Management Plan.

### Key Characteristics of the Landscape

- 3.2.13** Typically, much of the WHS is an open landscape in which the sky dominates. The undulating landform, with large fields bounded by fences and long distant views of plantations, clumps of trees, roads and upstanding archaeological features are the most distinctive characteristics of the downland plateau landscapes within the WHS (see Map 9). The general

absence of hedgerows and buildings is also a notable feature. In contrast to the expansive downland plateau areas, the enclosed and small-scale character of the Avon Valley is a significant variation in the character of the WHS. Here, the River Avon meanders through cattle-grazed water meadows, bordered by thick woodland which extends up the valley sides in places. Small riverside settlements with distinctive historic buildings follow the valley floor, complemented by the designed landscapes of old parkland. The sense of tranquillity and remoteness is enhanced by the visual containment of the wooded valley slopes.



David Batchelor 2003 © English Heritage

*Stonehenge from Byway 11 with Larkhill in the background*

monuments and much surviving archaeology. Parts of today's landscape are dominated by the intensive military use of the WHS during the early twentieth century, further documented in a study by Wessex Archaeology in 1998 (Stonehenge military installations: a desk-based assessment). The landscape has been subject to continuous change, with varying intensities or speed of change over different periods, and it will continue to change into the future.

**3.2.16** Today several major intrusive elements are obvious within the rich archaeological landscape. The A303 (a former 18th Century toll road) and the A344 and A360 roads, and their associated traffic, run straight across the landscape and are particularly visible and audible features. They are most noticeable around Stonehenge in the triangle between the two roads, at King Barrow Ridge and at Longbarrow Crossroads. The existing Stonehenge car park adjacent to the A344 is also a visually intrusive modern development in the landscape. To the north, the large modern buildings of Larkhill Garrison dominate the rising slopes on the edge of Salisbury Plain while to the east, the buildings at Boscombe Down are prominent on the skyline. In an open landscape such as Stonehenge, fence lines, silos and pylon lines are also potentially intrusive features, particularly where they cross ridgelines, although these are largely screened by trees for much of the year.

## Landform

### **See Map 10 – Visual Sensitivity**

**3.2.14** The topography of the WHS landscape is rolling with a series of ridges and dry valleys. These include the King Barrow Ridge which extends southwards to Springbottom, the Cursus/Stonehenge Down, the Normanton Down ridgelines; and Winterbourne Stoke, and the Lesser Cursus ridgelines. Prominent dry valleys, such as the one running northwards from Springbottom to Larkhill Plantation are also distinctive features. The valley of the River Avon along the eastern boundary forms a marked transition to the downland east of the WHS. To the west, the watershed between the Avon and the Till catchments marks the boundary of the Site.

## Modern features of the landscape

**3.2.15** The current character of the Stonehenge landscape is greatly influenced by relatively recent agricultural and forestry land use practice. Much of the WHS landscape was laid out in the twentieth century, and within these modern land parcels are many individual

## Trees and Woodlands in the Landscape

**3.2.17** The woodlands within the WHS are typically of two main types. Firstly, ridgeline clumps of mixed deciduous trees planted in the 18th and 19th centuries include a high proportion of beech, such as on King Barrow Ridge and Winterbourne Stoke Clump. Many of these developed originally from simpler coppices of hazel and ash. Secondly, there are plantations of pine, mainly Scots and Corsican, most of which were planted at the end of the Second World War, such as the west and east Larkhill Plantations. The largest block of woodland is Fargo Plantation which is a complex area of woodland of deciduous and coniferous species. This woodland, because of its size and location, is also a visually dominant feature and can be seen from most of the area as far east as the King Barrow Ridge. Many of the ridgeline clumps have suffered greatly from windblow, particularly the New King Barrow Plantation and Winterbourne Stoke Clump in 1987 and 1990.

## Agricultural Character

**3.2.18** Changes in agricultural techniques and, in particular, the drive to increase agricultural production during the twentieth century, has meant that most of the downland has been ploughed up to allow more intensive agricultural production. As a result, much of the WHS, along with the surrounding downland (with the exception of the military training area) is arable in character. Extensive arable fields occur across a large proportion of the WHS. In recent years, the area north of the A303 around Stonehenge itself and the Cursus Barrows have been converted from arable to pasture, and large parts of the WHS below the A303 have now been converted with the aid of Defra grants. Some small isolated fragments of chalk grassland have survived on the steeper slopes and on some protected archaeological sites.

## 3.3 Significance of the World Heritage Site

### *The Outstanding Universal Value of the WHS*

**3.3.1** The UK Government is accountable according to the World Heritage Convention for the protection, conservation, presentation and transmission to future generations of its sites on the World Heritage List in order to sustain their Outstanding Universal Value (OUV). According to the UNESCO Operational Guidelines, OUV is 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity'. The Operational Guidelines sets out ten criteria for assessing whether or not a place has OUV.

**3.3.2** Nowadays, the UNESCO World Heritage Committee adopts a Statement of Outstanding Universal Value for each site when it is inscribed. These Statements:

- Contain a summary of the Committee's determination that the property has OUV,
- identify the criteria under which the property was inscribed,
- assess the conditions of integrity or authenticity, and
- assess the requirements for protection and management in force.

The Statement of Outstanding Universal Value is the basis for the future protection and management of the property (UNESCO 2008).

**3.3.3** Past inscriptions, including that of Stonehenge and Avebury, do not have such statements. In many cases, the Committee's definition of why a site has OUV has to be deduced from the documentation (particularly the Advisory Body evaluation) submitted to the Committee at the time of inscription plus any comments made in their decision. Therefore, one of the Committee's follow-up actions to the Periodic Report on Europe, completed in 2005, has been to ask each Government to prepare a short Statement of Significance for each site inscribed before 1998. These Statements have to be based on the original Committee decision and documentation and do not allow for any changes from the Committee's views at the time of inscription. They do not cover authenticity and integrity since these were not formally assessed in the early decades of the Convention and there is therefore no evidence in Committee documentation of these aspects of the WHS. These shortened statements are known as Statements of Significance and help to guide the future management of each WHS. The Committee intends in the future to develop a methodology for inclusion of assessments of authenticity and integrity in these retrospective Statements.



Damian Grady 2007 © English Heritage Photo Library N071125

*Avebury Stone Circle, the largest in the world*

### *Statement of Significance*

**3.3.4** The World Heritage Committee agreed a Statement of Significance for the whole Stonehenge, Avebury and Associated Sites World Heritage Site at its meeting in July 2008 (decision 32 COM 8B.93). This Statement was proposed by the UK Government following its agreement by the Avebury WHS Steering Group and the Stonehenge WHS Committee. This Statement sets out why the Site was placed on the World Heritage List and should guide the management of the Site for the foreseeable future.

## Statement of Significance

### SUMMARY

**The Stonehenge, Avebury, and Associated Sites World Heritage property is internationally important for its complexes of outstanding prehistoric monuments.**

*It comprises two areas of chalkland in Southern Britain within which complexes of Neolithic and Bronze Age ceremonial and funerary monuments and associated sites were built. Each area contains a focal stone circle and henge and many other major monuments. At Stonehenge these include the Avenue, the Cursuses, Durrington Walls, Woodhenge, and the densest concentration of burial mounds in Britain. At Avebury, they include Windmill Hill, the West Kennet Long Barrow, the Sanctuary, Silbury Hill, the West Kennet and Beckhampton Avenues, the West Kennet Palisaded Enclosures, and important barrows.*

*The World Heritage property is of Outstanding Universal Value for the following qualities:*

- *Stonehenge is one of the most impressive prehistoric megalithic monuments in the world on account of the sheer size of its megaliths, the sophistication of its concentric plan and architectural design, the shaping of the stones, uniquely using both Wiltshire Sarsen sandstone and Pembroke Bluestone, and the precision with which it was built.*
- *At Avebury, the massive Henge, containing the largest prehistoric stone circle in the world, and Silbury Hill, the largest prehistoric mound in Europe, demonstrate the outstanding engineering skills which were used to create masterpieces of earthen and megalithic architecture.*
- *There is an exceptional survival of prehistoric monuments and sites within the World Heritage site including settlements, burial grounds, and large constructions of earth and stone. Today, together with their settings, they form landscapes without parallel. These complexes would have been of major significance to those who created them, as is apparent by the huge investment of time and effort they represent. They provide an insight into the mortuary and ceremonial practices of the period, and are evidence of prehistoric technology, architecture, and astronomy. The careful siting of monuments in relation to the landscape helps us to further understand the Neolithic and Bronze Age.*

## UNESCO CRITERIA FOR INSCRIPTION ON THE WORLD HERITAGE LIST

**Criterion (i): The monuments of the Stonehenge, Avebury, and Associated Sites World Heritage Site demonstrate outstanding creative and technological achievements in prehistoric times.**

*Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world. It is unrivalled in its design and unique engineering, featuring huge horizontal stone lintels capping the outer circle and the trilithons, locked together by carefully shaped joints. It is distinguished by the unique use of two different kinds of stones (Bluestones and Sarsens), their size (the largest weighing over 40t), and the distance they were transported (up to 240km). The sheer scale of some of the surrounding monuments is also remarkable: the Stonehenge Cursus and the Avenue are both about 3km long, while Durrington Walls is the largest known henge in Britain, around 500m in diameter, demonstrating the ability of prehistoric peoples to conceive, design and construct features of great size and complexity.*

*Avebury prehistoric stone circle is the largest in the world. The encircling henge consists of a huge bank and ditch 1.3km in circumference, within which 180 local, unshaped standing stones formed the large outer and two smaller inner circles. Leading from two of its four entrances, the West Kennet and Beckhampton Avenues of parallel standing stones still connect it with other monuments in the landscape. Another outstanding monument, Silbury Hill, is the largest prehistoric mound in Europe. Built around 2400 BC, it stands 39.5m high and comprises half a million tonnes of chalk. The purpose of this imposing, skilfully engineered monument remains obscure.*

**Criterion (ii): The World Heritage Site provides an outstanding illustration of the evolution of monument construction and of the continual use and shaping of the landscape over more than 2000 years, from the early Neolithic to the Bronze Age. The monuments and landscape have had an unwavering influence on architects, artists, historians, and archaeologists, and still retain a huge potential for future research.**

*The megalithic and earthen monuments of the World Heritage Site demonstrate the shaping of the landscape through monument building for around 2000 years from c 3700 BC, reflecting the importance and wide influence of both areas.*

Since the 12th century when Stonehenge was considered one of the wonders of the world by the chroniclers Henry of Huntington and Geoffrey of Monmouth, the Stonehenge and Avebury sites have excited curiosity and been the subject of study and speculation. Since early investigations by John Aubrey, Inigo Jones, and William Stukeley, they have had an unwavering influence on architects, archaeologists, artists, and historians. The two parts of the World Heritage Site provide an excellent opportunity for further research.

Today, the Site has spiritual associations for some.

**Criterion (iii): The complexes of monuments at Stonehenge and Avebury provide an exceptional insight into the funerary and ceremonial practices in Britain in the Neolithic and Bronze Age. Together with their settings and associated sites, they form landscapes without parallel.**

The design, position, and inter-relationship of the monuments and sites are evidence of a wealthy and highly organised prehistoric society able to impose its concepts on the environment. An outstanding example is the alignment of the Stonehenge Avenue (probably a processional route) and Stonehenge stone circle on the axis of the midsummer sunrise and midwinter sunset, indicating their ceremonial and astronomical character. At Avebury the length and size of some of the features such as the West Kennet Avenue, which connects the Henge to the Sanctuary over 2km away, are further evidence of this.

A profound insight into the changing mortuary culture of the periods is provided by the use of Stonehenge as a cremation cemetery, by the West Kennet Long Barrow, the largest known Neolithic stone-chambered collective tomb in southern England, and by the hundreds of other burial sites illustrating evolving funerary rites.

3.3.5 As well as endorsing the above Statement of Significance, the Stonehenge World Heritage Committee and the Avebury World Heritage Steering Group also agreed the following text, in January 2008, which accompanies the Statement of Significance:

### Key

These are the definitions used in this Statement and in Article 1 of the World Heritage Convention for monuments, groups of buildings, and sites:

**Article 1** – For the purpose of this Convention, the following shall be considered as “cultural heritage”:

*Monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of Outstanding Universal Value from the point of view of history, art and science;*

*Groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of Outstanding Universal Value from the point of view of history, art or science;*

*Sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of Outstanding Universal Value from the historical, aesthetic, ethnological or anthropological point of view.*

These are the original definitions for Criteria i, ii and iii which were current and in use in 1985/6:

*\*Criterion i – represent a unique artistic achievement, a masterpiece of creative genius.*

*\*\*Criterion ii – have exerted great influence, over a span of time or within a cultural area of the world, on developments in architecture, monumental arts or town planning and landscaping.*

*\*\*\*Criterion iii – bear a unique or at least exceptional testimony to a civilisation which has disappeared.*

3.3.6 As well as endorsing the above Statement of Significance, the Stonehenge World Heritage Committee and the Avebury World Heritage Steering Group also agreed the following text, in January 2008, which accompanies the Statement of Significance:

## Other values

In addition to the Outstanding Universal Value outlined above, which give the Site its international significance, there are other national and local values which have to be taken into account in management decisions.

These are set out in the two management plans for Stonehenge and Avebury. They include: the archaeological and historical significance of other periods from the Mesolithic onwards, continually augmented by new discoveries, social value and local needs, educational resource, ecological value, tourism, agriculture and other economic activities. The movable artefacts from the World Heritage Site are important in developing our understanding of this prehistoric culture. Many of them are held at the nearby Wiltshire Heritage Museum in Devizes, the Salisbury and South Wiltshire Museum, Salisbury and the Alexander Keiller Museum at Avebury itself. At Avebury, it is important to take into consideration the needs of the local community living within and adjacent to the Henge, which creates particular issues.

The other values of the WHS are further discussed below at 3.3.24 - 3.3.45.

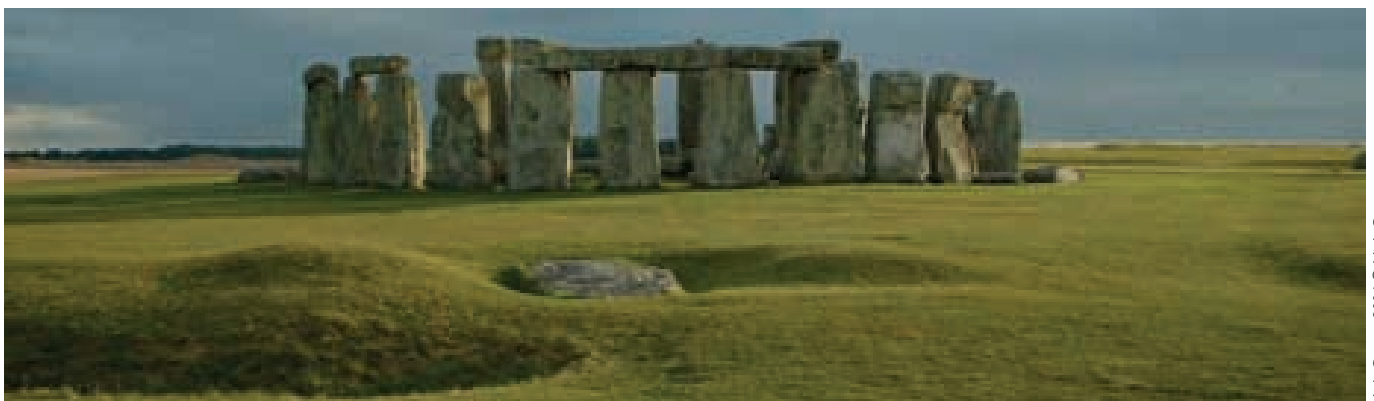
## The Attributes of Outstanding Universal Value for the Stonehenge part of the WHS

**3.3.7** The Statement of Significance above sets out a summary of the World Heritage Committee's determination that the Site has OUV. From this Statement, a number of attributes expressing the OUV have been identified. It is helpful to set these out in more detail to assist in the management of the Site. The attributes are not themselves individually of OUV but together they express the OUV of the Site.

The attributes set out below only relate to the Stonehenge part of the WHS. As they clearly are derived from the Statement of Significance, these attributes ultimately derive from the nomination documentation and the ICOMOS evaluation dating to 1985/6.

## The Attributes of Outstanding Universal Value of the Stonehenge World Heritage Site

1. Stonehenge itself as a globally famous and iconic monument.
2. The physical remains of the Neolithic and Bronze Age funerary and ceremonial monuments and associated sites.
3. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the landscape.
4. The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy.
5. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other.
6. The disposition, physical remains and settings of the key Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel.
7. The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others.



*Stonehenge (c. 3000 - 1600 BC) is the most architecturally sophisticated prehistoric stone circle in the world, unrivalled in its design and unique engineering*

**3.3.8 Stonehenge itself as a globally famous and iconic monument** is an attribute of OUV. This monument is both an important and enduring symbol of man's prehistoric past, and an internationally recognized symbol of Britain. It is difficult to overstate its importance as one of the best-known and best-loved monuments in the world.



1987 © English Heritage Photo Library J870392

*The tallest Sarsen, with its fallen lintel in front*

**3.3.9** At the Stonehenge WHS, **the physical remains of the Neolithic and Bronze Age ceremonial and funerary monuments and associated sites** are an attribute of OUV. In particular, it is considered that Stonehenge, the most architecturally sophisticated stone circle in the world, is a masterpiece of human creative genius. This monument, a focal point within the WHS, survives well and is unrivalled in its design and unique engineering.

**3.3.10** In a similar way, the physical remains of some other monuments within the WHS are also considered to be masterpieces of human creative genius. These include Durrington Walls henge, the largest in Britain, which demonstrates the masterly ability of prehistoric peoples to organise and construct massive structures. Other such massive monuments include the Stonehenge Cursus and the Stonehenge Avenue. All of these sites are relatively well-preserved, have upstanding remains, and are attributes of the Site which express its OUV.

**3.3.11** The physical remains of other Neolithic and Bronze Age ceremonial and funerary monuments are also considered to be attributes of OUV, and bear an exceptional testimony to a now-disappeared civilization. As well as the sites described in sections 3.3.9 and 3.3.10 above, they include Woodhenge, the Lesser Cursus and the densest concentration of Bronze Age burial mounds in Britain. They provide an insight into the mortuary and ceremonial practices of the period. Some of these sites and monuments have upstanding, visible remains. Others such as the Lesser Cursus are now ploughed flat and survive only below-ground; however, they retain some of their integrity through the survival of buried archaeological remains.

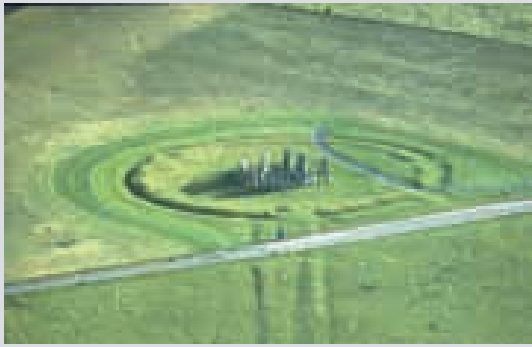
**3.3.12 The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the landscape** including rivers and water is also an attribute of OUV. For example, it is now known that the monuments of Durrington Walls and Stonehenge were linked via their Avenues to the River Avon and possibly thence to each other, and some barrow cemeteries were clearly built on prominent ridge-lines for their visual impact and in line with earlier burials. Whatever its original function, the Stonehenge Cursus seems to have been laid out in such a way as to link outward views over the Till and Avon valleys.

**3.3.13 The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy** is an attribute of OUV. A number of sites within the WHS are aligned on the midsummer sunrise and midwinter sunset axis, for example, Stonehenge, Woodhenge and parts of the Stonehenge Avenue. At Stonehenge, this factor appears to be an extremely important one from the earliest stages of the monument and continued as such throughout its subsequent development. The midwinter sunrise – midsummer sunset solstitial axis may also be of importance.



Nigel Corrie 2005 © English Heritage Photo Library K050085

*Sunrise through the Stones looking North East along the summer solstice alignment*



1994 © Crown copyright NMR 1504\_26

*The Stonehenge Avenue (c. 2,500-1,700 BC), a processional route partly aligned on the midsummer sunrise – midwinter sunset solstitial axis*



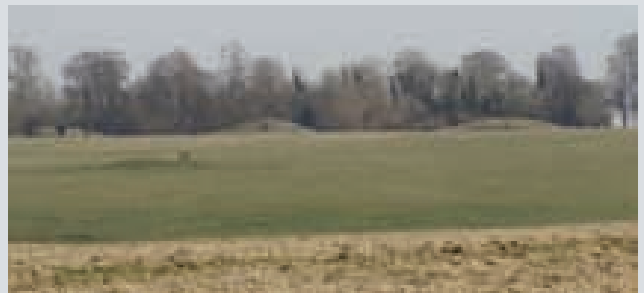
1989 © Crown copyright NMR 4482\_16

*Durrington Walls (c. 2,500 BC) the largest henge in Europe, some 500m in diameter*



Damian Grady 2003 © English Heritage NMR 21959\_24

*The Winterbourne Stoke Barrow Cemetery, with later round barrows aligned on its earlier long barrow*



Lucy Evershed 2008 © National Trust

*The King Barrows, a ridge-top Bronze Age barrow cemetery overlooking Stonehenge*



Damian Grady 2000 © English Heritage Photo Library N000001

*The Cursus (c. 3,600-3,400 BC), a huge earthwork enclosure, 2.7km long*



Damian Grady 2003 © English Heritage NMR 21959\_18

*The Lesser Cursus*



2000 © English Heritage NMR 18663\_19

*The Normanton Down Barrow Cemetery, one of the finest in Britain, which includes the Bush Barrow with its famous grave goods. This area has now been improved by arable reversion*



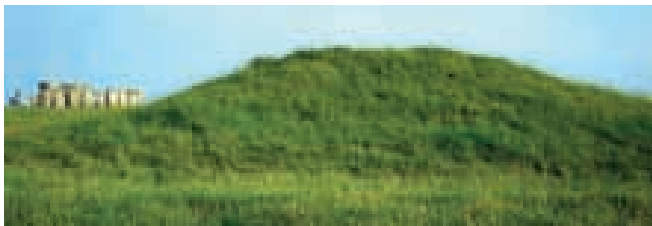
Sky eye Aerial Photography 2004 © English Heritage Photo Library K040326

*Woodhenge (c. 2,300 BC), a timber circle set within a small earthwork henge, also aligned on the solstice axis as at Stonehenge*



### 3.3.14 **The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other**

is an attribute of OUV. For example, from Stonehenge itself, a number of important barrow groups are visible, such as those on King Barrow Ridge and Normanton Down. These barrow cemeteries were deliberately built on prominent ridge lines and are clearly visible from Stonehenge, and indeed from each other, as well as from other monuments such as the Cursus. Other barrow groups further away, such as the Lake Barrows, would also have been visible from Stonehenge.



*Panoramic view with the Stones in the distance and a barrow in the foreground*

Paul Highnam 1994 © English Heritage Photo Library J940229

3.3.15 It is not only barrow groups which are attributes of OUV in this way. There are clusters of other monuments which are not visible from Stonehenge, and never would have been. For example, the complex of sites in the Durrington Walls area includes its avenue leading from the river to the henge, its associated settlement, Woodhenge, and other Neolithic and Bronze Age barrows and sites along the ridge south of Woodhenge. All these monuments were clearly sited in relation to each other and to the topography of the landscape. A similar pattern occurs around the Stonehenge Cursus, which attracted later Bronze Age barrow groups.

### 3.3.16 **The disposition, physical remains and settings of the Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel,**

are an attribute of OUV. The design, position and inter-relationship of the monuments are evidence of a wealthy and highly organised prehistoric society able to impose its concepts on the environment. In some parts of the WHS, monuments or groups of monuments, such as the King Barrow Ridge barrow cemetery, Stonehenge, and the Normanton Down barrow cemetery, are so well-preserved and prominent that they, their settings, and their inter-relationships form immediately recognisable parts of an archaeological landscape. In other parts of the WHS, however, the monuments and sites have become degraded or hidden and their significance and physical interrelationships to one

another and the landscape are no longer visible to the naked eye but are nevertheless equally attributes of the Site's OUV as may be areas which appear to have been deliberately left empty of monuments.



*Reconstruction drawing of the Stonehenge Landscape in c1600 BC by Peter Dunn*

© English Heritage Photo Library J050045

### 3.3.17 **The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others**

is an attribute of OUV. For example, Stonehenge has been depicted in a number of key views by a number of artists of the British Romantic Movement of the eighteenth and nineteenth centuries.



*Stonehenge, a watercolour by J M W Turner (1775-1851) painted between 1825 and 1828*

With kind permission of Salisbury and South Wiltshire Museum ©

3.3.18 There are also some Neolithic and Bronze Age funerary, ceremonial and communal monuments, close to but outside the current boundary of the WHS, the remains of which along with their settings, could be considered to be related to its OUV. The obvious candidates include the causewayed enclosure of Robin Hood's Ball and the long barrows in this general area to the north and west of the WHS, one of which is only a few metres north of the current

boundary. These early Neolithic monuments were in fact named in the UK Government's nomination documentation of 1985, and are part of the development of the Stonehenge area into a locality of exceptional significance in the later Neolithic and Bronze Ages. These monuments help us to understand the Site and without them, the WHS as a whole may lack some elements of integrity. It is noteworthy that Avebury's causewayed enclosure – Windmill Hill – is within the boundary of the Avebury part of the WHS. The importance of the wider Stonehenge area has been demonstrated by the recent finds of rich early Bronze Age graves such as the "Amesbury Archer" and the "Boscombe Bowmen", both of which are outside the current WHS boundary.



1995 © Crown copyright NMR 15258/36

**Robin Hood's Ball causewayed enclosure and its two circuits of ditch**

## Authenticity and Integrity

**3.3.19** For the reasons discussed above, authenticity and integrity were not considered by the World Heritage Committee. It is nonetheless important to make some statement on these issues since they are fundamental to the future management of the site. Authenticity, as defined in the Operational Guidelines is about the truthfulness and credibility of the evidence for the site's OUV while integrity is about the wholeness of the WHS. This is very much a first attempt not just for Stonehenge but for all early inscriptions on the World Heritage List and will need to be developed further over the lifetime of this Plan.

### Authenticity

**3.3.20** The Operational Guidelines suggest that authenticity should be assessed through use of general attributes such as 'form and design' or 'materials and substance'. Since more precise attributes of OUV have been defined for Stonehenge, it is appropriate to use these for the assessment of authenticity. For each of

Attributes 1 – 7, a brief assessment of the current position is made together with an estimate of how things have changed since the WHS was inscribed in 1986. Assessment of authenticity has been greatly aided by the results of the centuries of research carried out around Stonehenge and in particular by the amount of work carried out since 1986.

### ***1. Stonehenge itself as a globally famous and iconic monument.***

Stonehenge itself is recognized throughout the world as a symbol of Britain as well as a masterpiece of great antiquity. This recognition has probably increased over the last two decades.

### ***2. The physical remains of the Neolithic and Bronze Age funerary and ceremonial monuments and associated sites.***

All such archaeological monuments and associated sites are protected by scheduling while many of the key sites are in the care of either English Heritage or the National Trust. Apart from Stonehenge itself, which underwent considerable works in the earlier part of the twentieth century to stabilize the stones and re-erect those which had fallen from known positions, most sites have been untouched, apart from excavation within many of the burial mounds in the nineteenth century and work carried out to Durrington Walls during the re-alignment of the A338 in the 1960's. Since the WHS was inscribed in 1986, a large number of sites have been taken out of cultivation, thereby protecting their archaeological value from further damage by ploughing. Once under permanent grass, sites need to be protected from the growth of scrub and trees, and from burrowing animals, all of which can damage archaeological deposits. A number of sites within the WHS need attention in this respect but overall the condition of the physical archaeology is far better than it was in 1986.

### ***3. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the landscape.***

Relationships between the surviving Neolithic and Bronze Age funerary and ceremonial sites and monuments and the landscape remain at least as clear as they were in 1986. Recent archaeological work by Exon et al and the Stonehenge Riverside Project has increased our understanding of these relationships. Some visual and physical links are still impeded by the major roads in the landscape, by woodland and by modern development around Larkhill, as they were in 1986.

#### **4. The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy.**

There is much debate about the way in which the design and siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments relates to the skies and astronomy. It is generally agreed that the solstitial alignments of Stonehenge itself are a key element of its design. These have not been impaired by intrusive structures since the site was inscribed in 1986.

#### **5. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other.**

Relationships between the Neolithic and Bronze Age funerary and ceremonial sites and monuments remain as clear as they were in 1986 and can in most cases be easily appreciated. In some cases, visual and physical links are interrupted by woodland. The major roads (A303 and A344) in the landscape intrude on some relationships, for example between Stonehenge itself and its Avenue and between Normanton Down Barrow group and Stonehenge.

#### **6. The disposition, physical remains and settings of the Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel.**

The largely open nature of the landscape means that the disposition, physical remains and settings of the Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel, remains clear over much of the WHS. Relationships are less clear in the northern part of the WHS around the settlement of Larkhill where there is a considerable amount of modern development within the WHS. Elsewhere the major roads intrude on appreciation of the landscape without parallel. Modern woodland also obscures some aspects of the landscape though it also has an important screening role. The reversion of 20% of the WHS to grassland has strengthened the setting of a number of attributes of OUV since 1986.

#### **7. The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others.**

This attribute is expressed most clearly in artworks within the WHS, mainly centred on Stonehenge itself, and also in literature. Many such views remain largely unaffected by modern development apart from the major roads which can of course be an aspect of the artist's or writer's response to the WHS (cf VS Naipaul). This position has not altered since 1986 apart from the increased volume and noise of road traffic.

This attribute is also expressed by the fact that Stonehenge has been one of the key areas in the approach to the development of landscape archaeology since the work of Stukeley and others in the 18th century.

### **Integrity**

**3.3.21** Assessments of integrity are asked to examine the extent to which the WHS:

- (i) includes all elements necessary to express its OUV
- (ii) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance
- (iii) suffers from adverse effects of development and/or neglect

**3.3.22** As noted above, some elements which might help us to understand the significance of the WHS are outside its boundaries. It therefore follows that it may not be of adequate size to ensure complete representation of the features which convey its OUV. However, the boundary is that which was acceptable to ICOMOS and the World Heritage Committee when the site was inscribed in 1986. Possible re-assessment of the boundary is further discussed in Section 14, Aim 2.

**3.3.23** The major adverse impacts of development – the two major roads (A303 and A344) and the current visitor facilities – were present in 1986. At that time, the Government gave an undertaking to remove the A344 which has not yet been achieved. These impacts have not changed in form though there is now more intensive use of them. More intensive use of the roads and of car parking at the current visitor facilities has had an impact on the visual integrity of the Site. The extent of other modern development within the WHS has not increased since 1986 although there is now increased light pollution. The

integrity of the WHS has improved thanks to the reversion of 20% of the Site to permanent grassland. As well as markedly changing the character of parts of the WHS, this has also stopped further damage by ploughing to buried archaeology.

### Other cultural heritage and historic environment values

#### Historic Environment values

**3.3.24** The WHS contains many later archaeological and historic remains many of which are important in their own right, although not attributes of its OUV. Some are of national importance – such as the Iron Age hillfort of Vespasian's Camp; Amesbury Abbey Park and Garden; and the Larkhill Aircraft Hangars – and are protected through scheduling, listing and being placed on the register of parks and gardens. Still others have no legal protection, but have local or regional importance.

**3.3.25** It is important, when making decisions about the management of the WHS, that all aspects of the historic environment are taken into account in an appropriate way.

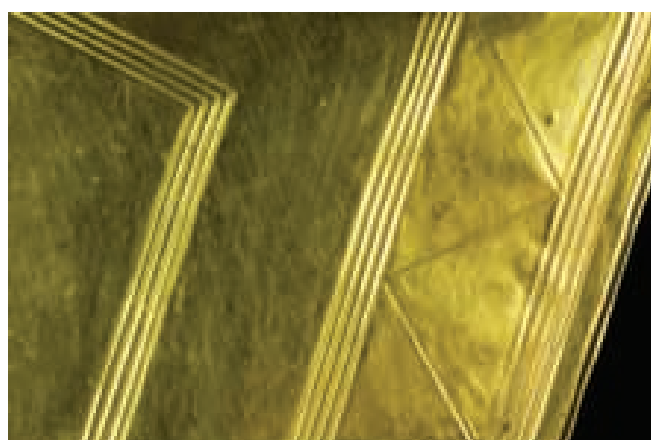
#### Museum and Archive Collections

**3.3.26** Although by definition moveable objects cannot form part of a WHS, there are a number of nationally important museum and documentary archive collections which help illuminate our understanding of the Stonehenge WHS and its archaeological context. Many artefacts, historical documents and archives of research from the 18th century onwards are held at the Wiltshire Heritage Museum (WHM) in Devizes, including the famous gold objects from Bush Barrow. Other finds and records are held in the Salisbury and South Wiltshire Museum (SSWM), which is now the museum which receives archaeological material from the Stonehenge WHS. There are also very important collections of data in the Wiltshire and Swindon History Centre (including the Wiltshire Sites and Monuments Record), the National Monuments Record and The National Archives. These unique collections are vital for research and education, and it is essential that they continue to be excellently maintained and curated.



© Wiltshire Heritage Museum

*A gold breast plate and belt hook from Bush Barrow and two bronze daggers and a bronze axe with the reconstructed sceptre, from Bush Barrow*



David Bullock, as part of a University of Birmingham research project, funded by the Leverhulme Trust © Wiltshire Heritage Museum

*Detail of the gold breast plate found in the Bush Barrow*

### Landscape and nature conservation values

**3.3.27** The WHS lies within the South Wessex Downs Natural Area identified by Natural England. The most notable habitats within the WHS are small areas of remnant unimproved species-rich chalk grassland, chalk rivers and associated wet grassland, woodland and arable. Due to the widespread effects of intensive arable cultivation in this general area, the grasslands of higher ecological value are largely confined to verges, steeper slopes and barrows. Large areas of former arable land within the WHS have been reverted to grassland by both the National Trust and private

landowners, and special Natural England grants have contributed to parts of the WHS reverting from arable to pasture. Arable land is also important in the WHS for farmland birds such as stone-curlew and corn bunting, mammals such as hares and uncommon arable plants.

- 3.3.28** To the west of the WHS lies the Parsonage Down National Nature Reserve, considered to be one of the most outstanding chalk downland sites in Britain. Most of the site has escaped ploughing and other agricultural improvements during the last 100 years. Grazing over the last 60 years has maintained plant and animal diversity. The site is also of some archaeological significance.
- 3.3.29** Much of Salisbury Plain, including land directly adjacent to the northern WHS boundary, is designated as a Site of Special Scientific Interest (SSSI). The area comprises the largest expanse of unimproved chalk downland in north west Europe and represents 41% of Britain's remaining area of this habitat. The survival of this unimproved downland is largely a consequence of Ministry of Defence ownership and use of the area for army training, which has limited intensive farming activity. The SSSI of just under 13,000 hectares of chalk downland supports 13 species of nationally rare and scarce plants, 67 species of rare and scarce invertebrates, and includes a site of international importance for birds. The importance of this area for nature conservation is further recognised at the European level by its designation as a Special Protection Area for birds, and as a Special Area of Conservation under the Habitats Directive
- 3.3.30** Within the WHS, the Avon Valley has been designated as an Environmentally Sensitive Area to maintain its acknowledged landscape and ecological value through appropriate land management practices. In addition, the Rivers Till (just outside the WHS) and Avon (forming the boundary of the WHS) have been designated as SSSIs and each is a Special Area of Conservation in recognition of the national and European importance of their ecological interest.
- 3.3.31** The stream and water meadow habitats of the Avon Valley are of international ecological value. On the agricultural downland of the chalk plateau, the unimproved grassland of ecological interest is largely limited to surviving fragments of unimproved chalk grassland on barrows and steeper slopes. These remaining areas offer potential for targeting downland re-creation which buffers, links and extends these remaining fragments.

- 3.3.32** In the general absence of hedgerows on the chalk plateau, arable field margins provide important 'corridors' through the landscape and are of value for invertebrates, mammals and birds. The requirement for some land to be 'set aside' and left fallow produced a habitat well suited to the stone-curlew and other ground nesting birds, and allow bare ground for arable weed species.



Stone-curlew

Andrew Hay 2008 © rspb-images.com

- 3.3.33** Since the publication of the 2000 Plan, the ecological value of the WHS has been better appreciated and has improved significantly, in particular through the reversion of extensive areas of arable land on Stonehenge Down, around Countess Farm and elsewhere. Surveys of the National Trust's property in 1982 and 2007 showed that unimproved chalk grassland increased from 7 hectares to 85 hectares, while arable declined from 322 hectares to 178 hectares. Remaining cultivated fields, however, in some cases contain Red Data Book or Nationally Scarce arable plants. Additionally, a new RSPB reserve has been created on private land at Normanton Down, which is protecting the successfully breeding stone-curlew, enhancing numbers of otherwise declining farmland birds and is also proving important for invertebrates and chalk flora. Generally, the amount of species-rich chalk grassland and associated species within the WHS has increased.
- 3.3.34** The limited, but widespread, isolated areas of woodland in the WHS are of comparatively recent origin, and are not generally considered to be of high ecological value. However, some are considered to be of historic importance such as Vespasian's Camp planting and the Nile Clumps, which were part of the Amesbury Abbey parkland. Overall, woodlands contribute to the diversity and connectivity of habitats in the WHS and require positive management as features of the landscape. They are also of value as shelter for the deer population in the WHS, and importantly, as screens to hide modern structures from Stonehenge.

## Educational and research values

**3.3.35** Access to the WHS for recreation and amenity provides opportunities for public understanding and appreciation of prehistory in Britain through the interpretation of Stonehenge within its local, regional, national and world context.

**3.3.36** It is, however, recognised that our current knowledge about the prehistory of Stonehenge requires continuing research to improve understanding and to inform management initiatives. Together with Avebury, the Stonehenge part of the WHS offers significant opportunities for pioneering research, the importance of which for archaeology is acknowledged internationally. Both parts of the WHS now have their own published research frameworks, and the publication of the Stonehenge Research Framework has stimulated some important new research programmes. Two significant programmes of research are underway at present – the Stonehenge Riverside Project co-ordinated by the University of Sheffield, and the SPACES Project co-ordinated by the University of Boumemouth.

**3.3.37** The educational value of the WHS for all ages is recognised. The WHS is important for children at primary level (particularly local schools), at secondary level, and is an essential component of undergraduate courses on British archaeology. It is also important for much post-graduate research, as well as various life-long learning courses. The WHS is regularly used as an exemplar for understanding the 4th-2nd millennia BC in southern Britain, and so has a universal value as a microcosm of wider archaeological issues for this period. Much teaching and research focuses on the WHS and this should be encouraged.



Adam Stamford © 2006 Aerial – Cam

*Excavation at Woodhenge – Summer 2006*



James O Davies 2007 © English Heritage NMR DP055682

*Stonehenge Discovery Visit organised by EH. School children dressed in costume with musical instruments*

## Social, artistic and spiritual values

**3.3.38** At the centre of the rich archaeological landscape captured by the WHS boundary stands the most famous prehistoric stone circle in the world. The Stones, together with the other principal prehistoric monuments, have exerted considerable cultural and visual influence over the landscape for the past 5,000 years.

**3.3.39** The Wiltshire Downs and Salisbury Plain have been a focus of attention since the late 17th century for antiquarians, historians, authors and artists, drawn to the area by the unique atmosphere created by the combination of open downland and visible archaeological monuments.

**3.3.40** Stonehenge is enigmatic. The original builders left a monument that continues to puzzle and intrigue, and while theories about the reasons for its construction, the manner of its use and its role as a sacred place abound, these can be but speculation. Many have pointed to the astronomical significance of the design. The principal axis (marked by the Avenue and the main entrance to the monument) is aligned with sunrise on the Summer Solstice and sunset on the Winter Solstice. This may suggest that Stonehenge was the focus of sun worship, a feature of many ancient religions. The interpretation of Stonehenge which has most general acceptance is that of a temple where appropriate ceremonies would have attempted to ensure good crops, fertility and the general well-being of the population. Newer theories have suggested the role of Stonehenge as a centre for ancestor worship (Parker-Pearson et al 2007) or as a cult place of healing (Darvill 2006).

**3.3.41** People down the ages have found spiritual inspiration from the Stonehenge landscape. Today, the Stones continue to have a role as a sacred place of special religious and cultural significance in the minds and faiths of some visitors. The spiritual dimension of the Stones and its surroundings is valued by many as an important opportunity for reflection and renewal, and not just for groups with strong religious values and beliefs. Despite the proximity of roads and the large numbers of visitors, Stonehenge inspires a strong sense of awe and humility in many people: it is a mystical ancient place where it is still possible momentarily to 'escape' the concerns of modern life and gain an insight into the lives of our ancestors.



© English Heritage NMR p50246

*Stonehenge has a strong spiritual value for many people including the Druid groups, who have claimed it as a place of worship since they were revived in the 18th century*

**3.3.42** The strong sense of history, the continuing interest and speculation, and the astronomical and mystical significance of the Stones for many people, all point to the spiritual value of the WHS in today's society. Maintaining and improving Stonehenge and its landscape for future generations as a place that can continue to offer sanctuary and spiritual sustenance is of great importance.

### **Tourism and economic values**

**3.3.43** Stonehenge enjoys a particular place in modern culture. The monument is the principal archaeological tourist attraction in the UK, drawing large numbers of visitors both from Britain and abroad. Visitor numbers have grown rapidly, from around 500,000 visitors per annum in the late 1970s to in excess of 900,000 in

2007. Stonehenge is perceived internationally as a 'must see' attraction and around half of its visitors come from abroad.



2003 © English Heritage

*Visitors using the Stonehenge audio tour*

**3.3.44** While the nature of the visitor experience is the subject of some criticism, Stonehenge remains one of the most popular sites in Britain for visitors; indeed it is the most visited archaeological site in Britain.

**3.3.45** Also lying wholly or partly within the WHS are a number of large farms which have significant economic values and provide a source of income to many people. Additionally, the northern parts of the WHS are owned and used by the Ministry of Defence as part of the Army Training Estate (Salisbury Plain), the most important and largest training estate in the UK, and includes a garrison which is home to many.

## **4.0 CURRENT POLICY CONTEXT**

### **4.1 Planning and policy framework**

**4.1.1** The United Kingdom has a well-established system of spatial planning and of designation of historic sites based firmly on statute. Guidance on the use of this system is given at national, regional and local level by Policy Guidance and by statutory development plans. There has been considerable change to the system of plan making and policy advice in recent years and more changes are in progress. This section describes the current position. The potential effects of planned changes are discussed in Section 7.2 – 7.4 below. More detail on planning policies can be found in Appendix O.

**4.1.2** The Planning and Compulsory Purchase Act 2004 requires the maximum use to be made of statements of national and regional policy and the minimum amount of duplication at local level. At the national

level, the Government's Planning Policy Guidance Notes and Statements set out the broad policy framework for the planning process. Regional Assemblies (and shortly Regional Development Agencies) and local planning authorities are required to take these into account in the preparation of their spatial strategies and development plans.

## National Policies

**4.1.3** PPS1, Delivering Sustainable Development, can be regarded as the corner stone of Government planning policy. It states that the Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas. Planning policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. A high level of protection should be given to most valued townscapes and landscapes, wildlife habitats and natural resources. Those with national and international designations should receive the highest level of protection (PPS1 ODPM 2003).

**4.1.4** Government policies on sustainable development in rural areas (PPS 7, 2004), on biodiversity and geological conservation (PPS9, 2005), protection of historic buildings and the historic environment, (PPG15, 1994), archaeology (PPG16, 1990), transport (PPG13, 1995), tourism (PPG21, 1992) and renewable energy (PPS22, 2004) are particularly relevant to this WHS.

**4.1.5** PPG15 (Planning and the Historic Environment, 1994) highlights the outstanding international importance of a WHS as a key material consideration in the planning process, and the need to have rigorous policies to protect them as well as to have WHS management plans, even though WHS do not currently have statutory recognition. The relevant parts of PPG15 are likely to be replaced shortly by a new Planning Circular on World Heritage, currently out to public consultation.

**4.1.6** There are a number of other references to World Heritage Sites in national planning guidance including the requirement in some circumstances for Environmental Impact Assessments both for normal development proposals and also for afforestation or deforestation, and Design and Access Statements for development proposals in such sites. All English World Heritage Sites are now included in Article 1(5) of the General Permitted Development Order which limits the range of permitted development within them.



Lucy Evershed 2007 © National Trust

*New King Barrows on a frosty morning*

## Regional, sub-regional and local policies

**4.1.7** Regional, sub-regional and local plans all contain policies to protect the historic environment including World Heritage Sites. Further details of these policies can be found in Appendix O.

**4.1.8** The 2000 Stonehenge WHS Management Plan has been adopted by Salisbury District Council as Supplementary Planning Guidance. It is anticipated that the relevant parts of this Management Plan may be similarly adopted by the local authority as a Supplementary Planning Document.

## 4.2 Relationship to other statutory and management plans

**4.2.1** There is a number of other plans which relate either wholly or in part to the Stonehenge WHS. These include the Amesbury Community Plan, the Integrated Land Management Plan for the Army Training Estate Salisbury Plain (MOD/DE); the National Trust's Land Use Plan (National Trust 2001); the National Trust's Property Management Plan; the RSPB Normanton Down Management Plan (RSPB, 2009); Stonehenge World Heritage Site Management Strategy for Stone-curlew, (RSPB 2008); as well as various private farm management plans and others. There is a separate WHS management plan for the Avebury part of the WHS, discussed further at section 5.5.

**4.2.2** It is important that these plans take account of each other as far as practicable, and that major policies in all these plans do not act against one another.



## 4.3 Historic environment designations

See *Map 6 – Heritage Designations*

- 4.3.1** The **Stonehenge, Avebury and Associated Sites World Heritage Site** was placed on the World Heritage List in 1986 (see section 3.1).
- 4.3.2** The current **Stonehenge Article 4 Direction Area** places height restrictions on permitted development rights for buildings related to agricultural and forestry operations within an area of seven and a half square miles around the Stonehenge monument. The Direction has been in place since 1962, originally made under Article 3 of the Town and Country Planning (General Permitted Development) Order 1950 (now Article 4 of the 1995 Order).
- 4.3.3** **Scheduled Monuments** are ancient monuments and sites included on a Schedule in accordance with the Ancient Monuments and Archaeological Areas Act 1979 by the Secretary of State for Culture, Media and Sport (DCMS) which recognises the national importance of such monuments. Scheduled monuments are afforded statutory protection and require Scheduled Monument Consent for works affecting them. There are 180 scheduled monuments within the Stonehenge WHS.
- 4.3.4** **Guardianship Sites.** The 1979 Act allows for nationally important monuments and adjoining land to be taken into the care and/or ownership of the State (or nation), when they become known as sites in "Guardianship". Stonehenge, Woodhenge and parts of Durrington Walls are in Guardianship. English Heritage manages these sites on behalf of the State.
- 4.3.5** **Conservation Areas** are areas of special local or regional architectural or historic interest and character. The designation, preservation and enhancement of conservation areas is the responsibility of the local planning authority. Conservation Area status recognises the importance of collections of historic buildings and their settings as critical assets of our cultural heritage which should be conserved for future generations. The following Conservation Areas lie either partly or wholly within the WHS: Amesbury, West Amesbury, Wilsford, and Lake.
- 4.3.6** **Listed Buildings** are buildings of special architectural or historic interest designated by the Secretary of State for Culture, Media and Sport. Listed buildings are afforded statutory protection, and are classified in grades (Grades I, II\* and II) according to their relative importance. Many buildings within Conservation Areas

along the Woodford Valley in the WHS are listed, as are some milestones nearer to Stonehenge.

- 4.3.7** **Areas of Special Archaeological Significance** (ASASs) are identified within the Salisbury Local Plan. Due to the richness of the WHS's historic environment, the designation covers the entire area. The purpose of the ASAS designation is to preserve the local archaeological interest of the landscape, using existing legislation and the voluntary co-operation of landowners and farmers.
- 4.3.8** **Parks and Gardens of Special Historic Interest** are included on a Register compiled by English Heritage to draw attention to the importance of these as an essential part of the nation's heritage. Two such parks lie within the WHS; Amesbury Abbey, a Grade II\* historic park and garden, and Lake House at Wilsford-cum-Lake, a Grade II historic park and garden. This status does not currently provide any form of statutory protection though this is recommended to change in the Heritage Protection White Paper; however, the local planning authority will encourage the conservation, restoration and maintenance of historic parks and gardens within the Plan area, and 'registered status' is a material consideration within the planning process.



*The Chinese summerhouse is part of Amesbury Abbey's park and garden created in the 18th century*

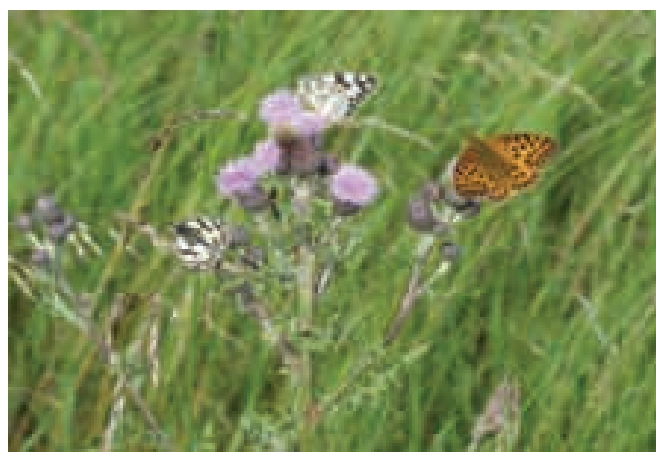
- 4.3.9** The **Stonehenge Regulations 1997.** Under the 1979 Ancient Monuments and Archaeological Areas Act, these regulations set out prohibited acts, such as climbing on the Stones and accessing the monument

without the permission of English Heritage. The full regulations are set out in Appendix H.

## 4.4 Landscape and nature conservation designations

### See Map 7 – Landscape and Nature Conservation Designations

- 4.4.1** A **Special Protection Area (SPA)** is an internationally important site for birds, designated by the Secretary of State for the Environment under the terms of the European Community Directive 79/409/EEC on the Conservation of Wild Birds. Once designated, the Government is obliged to take steps to avoid any significant pollution, disturbance, or the deterioration of the habitats on the site. Salisbury Plain SSSI is also a SPA which reflects its international importance as a habitat for rare birds.
- 4.4.2** A **Special Area of Conservation (SAC)** is designated under the European Habitats Directive. These are areas of land comprising habitats, and supporting species, which are rare in a European context and are subject to special protection from the time they are first identified as candidate sites. They are also designated as SSSIs under national legislation. The River Avon SSSI within the WHS and parts of Salisbury Plain to the north and the River Till to the west have been identified as SACs.
- 4.4.3** **Sites of Special Scientific Interest (SSSI)** are designated by Natural England (formerly English Nature) under the provisions of the Wildlife and Countryside Act 1981 to protect the nationally important nature conservation interest of a site. The River Avon within the WHS is a SSSI; to the north of the WHS boundary much of Salisbury Plain Training Area is also a SSSI, as is Parsonage Down to the west (which is also an NNR and SAC).



Dark Green Fritillary butterfly

Tracé Williams © RSPB



Martin James 2005 © Natural England

The River Avon is a fine example of a chalk river

- 4.4.4** The Salisbury District Local Plan identifies the River Avon and Salisbury Plain as **Areas of High Ecological Value (AHEV)** due to their high concentrations of sites of nature conservation importance within the District. This is a non-statutory nature conservation designation. It has been suggested that AHEVs may be replaced in the Local Plan by 'Areas of Prime Biodiversity' in the future.
- 4.4.5** As part of the Wiltshire Wildlife Sites Survey and Nature Conservation Strategy, a database of sites of potential county nature conservation interest has been compiled by English Nature (now Natural England) and the Wiltshire Wildlife Trust. These sites were also referred to within the District Council Local Plan, and it is anticipated that this protection will be included in the new Local Area Agreements within the revised planning system. There are three County Wildlife Sites within the WHS which are under active management.
- 4.4.6** A **Special Landscape Area (SLA)** is identified by the Structure Plan as being of high landscape quality sufficiently attractive to justify the adoption of particular development control policies or other safeguarding measures. The entire WHS (excluding MOD land) is within a SLA.

## 4.5 Government position on road and visitor centre

- 4.5.1** One of the foci of the 2000 Management Plan was removal of roads from the central part of the World Heritage Site and the development of a new Visitor Centre outside the World Heritage Site.
- 4.5.2** The Government's decision not to proceed with the A303 scheme (see section 2.2) means that other

ways must be sought to deliver on these objectives as set out in the 2000 Management Plan. Part of the purpose of this revised Plan is to develop the policy framework for doing this.

**4.5.3** Ministers have confirmed that the Government continues to attach high importance to the Stonehenge World Heritage Site. In the absence of proposals to deliver the long-term vision for the WHS, which the Government has endorsed, they are seeking immediate environmental improvements, including new visitor facilities and, possibly, closure of the A344. The Government wishes these improvements to be in place by early 2012.

**4.5.4** The Government has recognized that the Management Plan will need to set the overall policies within which environmental improvements can be developed. The Minister for Culture has said that the revision of the Plan should focus on what needs to be changed as a result of the Government's decision not to proceed with the A303 Published Scheme, while also asking for work to begin on a Stonehenge Environmental Improvements Project. She has also stated that the overall vision of the 2000 Plan has long-term validity and that many of its objectives need no change including (in reply to a specific question) numbers 1 to 3, 11 and 18 though how some objectives can be achieved will need to be reviewed.

## **5.0 CURRENT MANAGEMENT CONTEXT**

### **5.1 The Stonehenge WHS executive and consultative groups**

**5.1.1** In its mechanisms for implementation, the 2000 WHS Management Plan recommended a small executive group, a larger consultative group and a full time implementation officer supported by a small coordination unit (the WHS team).

**5.1.2** The Stonehenge WHS Management Plan Implementation Group, now known as the Stonehenge WHS Committee, was formed in December 2000 as the executive. It meets every 4 months to oversee the implementation of the Management Plan and to take decisions on priorities, strategies and funding. It is composed of key stakeholders with responsibilities for planning and land management in the WHS, including key landowners, local authorities and statutory agencies (see Appendix A).

**5.1.3** The Stonehenge WHS Advisory Forum was created in 2001 as the wider consultative group. It is

composed of all the bodies and individuals who took part in the preparation of the original Management Plan along with various others. Its role is to provide advice on the management of the WHS, including the periodic revision of the Management Plan, and to act as a channel of communication between those carrying out work in the WHS and the wider stakeholder group. The Forum generally meets once a year, and more often when needed (see Appendix B).

### **5.2 The Stonehenge WHS team**

**5.2.1** The Stonehenge WHS Coordinator was recruited in 2001 and a part-time administrative assistant in 2003. Both are employed by English Heritage and based in the English Heritage office in Salisbury.

**5.2.2** The coordinator's role is to facilitate the delivery of the objectives of the WHS Management Plan, working closely with the many stakeholders involved in Stonehenge. This is set out in Appendix E.

### **5.3 Working groups and liaison with key partners**

**5.3.1** A number of small and informal working groups have been set up to progress specific projects and foster partnership between the stakeholders. The remit of these working groups is to oversee and contribute to the development of a project. They are wound up when each project is finalised. They meet when relevant for the project. They report through the WHS Coordinator or another member of the group to the WHS Committee. Further consultation on projects is carried out when relevant through informal individual meetings, circulation of drafts for comments, presentations to other groups, etc.

**5.3.2** In addition, the WHS Coordinator maintains a close working relationship with key partners through regular links with English Heritage curatorial team (the Stonehenge Curatorial Unit), the English Heritage Stonehenge Director, the National Trust, the Avebury WHS Coordinator, Natural England, the WHS landowners, Salisbury District Council, Wiltshire County Council, Wiltshire Archaeological and Natural History Society, etc.

### **5.4 Funding arrangements for the WHS team**

**5.4.1** Funding for the WHS team has been mostly provided by English Heritage since its creation in 2001, with smaller contributions from the National Trust, Salisbury District Council and initially from Amesbury Town Council. This funding covers the salary costs of

a full-time coordinator and a part-time assistant, and a small additional amount for projects. English Heritage now funds the vast majority of the WHS team as contributions from other sources have greatly reduced.

**5.4.2** Funding has also been obtained by the WHS team for specific projects from a variety of sources, including Defra (grassland restoration), English Heritage (for example grants for condition surveys, archaeological surveys and aerial photography), Wessex Archaeology (WHS education project), the New Opportunities Fund (interactive map), DCMS and Wiltshire County Council (WHS sign posts). In addition, many projects are carried out directly by the various WHS partners.



2004 © English Heritage

*Stonehenge World Heritage Site Committee inaugurating the new signposts*

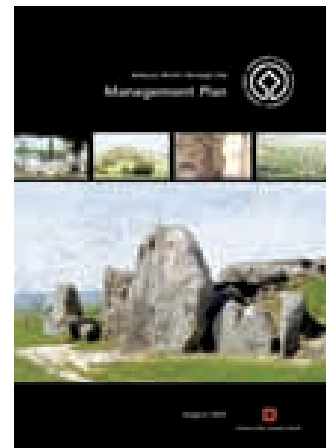
## 5.5 Relationship to the Avebury part of the WHS

**5.5.1** Stonehenge was inscribed on the World Heritage List in 1986 as part of the Stonehenge, Avebury and Associated Sites World Heritage Site. A Management Plan for the Avebury WHS was initially written in 1998 and a revised version published in 2005. Implementation arrangements are in place and a WHS Coordinator exists for Avebury. Due to the close relationship of the two sites in archaeological, landscape and administrative terms, the format of the Avebury Plan was adopted wherever possible for the Stonehenge WHS Plan of 2000, and there are clear links between the revised Avebury Plan of 2005 and this one.

**5.5.2** For some issues there is merit in actively promoting common standards and integrating approaches between the two Management Plans for Stonehenge and Avebury. The principle of sharing, and building on experience to develop models of best practice and innovative solutions, should apply to common issues where appropriate. These include for example:

- alignment of research themes and priorities;
- methodologies for developing limits of acceptable change models and monument condition surveys;
- approaches to finding appropriate solutions to the conflict between permanent grassland expansion and arable farming;
- approaches to the concept of landscape setting and visual ambience;
- formal and informal educational initiatives.

In general, there should be a dynamic interrelationship between the two parts of the Site, developed over the medium to long-term as an iterative process. This is promoted at appropriate points in the Management Plan.



© English Heritage

*The revised Avebury WHS Management Plan was published in 2005*

**5.5.3** There has been close co-operation between the Avebury and Stonehenge Coordinators over recent years. This has resulted in a number of joint initiatives, such as the production of the SW WHS leaflet (also working with the other SW WHS Coordinators); the creation of a special agri-environmental project for Avebury and Stonehenge and funded by Defra; and the writing of the agreed Statement of Significance. There are a number of joint meetings which both coordinators attend such as the Natural England WHS working group, and the English Heritage/ National Trust WHS Education Group, as well as other national forums such as LAWHF and the All-Party Parliamentary Group on World Heritage. The Stonehenge Coordinator has covered the role of Avebury Officer for several months, allowing a deeper understanding of the links between the two parts of the WHS. Both the Government and UNESCO have

indicated that close working is needed, particularly as the Site is monitored as a single site by UNESCO. The creation of a single unitary authority, Wiltshire Council, is planned and may allow opportunities for closer working in future.

## 5.6 Ownership and management roles

### See Map 5 – Land Ownership

- 5.6.1** Much of the Stonehenge World Heritage Site is now owned or managed by conservation bodies although no single body has responsibility for the whole Site through ownership or management. The majority of the land is used for farming, including areas predominantly cultivated regularly for arable crops, and is therefore subject to the macro-economic influences of the European Union's Common Agricultural Policy. Smaller parts are in addition managed for conservation and public access while the northern part of the site is part of the Larkhill military base.
- 5.6.2** Stonehenge and 15 hectares of land around it were given to the nation in 1918 by the last private owner, Cecil Chubb and are now in the freehold ownership of the Secretary of State for Culture, Media and Sport. They are managed on the Secretary of State's behalf by English Heritage. English Heritage also has in care Woodhenge and a very small part of the Durrington henge; these are sites in state guardianship.
- 5.6.3** In 1927, 587 hectares of the surrounding land (about a fifth of the Stonehenge WHS) was purchased by public subscription through the Wiltshire Archaeological and Natural History Society and vested in the National Trust following a national public appeal. More recently, the National Trust has made a series of sizeable acquisitions within the WHS; 172 hectares at Countess farm in 1999, a large part of Durrington Walls in 2001 and in 2003, land at Greenland Farm including the Lesser Cursus. The National Trust now owns a total of 827 hectares.
- 5.6.4** Apart from the land in the care of English Heritage, that owned by the National Trust, and that owned by the Ministry of Defence which owns Larkhill and the surrounding farmland, the majority of the WHS is owned by six private owners and is used for farming. At Amesbury, Durrington and along the Woodford Valley, there are a number of private houses within the WHS boundaries. A further development since 2000 has been the Management Agreement between a private landowner and the RSPB of land adjoining, and including some of, the

Normanton Down Barrow Group in order to establish a chalk grassland nature reserve to protect breeding and roosting stone-curlews.

- 5.6.5** The existing visitor facilities at Stonehenge are operated by English Heritage on land to the north-west of Stonehenge leased from the National Trust. These include a car park, small shop and light catering facilities.
- 5.6.6** Several Government departments, agencies and other public bodies have statutory or management responsibilities in the WHS. These are set out in Appendix L, List A. There will inevitably be changes to this range of bodies during the new Plan period. Wiltshire County Council and Salisbury District Council will be replaced by a new unitary authority for Wiltshire in 2009.
- 5.6.7** There is a wide range of other bodies and individuals with an interest in the management of the WHS. These are listed in Appendix L, List B.

## 5.7 The role of English Heritage

- 5.7.1** English Heritage came into being in 1984 under the terms of the 1983 National Heritage Act. Formally known as the Historic Buildings and Monuments Commission for England, it is the main advisory body to the Government on all matters concerning the conservation of England's historic environment including WHS. Through a range of identification work, grant programmes and advice, English Heritage seeks to ensure the protection and enjoyment of the man-made heritage. It is directly responsible for the conservation of 409 historic properties, and has been instrumental in developing management plans for all cultural WHS in England.



*English Heritage is the government's adviser on the historic environment and the National Trust is a charity looking after historic buildings and landscapes*

- 5.7.2** Within the Stonehenge part of the WHS, English Heritage has five areas of responsibility. These are:

I. **Curatorial:** advising Government and local authorities on applications for scheduled monument consent, planning consent, listed building and conservation area consent and other planning and development proposals including those affecting WHSs, registered historic parks and gardens and

battlefields, and also providing pre-application advice to owners and developers; support to owners of heritage assets. The Stonehenge Curatorial Unit is based in the EH Bristol Office.

2. **World Heritage:** acting as the Government's official advisor on matters relating to the World Heritage Convention.

3. **World Heritage Site Management Plan:** coordinating the implementation and periodic revision of the World Heritage Site Management Plan through the work of the Stonehenge World Heritage Site Coordinator and other stakeholders. The WH Team is based in Salisbury.

4. **Operational:** managing on behalf of Government the guardianship sites of Stonehenge and Woodhenge (together with a small part of Durrington Walls). The team is based on site and in Salisbury.

5. **Development:** in partnership with Government, public bodies and the National Trust, developing proposals for the environmental improvement of the Stonehenge World Heritage Site, including new visitor facilities and the possible closure of the A344/A303 junction. The team is based in Bristol and Salisbury.

English Heritage has established robust procedures to ensure transparency and objectivity in fulfilling these roles.

## 5.8 The role of the National Trust

5.8.1 As one of the largest landowners within the WHS, the National Trust is an important organisation for delivering and influencing improvements to the Site through its estate management activities. The National Trust was founded in 1895, and was incorporated by an Act of Parliament in 1907 (the National Trust Act 1907) to promote "the permanent preservation for the benefit of the nation of lands and tenements (including buildings) of beauty or historic interest and as regards lands for the preservation (so far as practicable) of their natural aspect features and animal and plant life". At Stonehenge, the National Trust's main areas of responsibility are:

- Cultural Heritage: the National Trust cares for a wide range of prehistoric monuments and sites as well as more recent archaeology;
- Natural Heritage: around 112 hectares of arable land have been reverted to species-rich grassland.

- Landscape: the National Trust manages its land at Stonehenge to conserve a landscape in which a wide range of monuments and sites can be interpreted and appreciated.

5.8.2 A key aspect of the 1907 Act is that land placed under the National Trust's ownership can be declared 'inalienable'. This is the case for virtually all of the Trust's recently expanded 827 hectare estate at Stonehenge, which cannot be disposed of by the National Trust except through special parliamentary procedure. It therefore presents a very long term and unique contribution to the preservation and integrity of the monuments and their landscape setting.

## 5.9 The local community

5.9.1 A number of villages and settlements are located within and around the WHS, which together comprise the homes of several hundred people. The five main settlements are parts of the Larkhill Garrison, parts of Amesbury, West Amesbury, Wilsford and Lake. Amesbury is identified in the Local Plan as a growth area, while the Amesbury Community Plan stresses the important role which Stonehenge could play in the local economy.

5.9.2 Although these settlements are not at the heart of the Stonehenge WHS, as Avebury village is at Avebury WHS, the existence of the WHS is an important factor for these residents. On the negative side, it can impose additional planning restrictions, and on the positive, can bring in additional funding and other improvements. Similarly, the large number of visitors to the WHS can be positive in supporting the local economy, but can also have adverse effects, for example, by excessive parking in local settlements.

5.9.3 Generally, the existence of Stonehenge is a source of local pride and the site is used for example, by the local schools for educational purposes. However, there are opportunities for further community engagement.

## 5.10 Agriculture

### See Map 2 – Archaeology and Land Use

5.10.1 Farming has been a constant, albeit changing, feature in the landscape of the WHS over the last six millennia. The chalk downland is productive arable farmland, and it is agriculture, as much as the visible archaeology, that gives the WHS landscape its particular characteristics. Equally importantly, it is agriculture which manages and maintains the structure of this landscape, and it is farmers who are the

primary 'managers' of the majority of the WHS. They in turn are subject to the wider influences of national and European agricultural policies and economics as well as the global market. Almost all of the land within the WHS is under agricultural management. Their farms are also their homes, and also the homes of their workers, some of which have been occupied over several generations. Thus the motivation of the landowners and tenant farmers towards the management of the WHS, and the implications of this management for farm incomes, and for a place of domicile, is of fundamental importance.



Lucy Evershed 2008 © National Trust

*The World Heritage Site, rich in prehistoric monuments, is also a farmed and living landscape*

## Land Tenure

**5.10.2** There is generally no constraint over the way in which farming is carried out on the vast majority of the Site, although an increasing number of farms have entered into agri-environmental schemes which are conditioned so the land is managed in a certain way. Most farms include both land within and outside the WHS.

## Size of Farms

**5.10.3** Farm sizes vary from 650 to 2,300 hectares.

## Farming Systems

**5.10.4** All farms are predominantly mixed arable, growing mainly cereals in rotation with temporary grassland, typically a 3-year ley followed by five or six years in

combinable crops. There is very little land which does not have arable potential. There are few steep slopes and only the water meadows in the Avon valley at the eastern edge of the WHS are restricted to non-arable use, although some of the water meadows have some arable potential.

**5.10.5** There are a few areas of relict permanent grassland where there are protected monuments or on steep slopes, but these are relatively insignificant in geographical terms. Arable farming is the dominant land use, with cereal crops rotated with temporary grassland or 'leys'. The rotational grassland is utilised variously by beef cattle, dairy cows and sheep. Cattle buildings are generally located on the fringes of the WHS. With large fields and easy-working soils, labour utilisation is efficient, using large machinery.

## Agricultural Land Quality Constraints

**5.10.6** Land quality is typically classified as Grade 3 by Defra with generally shallow topsoils, often with a high stone content. The soils are inherently suitable for large-scale production of combinable crops, though falling organic matter contents under continuous arable systems predispose to the inclusion of grass in the rotation. However, grass yields are not high with a pronounced mid-season reduction in yield as a result of moisture deficits. This places an added reliance on conserved grass for feeding at times of shortage, and careful management of grass by control of grazing is highly desirable. The free-draining nature of most soils allows overwintering of livestock, though the exposed nature of the land does not allow full advantage to be taken of this property. Thus the type of farming is confined to the major agricultural commodities, with little scope for diversification into higher value products such as fruit or vegetable production.

## 5.11 Agri-environmental schemes

### See Map 3 – Grass restoration since 2000

**5.11.1** Special grants for grass restoration in the Stonehenge and Avebury World Heritage Site were put in place by Defra in 2002 under the Countryside Stewardship Scheme (CSS), as part of an exemplary partnership with English Heritage and the National Trust. Although the entry to this scheme and its successor (see below) were and are completely voluntary, farmers were encouraged to return arable fields to grass in the priority archaeological areas. A rate 50% higher than the norm was negotiated for the World Heritage Site. The aims were to stop plough damage to prehistoric monuments, improve their setting and

improve the ecological value of the area. Advisers from the Rural Development Service worked closely with WHS Coordinators to promote and implement the special project on the ground. It proved very successful, and over 340 hectares were signed up to be reverted from former arable land to pasture at Stonehenge, protecting and enhancing the landscape setting of 75 ancient monuments. Most of the priorities for grass restoration identified in 2002 have been covered by the agreements signed to date, and further fields have been identified for future reversion.



Pat Cashman 2007 © rspb-images.com

*First year reversion grassland*

**5.11.2** In addition to the grass restoration, farmers were also encouraged to undertake management to benefit wildlife and the wider landscape. This included measures such as grass margins around arable fields (10 km), 50 hectares of over wintered stubbles, 8 hectares of over wintered stubble followed by fallow, and 4 new stone-curlew plots. These will benefit species such as stone-curlew, corn bunting, lapwing and grey partridge as well as a range of other more common species. Special chalk grassland wildflower seed from local sources was used on the reversion areas within the core of the WHS.

**5.11.3** In March 2005, the CSS grant was replaced by Defra's new Environmental Stewardship scheme, which offers higher payments for grass reversion and new opportunities to protect archaeological features. The Stonehenge & Avebury WHS is one of the target areas for the Higher Level Stewardship (HLS). The Natural England Adviser continues to work closely with the WHS Coordinators, English Heritage, landowners including the National Trust, and other partners, focusing on the remaining priorities for grass restoration, scrub removal, protection of monuments from burrowing animals, chalk grassland restoration and recreation and conservation of farmland birds/other wildlife.

**5.11.4** A new major agreement was signed with Lake Farm in November 2006, the first HLS agreement within the World Heritage Site. With another 176 hectares of arable land taken out of cultivation, it increased by 50% the areas to be reverted to grassland in the World Heritage Site. The land will be managed to protect significant archaeological features on the farm, enhance the setting of the Normanton, Lake Down Barrow groups and other surviving linear features and create chalk grassland and rough grassland habitat for wildlife. In addition, 108 hectares of land with remnants of prehistoric field systems are now managed under the reduced cultivation depth option. The agreement also includes management to enhance the landscape, benefit farmland birds such as stone-curlews, corn buntings and lapwing, maintain and restore species rich chalk and wet grassland, restore hedges and manage scrub.

## 5.12 The military

**5.12.1** The north of the WHS includes a large part of Larkhill Garrison and is part of the Army Training Estate, Salisbury Plain. The Army was originally drawn to the Salisbury Plain over 100 years ago by the expanse of lightly settled chalk downland and one of the largest un-populated areas in the country, thereby providing a suitable expanse of land for military training. The Larkhill Garrison has seen significant and sustained investment by the army over a considerable period. The Government's Strategic Defence Review (July 1998) indicated that the use of the Salisbury Plain Army Training Estate is expected to continue and intensify, with the continued draw-down of troops from Germany. There are no current plans for the Army to leave the area. The residents of Larkhill form the largest population group within the WHS and some former Army houses are now privately owned. Larkhill and its associated military infrastructure are therefore likely to remain as features in the landscape for the foreseeable future. However, due to representations by English Heritage in response to the Strategic Defence Review, Larkhill has not been developed as much as was originally planned in the late 1990s, with significant new military developments being built at Tidworth and elsewhere instead. Recently, major elements of the Royal Artillery have been moved to Larkhill from Woolwich. Many of the local communities depend economically on the presence of the military sites in the area.



## 5.13 Woodland and forestry management

**5.13.1** Woodlands of several types are to be found in the WHS: impressive broadleaf plantations such as the beech copses at the Lake Barrow Group; former hazel/ ash coppices at Fargo, Normanton Gorse and Seven Barrows; game copses such as at Luxenborough; and mixed or coniferous plantations associated with Larkhill and the military training area and also present at parts of Fargo Plantation. Mature woodland is also found on Vespasian's Camp (part of an historic park and garden) and along the Avon Valley.

**5.13.2** Little or none of the woodland on the light chalk soils is managed or harvested for its timber value. The existing woodland performs a variety of functions, including:

- providing shelter for game, deer and wildlife;
- providing shelter from prevailing winds for farm buildings and livestock;
- providing screening for development such as the Rollestone grain store or, more significantly, the garrison settlement of Larkhill;

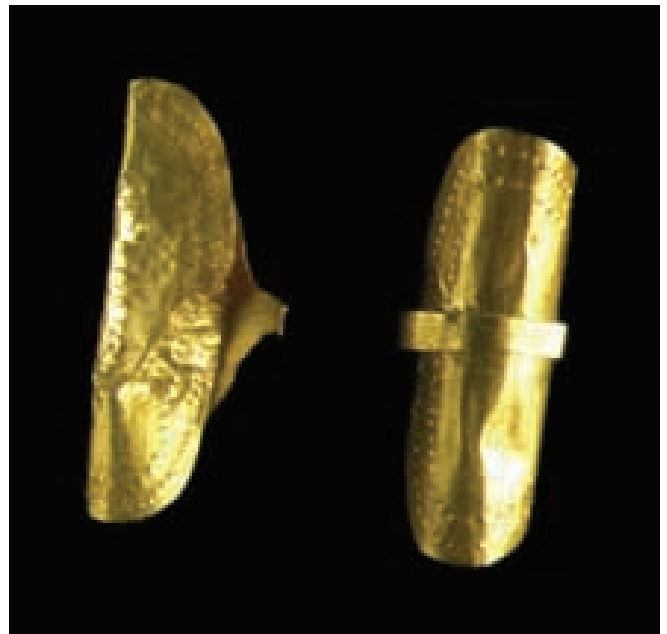
In addition, woodlands contribute to the biodiversity of the landscape as a whole.

## 5.14 Royal Society for the Protection of Birds

**5.14.1** In 2004, the RSPB established a nature reserve for chalk grassland at Normanton Down to enhance and protect the population of breeding and roosting stone-curlews. The RSPB have a management agreement with the landowner over 46 hectares of land south of, and including part of, the Normanton Down Barrow Group. They have established two breeding plots for stone-curlews, which are also used as roost sites in the autumn by large numbers of these birds. They have also greatly improved the conservation of the barrows in their care by removing scrub and old fencing from them and introducing sheep. Although (as before) there is no public access to this privately owned site, the RSPB have promoted access through a controlled number of escorted group visits each year.

## 5.15 Museums

**5.15.1** The Wiltshire Heritage Museum (WHM) and the Salisbury and South Wiltshire Museum (SSWM) contain important collections of archaeological artefacts from the WHS designated by the Museums, Libraries and Archives Council as pre-eminent collections of national and international importance, and also contain interpretative displays of the same. They are repositories for archaeological archives from the WHS and the SSWM is the museum where new material from the WHS is archived.



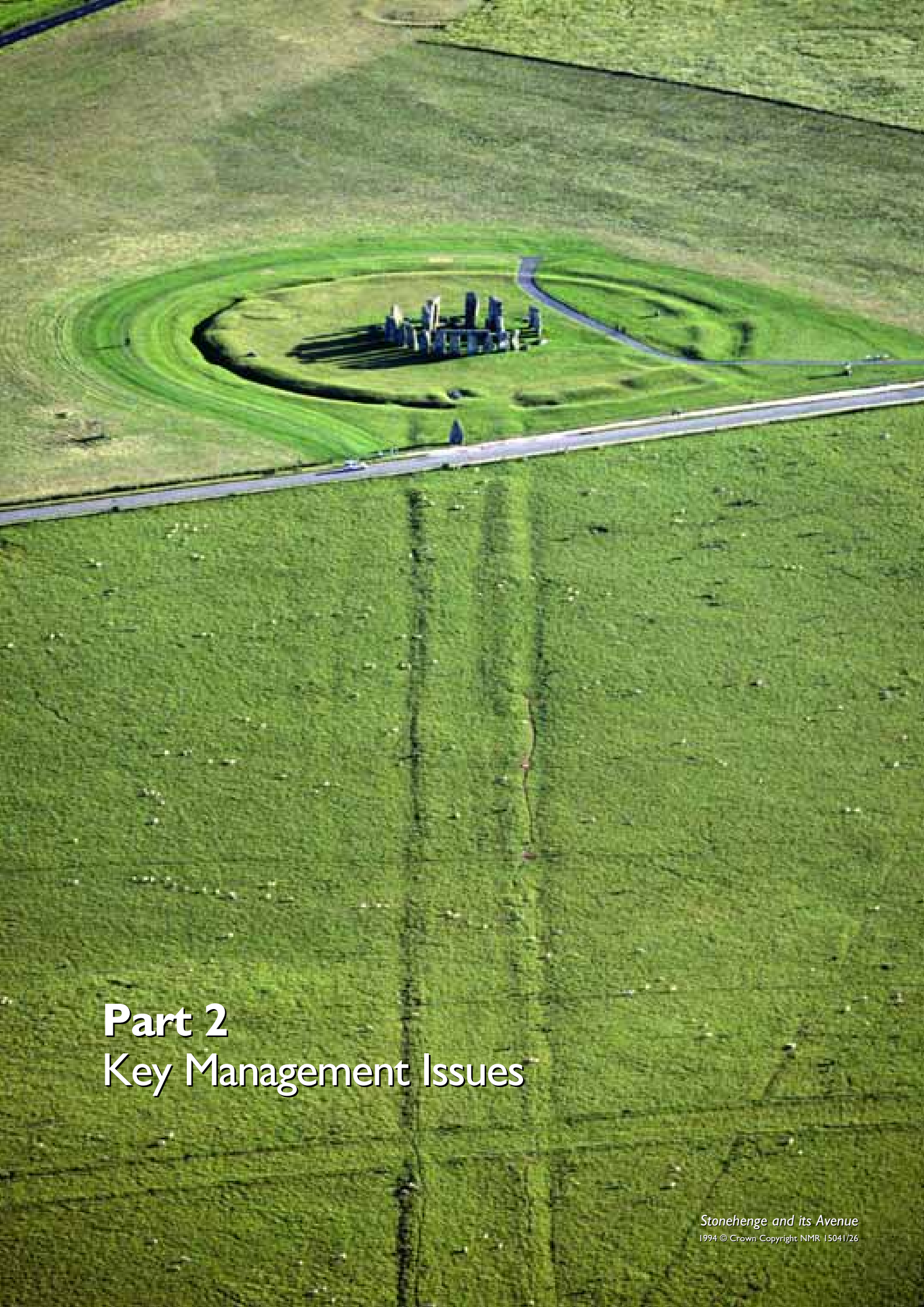
*Gold artefacts from Amesbury Archer burial*

Elaine Wakefield 2002 © Wessex Archaeology

## 5.16 The Geographic Information System database

**5.16.1** Wiltshire County Council and English Heritage have developed a spatial mapped database (Geographic Information System, GIS) for the WHS, curated by English Heritage. Further details can be found in Appendix M.





## Part 2

# Key Management Issues

## Part 2

# Key Management Issues

### 6.0 INTRODUCTION TO KEY ISSUES

6.1 The key purpose of the Management Plan is to set out a framework for the management of the WHS to ensure its conservation and continued sustainable use and the maintenance of its OUV. To achieve this, the Management Plan also needs to address sustainability issues relating to visitor access, experience and use of the Site, the retention of a sustainable working agricultural economy and the long-term social, economic and amenity needs of the local community.

6.2 The Plan does this by identification and consideration of key issues and by the development of policies and actions to deal with them. Part 2 of the Management Plan sets out and discusses the key issues. Part 3 then sets out objectives and actions for dealing with the key issues.

6.3 Part 2 draws extensively on the 2000 Plan which considered the key issues in some detail. This Part also draws on the various surveys and other work carried out in the WHS since 2000. As with other Parts of the Plan, it has benefited greatly from the input of members of the WHS Committee and Advisory Forum.

6.4 Considerable progress has been made on some issues since 2000. Others can now be resolved in new ways in the light of changing circumstances. In addition, some new issues are discussed for the first time because their significance has grown over the last nine years or because we have been asked to address them specifically either by the UNESCO World Heritage Committee or by the government (for example, consideration of climate change and risk preparedness has been asked for by the World Heritage Committee). There have also been considerable changes in both international and national policy which will affect the future management and conservation of the site.

6.5 47 key issues have been identified. These are considered sequentially, and are grouped together in Part 3 as Aims under the following headings:

- Planning and policy framework
- Boundaries of the WHS
- Conservation of the WHS

- Visitors, Tourism and education
- Transport and traffic
- Research
- Long-term Objectives for the WHS
- Management, liaison and monitoring

6.6 The key issues are listed here, and discussed in detail below in the rest of Part 2:

*Issue 1: UNESCO guidance and requirements*

*Issue 2: The effect of the introduction of Regional Spatial Strategies and Local Development Frameworks*

*Issue 3: Sustainable Community Strategies*

*Issue 4: Reform of the Heritage Protection System in England*

*Issue 5: Changes to the legal protection of World Heritage Sites*

*Issue 6: The application of English Heritage's Conservation Principles to the Stonehenge WHS*

*Issue 7: Government statements affecting the Stonehenge WHS*

*Issue 8: The need to keep the boundary of the WHS and the case for a buffer zone under review*

*Issue 9: The WHS designation does not – at present – afford any additional statutory protection for the WHS*

*Issue 10: The need to manage potentially damaging activities within the WHS which are not normally subject to planning control*

*Issue 11: Improving the condition of archaeological remains within the WHS*

*Issue 12: The damage caused to archaeological sites within the WHS by burrowing animals*

Issue 13: There should be suitable settings for the WHS and its attributes of OUV

Issue 14: Woodland within and around the WHS and its impact

Issue 15: Enhancing management arrangements for monuments and sites in the WHS

Issue 16: Agricultural practices within the WHS – balancing the needs of farmers with those of the historic environment

Issue 17: The conservation of designated elements of the historic environment

Issue 18: The enhancement of the nature conservation values of the WHS

Issue 19: The effects of climate change on the WHS

Issue 20: Counter-disaster preparedness in the WHS

Issue 21: Sustainable tourism

Issue 22: Stonehenge, Tourism and the Local Community

Issue 23: Public access to, and awareness of, the whole WHS

Issue 24: The management of visitors in the wider WHS

Issue 25: The management of visitors at Stonehenge

Issue 26: The need to manage carefully the summer solstice and other pagan festivals to allow a reasonable level of access whilst ensuring that the conservation needs of the Stones and other monuments are met.

Issue 27: Visitors can cause erosion and other problems

Issue 28: The current visitor facilities are inadequate

Issue 29: The need for improved visitor facilities

Issue 30: There is a strong need to improve the interpretation of Stonehenge and the WHS

Issue 31: The Stonehenge WHS is used for education and life-long learning

Issue 32: Museum and archive arrangements for the WHS

Issue 33: The presentation, interpretation and visibility of key archaeological monuments and sites

Issue 34: Roads and traffic have an adverse effect on the WHS

Issue 35: Road Safety

Issue 36: Access to the WHS

Issue 37: Car parking facilities for visitors

Issue 38: The importance of research in the WHS

Issue 39: Research within the WHS should be of the highest quality and sustainable

Issue 40: The storage of archaeological finds, paper archives and data from the WHS

Issue 41: Formal links should be made with researchers in the Avebury WHS

Issue 42: The long-term objectives of the Management Plan

Issue 43: The role of stakeholders in implementing the Management Plan

Issue 44: The governance of the WHS

Issue 45: Funding and resources for the implementation of the Management Plan

Issue 46: Relationships between the Avebury and Stonehenge parts of the WHS

Issue 47: Monitoring arrangements for the WHS



James O Davies 2008 © English Heritage DSC8231

**The visitor facilities at Stonehenge are no longer adequate**

## 7.0. PLANNING AND POLICY

The nine years since the publication of the first Stonehenge Management Plan have seen considerable changes in the planning systems and policy framework at international, national and local levels. Further changes are now underway in policy and in legislation and the structures of local government. This section identifies and reviews the changes that have an impact on the World Heritage Site, beginning with international considerations and finishing with changes that will affect only the Site.

### 7.1 UNESCO Policies and Guidance

#### Issue 1: UNESCO guidance and requirements

7.1.1 The World Heritage Convention is one of a family of UNESCO Conventions dealing with heritage. As such, it figures strongly in UNESCO's overall objectives and policies. UNESCO's mission is:

*"As a specialized agency of the United Nations, UNESCO contributes to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information"*



The UNESCO World Heritage Convention has been signed by many countries

7.1.2 UNESCO's current Medium Term Strategy (2008 to 2013) is structured around five overarching objectives:

- Attaining quality education for all and lifelong learning
- Mobilizing scientific knowledge and policy for sustainable development
- Addressing emerging social and ethical challenges
- Promoting cultural diversity, intercultural dialogue and a culture of peace, and
- Building inclusive knowledge societies through information and communication.

7.1.3 These overarching objectives are translated into Strategic Programme Objectives (SPO). SPO 11 is:

- Strategic Programme Objective 11: Sustainably protecting and enhancing cultural heritage
- The preservation of cultural heritage and its effects on development, social cohesion and peace integrated into national and local policies
- National conservation policies and processes revised to take account of global trends such as climate change, urbanization and migration
- New forms of international co-operation developed to strengthen the application of the 1970 Convention
- Role of museums recognized by decision-makers as part of formal and non-formal education programmes.

7.1.4 These internationally-agreed overarching and strategic objectives should be reflected in Member States' policy, procedural and management approaches to WHS, down to the level of individual sites where practicable. This accords with the UK Government's aims for UNESCO.

7.1.5 World Heritage Sites provide opportunities for the UK to

- maintain UK standards in management and promotion,
- promote capacity building in developing countries,
- promote tourism,
- gain economic benefits for the UK,
- support cultural diversity and community identity, and citizenship,
- meet UK Government's commitments to the developing world – especially Africa,
- deal with climate change and sustainability.

7.1.6 The UK National Commission for UNESCO (UKNC) was set up by Government to advise on all matters concerning UNESCO and to act as a focal point between the Government, civil society and UNESCO. The UKNC views WHSs as key focal points and catalysts for change on a truly global scale focusing on

people and their environments. Such globally-recognized sites:

- provide opportunities for international co-operation, developing and sharing good practice, and for capacity-building
- act as drivers for managing sustainable change, including community participation in managing change and developing public support for conservation
- act as focal points for standard-setting, including informed, consistent and balanced decision-making
- act as focal points for developing sustainable communities, promoting diversity and enhancing cultural understanding
- provide opportunities for education, access and learning
- provide a platform for improving public awareness and understanding of UNESCO's goals and objectives
- should act as exemplars in management policy, practice and procedures.

**7.1.7** The basic definition of UK responsibilities for its World Heritage Sites is set out in Article 4 of the World Heritage Convention. This says:

*Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Articles 1 and 2 [i.e World Heritage Sites] and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.*

**7.1.8** The World Heritage Committee has adopted *Operational Guidelines for the Implementation of the World Heritage Convention*. These are periodically revised, most recently in February 2008 when minor changes were made to the 2005 edition. The 2005 *Operational Guidelines* for the first time spelled out what was meant by a management system and how it should work:

- I08. Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means.
- I09. The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations.
- I10. An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context. Management systems may vary according to different cultural perspectives, the resources available and other factors. They may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.
- I11. In recognizing the diversity mentioned above, common elements of an effective management system could include:
  - a) a thorough shared understanding of the property by all stakeholders;
  - b) a cycle of planning, implementation, monitoring, evaluation and feedback;
  - c) the involvement of partners and stakeholders;
  - d) the allocation of necessary resources;
  - e) capacity-building; and
  - f) an accountable, transparent description of how the management system functions.
- I12. Effective management involves a cycle of long-term and day-to-day actions to protect, conserve and present the nominated property.

**7.1.9** This gives much greater clarity to the requirements of the World Heritage Convention and the World Heritage Committee. In particular, it makes clear that the primary purpose of the management of a WHS is to conserve the Site so as to preserve its OUV. This ties in well with developing UK practice on values-led management of the historic environment.

**7.1.10** The 2008 *Operational Guidelines* also contains further guidance on the ways in which the World Heritage Committee monitors the state of conservation of individual World Heritage Sites. There are two processes.

**7.1.11** Reactive Monitoring is the process by which governments are asked to report significant changes or proposed developments to the World Heritage Committee. On the basis of these reports and of advice from the relevant Advisory Body to the Convention (ICOMOS International for a cultural site) and from the UNESCO World Heritage Centre, the Committee can offer advice to the relevant government. In very serious cases, the Committee can place a site on the World Heritage in Danger List, or if it is considered that its outstanding universal value has been lost, can remove it from the World Heritage List altogether (see *Operational Guidelines* paras 169 – 198).

**7.1.12** The World Heritage Committee reviews all World Heritage Sites on a cyclical basis. This process, known as Periodic Reporting, was carried out for Europe in 2004 and 2005. The Periodic Report for Stonehenge, Avebury and Associated Sites provided a most useful opportunity to review the overall state of both parts of the World Heritage Site. As a consequence of the European Periodic Report, governments were asked to provide brief statements of significance for all sites inscribed before 1997. The draft statement for Stonehenge and Avebury is quoted at 3.3.4 above.

**7.1.13** The *Operational Guidelines* also contain guidance on the management of serial sites such as Stonehenge and Avebury. This states that 'in the case of serial properties, a management system or mechanisms for ensuring the coordinated management of the separate components are essential' (*Operational Guidelines*, para 114). How this might be achieved for Stonehenge and Avebury is discussed further below.

**7.1.14** Apart from the *Operational Guidelines*, the Committee develops further guidance at its annual meetings. This is noted in Committee decisions and can cover both general and site-specific matters. Of particular significance for this Management Plan are the Committee's requests that future management plans should address the issues of climate change and also of risk preparedness to cope with disasters. Both these issues are dealt with in Section 8.

**7.1.15** This brief survey demonstrates the degree of international involvement and guidance in the Stonehenge WHS. It will be important to take this

into account in developing policies in this Management Plan.

## **7.2 Changes to the English planning system**

### ***Issue 2: The effect of the introduction of Regional Spatial Strategies and Local Development Frameworks***

**7.2.1** The WHS as a whole is protected primarily through the planning system. This is plan-led and in 2008 depends on a hierarchy of national and regional guidance, county structure plans and district local plans setting out policies according to which local authorities determine planning applications. Individual scheduled monuments within the Site are also protected under the Ancient Monuments and Archaeological Areas Act 1979 through the scheduled monument consent system.

**7.2.2** The Planning and Compulsory Purchase Act 2004 has introduced a new system of spatial planning. PPS12 explains how this new system operates. In the future the development plan for each local authority area will consist of the Regional Spatial Strategy, Development Plan Documents and Local Development Frameworks. The key element of the latter will be the Core Strategy. This will be complemented by a variety of other subsidiary documents including Area Action Plans and Supplementary Planning Documents (SPDs). These may cover a range of issues, both thematic and site specific, which may expand policy or provide further details to policies in a development plan document. It is essential that SPDs are directly related to a policy in the development plan.

**7.2.3** The immediate effect of the implementation of the new system is that both the current Regional Planning Guidance (RPG10) and the Wiltshire Structure Plan will lapse when the new Regional Spatial Strategy comes into effect during 2009. It will be important to ensure that future revisions of the Regional Spatial Strategy maintain adequate coverage of heritage in general and World Heritage in particular.

**7.2.4** Salisbury District Council has embarked on the preparation of their Local Development Framework (*Local Development Scheme: a timetable for the production of the local development framework* Salisbury District Council, January 2007). The 2000 Management Plan was adopted as Supplementary Planning Guidance to the Local Plan and is recognised by SDC as one of the guidance documents which the new Local Development Framework will need to take into account.



**7.2.5** SDC published their Core Strategy (Preferred Options) for public consultation at the end of February 2008 and is due to re-issue it. It will be important to ensure that the final submission version contains adequate policies for the protection and sustainable management of the WHS. It will also be important to establish whether relevant parts of this new WHS Management Plan could be adopted as a Supplementary Planning Document to the new Local Development Framework.

**7.2.6** A further factor which needs to be taken into account is the forthcoming creation of a unitary authority for Wiltshire. This will come into being in April 2009 and will take over responsibility for spatial planning for the whole county, so the new authority will determine planning applications. It will be important to ensure that unitary authority policies are robust and effective in relation to the WHS and are consistent for both Avebury and Stonehenge.

### **Issue 3: Sustainable Community Strategies**

**7.2.7** The Local Government Act 2000 places a duty on local authorities to prepare community strategies for promoting or improving the economic, social and environmental well-being of their areas, and contributing to the achievement of sustainable development in the UK. It gave them broad new powers to improve and promote local well-being as a means of helping them to promote those strategies (see *Preparing community strategies: government advice to local authorities*, Department for Communities and Local Government 2006).

**7.2.8** There are clearly methodological links between Community Strategies and the way in which WHS Management Plans should be developed by key stakeholders with the involvement of local and other interested communities. There will also be areas of common interest. Some policies in WHS Management Plans may well need to reflect policies in Community Strategies or to influence the development of such strategies. How close the relationship should be will depend on the character, ownership and size of the WHS and also on the area covered by the relevant Community Strategy.

**7.2.9** There are Community Strategies for Wiltshire as a whole and for South Wiltshire, the latter prepared by the South Wiltshire Strategic Partnership and running from 2004 to 2009. Within Salisbury District there are also local Community Plans, one of which covers the Amesbury Area including Stonehenge for the period 2006 to 2016 (Amesbury Community Strategic Plan, 2007). The Plan was prepared by the

Amesbury Market Town Partnership and contains a number of references to Stonehenge, for example relating to roads, the former Visitor Centre proposals, and the need for Amesbury to share in the benefits of the tourism created by Stonehenge. At the least it would be helpful to develop links between the WHS Management Plan and the Community Strategic Plan.

## **7.3 Heritage Protection Reform**

### **Issue 4: Reform of the Heritage Protection System in England**

**7.3.1** The Department for Culture, Media and Sport published a White Paper on *Heritage Protection in the 21st Century* in March 2007. This proposed wide ranging changes to the current system of heritage protection, some of which will require primary legislation and some of which can be achieved by other means. A draft Heritage Protection Bill was published for pre-legislative scrutiny in April 2008. The Bill itself will be considered by Parliament at the earliest legislative opportunity.



**The circle before sunrise with the moon in the background**

**7.3.2** The particular provisions for the better protection of WHS are dealt with below. Stonehenge will also be affected by the general provisions of the proposals. The Bill will introduce a unified statutory Heritage Register which will merge the categories of listed building and scheduled monument and make them subject to a single process of Heritage Asset Consent. For the first time, historic battlefields, historic parks and gardens and WHSs will be given statutory recognition though they will continue to be protected primarily through the spatial planning system as now. The listed buildings, scheduled monuments and registered historic parks and gardens in the WHSs will be automatically transferred to the new register when it comes into effect.

**7.3.3** Heritage asset control will be operated by the relevant local authority. This is already the case for listed buildings but will be new for scheduled ancient monuments. Once the Bill is enacted, consent for works to heritage assets which were previously subject to Scheduled Monuments Consent (SMC) will no longer be a matter for the Secretary of State but for the new unitary Wiltshire Council. This will include works proposed by English Heritage and others under the existing Class Consents. Additionally all local authorities will be required to take into account all entries on the Register, including World Heritage Sites, when determining planning applications.

**7.3.4** The Bill also introduces the concept of Heritage Partnership Agreements. These will be agreements between a landowner or site manager and the local authority. They should enable routine and repetitive tasks to be carried out without the need to seek specific consent on each occasion. Agreements will need to be tailored to the specific circumstances of each designated asset and owner and will probably be most suitable for major landowners with large numbers of designated sites. There could be potential for the use of Heritage Partnership Agreements within the Stonehenge World Heritage Site.

#### ***Issue 5: Changes to the legal protection of World Heritage Sites***

**7.3.5** The White Paper also included specific provisions for the improved protection of WHSs. Their statutory recognition by inclusion in the new Register of Historic Assets is covered above (7.3.2). The White paper also announced three changes to planning policy advice. These were a change to call-in regulations, the inclusion of WHSs in Article 1(5) Land in the Town and Country Planning (General Permitted Development) Order 1995 (GPDO) and the development of a new planning circular which will further recognise in national policy the need to protect WHSs as sites of outstanding universal value, and will make more prominent the need to create a management plan for each WHS, including, where needed, the delineation of a buffer zone around it.

**7.3.6** The new Call-In Regulations were published for public consultation in January 2008 and, once in force, would introduce a requirement for local authorities to refer to the Secretary of State for Communities development proposals where English Heritage has objected on the grounds that a proposed development could have an adverse impact on the outstanding universal value and significance of a WHS or its setting, and has been unable to withdraw that objection after discussions with the local planning

authority and the applicant. The Secretary of State will take into account the views of English Heritage in deciding whether or not to call in any applications referred for this reason. Publication of the new regulations is expected in 2009.

**7.3.7** Article 1(5) of the GPDO restricts certain permitted development rights within areas it covers. Areas currently covered include National Parks, Areas of Outstanding Natural Beauty and conservation areas. Article 1(5) restricts the size of extensions to houses and industrial buildings which can be built without specific planning consent. It also covers matters such as cladding of buildings. Parts of the Stonehenge WHS already fell within Article 1(5) land because they are within conservation areas. From 1 October, 2008, the whole WHS is Article 1(5) land. This complements the restrictions on height which are already in force under the Article 4 Direction placed on the Stonehenge area by Salisbury District Council many years ago.

**7.3.8** The draft Planning Circular referred to above (7.3.5) is supported by an English Heritage Guidance Note. It is expected that the final versions of both the planning circular and the Guidance Note will be published in the early part of 2009.

**7.3.9** It is appropriate to note at this point two other planning requirements for WHSs.

**7.3.10** WHSs have a specific status with regard to Environmental Impact Assessments (EIA) since they are included within Schedule 2 of the EIA regulations. This means that Environmental Impact Assessments for development proposals within WHSs should consider the impact of the proposal on the WHS and its OUV. Location within the WHS should also be a matter taken into account by local authorities when screening development proposals for the need for EIA. The Forestry Commission operates a separate system of EIA for all proposals for afforestation and deforestation within WHSs if they might have a significant environmental impact.

**7.3.11** Development proposals within WHS will also require Design and Access Statements.

**7.3.12** Taken as a whole the changes in national planning policy and advice relating to WHSs should have a significant impact on the procedures for the protection of the Stonehenge WHS.

## 7.4 English Heritage's Conservation Principles

### *Issue 6: The application of English Heritage's Conservation Principles to the Stonehenge WHS*

**7.4.1** The main purpose of English Heritage's recently published *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (English Heritage 2008) is to strengthen the credibility and consistency of decisions taken and advice given by English Heritage staff. Since English Heritage is the Government's principal advisor on the conservation of the historic environment including the application of the World Heritage Convention, the Principles will be of importance in shaping English Heritage's future involvement in the management of the Stonehenge WHS.

**7.4.2** The Principles define 'Conservation' as the process of managing change to a 'significant place' and its setting in ways that will best sustain its heritage values, while recognising opportunities to reveal or reinforce those values for present and future generations. At the highest level they are defined in the following six statements:

1. The historic environment is a shared resource.
2. Everyone should be able to participate in sustaining the historic environment.
3. Understanding the significance of places is vital.
4. Significant places should be managed to sustain their values.
5. Decisions about change must be reasonable, transparent and consistent.
6. Documenting and learning from decisions is essential.

## 7.5 Government statements affecting Stonehenge

### *Issue 7: Government statements affecting the Stonehenge WHS*

**7.5.1** Sections 2.2 (particularly 2.2.5 – 2.2.7) and 4.5 summarise recent government statements on Stonehenge. The Government has confirmed that the revised Management Plan will continue to be the overarching strategic document for the WHS. The Government has also confirmed that the long-term vision for Stonehenge contained in the 2000 Plan is

still valid even though it is not wholly achievable in the short to medium time-scale. The Government has therefore decided that interim improvements to the environment of Stonehenge are essential and that a Stonehenge Environmental Improvements Project should be developed. Its principal elements are likely to be the building of new visitor facilities and some minor changes to the road network, including examination of the case for closure of the A303/A344 junction and at least part of the A344. It is hoped to have changes in place by early 2012.

**7.5.2** These government statements shape much of this Plan and need to be taken into account throughout its implementation.

## 7.6 The WHS Boundary and buffer zone

### *Issue 8: The need to keep the boundary of the WHS and the case for a buffer zone under review*

#### *The Boundary*

**7.6.1** The case for revision of the boundary was discussed at length in the 2000 Plan. The Plan recognised that the existing boundary was to some extent arbitrary and excluded features which, if included, might contribute to the Site's OUV. It noted too that previous studies had been divided on whether or not the Site should be extended and concluded that the boundaries of both the Avebury and Stonehenge parts of the WHS should be addressed using the same criteria. The Plan included an Objective (no. 14) that the 'WHS Boundary should capture all significant archaeological features and landscapes related to Stonehenge and its environs.'

**7.6.2** There are a number of minor discrepancies concerning the boundary requiring resolution as well as some more major issues to be considered. Minor changes can be dealt with relatively easily – the State Party has to make a proposal for them to the UNESCO World Heritage Committee and the Committee then takes a decision after evaluation of the proposal by ICOMOS. Significant changes affecting the definition of the OUV of the site would at present require a full re-nomination. The Government have specifically excluded a re-nomination of the site during the lifetime of this Plan.

**7.6.3** As noted in 2000, similar approaches on boundary issues should be used for both parts of the World Heritage Site. At Avebury, a detailed study was carried out in 2004 and proposals for minor changes were agreed by the UNESCO World Heritage

Committee in July 2008. A similar approach to minor changes could be adopted for the Stonehenge part of the site. The principles used in the Avebury study to develop recommendations were that:

The WHS boundary should as far as possible:

- remain true to the spirit of the original inscription of the Site on the World Heritage List, with its emphasis on the Neolithic and Bronze Age, megalithic and sarsen stone elements in the landscape;
- not be changed unless it is perceived that the extent of the Site's "outstanding universal values" is not protected adequately within the existing boundary;
- reflect current knowledge and understanding of Avebury and its surrounding landscape as a WHS in the 21st-century as defined in the World Heritage nomination in 1986;
- include physically-related archaeological features and the whole of a group of archaeological features such as burial mounds, including in particular all Scheduled Ancient Monuments;
- have regard for the setting of individual monuments and groups of monuments and for their overall context in archaeological and landscape terms;
- avoid changes which include inhabited villages, notably those along the Kennet Valley.

**7.6.4** To these might be added the need to rectify the discrepancies between the mapped boundaries and written description in the original nomination dossier. A good first step would be to carry out a similar study to that carried out for Avebury in 2004. A review of the boundary would also provide the opportunity to review the significance of the Site, its authenticity and integrity, to establish whether more emphasis should be placed on its landscape.

## Buffer Zones

**7.6.5** The World Heritage Committee *Operational Guidelines* recommend (para 103) that 'wherever necessary for the proper conservation of the property, an adequate buffer zone should be provided'. It does leave open the option that the setting of the World Heritage Site can be protected in other ways. Proposals for a buffer zone or for changes to an existing one have to be approved by

the World Heritage Committee following on from proposals by the State Party. This does not require a full re-nomination. Whether or not there should be buffer zones for each part of the Stonehenge, Avebury and Associated Sites World Heritage Site is an issue for the whole site since the World Heritage Committee are likely to seek a consistent approach if proposals are put to them.



*View of trilithon in the snow*

James O Davies 2005 © English Heritage Photo Library K040907

**7.6.6** In 2000, the Stonehenge Management Plan concluded that there was no compelling justification for the provision of a formal buffer zone around the Stonehenge part of the Site. There has been no review of the issue since then. This followed the line taken in the 1998 Avebury Management Plan. However, the 2005 Avebury Management Plan has now concluded that 'A buffer zone needs to be defined effectively protecting the WHS, its monuments and their landscape settings from visual intrusion and other adverse impacts'. The justification for this would be to protect the landscape setting of the WHS and to provide stronger protection against inappropriate development.

**7.6.7** This discrepancy in approach would need to be resolved or justified before any proposals for buffer zones were proposed to the UNESCO World Heritage Committee for part or all of the Site. One way forward would be a joint study of the World Heritage Site as a whole.

## 7.7 Development control

**Issue 9: The WHS designation does not – at present – afford any additional statutory protection for the WHS**

**7.7.1** The development control system is a key tool in the long-term protection of the WHS values. Local planning authorities are required to accept WHSs as a material consideration when making decisions on planning applications, as is the Secretary of State in determining cases on appeal or following call-in. (see section 4.1 for further details; see also para 7.3.7 on restriction of permitted development rights). WHS Management Plans may also be adopted in whole or in part as local planning guidance.

**7.7.2** In the nine years since the publication of the Stonehenge WHS Management Plan, there have been many planning applications within the WHS, some of which were for substantial developments. Other planning applications outside the WHS also have had the potential to affect its setting. The majority were for small-scale householder developments such as extensions which, unless they are sited directly on archaeologically sensitive land, have little impact on the values or significance of the Site. The number of applications is higher at Stonehenge than it would normally be, because of the current Stonehenge Article 4 Direction Area which withdraws some permitted development rights relating to agricultural and forestry operations (see 4.3.2).

**7.7.3** It is common practice for English Heritage and the Archaeology Service of Wiltshire County Council to be consulted by the local planning authority about planning applications within or around the WHS which may impact on the values and management objectives as set out in the WHS Management Plan. New legislation may affect this situation, although the detail of future arrangements are not yet known, while the move to unitary status will affect the way in which cases are handled.

**Issue 10: The need to manage potentially damaging activities within the WHS which are not normally subject to planning control**

**7.7.4** Despite the Stonehenge Article 4 Direction, there are currently a number of activities which are potentially damaging to archaeological remains and the setting of the WHS and do not require planning permission or other forms of consent. They include:

- new planting not funded by the Forestry Commission, and not requiring consent by them as afforestation in a WHS

- hedge removal not covered by the Hedgerows Act
- increased ploughing depth on land which is not scheduled
- utility installations on land which is not scheduled
- treasure hunting on land which is not scheduled, not in the ownership of the National Trust or the Ministry of Defence, and not on known archaeological sites within areas covered by Stewardship agreements.
- swimming pools below a certain size

**7.7.5** There is particular concern that measures should be taken to avoid or mitigate potential damage caused by the installation of essential services (gas, water, electricity, sewerage, telecommunications). Telecommunication masts and overhead transmission lines may not require planning permission. The digging of holes and trenches for underground pipes and cables has affected parts of the WHS in the past, and has the potential to cause archaeological damage. This issue has been less of a problem recently at Stonehenge than it has at Avebury, but is still an issue.

**7.7.6** Potential damage from the irresponsible use of metal detectors is also a cause for concern. In recent years this has been more of a problem in the Avebury part of the WHS, but still has the potential to cause damage at Stonehenge. Metal detectorists and casual fieldwalkers have made a number of important finds in the area in the past. However, these are often made without the full and reliable recording of their archaeological context. When this is the case, it diminishes our understanding of the artefact and its context, and can also lead to the damage or destruction of archaeological features. Although metal detecting can be a useful technique when used as part of a properly conducted archaeological project, its uncontrolled use within the WHS should be discouraged. The use of metal detectors within a WHS is not illegal, although it is the subject of criminal law under certain circumstances. For example, under the 1979 Ancient Monuments and Archaeological Areas Act, it is illegal to use a metal detector on a scheduled monument without a "Section 42" licence from English Heritage. Moreover, artefacts must not be removed from land without the landowner's permission, and all finds of Treasure (as detailed by the 1996 Treasure Act) must be reported to a coroner within 14 days. The National Council for Metal Detecting has its own Code of Conduct to guide the responsible use of metal detectors. The

National Trust does not permit the use of metal detectors on its land unless as part of an approved archaeological project. Permission is also required by Defra for metal detecting on a known archaeological site included within a Countryside or Environmental Stewardship Scheme. The use of metal detectors is prohibited on MOD land. A Finds Liaison Officer for Wiltshire, employed by the Salisbury and South Wiltshire Museum, is building better lines of communication between archaeologists and detectorists, which has helped to increase the reporting of archaeological finds. It may be that a further Article 4 direction could be considered to control these activities. It is suggested that this could be explored for both parts of the WHS with the new Wiltshire Council.

## 8.0 CONSERVATION

### 8.1 The condition of archaeological monuments and sites in the WHS

#### *Issue 11: Improving the condition of archaeological remains within the WHS*

- 8.1.1 The Stonehenge Environs: A Preservation and Management Policy report was produced in 1984 to help English Heritage consider the statutory protection of the area's archaeological sites. In the 1990's, English Heritage's Monument Protection Programme identified all known sites contemporary with Stonehenge (i.e. Neolithic or Bronze Age) at which archaeological remains survived substantially intact, whether visible or below ground. These were then recommended for scheduling in recognition of the importance of the area as a whole and to reflect the Government's commitment to the protection of the WHS. There is, however, a very limited number of sites in and around the WHS, however, which could still benefit from revisions to their scheduling documentation, or from being included on the Schedule.
- 8.1.2 Despite statutory protection, a number of management problems remain and raise the following issues:
- whether there is justification for revoking the current Class Consents for continuing ploughing of certain sites;
  - the limitations of statutory powers for certain types of site, such as surface artefact scatters.

- what the condition of sub-surface archaeological remains might be after ploughing;

The first two of these bullet points may be addressed during the lifetime of this Plan by the revision of the relevant statutory protection via the new Heritage Bill.

- 8.1.3 During and subsequent to the process of scheduling, details of the condition and land use on every individual monument within the WHS were recorded by the Monuments Protection Programme Archaeologists and the Field Monument Wardens (now Historic Environment Field Advisers) of English Heritage, so that measurable changes through time can be demonstrated. A comprehensive monument condition survey of sites within the WHS was also undertaken by Wessex Archaeology on behalf of EH in 2002. Its results were compared with the similar survey undertaken in the Avebury part of the WHS, and both surveys have been used to target sites for funding bids and to assist in the Periodic Reporting exercise to UNESCO. The National Trust made a condition survey of the monuments on its land in 2007. Condition surveys to a consistent and uniform standard need to be undertaken on a regular basis – say every 5-6 years – to demonstrate to UNESCO that the overall condition of archaeological sites within the WHS is stable or improving, and to assist in making up-to-date and informed management decisions. Advantage should be taken of new approaches such as airborne light detecting and ranging survey (lidar) which has been able to show the survival of visible surface remains of monuments in the WHS where none had been detected from ground-based survey.



*Normanton Down Barrows before grass reversion in 2003 . . . the burial mounds are no longer isolated islands in a sea of crops*

- 8.1.4 Certain agricultural practices continue to be a threat to the survival and condition of some archaeological remains within the WHS, including some scheduled monuments. Although ploughing to a constant depth

2003 © English Heritage NMR 15401-06

over a site where ploughing has previously eradicated all upstanding earthworks will usually erode archaeological information at a relatively slow rate, archaeological information may still be lost. If ploughing is undertaken on sites which have never been ploughed, then the information loss and damage is much greater, although this is not currently a serious problem at Stonehenge. Factors which affect the degree of archaeological loss from continued ploughing include the local topography (sites on slopes may be more vulnerable to damage than others on flat areas) and the nature of the archaeological resource. Further investigations are needed to establish exactly what damage ploughing might do. There is a continuing need to establish detailed data which would help prioritise which monuments currently in cultivation are in most urgent need of conversion to grassland. The degree of survival of remains on a specific site, and its vulnerability, could be tested using relevant field techniques, although this would be relatively time-consuming and costly given the number of monuments under cultivation within the WHS. Such issues are currently being addressed through past Defra funded research projects, such as 'management of archaeological sites in arable landscapes' (Oxford Archaeology, 2002) and 'conservation of scheduled monuments in cultivation (COSMIC)' (Oxford Archaeology, 2006) and also through current research initiatives, namely the Natural England funded trials to identify soil cultivation practices to minimise the impact on archaeological sites being undertaken by Cranfield University and Oxford Archaeology. Defra and the Stonehenge WHS Coordinator, together with local farmers and landowners, should continue to be involved in the resolution of these complex issues at Stonehenge.

**8.1.5** The encroachment of scrub onto monuments is a cause for concern. Scrub can damage fragile archaeological deposits through the action of roots, and can obscure earthwork sites. It should be removed wherever possible from archaeological sites, which thereafter should be kept free of scrub, usually through grazing with suitable numbers of stock. Some of the Normanton Down barrow group and other monuments have been greatly improved in recent years through scrub removal, by volunteers from RSPB and FOAM. It must be remembered that a certain level of scrub is healthy for biodiversity and that scrub removal programmes should consider this point with the relevant authorities.



2005 © RSPB

*Scrub clearance at Normanton Down barrows by volunteers in March 2005*

**Issue 12: The damage caused to archaeological sites within the WHS by burrowing animals**

**8.1.6** The impact of burrowing animals on the archaeology of the WHS has become far more pressing within the lifetime of the former Stonehenge WHS Management Plan. Indeed, on the Salisbury Plain Training Area to the north of the WHS, burrowing animals are considered to pose a greater threat to the survival of archaeological remains than that of agriculture and military use of the Plain. The main species causing these problems are rabbits and badgers. Rabbits are still a major problem but since 2000, there have been increasing numbers of badgers. Badgers are protected under the Badgers Act 1992. Excavations have shown the extensive damage which they can do to archaeological remains. English Heritage, Natural England and Defra have written guidelines on this subject and specific guidance for the Stonehenge and Avebury WHS is being developed. Measures to counter badger damage include their licenced removal after which vulnerable monuments are either covered with a suitable mesh or surrounded by fencing. These measures are being further developed in a nearby pilot project between the Defence Estates and English Heritage. However, none of these measures is suitable for large monuments such as hillforts, and all have considerable cost implications for large areas of land such as the WHS. There is a need for relevant agencies and landowners to tackle this issue in a more proactive way. A detailed survey of the WHS is needed as a matter of urgency to establish which monuments contain active primary or satellite badger setts. Recommendations to remove badgers and badger-proof threatened monuments within a reasonable time period should follow on from this survey.

## 8.2 The settings of the WHS and its attributes of OUV

*Issue 13: There should be suitable settings for the WHS and its attributes of OUV*

**8.2.1** With the exception of the grassland areas in and around key monuments, the rolling and open landscape of the WHS is more or less wholly farmed with extensive areas of very large arable fields. There are also limited (but visually prominent) areas of woodland. Principal features of the landscape include the distinctive ridgelines with their concentrations of visible archaeological remains, including the Stones themselves, and dry valleys which cut deeply into the surrounding downland. The strongly contrasting slopes and floodplain of the River Avon form the eastern boundary of the WHS and contain distinctive historic buildings and villages related to human settlement of the area. Key aspects of the relationship between the archaeological sites and the landscape include:

- the location of prehistoric barrow groups along visually prominent ridgelines;
- gradual change in the visual relationships or 'ambience' between Stonehenge and the other principal archaeological sites as the observer moves through the WHS which may have been a deliberate intention of their builders;
- equally strong visual relationships between each of the other principal archaeological sites;
- the nature of most approaches to Stonehenge, whereby the observer first looks down on the Stones but then may descend and climb a number of times before making a final uphill approach to the monument now visible on the horizon. This underlines the importance of the sequential and unfolding nature of the visual experience, and suggests that anticipation and expectation in the form of views and movement towards the Stones may have been an important element of historic ceremonies and rituals;

- spatial patterning of archaeological finds collected from the surface of fields and the monuments themselves, suggest that the area immediately surrounding the Stones was regarded differently from areas beyond – and may have been reserved for ceremonial functions. It is possible that settlements located outside this ceremonial zone would have been necessary to maintain this reserved area and to support both the builders of Stonehenge and those who participated in its ceremonies. A number of other concentrations of prehistoric ceremonial sites are known in Britain. Like Stonehenge, each had a regional significance. However, it is probable that, as today, the unique stone structures of Stonehenge and the scale of its associated monuments and sites gave it particular significance both within Britain and even abroad;
- the number of early Bronze Age burials with gold and other lavish grave goods concentrated near Stonehenge. Their existence implies a social hierarchy in which certain individuals were capable of controlling wealth and supporting non-productive and ceremonial activities. The placing of Bronze Age barrows within the landscape is careful and deliberate and has been the subject of recent research (Exon et al 2000);
- the pattern of ancient settlements and field systems suggests that arable cultivation was established in early prehistoric times in the WHS. The original soil was impoverished by forest clearance, prehistoric agriculture and climate change, and consequently the downland was best used for grazing. There has been a gradual resumption of arable agriculture since the seventeenth century;
- archaeological evidence suggests that during the Middle to Late Neolithic and the Bronze Age, much of the original woodland cover had been removed and the landscape had a sparsely wooded appearance with deciduous trees.





2003 © English Heritage

*Fieldwalking survey prior to grass reversion in the North Kite area in September 2003*

**8.2.2** The main pressures on the landscape nowadays continue to include development and changes in land use which can alter or even destroy these often subtle, but important visual and thematic relationships. Such relationships contribute to, or may be attributes of, the OUV of the WHS; improved understanding of their relationships enhances enjoyment of a visit to the WHS as a whole, rather than limiting experience to only the Stones themselves and a few set-piece viewpoints. There is currently no systematic Historic Landscape Character Assessment of the WHS and its environs; however, there is a need for such a study to deepen understanding of how the present character of the WHS relates to its historic usage and development, in order to inform management options and planning policies.

**8.2.3** In the last Plan, the relative sensitivity of known archaeological remains in the WHS to visual impact was assessed by Wiltshire County Council and English Heritage (see Appendix C of the 2000 Plan). This has been further refined since then thanks to improvements to GIS capabilities (see Map 10). Individual planning applications can be monitored

against the visual impact they will have on individual monuments and parts of the WHS, an approach which will continue to develop with new archaeological research, improved computing capabilities, and the development of high resolution lidar terrain models.

**8.2.4** The formally inscribed area of the WHS is merely the central portion of a wider area which also contains prolific archaeological remains and monuments, some of which might also contribute to the attributes of OUV if they had been included within the WHS. A broader archaeological study area has already been defined by Wiltshire County Council and English Heritage for the GIS database, although this could be extended even further to include other monuments such as Yambury hillfort to the west. Any future analysis should be undertaken in this broader context, so that the way in which the WHS stands out from the wider area can be demonstrated. Such work would benefit any analysis looking at minor changes to the WHS boundaries.

**8.2.5** Detailed study of the WHS suggests that the building of monuments (and other activity) occurred at different focal points in the landscape at different times. Sometimes these focal points relate to periods which are poorly studied (for example, the Early Neolithic concentration between Robin Hood's Ball and Larkhill). These areas may be priorities for evaluation in the future, but require a systematic Historic Landscape Character Assessment to fully investigate this issue.

#### ***Issue 14: Woodland within and around the WHS and its impact***

**8.2.6** Woodland is a relatively prominent feature in the landscape of the WHS. Some of it is historic and relates to the planned landscape developed around Amesbury Abbey in the eighteenth and nineteenth centuries, while other woodland provided coppice products. Much of the rest consists of recent plantations, often planted to screen intrusive elements in the landscape. There would be no overall nature conservation gain from increasing woodland cover at the expense of permanent grassland or other potentially ecologically valuable habitats. Enhancing the biodiversity of existing woodland wherever possible is desirable, but it is important to avoid creating future management problems, e.g. from trees spreading into adjacent grassland, especially in relation to archaeology. A proportion of scrub in a mosaic of grassland habitats is beneficial for birds and invertebrates but, as with woodland, there is a need to avoid future problems for grassland management

on archaeological sites as scrub can become expensive and difficult to remove once established.

**8.2.7** The positive screening role of woodland is particularly important where designed to hide existing modern development in views within and towards the WHS. Such woodland is important in and around the Larkhill Garrison. Some plantations are already over-mature and will require replacement. It is important that such screening, for instance the Cursus plantation, does not damage underlying archaeological remains. Much less attention has been paid to restoring important views from the other key archaeological sites, such as the Monarch of the Plain barrow, and from the principal approaches to Stonehenge. There is a potential to decrease woodland cover in such situations. There are also opportunities for selective removal of trees at key archaeological sites (as has been achieved along the King Barrow Ridge and in Fargo Plantation which previously masked the width of the Cursus), thereby returning barrows and earthworks to the landscape. All these issues should be considered in the WHS Woodland Strategy.



Lucy Evershed 2005 © National Trust

*Barrow and sun through the trees at King Barrow ridge*

**8.2.8** The mosaic of individual trees and/or woodland is important for wildlife because it provides the diversity of habitat required to encourage species diversity.

**8.2.9** With a few notable exceptions, existing woodland within the WHS, is unmanaged and tends to be isolated, without connections between blocks or to other surrounding habitats. There are, however, ways in which its wildlife value could be enhanced without compromising other landscape and archaeological aims:

- woodland areas devoid of significant archaeology and not impeding significant visual links between monuments or the appreciation of their settings

could be selectively replanted as mixed or broadleaved native woodlands, and managed to promote a less even-aged structure;

- where possible, woodlands could be linked to other farmland habitats such as arable field margins to provide 'stepping stones' for wildlife, rather than being left in isolated, small blocks;
- some scrub could be allowed to develop in selected locations away from archaeological sites.

**8.2.10** All works classified as afforestation or deforestation require consent from the Forestry Commission within a WHS if they might have a significant environmental impact, and should be notified to them. English Heritage is the statutory adviser to the Forestry Commission on Woodland Grant Scheme applications within the WHS. There is a clear need for an integrated woodland management strategy to be developed to provide a co-ordinated policy on screen planting, tree removal and woodland management for the WHS as a whole. The National Trust has completed a woodland survey of its own property and is drafting a woodland strategy for discussion in 2009 and implementation during the life of this Management Plan.

### 8.3 Monument management

#### *Issue 15: Enhancing management arrangements for monuments and sites in the WHS*

**8.3.1** At the national level, the importance of the archaeological components of the WHS is reflected in the generally high level of statutory protection afforded to sites through scheduling. However, there are a number of management issues relating to the physical survival of archaeological remains:

- a number of archaeological sites lie under arable cultivation. In some instances, sites have been 'ploughed out' so they are no longer visible in the landscape. Nevertheless, archaeological evidence will still survive below the surface;
- a number of sites, particularly barrows, lie within woodland. This may result in progressive root damage or catastrophic damage in the event of windblow, and also enhanced exposure to damage by burrowing animals;
- a small number of sites have been damaged in the past, or are currently at risk of being damaged by the installation/maintenance of utilities, and some

monuments lie partly within byways and are liable to erosion damage;

- although many archaeological sites lie in grassland enclosures within arable fields, in some instances the fence lines are extremely close to the remains – or even partly clip them – with the result that any associated remains in the area immediately surrounding the site may be lost to plough or fence-post damage;
- some instances of individual monuments in a cohesive group being fenced individually, thereby detracting from the appreciation of the entire group and leading to the exclusion of outer banks and ditches;
- some barrows are fenced unnecessarily, often because they were previously surrounded by arable cultivation. However, the removal of fences needs to be balanced against the damage which can be caused by grazing stock;
- damage caused by burrowing animals, such as rabbits and badgers.
- Erosion of archaeological sites by visitors

**8.3.2** Most of the former English Heritage “Section 17” Management Agreements, which provided payments for the positive management of archaeological sites, have now lapsed, and have mostly been replaced with other agri-environmental funding streams. However, these discretionary grants may still be an option where other funds are not available.

**8.3.3** Many monuments were in the past fenced off from the surrounding arable fields, but with limited provision made for fence maintenance or replacement. If cattle break into ill-maintained enclosures, they can not only injure themselves but in the process can cause further damage to the fences and monuments.

## 8.4 Agricultural practices

*Issue 16: Agricultural practices within the WHS – balancing the needs of farmers with those of the historic environment*

**8.4.1** On some National Trust land, there are agreements which restrict livestock numbers, ploughing depths and fertiliser application and sprays. Such restrictions also apply to some other areas which are the subject of agri-environmental funding schemes, which farmers can enter on a voluntary basis (see 5.1.1). Elsewhere, they are not required to distinguish between land

within and outside the WHS. Visible archaeological features are generally not cultivated, but those which are not obvious on the surface are cultivated in the same manner as the rest of the farm.

**8.4.2** Over recent years it has been recognised that there are a number of non-agricultural benefits of increasing the extent of permanent pasture for the character of the WHS. These include:

- a consistency with archaeological evidence that the heart of the WHS would have been pastoral in the period contemporary with Stonehenge’s use and therefore its restoration in this area offers an appropriate land cover in historical terms;
- a reduction in the potential damage caused to known and unknown archaeological remains by ploughing;
- the replacement of tall arable crops which tend to obscure more subtle earthworks and barrows, thus hindering interpretation;
- the facilitation, subject to stock control, of greater public access and freedom of movement (e.g. permissive access is allowed throughout the National Trust’s pastures);
- the potential to enhance the WHS’s nature conservation value.
- The potential to enhance visual understanding of monuments invisible on the ground by, for instance, differential grass-cutting

**8.4.3** The vast majority of permanent grassland in the WHS occurs in and around the central area. Here the National Trust and private owners have successfully converted large areas of former arable land to permanent grassland, often with the support of agri-environmental grants.

**8.4.4** Many upstanding and uncultivated monuments are not otherwise managed and are viewed as obstacles to straightforward cultivations, resulting in added costs to farmers. They then become vulnerable to scrub growth which can ultimately cause root damage and attract burrowing animals. Fences around monuments can interfere with access for maintenance mowing. Some farmers do allow grazing stock into the enclosures for a few days under good ground conditions, in order to graze off the vegetation. Deer, rabbits and hares have relatively little impact on keeping scrub development down, though burrowing can cause problems on monuments.

**8.4.5** There are a number of agri-environmental schemes within the WHS which will expire during the lifetime of this Plan, including the remaining Countryside Stewardship Agreements and the English Heritage Management Agreements. Consideration needs to be given to what will happen to these areas of land – which contain important archaeological remains – once these schemes expire. All these schemes are voluntary, but it is hoped that farmers will be encouraged to continue to farm their land in an environmentally sensitive way if finances allow and where possible assisted by funding from new agri-environmental schemes. It needs to be recognised that farmers must be able to make a living and not be financially disadvantaged by the existence of the WHS. There may be a need in the future to renegotiate special agri-environmental schemes across the whole WHS if commodity prices rise.

**8.4.6** The Environmental Stewardship scheme was launched nationally by Defra in 2005, replacing the earlier Countryside Stewardship Scheme. Environmental Stewardship is a voluntary scheme which aims to tackle countryside environmental issues. The objectives of the scheme are: wildlife conservation, maintenance and enhancement of landscape quality and character, resource protection, protection of the historic environment and promotion of public access and understanding of the countryside. The Entry Level Scheme is open to all, and can provide protection to archaeological sites through, for example, minimal cultivation over plough-damaged areas. Stonehenge and Avebury are one of the target areas for Higher Level Stewardship and there has been take-up under this scheme. It will be necessary for statutory agencies to continue to work closely with Defra and Natural England to ensure that agri-environmental schemes continue to be targeted effectively for the conservation of the World Heritage Site.

## 8.5 Conservation of other parts of the historic environment

### *Issue 17: The conservation of designated elements of the historic environment*

**8.5.1** There are a number of other notable historic assets within the WHS which – although not attributes of the Site's OUV – also require conservation. Many of these – including most of the listed buildings – are in private ownership and it is in the owner's interest to keep them well-maintained, although grants may be available from the local planning authorities and English Heritage for the most urgent and important of repairs. Many parts of the historic environment in the WHS are in a good state of repair or under good

management. However, there are a number of assets which are in need of repair within the WHS. There are two Grade II\* sites on the English Heritage Buildings at Risk Register 2008: the Baluster Bridge and Gate Piers, and Gays Cave and Diamond, both in Amesbury Abbey. The local planning authority also has a register of Grade II buildings which need repair. Sometimes, the needs of various parts of the historic environment may be different. For example, as a general rule, it is not good practice to have trees within hillforts or on their ramparts because of the damage this may cause. However, the planting at Vespasian's Camp is an integral part of the historic Grade II\* park and garden of Amesbury Abbey, and has a historic value in its own right. Consideration needs to be given to identifying historic assets within the WHS in need of repair or change, agreeing programmes of work, and then setting them in hand.



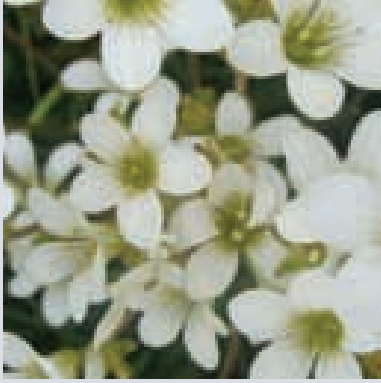
*Plan of Vespasian's Camp by Sir Richard Colt Hoare*

## 8.6 Nature conservation

### *Issue 18: The enhancement of the nature conservation values of the WHS*

#### *Chalk Grassland*

**8.6.1** The WHS is important as a potential stepping stone between Salisbury Plain SAC, Parsonage Down SSSI/SAC/NNR and Porton Down SAC/SSSI, which are all key chalk grassland sites and stone-curlew hotspots. The diversity and national importance of surviving areas of unimproved chalk grassland both in areas around the WHS and, at a much smaller scale, on barrows and steeper slopes within the WHS, point to the opportunity that exists for downland re-creation. The typical chalk grassland sward is diverse and species-rich with a mixture of grasses and herbs. The characteristic downland herb-rich flora can support a huge variety of fauna, especially butterflies and other insects, and birds.



Meadow Saxifrage on Stonehenge Down



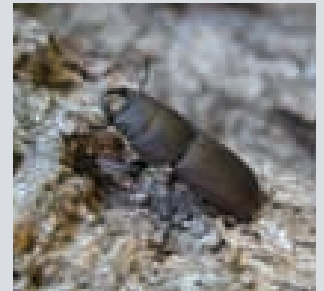
Clustered Bellflower at Coneybury



Sainfoin at Seven Barrows Field



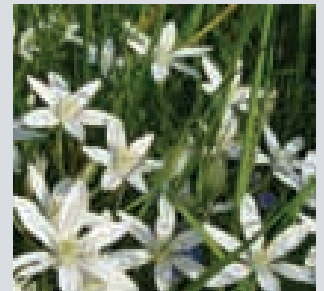
Red Headed Cardinal Beetle at King Barrows



Lesser Stag Beetle



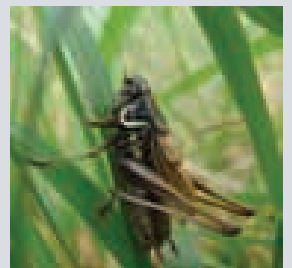
Coneybury chalk grassland flora



Star of Bethlehem



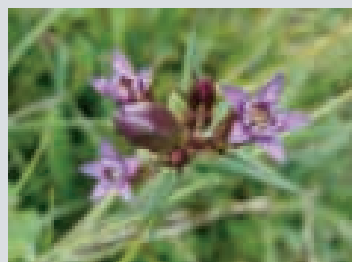
Wasp Spider on King Barrow Ridge



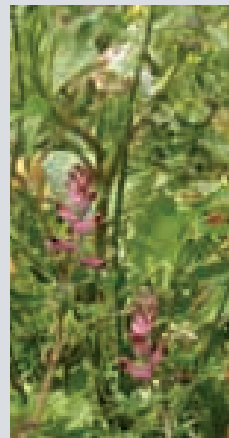
Roesel's Bush Cricket



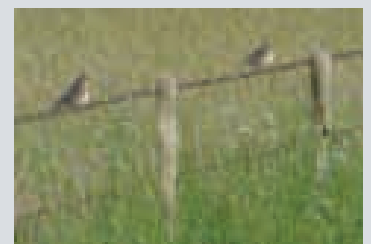
Six Spot Burnet at Seven Barrows Field



Autumn Gentian



Arable Weeds

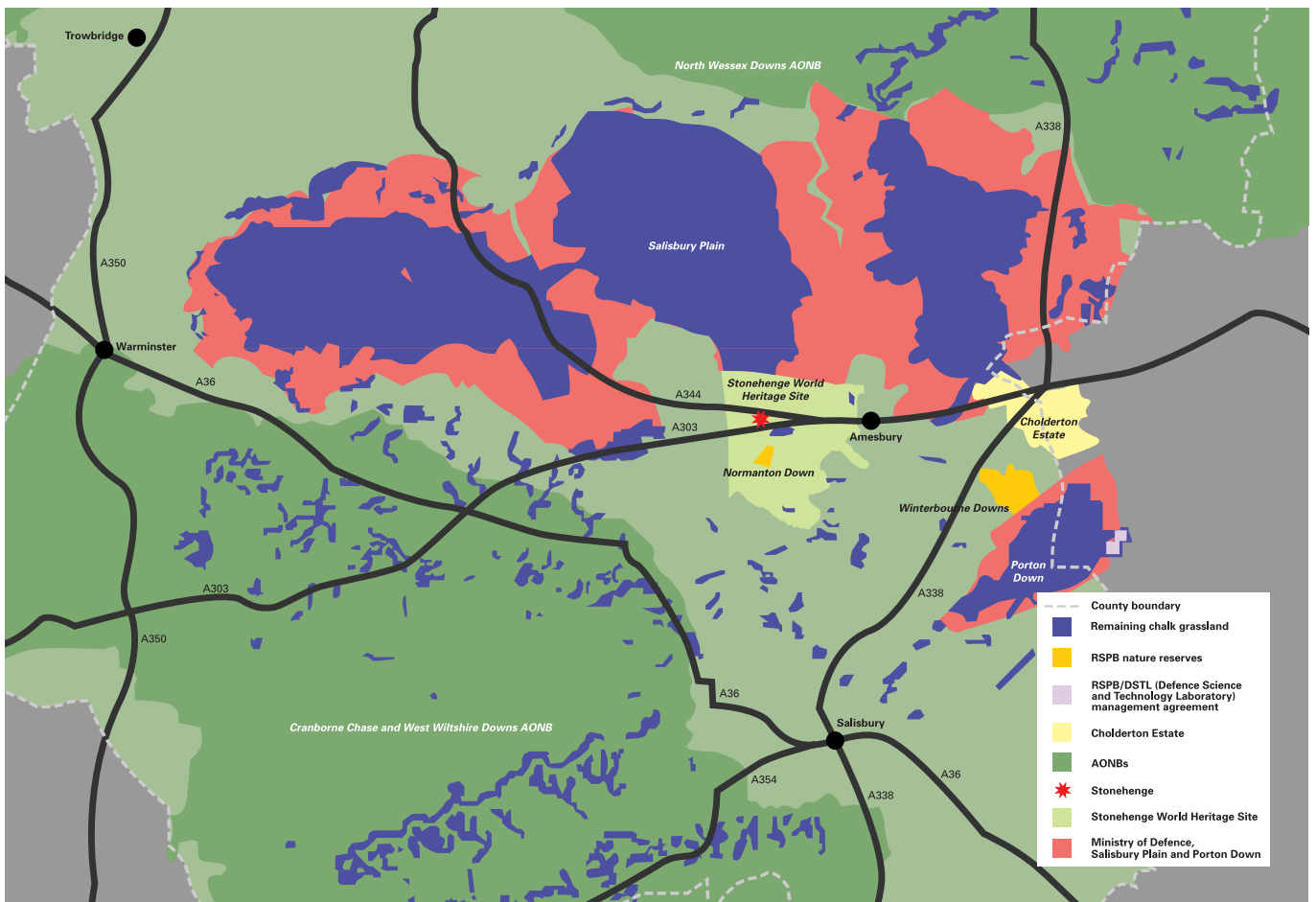


Corn Buntings at Seven Barrows Field

**8.6.2** These areas are not only important for the high quality chalk grassland they contain but also as a possible source of seed for chalk grassland (re)creation and the enhancement of existing permanent pasture in the future. By buffering and linking the surviving fragments of chalk grassland habitat and extending the areas of recreated chalk grassland, the nature conservation value of the WHS as a whole could be enhanced. Changes in grazing management on existing grassland can also enhance the structure and value for birds and invertebrates. Since the last Plan was published, much progress on this has been made and there are now an additional 520 hectares of the WHS under pasture than was the case in 2000. It is however important to maintain a mosaic of different habitats within the WHS, including arable land, in order to maximise its biodiversity.

**8.6.4** The local Wiltshire BAP also highlights the value of this habitat in Wiltshire and lists actions and targets to help maintain, enhance and extend this habitat. Partnerships and landscape scale restoration projects such as the Stonehenge WHS example are cited as objectives. The BAP was reviewed in 2007 and the new BAP has now been published. Other key BAP habitats particularly relevant to the WHS are farmland ( e.g. farmland birds, mammals such as brown hare and arable plants), wetland birds and rivers (River Avon and Till SSSI/SAC and catchment and watermeadows).

**8.6.5** Arable land is valuable as a habitat for specialist wildlife such as farmland birds, arable plants, hares etc. Therefore it should be an aim to balance the needs of the archaeology, habitats for rare flora, and the



Map of chalk grassland and RSPB nature reserves in Wiltshire

**8.6.3** The objectives set out in the former English Nature's South Wessex Downs Natural Area Profile, within which the WHS lies, identify chalk grassland and associated habitats, together with low fertility arable land and river corridors, as key habitats with scope for re-creation and restoration. This is in line with the UK Biodiversity Action Plan (BAP), which includes a Chalk Grassland Habitat Action Plan.

opportunities for farmland birds, for example, by providing wild bird food cover, grass margins, and fallow plots when looking at strategic locations of reversion. It is important to retain the mosaic of different types of land use.

**8.6.6** Farmland birds are particularly important due to their decline nationally over the past 50 years. There is a government target aiming at delivery of increasing farmland bird populations by 2013. Species include stone-curlew, corn bunting, skylarks, wintering golden plover, etc. A survey of breeding birds was carried out in 2005 funded by Defra and RSPB which will enable us to monitor change. The River Avon, in part the boundary of WHS, and its adjacent water meadows, some of which are also SSSI for their wet grassland and diverse plant communities, are also of value for waders/wildfowl and European species such as Desmoulin's whorl snail. This is in addition to the historic landscape value of the meadows and importance of the river in Stonehenge landscape development.

**8.6.7** Natural England acknowledge that it is impossible to re-create rapidly habitats that have evolved over centuries, but notes that restoration schemes for habitats such as chalk grassland can be valuable in buffering and linking existing habitats, and for reducing fragmentation.

### *Arable reversion and extending the areas of permanent grassland*

**8.6.8** The Countryside Stewardship Scheme has encouraged farmers to protect archaeology and encourage wildlife and landscape. Some areas have been reseeded with a species-rich calcareous grass and wildflower seed mix where soil nutrient levels were suitable. In others, the existing grass leys have been oversown with wild flowers. Overall the schemes aim to establish species-rich semi-natural grassland and protect historic monuments and their landscape setting.

**8.6.9** Management involves extensive grazing with no fertiliser or herbicide use (except where necessary for weed control). Grazing times and duration are managed to provide a variety of sward lengths and structure, to take account of bird species and to encourage flowering plants. This depends on the species present and whether the sward has been botanically enhanced or whether it is currently grass-dominated semi-improved or improved grassland. There are opportunities to enhance the nature conservation of the more fertile fields over time, through the introduction of suitable plants; alternatively they can be managed to provide structurally diverse grassland for insects and birds. The re-created grasslands and enhanced semi-improved grasslands will take years to develop into diverse flower-rich grassland.



Andy Hay © rspb-images.com

*Lapwing*

**8.6.10** However, there are some areas which already show great promise: parts of the National Trust land have been seeded with chalk grassland seeds harvested from the Salisbury Plain Training Area and now show greatly increased biodiversity for both flora and fauna. Other areas such as the new Royal Society for the Protection of Birds (RSPB) reserve on Normanton Down are also developing highly diverse ecosystems, including insects, birds and chalk grassland species. There have been notable successes during the last few years in breeding the rare stone-curlew.

**8.6.11** Since the last Plan, there have been significant improvements to the funding rates available for agri-environment schemes. Unlike the situation in 2000, some farmers have now entered into such schemes for arable reversion, as they can be offered a realistic and long-term economic alternative to arable. This is because Defra increased the rate of Countryside Stewardship special project funding for arable reversion within the Stonehenge and Avebury WHS, largely as a result of the recommendations of their respective WHS management plans.

**8.6.12** With the new Environmental Stewardship scheme, there are more options for protection of historic landscape and for higher payment rates for all areas and not just those within the WHS. However recent changes in agricultural economics linked to wider world issues have made these payments less financially attractive so that it could be potentially more difficult to attract people to join the schemes. There are also issues concerning increased costs and lower profitability of the stock needed to graze the reversion areas. In recognition of this issue and the potential impact on measures for bird conservation and reversion targets, a review of ES arable option payment rates is being undertaken in preparation for the major review of the scheme in 2010.

**8.6.13** Extending permanent grassland has objectives other than for nature conservation, including amenity, archaeological conservation and landscape benefits.

## **8.7 Climate Change**

### *Issue 19: The effects of climate change on the WHS*

**8.7.1** Damaging climate change, driven by greenhouse gases, is now widely recognised as a defining issue of our times. The historic environment is not immune from the impacts of climate change. Shifts in temperature, storminess and flood risk could all take their toll of historic sites and places. The United Kingdom is projected to get warmer, our winters will continue to get milder and wetter, and some weather extremes are projected to become more common including heavier precipitation in winter (Conservation Bulletin 52, Spring 2008, *passim*).

**8.7.2** The UNESCO World Heritage Committee has been considering the likely impact of climate change on World Heritage Sites and has published a strategy for tackling this issue (Climate Change and World Heritage, World Heritage Occasional Paper 22, Paris, 2007). The Committee has requested new and existing World Heritage Sites to integrate climate change issues into new and revised management plans (as appropriate) including risk preparedness, adaptive design and management planning.

**8.7.3** Within the WHS, increased severe weather events could lead to greater wind damage to structures and to trees, thus having an effect on the character of the landscape and possibly on buried archaeology beneath or close to trees. While Stonehenge itself should be safe following all the works carried out in the 20th century, proactive work could be necessary in some woodland, as has already happened with the removal of trees from barrows on the King Barrow Ridge. Severe weather events could also increase the risk of flooding, particularly along the Avon valley.

**8.7.4** Changes in rainfall patterns and increasing temperature may already be affecting the range of vegetation and bird and animal species found in the WHS and thus its values for nature conservation. For example, it is already considered that the warmer winters have allowed larger numbers of badger cubs to survive with the consequent problems that has for the WHS. Changing moisture levels in the ground could affect the survival of archaeological deposits. Changing patterns of weather could also have significant effects on agricultural use of the WHS.

**8.7.5** At first sight the likely impact of climate change on the attributes of OUV does not appear dramatic, but there could be significant changes to the character of the landscape. It will be necessary therefore over the next Plan period to analyse the risks to the Stonehenge WHS of climate change and to develop appropriate adaptation strategies to minimise its effects.

## **8.8 Risk Management and counter-disaster preparedness**

### *Issue 20: Counter-disaster preparedness in the WHS*

**8.8.1** The UNESCO World Heritage Committee has also asked for Management Plans to consider the risk of potential disasters and how these might be countered. They have placed great emphasis on the need for preparedness and forward planning and have published guidance on the matter (Herb Stovel Risk Preparedness: a Management Manual for World Cultural Heritage, ICCROM, Rome 1998). UK Government policy generally is placing more emphasis on the need for society as a whole to be prepared to deal with severe emergencies.

**8.8.2** Within this part of the WHS, the biggest risk of disaster in the past has probably been damage to Stonehenge itself. The work carried out to the Stones during the 20th century should have minimised the risk of storm damage. There is still the potential for them, because of their iconic status, to be the target of vandalism or malicious damage and adequate security remains necessary.

**8.8.3** More work needs to be done to identify potential risks to the WHS as a whole, although some emergency plans are already in place with regard to the Stones. Some have been identified in the previous section. Others could include accidents involving traffic or low-flying aircraft, or possible ammunition explosions at the ammunition compound in the north of the WHS. During the plan period, a priority should be to extend this work and to develop appropriate emergency plans.





1919 © English Heritage NMR P50461

*Dangerously unstable stones were straightened and some uprights were set in concrete early in the twentieth century*



1919 © English Heritage NMRP50325

*Stabilisation work at Stonehenge in 1919*

## 9.0 VISITOR, TOURISM AND EDUCATION ISSUES

### 9.1 Sustainable tourism

#### *Issue 21: Sustainable tourism*

9.1.1 A widely held definition of sustainability is the one presented at the 1987 World Commission on Environment and Development and in a report of that Commission entitled “Our Common Future”. This states that sustainability can be defined as:

“development that meets the needs of the present without compromising the ability of future generations to meet their own needs”

Additionally and of relevance to the visitor and traffic issues at Stonehenge, is the EU’s Sixth Environment Action Programme. This extends the definition of sustainability to include the need for modifying society’s attitudes towards the environment, and changing patterns of consumption and behaviours towards the environment. It also confirms that sustainability is only achievable through the participation of all stakeholders, thus implying the need for co-operation, partnership, and interaction and involvement in decision-making.

9.1.2 Successful management of public access and tourism at Stonehenge WHS will depend on an integrated monitoring programme, that can identify where visitor pressure may be damaging archaeology, ecology or the landscape, and then tackling these problems with a successful programme of actions. The opportunity to provide new visitor facilities must be taken to ensure that Stonehenge becomes a more sustainable tourist attraction.

#### *Issue 22: Stonehenge, Tourism and the Local Community*

9.1.3 Stonehenge, with more than 900,000 visitors in 2007, has long been one of the top 20 major paid attractions at a national level. Alongside Salisbury Cathedral (over 600,000 visitors a year), the stone circle is one of the main reasons for visiting Salisbury District. The 1998 Salisbury Visitor Survey indicated that 27% of respondents had visited or intended to visit Stonehenge during their visit.



Tony Rumsey © English Heritage NMR

*Salisbury Cathedral attracts over 600,000 visitors per year*

**9.1.4** In 2003, 3,357,000 day trips and 1.3 million overnight stays were made to Salisbury and south Wiltshire (South West Tourism, 2003, Economic impact of tourism in Salisbury), generating £146 millions in tourism expenditure. It is estimated that 4,300 jobs are directly and indirectly sustained by tourism in the District.

**9.1.5** Stonehenge appeals to many different groups and is a popular destination for coach tours. Approximately one third of paying visitors travel to Stonehenge as part of a group.

**9.1.6** A large proportion of those use the existing car park and facilities, in their journeys. Each year, up to a million people, particularly those travelling along the A303 to and from the South West, use Stonehenge only as a brief refreshment and convenience break. English Heritage estimate that 250,000 view the stone circle from the verge of the A344 without payment annually.

**9.1.7** There is a need to balance the wider economic and employment benefits of tourism in the WHS with adverse impacts, both on the WHS and the local community. A balanced tourism strategy for the WHS should include:

- enhancing the quality of the historic environment;
- enhancing the quality of the visitor experience;
- managing the number of visitors;
- providing a net benefit to the local community and economy;
- collaborating with, and complementing, rather than competing with, other attractions in the region;
- ensuring maximum and coordinated use of public transport to get to and from the WHS;
- ensuring adequate transport infrastructure to assist the tourist trade and tour operators in accessing the WHS and the wider area.

**9.1.8** Balancing these issues needs to be a primary objective for the Management Plan. The Plan should embrace the following principles of sustainable tourism:

- conserving the WHS and its archaeology for future generations, and protecting the WHS against the effects of visitor pressure;
- subject to the primary need of conserving the WHS, accommodating the demands of the many different user groups and organisations with an interest in Stonehenge;
- providing access and information for visitors, enabling them to enjoy the WHS and learn from it. However, this will need to be carefully managed in order to reduce impacts and maintain the quality of the visitor experience;
- identifying and reducing the impacts of non-sustainable tourism activities (e.g. over-crowding, vehicular congestion, wear and tear around key monuments and inappropriate visitor-related development in sensitive locations);
- recognising tourism as a positive activity with the potential to benefit the community, the Site and the visitor.

**9.1.9** Stonehenge is a working landscape. Villages in the Woodford Valley, the Army and civilian housing at Larkhill, and settlements such as Shrewton, Bulford, Amesbury and Durrington on the edge of the WHS, and the farms in the Site are living communities and are key stakeholders in the future of the WHS. Their needs and concerns therefore need to be fully reflected in the implementation of the Plan's primary

objectives to sustain the OUV of the Site to ensure protection, conservation, and presentation of the WHS for present and future generations, and to improve its visitor management.

**9.1.10** At present, the surrounding settlements do not benefit significantly from tourism at Stonehenge. Stonehenge attracts a high percentage of day visitors and groups who are just passing through; indeed the majority of visitors only stay at Stonehenge for an average of 45 minutes. Although these visitors may spend money in the visitor centre, they do not tend to bring much benefit to the area as a whole. An important issue therefore, is how to maximise the opportunities and spread the economic benefits of visitors to Stonehenge more widely within the locality. This should involve all private sector businesses and tourist organisation partners working together in line with the aims of initiatives such as the South Wiltshire Economic Strategy and the Amesbury Vision. Types of tourism which are inherently more sustainable should be encouraged, including linking the WHS with other attractions such as public access downland and the Avon valley.



*Amesbury from South Mill*

Peter Goodhugh 2008 © Peter Goodhugh

**9.1.11** Visitors should be encouraged to visit other heritage sites and museums in the area and to link their trips to the neighbouring settlements. As Britain's most visited archaeological site, Stonehenge has the potential to benefit the local community, by generating business and employment through tourist spending on local accommodation, restaurants, shops and amenities.

**9.1.12** Settlements closest to Stonehenge tend to be heavily reliant on defence and (to a much smaller extent) agriculture. It is for this reason that the draft Local Development Framework promotes new and diversified employment opportunities in the vicinity

of local settlements so as to improve economic activity and reduce the potential impacts of this current vulnerability.

**9.1.13** Potential economic development impacts of improvements in the management of the WHS are likely to arise in at least two key ways:

- first, the visitor profile is likely to change and there may be some increase in visitor numbers;
- second, if the visitor facilities are substantially improved, both the average time spent at Stonehenge and expenditure at the visitor centre may well increase. The increased visit time could also offer opportunities to increase spending in the area although this is much more difficult to estimate.

**9.1.14** The direct and indirect effects of the WHS site and any new visitor centre operations could therefore generate additional employment opportunities in local settlements.

**9.1.15** For the benefits of this to be realised, the attractions of local settlements would have to be positively conveyed to visitors in a highly effective manner via the context of new visitor centre facilities and site management arrangements. It would also be necessary to examine in some detail the physical links between local settlements and a new visitor centre, since even fairly small differences in real (or perceived) distances between the core destination and a possible extension to a trip could have a substantial deterrent effect. Conversely, the spin-off benefits to other businesses may be significant if there are good links between a new visitor centre and neighbouring settlements to encourage use of local facilities by visitors. A well-promoted cycle network between locations in and around the WHS might assist the flow of greater economic benefit to local communities.

**9.1.16** Informed by the WHS Management Plan, the formulation of a comprehensive Tourism Development Plan for the WHS and surrounding area should be undertaken to address fully the promotion and marketing needs of the area in an integrated manner.

## 9.2 Public access

*Issue 23: Public access to, and awareness of, the whole WHS*

### See Map 4 – Access

**9.2.1** The Stonehenge WHS is recognised as being of international importance for its complex of outstanding prehistoric monuments. The survival of large numbers of both visible archaeological monuments and buried sites concentrated within the 2,600 hectares of chalk downland has resulted in a landscape without parallel, preserving evidence of a long history from prehistoric times of human interaction with the environment.

**9.2.2** However, the landscape of the WHS is not purely Neolithic and Bronze Age in nature, but bears the imprint of many successive centuries of human settlement and cultural activity. The un-watered, marginal nature of the Downs means that activity here has been less intensive than in the river valleys (a factor which is directly reflected in the survival of prehistoric archaeological remains), but there are other traces of human activity in the WHS landscape. Although often of historic and cultural importance in their own right, these are frequently overlooked by visitors to the WHS (although many are not accessible). Examples include:

- Iron Age activity as evidenced by the remains of the hillfort known as “Vespasian’s Camp”
- Roman activity on Rox Hill, towards Oatlands Hill, near Durrington Walls and around the Cuckoo Stone;
- Saxon activity at Amesbury and in and around Countess Farm;
- medieval and post-medieval activity, currently known mainly in the east of the WHS along the Avon valley, including historic villages, manor sites and their estates, and water meadows;
- military activity, including existing buildings and structures within Larkhill Camp. Many former military structures now only remain as below-ground deposits, such as the Stonehenge Aerodrome, just to the north of Normanton Gorse, and the Larkhill Aerodrome on Fargo Road, which was probably the earliest military airfield in the world and was the site of the first military plane trials and airborne radio transmissions;

- monumental associations with military history such as ‘Airman’s Corner’;
- the remains of military railways, some of which followed a circuitous route from the former airfield north, through Fargo Plantation, east towards the Avon Valley;
- the 17th Century carriageway constructed between the A344 and the Cursus (and which bisects the Stonehenge Avenue) and the 18th century origins of the current A303 route;
- the remains of parks and gardens associated with important buildings, and in particular plantations claimed to have been established in commemoration of famous people or events such as the ‘Nile Clumps’;
- farm and other woodlands that have become landmarks and part of the modern landscape.

**9.2.3** Current public awareness of and access to heritage assets in the wider WHS landscape is generally low, particularly in the south of the Site and the Avon Valley (see Map 4). Attention is currently firmly focused on the Stones themselves, with little appreciation of the surrounding archaeological landscape. This concentration is due to a number of factors. These include:

- the direct vehicular access to Stonehenge provided by the A303 and the A344;
- the location of the car park and visitor facilities immediately adjacent to the Stones;
- the restraints on physical access imposed by fast-moving traffic on the A344 and especially the A303, where there are no pedestrian or cycle crossing points;
- the seemingly less significant and less dramatic nature of other archaeological components;
- the constraints imposed by the current pattern of land ownership and public access opportunities on foot, particularly to the south of the Site;
- there is currently no indication to road users that they are travelling through a WHS.

9.2.4 The need to estimate and control acceptable levels of visitor numbers throughout the WHS is an important principle for the Plan. This would need to be based on the carrying capacity of the areas concerned, as derived from detailed assessments of the landscape, archaeological and ecological sensitivity.

9.2.5 A more extensive hierarchy of waymarked paths to suit different visitor needs and those of local users would provide better access to the WHS as a whole. This should build on existing walks created by the National Trust on its land. The overall aim of providing flexibility of movement within the WHS could in part be addressed by proposals for new visitor facilities. Visitors should be given the chance to enjoy different experiences, whether it is simply a brief visit to a new visitor centre, or walking to Stonehenge and around the wider area. One way of increasing access to and within the Site might be an 'explorebus' service which could drop off and pick up tourists at the visitor centre, in local settlements and at various other points .



James O Davies 2008 © English Heritage DSC8225

Visitors walking to the Cursus barrows

9.2.6 The A344/A303 junction and the A344 from there to the current car park should be closed. On the remainder of the A344 from Airman's Corner, and subject to the position of any new visitor facilities, and on the Byways, motorised traffic, other than emergency, operational and agricultural vehicles, should be excluded, and visitors should be encouraged to walk between a drop-off point/ visitor facilities and the Stones. The old, disabled and very young may, however, require motorised assistance.

9.2.7 The objective of increased public access will, however, have to be balanced with the need to maintain working agricultural land, to protect archaeological sites and to create nature conservation sites. Increased recognition of the importance of the whole WHS will require an integrated approach that blends sound archaeological and land management with high quality visitor interpretation and access information. Improved access is only possible with the agreement of the landowners.

### 9.3 Visitor Management

#### Issue 24: The management of visitors in the wider WHS

9.3.1 As well as visiting the Stones, tourists may also visit the National Trust "open access" land, or walk along the byways and bridleways within the WHS. Section 9.2, above, explains why it is desirable to allow access to other sites and monuments within the WHS. However, the needs of landowners, land managers, farmers and sensitive wildlife have also to be set against the access needs of visitors.



Isabelle Becht 2004 © English Heritage

UNESCO's Director General Koïchiro Matsuura looking at the new National Trust information panels

**9.3.2** While there may often be a strong visual case for removing fences within the WHS, this is frequently impractical. For example, limiting the amount of fencing on open access land can create significant problems for livestock management and the efficient production of hay and silage. The National Trust has, however, removed 11 kms of fencing in recent years and reports few major problems in managing the existing 40 to 55 hectare blocks. Any large-scale move to rotational grazing could consider the use of temporary electric fencing as used on Salisbury Plain, although this may not be desirable in areas where there are large numbers of visitors or vulnerable archaeological remains.

**Issue 25: The management of visitors at Stonehenge**

**9.3.3** Stonehenge has long been a popular visitor attraction and attracted 900,000 visitors in 2007. The triangle of land at Stonehenge between the A303, A344 and Byway 12 is managed by English Heritage, with staff based on site and at offices in Salisbury. As long ago as the 1970s, the numbers and behaviour of visitors to Stonehenge raised concerns. The physical environment at the Stones proved unable to withstand pressure from such large numbers of visitors, with the result that strict visitor management measures were introduced in the late 1970s, such as roping off the Stones and provision in some areas of a hardened path (on the line of formerly disturbed land). A low-level and reversible “bridge” was placed above the fragile earthworks of the Avenue, in order to protect them and allow a circular walk around the monument. These arrangements have made it possible to return the centre of Stonehenge to grass.



*The effects of increasing visitor numbers: a muddy track around Stonehenge in the 80's*

Alan Cathersides 1985 © English Heritage

**9.3.4** A well-researched grass management regime is in place in areas where there is no hard-standing. Visitors are allowed to walk within roped areas, which are relocated by staff according to when erosion looks to be likely to happen (Cathersides, 2001). In this way, the 900,000 annual visitors to the site do not have an adverse impact on the grass around the Stones.



Alan Cathersides 1985 © English Heritage

*A new grass management regime was put in place in 1995 allowing 900,000 visitors a year to walk on grass around Stonehenge without erosion*

**9.3.5** English Heritage now operates a Stone Circle Access scheme, which allows a limited number of visitors to enter the stone circle before and after the monument is open to the general public. This type of visit, which must be booked in advance, allows visitors to get closer to the Stones than is possible during normal visiting hours.



Alan Cathersides 1985 © English Heritage

*Walkway across the Avenue put in place in 1995 to reduce wear and tear on the monument*

**9.3.6** Access to the Stones, and the carrying capacity of the immediately surrounding ground, will remain key issues as long as visitor numbers are high. The desire of visitors to get physical access to the centre of the Stones has to be balanced against the conservation needs of the monument, and additionally raises issues

of security and control. Climbing on the Stones, and even touching them may have serious implications for their long-term preservation. This applies in particular to their ancient carvings which have not yet been fully studied, and their important colonies of fragile lichen. Visitor access will need to continue to be carefully and intensively managed in the immediate area around the Stones. Remote or virtual access to the centre of the Stones is highly desirable if physical access is not available.

**9.3.7** Visitor pressure is compounded by the highly seasonal nature of tourism at Stonehenge, together with peaks created by the influx of visitors at certain times of the year, mainly at the summer and winter solstices and equinoxes. The growth in visitor numbers has also led to increasing demand between different user groups who seek access to the Stones for different purposes.

**9.3.8** In particular, there is a large demand for car parking which can overflow onto the adjacent Byway 12. Areas of Byway 12 and the overflow car park suffer from erosion caused by traffic.



Peter Carson 2006 © English Heritage

*When the car park is full at Stonehenge people have no other choice but to park on Byway 12 – photo taken on 2 January 2006*

**9.3.9** It is essential that future visitor management do not adversely affect the special qualities of the WHS or of Stonehenge itself, including its mystical appeal, which,

for many people, lies at the root of its attraction. This is undermined by existing access arrangements and proximity to the road network. The key issue is ensuring that in the long-term, the style, nature and quality of visitor management at the Stones is appropriate for Stonehenge, given its status as a WHS, and its vulnerability to erosion. A comprehensive assessment of visitor numbers, profile and behaviour needs to continue to be made on a regular basis in order to allow for informed management.

## 9.4 Solstice management

**Issue 26: The need to manage carefully the summer solstice and other pagan festivals to allow a reasonable level of access whilst ensuring that the conservation needs of the Stones and other monuments are met**

**9.4.1** Visitors to the Stones generally cause few problems to farmers and landowners. However, this has not always been the case. In the 1980s, mass summer solstice gatherings were banned by the authorities. Many pagan and druid groups felt their rights to worship were being violated as they were prevented from entering the monument at this time, and subsequently they took the issue to the Courts.

**9.4.2** Since 2000, there has been significant progress in providing access for the summer and winter solstices and the equinoxes. English Heritage, working in partnership with pagan and community groups, Wiltshire Constabulary and other County emergency services, Wiltshire County Council Highways Department and other agencies and interested groups, now opens the monument free of charge at the summer solstice to all who wish to visit. Strict rules of entry are agreed by the interested groups in advance to ensure a safe and enjoyable environment, and to promote an attitude of respect for the monument and other attendees. Each year a temporary car park is set up in the western part of the WHS, 1 km from the stone circle, but attendees are increasingly encouraged to make use of the public transport arrangements that have been developed since 2004. As many as 30,000 people now visit the Stones to celebrate and enjoy the summer solstice. The management of the summer solstice and other seasonal gatherings is now greatly improved and all recent periods of access have passed off peacefully. However, the planning, organising and operating of such events is a significant financial cost for English Heritage and others, while development and management work continues throughout the year. Visitor numbers, the traffic implications, the implications for the spill-over to the Avebury WHS,

and the behaviour of visitors, will need to continue to be closely monitored by the relevant authorities.



Rachel Foster 2005 © English Heritage

*Sunrise by the heelstone at summer solstice*

## 9.5 Physical impacts on the Site

### *Issue 27: Visitors can cause erosion and other problems*

**9.5.1** If not carefully managed, large numbers of visitors can cause problems to fragile archaeological remains both above and below ground. Compared with Avebury, relatively few monuments at Stonehenge are at present suffering from visitor erosion. Visitor numbers at the Stones themselves are carefully managed (see section 9.3 above), but if more visitors are dispersed around the WHS, then the condition of monuments will need to be regularly assessed to make sure that visitor erosion does not become a problem.

**9.5.2** As well as problems caused by footfall, visitors can damage archaeological sites in other ways, such as erosion of the carvings on the Stones, damage to signs, litter, and graffiti. These issues can pose a greater risk during the summer solstice. However, it is fair to say that, given the numbers of visitors, there has been remarkably little damage in recent years, and most of it very superficial, such as chalked graffiti which can be easily removed, or litter which is cleared away within hours. Happily, most visitors demonstrate considerable respect for the monument and act in a

very responsible manner. However, there is a continual low-level of litter, graffiti and damage at sites within the WHS which needs to be monitored and addressed, as it is at present.

## 9.6 Existing visitor facilities

### *Issue 28: The current visitor facilities are inadequate*

**9.6.1** The rapid growth in visitor numbers has highlighted the inadequacy of existing visitor facilities and infrastructure at Stonehenge. The current location of the visitor centre, adjacent to the Stones and in a highly sensitive area in archaeological and visual terms, has severely limited the ability of the operators, English Heritage, to expand and develop new facilities in line with the growth in visitor numbers. At many times of the year, the existing facilities are subject to severe overcrowding and congestion. Parking for cars and coaches is both inadequate and poorly designed. The proximity of the car park to the A303 and A344, means that it is often used not by visitors to the WHS, but rather as a convenient stop for toilets and light refreshments. To counter this there is a charge for car parking in the summer months, which may be refunded upon purchasing a ticket to visit Stonehenge.



James O Davies 2008 © English Heritage DSC8299

*Visitors queuing for tickets – August Bank Holiday weekend 2008*

**9.6.2** Catering, retail and interpretative facilities remain basic and the toilet facilities are limited. Overall, the existing facilities do not do justice to a WHS.

**9.6.3** Access to the Stones from the existing visitor centre car park is via an underpass, which creates a poor first impression even though it was built for the safety of visitors so they do not have to cross the A344. Most



visitors do not experience the dramatic views and approaches to Stonehenge which are possible from the wider landscape. Because the Stones are so close to the A344, some visitors pull up next to the monument and view Stonehenge from the roadside, or park on Byway 12, detracting from the visitor experience. This also leads to potential road safety hazards, as does the current vehicular entrance and exit arrangements to the Stonehenge car park.

## 9.7 The need for improved visitor facilities

### *Issue 29: The need for improved visitor facilities*

- 9.7.1 For many years it has been acknowledged that there is a need to remove the existing visitor facilities which have an adverse impact on the OUV of the Site, and to develop improved visitor facilities where they will not have an adverse impact on the WHS and its OUV. The current facilities, built in 1968, were described in 1993 by a Parliamentary Committee as a “national disgrace” and have been a matter of concern also to the UNESCO World Heritage Committee.
- 9.7.2 The location and nature of the current visitor facilities and the introduction that they afford to the Stones and the wider WHS is a key issue for the Plan. At present, few visitors fully appreciate that Stonehenge lies at the heart of a complex archaeological landscape that is rich in biodiversity with a high nature conservation value. There is a need to encourage visitors to discover less well-used areas within other parts of the WHS through sustainable means.
- 9.7.3 The Stones in themselves are visually striking, yet without an insight into their history, origin, and context, visitors cannot appreciate their full significance, nor that of the wider WHS.
- 9.7.4 There is a clear consensus that the Stonehenge WHS should be managed to the highest standards to provide for effective conservation with managed public access through appropriate interpretation, education and other visitor facilities. Any new visitor centre should be a focal point of access and information for the Stones themselves, for the rest of the WHS and for other visitor attractions in the region, thus spreading the benefits of tourism in the area.
- 9.7.5 Identifying new ways for different types of visitor (e.g. children, overseas visitors, school groups, disabled visitors, coach groups) to experience Stonehenge and the wider WHS is an important principle for future visitor management.

## 9.8 Interpretation, education and museums

### *Issue 30: There is a strong need to improve the interpretation of Stonehenge and the WHS*

- 9.8.1 The current facilities at Stonehenge are small and cramped and do not offer opportunities for fixed interpretation. Interpretation is provided at present only through the English Heritage guidebook (Richards 2005), which is currently available in five languages (English, French, Japanese, German and Spanish), the English Heritage Orientation leaflet which is available in eleven languages (English, French, German, Spanish, Japanese, Swedish, Russian, Italian, Mandarin, Dutch and Polish), and the on-site audio guide which is at present available in ten languages (English, French, German, Spanish, Japanese, Swedish, Russian, Italian, Mandarin and Dutch). The National Trust provides interpretation boards in the landscape. Guided tours of the stone circle and the WHS are available through prior booking, as are English Heritage and National Trust education visits. Off-site interpretation includes many books devoted to Stonehenge, many websites including those of key stakeholders, and important museum displays at Devizes and Salisbury. The National Trust and others also provide leaflets and other printed material on request. However, there are no formal interpretation facilities of either cultural or natural heritage within a dedicated building for visitors.



Christopher Young 2008 © English Heritage

*On site there is currently only the audio tour to explain the history of Stonehenge*

- 9.8.2** This is a grossly inadequate state of affairs for a site of such undoubted importance as the Stonehenge WHS. The Stones themselves are a global icon, yet without a greater insight into their history, origin and context, visitors cannot appreciate their full significance or their place in the landscape, or gain understanding of the ancient people who once lived in the area. Interpretation of the WHS landscape should be of the highest quality and enhance the visitor experience.
- 9.8.3** English Heritage, with the National Trust, prepared a detailed Interpretation and Learning Strategy for Stonehenge over the past few years, which includes a Vision for the Interpretation of the WHS agreed by both bodies in 2004. Further cooperation will strengthen the future development of the interpretation of Stonehenge and the WHS.
- 9.8.4** There are numerous possible methods of interpreting Stonehenge. The key issue is to decide which to use and how to achieve the optimum balance between on and off-site interpretation. The sensitivity of the WHS (and particularly the area around the Stones) will limit the opportunities for on-site interpretation, and consideration must be given to the visual and construction impacts of any new interpretative materials.
- 9.8.5** It will also be important to make sure that the type and level of interpretation caters for a wide range of different user groups with varying needs (e.g. children, overseas visitors, school groups, disabled visitors, coach groups).

**Issue 31: The Stonehenge WHS is used for education and life-long learning**

- 9.8.6** Stonehenge fulfils an important role in formal and informal education. Currently there is no single staff member whose job is solely involved in education needs in the Stonehenge area, except as a long-term volunteering opportunity within the National Trust. Both the National Trust and English Heritage are strongly committed to the development of further learning opportunities and for the better educational use of the historic environment in general, an example of which is a joint 'Discovery Visit' at Stonehenge (see <http://www.english-heritage.org.uk/server/show/nav.19488>). English Heritage has a specific Learning Plan for Stonehenge while the National Trust has a Learning Plan in development. The potential for the educational use of the Stonehenge WHS should be further developed in order to reinforce the conservation message. The value of educational resources embodied in a site such as Stonehenge should be considered

comprehensively in conjunction with similar sites such as Avebury and the rest of prehistoric Wessex, together with the museums at Devizes and Salisbury. There is scope for widening the role of education at Stonehenge, to reach new audiences and cover themes such as recent history, wildlife, World Heritage itself and business tourism (this latter theme is covered by another English Heritage 'Discovery Visit'). An English Heritage/Wessex Archaeology WHS education project was piloted at Stonehenge working with pupils from a local school, the result of which was the creation of a new QCA scheme of work on prehistory. In the spring term of 2005, the project was extended to Avebury and an on-line teachers' resource created. It is hoped that the education project can be continued and extended to include both primary and secondary schools across the county. Since 2005, the National Trust has worked with schools, colleges and youth clubs, mostly within the local area, to create a series of tailor-made free visits each year. Since 2007, the National Trust has been in partnership with a local school on a continuing project through the Trust's Guardianship scheme, which aims to encourage a sense of custodianship through lessons based around local, cultural and natural heritage.



**Stonehenge Educational visit by Larkhill School**

- 9.8.7** Volunteering in the WHS involves mostly Wiltshire residents including people from the local communities. The National Trust offers a range of part-time and occasional volunteering opportunities, most of which are learning (e.g. landscape guiding, education group leading, researching) or conservation roles (e.g. carrying out practical conservation, wildlife or archaeological surveys). Working alongside National Trust property staff, there are also three full-time volunteering placements, dealing with learning and interpretation, youth and community, and conservation. Many of the Trust's engagement projects are planned and managed entirely by volunteers. In 2007, 60 volunteers worked a total of

Nigel Corrie 2006 © English Heritage Photo Library N060193

5,775 hours in the Stonehenge landscape. Potential exists to develop many further volunteering opportunities in the WHS.

### **Issue 32: Museum and archive arrangements for the WHS**

**9.8.8** There are two museums, the Salisbury and South Wiltshire Museum (SSWM) at Salisbury, and the Wiltshire Heritage Museum (WHM) at Devizes, which curate and display unique and important collections of archaeological material relating to the Stonehenge WHS. The Wiltshire Heritage Museum also curates and displays material from Avebury. At the moment, these museums are the only places locally where visitors can see permanent exhibitions and important archaeological finds and documents relating to Stonehenge and other monuments and sites in the WHS. The two museums regularly host temporary exhibitions and events on Stonehenge themes, and are intellectual gateways to the Site. Both are situated about 16kms from Stonehenge itself. The other part of the WHS at Avebury has its own on-site museum and documentary archive, where there are interpretation facilities and archaeological displays. New visitor facilities should include exhibition space.

### **Issue 33: The presentation, interpretation and visibility of archaeological monuments and sites**

**9.8.9** There are opportunities to enhance the visibility of buried archaeological sites in the wider WHS landscape to improve visitor appreciation. For example, 'earthwork enhancement' through selective mowing and/or grazing could be used to emphasise the ceremonial route to the Stones of The Avenue where it exists below ground or is not clear, and to define the location of other important sites, such as the Lesser Cursus, for which the surviving surface evidence is minimal or non-existent.

## **10.0 ROADS AND TRAFFIC**

### **10.1 Highways network and usage**

#### **Issue 34: Roads and traffic have an adverse effect on the WHS**

**10.1.1** Roads and transport have long had major influences on the WHS which is traversed and surrounded by roads and byways, many of some antiquity. The A303 and A344 are highly visible routes that cut through the WHS landscape and adversely impact on the Stonehenge Avenue, the character of the Site as a whole, and on people's access to enjoyment of the Stones themselves and of the wider landscape. Their current routes presumably reflect Stonehenge's prominence as a landmark. The western boundary of the WHS is the A360 and part of the eastern boundary is formed by the A345 which also cuts

through the Durrington Walls Henge. The northern boundary of the site is the Packway which is the main access route to the army base at Larkhill. There is a minor road running south from Amesbury through the settlements in the Avon valley and also Ministry of Defence roads in the Larkhill area. In addition, there are historic byways running primarily north-south through the World Heritage Site as well as a number of public footpaths.

**10.1.2** Significant volumes of traffic pass through the WHS on the A303 trunk road as well as on the A344 and also along the other main roads bounding the Site to east and west. The settlements around the Site and down the Avon valley also generate traffic. Stonehenge itself generates traffic with c900,000 visitors to the Stones annually (and more who just stop at the car park but don't visit), most of whom come by car or by coach. In the future the volume of both commuter and leisure-related traffic is likely to continue to grow in line with national trends. The Management Plan should reflect the Government's integrated transport policy aims to reduce reliance on the private car and encourage alternative means of travel.



James O Davies 2008 © English Heritage DSC8068

**Traffic at a standstill on A303 – August Bank Holiday weekend 2008**

**10.1.3** Concerns about roads and traffic include:

- The impact on the WHS;
- Traffic congestion, particularly along the A303, but with knock-on effects on other routes in the area;
- Concerns of local residents that changes to traffic management within the WHS will cause additional traffic and congestion in the surrounding settlements;
- The need to manage visitor access to the WHS in the most sustainable way possible;

- Management of traffic and access on byways within the WHS;
- Road safety, especially at the junction of the A303 and A344, and also at Airman's Corner (also known as Airman's Cross).



James O Davies 2008 © English Heritage D5C8241

*Queues on the A344 to get in to the Stonehenge car park*

**10.1.4** The impact of traffic has long been a matter of concern and was raised by the World Heritage Committee in 1986 when the site was inscribed on the World Heritage List. The Committee then 'noted with satisfaction the assurances provided by the authorities of the United Kingdom that the closure of the road which crosses the avenue at Stonehenge (ie the A344) was receiving serious consideration as part of the overall plans for the future management of the site'.

**10.1.5** Proposals to improve the A303 go back over many years. The Amesbury bypass was built across the River Avon and up to King Barrow Ridge in the 1960s. There was then an intention to continue the dual carriageway westwards past Stonehenge, with the potential for a flyover at Countess Roundabout, which was not built. Around the same time the junctions between the A303 and A344 in Stonehenge Bottom and the A303 and A360 at Longbarrow Crossroads were improved.

**10.1.6** The most recent proposals to improve the stretch of the A303 past Stonehenge date back to the early 1990s when the process of initial route identification was started. Some 50 route options were considered as part of this exercise, including ones that sought to pass to the north or south of the World Heritage Site boundaries. A public consultation in 1993 failed to identify an acceptable route. In 1995, a widely attended Planning Conference explored options for improving the A303 between Amesbury and Berwick Down and resolved that any route for the improved

A303 should avoid the archaeologically and visually sensitive area known as the Stonehenge 'Bowl'.

**10.1.7** With support from English Heritage and the National Trust, the Highways Agency in 1998 began developing a scheme for putting the A303 in a tunnel under the central part of the World Heritage Site. The developed version of this scheme (the Published Scheme) proposed a bored tunnel 2.1km in length past Stonehenge with the remainder of the A303 in the World Heritage Site also dualled and with a bypass for Winterbourne Stoke. The scheme would also have closed the A344 and enabled the relocation of the visitor facilities. The scheme was the subject of a Public Inquiry held in 2004.

**10.1.8** The Inspector's Report, published in July 2005, recommended in favour of the scheme promoted at the Inquiry. However, as a result of a substantial increase in the cost of tunnelling, the Government decided to review whether the scheme still represented value for money and the best option for delivering improvements to the A303 and to the setting of Stonehenge.

**10.1.9** Following the review, the Government have stated their view that there are no acceptable alternatives to the 2.1km bored tunnel scheme, but that its cost cannot currently be justified and would not represent best use of taxpayers' money. In the absence of a scheme to remove the A303 from the centre of the WHS, the Government have asked that alternative opportunities be explored for the delivery of environmental improvements at Stonehenge, including new visitor facilities and examination of the case for closing the A303/A344 junction.

**10.1.10** Closure of the A344 adjacent to the Stones would meet the concerns of the UNESCO World Heritage Committee as stated in 1986, but it would also have implications for traffic movements elsewhere in and around the WHS. Closure of the A344/ A303 junction (and possibly of more of the length of the A344) would increase traffic loading on surrounding roads, particularly the A360 via Longbarrow Crossroads. There is also the risk that traffic seeking to avoid delay would use the minor roads through settlements such as Larkhill and Durrington. The distribution of traffic could depend to some extent on the future location of the visitor facilities for Stonehenge. Closure of the A303/A344 junction would therefore require mitigation measures to manage traffic elsewhere in the area.

**10.1.11** The future of the A303 and A344 is clearly the major traffic issue facing the WHS.

## 10.2 Road safety

### Issue 35: Road Safety

#### 10.2.1 Road safety is a significant issue within the WHS.

There are regular collisions in this area, in particular at the A303/A344 junction, at Airman's Corner junction, and on the A344 near the entrance to the Stonehenge car park. In the last 3 years, there were 72 casualties in the WHS, including 2 fatalities and 9 serious injuries. Fewer than 10% of the collisions were due to excessive speed, whilst most of the collisions were due to poor manoeuvres or failing to look properly or judge the other person's path or speed. Other factors included foreign drivers inexperienced with driving on the left, illegal right turns from the A344 onto the A303, and positive breath tests. Pedestrian and cycle safety on roads within the WHS should be reviewed. Improved crossing arrangements for roads crossed by other rights of way should be provided where possible.

**Table 4: Number of reported collisions & casualties in the WHS between March 2005 and April 2008**

- 48 collisions, including 7 at the A303/A344 junction, 8 at Airman's Corner junction, and 3 on the A344 near the entrance to the Stonehenge car park
- 72 casualties, including 2 fatal, 9 serious injuries and 61 slight injuries

(source Wiltshire Constabulary 2008)

**10.2.2** All roads within the WHS are currently subject to the national speed limit (60 miles per hour), except the A344 by the Stones and the roads within built-up areas. As such, many vehicles pass through the WHS at high speed, and there is no indication to motorists that they are travelling through a WHS. The volume in the passage and speed of traffic on the A303 makes it very difficult for pedestrians and cyclists to cross it, for instance, when travelling on Byway 12 from Stonehenge to the Nomanton Down barrows or from Bridleway 10 on King Barrow Ridge to the southern side of the WHS. However, it is recognised that it would not be practical or effective simply to reduce the speed limit on the A303 and other WHS roads. Other measures would have to be sought to allow pedestrians and cyclists to feel safe near these roads.

## 10.3 Public transport provision and sustainable access

### Issue 36: Access to the WHS

**10.3.1** At present the majority of visitors to Stonehenge arrive by car. A key issue is to work with private and public transport operators to explore reliable, alternative and more sustainable methods of reaching the WHS through better use of coaches and public transport. Bus service provision to the Stones and the wider WHS is relatively limited, although there is an existing commercially operated service from the Salisbury railway and bus stations, which includes Sunday and Bank Holiday operation. Improving opportunities for visitors to access the WHS by public transport from bus stations in Salisbury, Amesbury and Devizes, and the rail station at Salisbury, should be considered in the future. The potential of promoting Grateley Station on the Waterloo to Exeter line, and Pewsey rail station with its direct link to London Paddington, could be investigated due to their proximity to the WHS. These stations provide important 'hubs' for connecting WHS destinations further afield, such as Avebury and Bath.



James O Davies 2008 © English Heritage DSC8068

**Coming to Stonehenge by public transport is possible; take the train to Salisbury and then the special Stonehenge bus**

**10.3.2** Access for pedestrians to the Stonehenge circle and much of the wider WHS has improved since 2000. The introduction by the National Trust of pedestrian gates on its open access land has improved access to the landscape, previously only possible via stiles. A new gentler ramp for disabled visitors has been provided at Stonehenge. Since 2000, the National Trust has also created areas of open access land at Durrington Walls, the Cuckoo Stone and fields west of Stonehenge. Cyclists have access to Rights of Way, but their use is restricted by heavy traffic levels on the roads through the Site. Improved signage could direct cyclists to alternative routes. Despite these improvements, current arrangements for pedestrian

and cyclist access within the WHS and to Stonehenge are considered inadequate, having regard to the large numbers of visitors and the speed of passing vehicles. Closure of the A344 would improve this situation.

**10.3.3** The current rights of motorised vehicular access on existing byways within the WHS is a key issue. Byway 12, for example, is of historic interest and importance as a routeway, and its further realignment away from the Stones could be potentially damaging to archaeological remains. The current number of off-road vehicles using this byway is already causing much damage, for instance, to low-lying barrows through erosion and widening of the byway. There may be scope in the future for restricting motorised vehicular use of byways to limit access by unauthorised traffic within and around the WHS. This measure would help protect the character of these routes, but should be considered in the context of the existing wider rights of way network to assist appropriate access.



1906. Image courtesy of the Society of Antiquaries of London. From *Archaeologia*, vol 60, 1907, pl LXIX

*The first aerial photograph of a British archaeological site, taken in 1906. Byway 12 used to go through the Stonehenge monument and was diverted twice to remove its impact*

**10.3.4** There may be opportunities for local 'pedestrian gateways' to the Stonehenge WHS sited at carefully selected points to encourage exploration of the landscape by visitors and as a local amenity. Such 'pedestrian gateways' could be serviced by an 'explorebus' type service perhaps linked to visitor facilities and local residential areas.

## 10.4 Car parking facilities and usage

### Issue 37: Car parking facilities for visitors

**10.4.1** At present, visitors to Stonehenge can use the visitors car park, which comprises a permanent car park with a hard surface, and a fenced overflow car park which is grassed. These two car parks cover 1.1 hectares. The surface car park contains space for eight coaches and 123 cars. The overflow contains space for around a further 150 cars and is in use for 6 months of the year. During the peak summer months, capacity is sometimes exceeded even in this overflow car park, and the adjacent field is then used for further car parking. There are increasing numbers of visitors who park on Byway 12.



James O Davies 2008 © English Heritage DSC8397

*The busy car park can overflow on peak days; it is not always possible to park at Stonehenge – August Bank Holiday 2008*

**10.4.2** There is particular concern that Larkhill could come under pressure as an unofficial parking area should there be major changes to the parking provision for visitors to Stonehenge, for example, if new parking is a long way from the Stones. Similar concerns were raised with the previous Visitor Centre scheme in the 2000 Plan. Unless controlled, this could have serious implications for security within Larkhill Garrison and for traffic control in a residential area. Similar concerns have been raised by residents of villages in the Woodford Valley.

**10.4.3** There are also concerns about parking at Woodhenge by residents of Countess Road.

**10.4.4** Any new parking provision will have to consider the needs of local residents as well as the needs of the natural and historic environment and those of visitors.

## 11.0 RESEARCH

### 11.1 The importance of research in the WHS

#### Issue 38: The importance of research in the WHS

- 11.1.1 It is widely accepted that places are better managed when they are understood well (English Heritage's *Conservation Principles* – Principle 3). Continued archaeological research in and around the WHS is therefore essential. However it must be recognised that intrusive/destructive research within the WHS may damage the OUV of the WHS.
- 11.1.2 The need for continuing research and the concept of a research agenda were a key issue for the 2000 Management Plan, and since then, progress has been made and the Stonehenge archaeological research framework was published in 2005 (Darvill 2005). The Research Agenda should be modified as new questions arise which test our understanding of the monuments, sites and landscape.
- 11.1.3 Archaeological research has been undertaken within the WHS since 2000 by a number of universities and also agencies such as English Heritage, and a number of significant new discoveries have been made, documented above in section 2.3. The WHS has also been subject to programmes of non-intrusive investigation, aimed at the improvement of both strategic decisions and day-to-day management.



*Excavations at Durrington Walls: part of the Stonehenge Riverside Project*

- 11.1.4 A crucial factor constraining the rate at which research resulting in the production of extensive archives is carried out will be the existence of accredited institutions capable of receiving and curating those archives.

### 11.2 The archaeological research framework

- 11.2.1 The overarching aim of the Stonehenge archaeological research framework is to recognise the importance of research in the WHS and actively to encourage, within a conservation ethic, well-planned, focussed research to the highest standards.
- 11.2.2 The *research framework*, comprises three main elements: a *resource assessment*, a statement of the current state of our knowledge and a description of the resource; a *research agenda*, a statement of the main gaps, issues and priorities for new research; and finally a *research strategy*, a statement of how the questions set out in the agenda are going to be taken forward.
- 11.2.3 The contents of the research framework have been widely disseminated. The document is published in hard-back, but a draft is also available via the Bournemouth University website.

### 11.3 Archaeological research priorities

- 11.3.1 There are 25 main objectives or priorities set out in Section 4 of the research framework (Darvill 2005, 126-136). These are:
1. Investigate the essential importance and distinctiveness of Stonehenge past and present
  2. Monument dating programme
  3. Modelling environment and landscape change
  4. Understanding occupation
- (These four objectives are known as the Big Questions).
5. The Stonehenge structural sequence, phasing and interpretation
  6. The Avenue – ground checking geophysical anomalies and mapping
  7. Mapping the surfaces of the Stonehenge stones
  8. Investigate the Palisade Ditch north-west of Stonehenge
  9. Review of oval barrows and excavation of a selected example
  10. Barrow cemetery surveys

11. Create database of place names and cartographic data for the Stonehenge landscape
12. Characterize and investigate the main field systems within the Stonehenge landscape
13. Extending the fieldwalking data set
14. Compiling a geophysical map of the Stonehenge area
15. Filling the data gaps
16. Validating and dating features revealed by aerial photography
17. Understanding recent land-use change and Historic Landscape Characterisation
18. Create SARSEN: the Stonehenge Archaeological Research, Study and Education Network
19. Establish a Stonehenge Research Centre
20. Publish outstanding investigations in the Stonehenge Landscape
21. Prepare and publish a Stonehenge Landscape Research Handbook
22. Compile a corpus of material culture from the Stonehenge Landscape
23. Compile a corpus of human skeletal remains from the Stonehenge Landscape
24. Develop enhanced mapping and visualization programmes for archaeological data sets
25. Create a social history archive of the twentieth-century excavations at Stonehenge

**11.3.2** These objectives may be pursued in a variety of ways, through national heritage agencies, local authorities, archaeological contractors and consultants, universities, amateur societies and groups. It is considered that success in implementing the research strategy will come through individuals and organisations wanting to undertake the research, rather than feeling that they must.

## 11.4 Sustainable archaeological research

*Issue 39: Research within the WHS should be of the highest quality and sustainable*

**11.4.1** Archaeological excavation is essentially a destructive process as it removes and destroys the deposits under investigation. It is therefore essential that the gains made in understanding the WHS are made in a sustainable way. A good definition of sustainable research can be found in the Avebury WHS Management Plan (2005):

*meeting today's need for improved knowledge and understanding of the WHS without jeopardising the ability of future generations to do the same*



Adam Stanford 2008 © Aerial-Cam/SRP 2008 MP-JR-AH-0652

*Excavation of one of the Aubrey Holes by Mike Pitts and Julian Richards in August 2008*

**11.4.2** The Stonehenge archaeological research framework makes it clear that the research strategy must be implemented in a responsible way, and that all research carried out within the WHS should be compatible with WHS values (Darvill 2005, 3). The research framework is designed to underpin curatorial work and should aim to provide a better basis for management decision-making (ibid).

**11.4.3** The National Trust has adopted policies about undertaking research on its own estate, emphasising the need for thorough non-destructive techniques above destructive excavations, and emphasising sustainability.

**11.4.4** Additionally, English Heritage, the National Trust and Wiltshire County Council wrote a "Statement of Principles Governing Archaeological Work" in January 2002 (see Appendix D) which sets out the need for undertaking full and detailed non-destructive archaeological investigations before undertaking excavation. The Stonehenge WHS Committee has agreed these principles. English Heritage has also set out guidelines for undertaking excavation within the "Stonehenge Triangle" (EHAC paper 2007).



## 11.5 The archiving of archaeological finds, paper archives and data

*Issue 40: The storage of archaeological finds, paper archives and data from the WHS*

**11.5.1** Although sustainable archaeological research is encouraged, the resulting archaeological archives need to be properly curated for the future. Archaeological archives from past excavations in the WHS are held by the Wiltshire Heritage Museum and the Salisbury and South Wiltshire Museum. The WHS is now within the agreed collecting area of the Salisbury and South Wiltshire Museum. However, neither museum has room for any further major archives. Indeed, there are some archaeological archives which are temporarily held by other organisations – notably Wessex Archaeology and the Stonehenge Riverside project – for which there is currently no room at either museum. There is no “fall back” position as there is no other relevant store in Wiltshire although Salisbury and South Wiltshire Museum are considering refurbishing their storage facilities as part of a broader redevelopment programme.



© Wiltshire Heritage Museum

*Beaker pots from around 2,300 BC*

**11.5.2** Both Wiltshire Heritage Museum and Salisbury and South Wiltshire Museum are independent museums, and although both receive some public funding, this does not fully cover the costs of storing and curating the archives.

**11.5.3** Although not of OUV under UNESCO WHS guidelines (because they are not physically part of the Site), these archives are nevertheless essential to our understanding of the Site. To secure the long-term future of these archives, consideration should be given to developing a Stonehenge resource centre/ storage facility/research centre in conjunction with the two existing museums.

## 11.6 Research links with Avebury and beyond

*Issue 41: Formal links should be made with researchers in the Avebury WHS.*

**11.6.1** There is a well-established archaeological research group in the Avebury part of the WHS, the Avebury Archaeological and Historical Research Group (AAHRG). AAHRG wrote the research agenda for the Avebury part of the WHS (AAHRG 2001), the first research framework for a WHS in the UK, and possibly in the world.

**11.6.2** Unfortunately, there is not a similar group at Stonehenge, despite the fact that this was a recommendation of the 2000 Stonehenge WHS Management Plan (section 4.7.3), although groups of expert academics have been brought together from time to time to advise on specific projects. For example, a group of key academics brought together by English Heritage advised on the contents of the English Heritage Stonehenge Interpretation and Learning Strategy (forthcoming). The 2000 WHS Management Plan advised that a new group should be formed, working in conjunction with AAHRG, or as an independent group with formal links.

**11.6.3** More recently the Stonehenge Research Framework (Darvill 2005, Objective 18) has recommended that a new group – SARSEN (the Stonehenge Archaeological Research, Study and Education Network)– is set up to co-ordinate and facilitate research in the WHS. This group would be independent of AAHRG but with formal links.

**11.6.4** A difficulty arises concerning the amount of time required for academics and curators to attend two sets of meetings. Some have indicated that they would much prefer a single new research group to cover the entire WHS at both Avebury and Stonehenge (the Stonehenge and Avebury Archaeological and Historical Research Group – SSAHRG). There is some merit in this suggestion, as both halves of the WHS contain similar monuments of the same period, and the relationship between these and other areas is critical to our understanding of them (cf Objective 1, Darvill 2005, 126). Others at Avebury are concerned that Avebury matters are not necessarily of relevance to Stonehenge and vice versa. If it is considered that two research groups are preferable, then perhaps they should meet on the same day to allow people who would be in both groups to easily attend both meetings.





Adam Stanford 2007 © Aerial-Cam

*A group of volunteers cleared the Lake Barrows of scrub in 2007*

**13.1.4** National and local voluntary organisations and interest groups also have an important role to play. Many can help undertake practical conservation actions on the ground and provide significant input on local and wider issues of relevance to the WHS, such as the spiritual and astronomical aspects of Stonehenge or its local history, for example, or to curate and display artefacts recovered during excavations. The role of the National Trust as a major landowner within the WHS is of particular importance to the successful implementation of many of the Plan's objectives.

**13.1.5** No single agency controls the entire WHS, and therefore improvements must be made by multiple agencies and individuals working together. It is important that stakeholders agree the contents of the Management Plan, and endorse the final Plan. It is also important that stakeholders use their best endeavours to undertake the actions they have agreed as being their responsibility.

**13.1.6** Communication, information sharing and developing partnerships are central to cost-effective working practices. It is also essential that key stakeholders commit to supporting the Plan through their own actions as well as through participation in the Stonehenge WHS groups. The clear definition of individual roles and responsibilities for implementing certain actions identified by the Plan is particularly important.

### Key partners

**13.1.7** A number of government departments have important roles to play in the WHS, either directly or through their agencies. (These are set out in List A, Appendix L). These responsibilities can be statutory, involve funding various activities or, as in the case of MOD, derive from owning land in the WHS. In general, government departments should:

- ensure that the need to protect the WHS and its OUV is recognised in the development and implementation of national policy;
- provide support, assistance and funding for relevant management work within the WHS as recommended in the Plan.

### National Agencies

**13.1.8** In general, national agencies should:

- ensure that the need to protect the WHS and its OUV is recognised in the development and implementation of national policy;
- continue to support the Committee as active members;
- contribute specialist services or staff to specific programmes or initiatives as required;
- provide support, assistance and funding for relevant management work within the WHS as recommended in the Plan.

### Regional and Local authorities

**13.1.9** Regional and local authorities should ensure that the Management Plan is given the highest possible status in their policies. Their development plans and development control decisions should reflect the need to protect the WHS, and its OUV through management of its attributes. They should also seek to:

- continue to participate actively in the Stonehenge WHS Committee;
- allocate resources to the management of the WHS where possible and appropriate;
- incorporate the key objectives and recommendations for action in all relevant departmental work programmes;
- ensure the key objectives and recommendations for action are reflected in the Local Development Framework and Sustainable Community Strategies
- contribute to the maintaining of environmental and other data for monitoring purposes.

## 13.2 Revision of WHS governance

### Issue 44: The governance of the WHS

- 13.2.1** The 2000 Management Plan was drawn up on behalf of the Stonehenge WHS Management Group. The group was broadly based, drawing its membership from the key stakeholders as defined above and also from many other groups with an interest in the WHS.
- 13.2.2** Structures for the implementation of the Management Plan have developed over the last nine years. The Management Plan Implementation Group, now known as the WHS Committee, was set up in December 2000. Convened by English Heritage it consists of the key organisations and bodies, including representatives of local residents and landowners, with an interest in the administration and management of the WHS. The membership and terms of reference of the Committee are listed at Appendix A.
- 13.2.3** In addition, an Advisory Forum, representing the wider stakeholder group involved in preparing the 2000 Management Plan, was set up in September 2001. Its role is to provide advice on the management of the WHS, including the periodic revision of the Management Plan and to act as a channel of communication between those carrying out work in the WHS and the wider stakeholder group. The membership and terms of reference of the Advisory Forum are listed at Appendix B.
- 13.2.4** The Committee has been supported since 2001 by a locally-based WHS Coordinator with part-time administrative assistance. The Coordinator is employed and largely funded by English Heritage and is based in their Stonehenge office in Salisbury. This role is a key one, and is critical in ensuring that the Management Plan is implemented, which is the main purpose of the role. The role of the WHS Coordinator is further detailed in Appendix E.



Rachel Foster 2004 © English Heritage

A WHS education project targeting local schools was put in place in 2004

- 13.2.5** These arrangements have worked reasonably satisfactorily. However systems will need to be developed to involve the Advisory Forum more frequently and effectively than hitherto. The WHS Committee should review both its own terms of reference and, in consultation with Forum members, those of the Advisory Forum, to ensure that they will be effective for the span of the revised Management Plan. In doing so, it will be useful to look at the governance of other WHSs.
- 13.2.6** The move to unitary status in Wiltshire in 2009 will bring both the Avebury and Stonehenge parts of the WHS under one local authority. The proposed changes to the heritage protection system will make that authority responsible for all planning and consent decisions on the WHS once the Heritage Bill has been enacted.

## 13.3 Funding and Resources

### Issue 45: Funding and resources for the implementation of the Management Plan

- 13.3.1** The need for effective administration and appropriate funding for the WHS as a whole has been highlighted throughout the Plan. In order to implement the Plan, it is important that key stakeholders find the resources for programmes of work, projects and core staff; that progress in meeting Plan targets is regularly monitored; and appropriate action taken to ensure targets are met.
- 13.3.2** The work and activities of individual farmers and landowners have long been one of the greatest influences on the WHS landscape. The Plan seeks to influence these actions in the long-term, but recognises that secure and appropriate levels of financial incentives for farming initiatives are required if the overall aims of the Plan are to be achieved. The need for long-term certainty on the part of farmers that payments will both be secure and automatically adjusted to reflect changing agricultural fortunes, is fundamental to the management of the WHS under increased and permanent grassland in the future.
- 13.3.3** One of the most successful initiatives in the last nine years has been the tailor-made *WHS Countryside Stewardship Grassland Restoration Scheme*. The overall commitment by Defra to grassland restoration in the Stonehenge part of the WHS is £2,256,000 over the lifetime (ten years) of the existing agreements made between 2002 and 2008. During the coming Plan period, it is essential to maintain this funding at adequate rates to prevent a reversion to arable.



2005 © RSPB

**Volunteers removing scrub and fences at Normanton Down Barrows following the grass restoration**

**13.3.4** As with all World Heritage Sites, funding has been a continuing issue. The WHS Coordinator's post and budget is now funded primarily by English Heritage, with a contribution from Salisbury District Council and the National Trust. The WHS budget should be funded from a wider range of sources in order to share the burden more equably, increase the funding available for projects, and to give a greater sense of ownership of the Plan and its implementation.

**13.3.5** The funding of the Coordinator post (including the secretariat support of the Committee and the Advisory Forum) also needs to be kept under review. This was originally envisaged as being funded by a

number of bodies. Over the years, this role has devolved more and more to English Heritage and it would be good to widen the range of funding bodies.

### 13.4 Relationship to the Avebury WHS

#### Issue 46: Relationships between the Avebury and Stonehenge parts of the WHS

**13.4.1** Avebury and Stonehenge are both parts of one WHS. The UNESCO World Heritage Committee says that 'a management system or mechanics for ensuring the coordinated management of the separate components are essential' (*Operational Guidelines* 114). Currently, the Stonehenge, Avebury and Associated Sites WHS have a common Statement of Significance (see 3.3), but have separate steering groups and coordinators. A degree of common working is assured by close working between the two coordinators while the special agri-environmental scheme also covers both parts of the Site. A number of stakeholders are members of both steering groups but not always represented by the same person.

**13.4.2** Closer cooperation was discussed in the development of the Avebury Management Plan, published in 2005. The Plan concluded that 'the case for and against greater integration of the individual management plans and management arrangements will need to be



Paul Highnam 1990 © English Heritage Photo Library J900435

**Avebury Stone Circle – sunrise over the stones**

examined in the next few years in consultation with the Steering Committees and key stakeholders.' The move to a single authority may open up opportunities for closer joint working, for example by reviewing coordination arrangements. There are also other areas where common approaches or working might be beneficial. As noted above, this is already the case for grassland reversion. Other possibilities might include developing a common archaeological research policy and possibly more common promotion of the two parts of the site.

**13.4.3** On the other hand, some issues facing the two parts of the site are very different. There is also a crucial difference in that an historic and living settlement lies within the Avebury circle.

## 13.5 Monitoring and reviewing the Plan

### *Issue 47: Monitoring arrangements for the WHS*

**13.5.1** Management planning is a dynamic process and does not stop with the production of a Management Plan. New information or changed perceptions of priorities can lead to changes in the implementation of the Plan, as the knowledge and practical experience of those responsible for the management of the WHS develops. Regular monitoring is essential to provide this information and it is important to collect data on the effectiveness of the Plan as well as on the physical condition of the WHS. Some monitoring should be undertaken in conjunction with the Avebury part of the WHS, and links should be strengthened between the two parts of the WHS, including the use of monitoring indicators.

**13.5.2** The policies and suggested actions set out in the Management Plan should retain their relevance for five to ten years as progress is made. A formal review of the issues and objectives should be undertaken at least every six years, perhaps in the context of the UNESCO periodic report, and the Plan revised if necessary to reflect changed circumstances. However, as some parts of the Plan may need updating at different intervals, interim reviews should be undertaken as and when required. The relevant section of the Plan should be updated accordingly and reissued to all key partners. Where appropriate, public consultation may be helpful to inform options. Reviewing the issues and updating the Plan should be the main role of the WHS Committee, assisted by the WHS Coordinator. The preparation and review of annual action plans should be an important part of this process.



Sky Eye aerial photography 2004 © English Heritage  
Photo Library K040312

### *Stonehenge and its surroundings*

**13.5.3** The following mechanisms are recommended for a regular review of progress:

- Progress report by key partners at each meeting of the Stonehenge WHS Committee (3 to 4 times a year);
- Annual progress report, including priorities for the following year, produced in writing by key partners for the WHS Advisory Forum, and incorporated into WHS annual action plan;
- Production by WHS Coordinator of an annual report of performance against the monitoring indicators;
- Production by the WHS Coordinator of a regular newsletter highlighting achievements and forthcoming projects, with input from all partners;
- Coordinator to produce a 3-year job plan to be discussed with the Advisory Forum and agreed by the Committee;
- Overall review of progress with the implementation of the Management Plan to be produced by the WHS Coordinator every 3 years;
- Production of the UNESCO periodic report every six years

## 13.6 Monitoring indicators

**13.6.1** The purpose of monitoring is to assess how the values of the WHS are being maintained over time and to measure whether the objectives of the WHS Management Plan are being achieved. Measuring progress is essential to be able to adapt and improve the management of the site. Identifying key threats early on is necessary to be able to put in place

remedial measures before the damage gets too great. Regular monitoring is necessary to re-assess priorities in view of new issues and progress made. Monitoring indicators need to be firmly linked to the values and objectives identified in the WHS Management Plan.

**13.6.2** A set of 19 monitoring indicators for the Stonehenge and Avebury WHS was produced jointly by the two coordinators, with input from a number of partners, and endorsed by the Stonehenge WHS Committee in 2003. Their aim is to measure progress with the protection, interpretation and management of the site. Although most indicators are common to Avebury and Stonehenge, there are some minor differences reflecting the specificity of each site. It was agreed that the indicators should be simple, meaningful, easy to gather and constant, so that comparisons over time could be possible. Now that attributes of OUV have been identified, it is essential during the lifetime of this Plan to review the indicators to see whether they should be made more relevant to them.

**13.6.3** Amongst the indicators listed below, some are already in place while others may require additional financial and human resources to collect and analyse the data. The table identifies how the data may be collected, by whom and how often. Collaboration from the WHS partners is essential for the effective monitoring of the site. They will need to agree the areas where they will supply information and/or conduct monitoring.

**13.6.4** Monitoring is something that should be an integral part of management and performance against the indicators should be reviewed annually in order to inform annual action plans and keep track of the state of the WHS. The WHS Coordinator should use this information as the basis for the monitoring report produced every 6 years to inform the UNESCO periodic report and the review of the Management Plan. Both annual and periodic reports should be circulated to all interested parties. The next periodic report for Stonehenge and Avebury is due after the end of this Plan period.



James O Davies 2004 © English Heritage. Photo Library K040926

*Stonehenge in its grassland setting*



Julian Thomas 2005 © Julian Thomas

*Reconstruction of Durrington Walls southern circle by Time Team – 2005*

**Table 5: Key Monitoring Indicators for the Stonehenge WHS endorsed by the Stonehenge WHS Committee in 2003**

Objectives	Key Monitoring Indicators	How and Who?	How Often?	In place?
Conservation of Archaeological Sites	1. Existence of updated records for the archaeological sites	Sites and Monuments Record maintained by the Wiltshire County Council (WCC)	As appropriate	Yes
		Stonehenge Geographical Information System (GIS) maintained by English Heritage (EH)	As appropriate	Yes
	2. Condition of archaeological sites	WHS Condition Survey funded by EH	Every 6 years	Yes
		Regular monitoring of sites by National Trust (NT) volunteers and EH Historic Environment Field Assistants	As appropriate	Yes
3. Hectares of grass restoration and number of sites protected from plough damage	Map and figures collated by WHS Coordinator, Defra, National Trust	Annual Update	Yes	
Protection and enhancement of the landscape setting	4. Erosion	Fixed-point photographic survey and map indicating eroded areas and cause of erosion – by trained National Trust volunteers	Biannual	
	5. Changes in the landscape	Photographic survey and report identifying intrusive elements, and reviewing land use changes, recent developments, and progress in removing roads and modern 'clutter' – use WCC aerial photos (done every 10 years) and possibly satellite imaging – by Salisbury District Council (SDC)	Every 6 years	
Sustainable access, interpretation and education	6. Visitor numbers, including number of foreign visitors and educational visits	Stonehenge: English Heritage	Every year	Yes
		WHS landscape: NT and WCC – consider stile counters and visitor surveys	Every year	No
	7. Sustainable management and number of visitors at Solstice	Report on the Solstice by English Heritage	Every year on 22 June	Yes
8. Sustainable tourism	Number of days car park capacity is exceeded, overcrowding at Stonehenge and in the landscape, erosion – by WHS Coordinator, NT, EH	Every year	No	



**Table 5: Key Monitoring Indicators for the Stonehenge WHS endorsed by the Stonehenge WHS Committee in 2003**

Objectives	Key Monitoring Indicators	How and Who?	How Often?	In place?
	9. Improved visitor facilities and improved access to and interpretation of the WHS landscape	Summary of changes in provision for interpretation and access (including disabled and virtual access) – by WHS Coordinator, NT, EH	Every year	No
	10. Quality of the visit (% of visitors satisfied)	Visitor surveys by English Heritage	Every 2 years	Yes
	11. Increased % of visitors coming by other means than car	As part of visitor surveys by English Heritage	Every 2 years	No
Planning, policy, WHS management and partnerships	12. WHS objectives taken into account in key policy documents	Review of RSS, LDF and community plans, Regional Economic Strategy, and other key local and regional policy documents – by WHS Coordinator, SDC, WCC, EH	As appropriate	Partly
	13. Number and impact of planning applications relating to the WHS and its setting	Annual review by Salisbury District Council	Every year	No
	14. WHS Management Plan in place with mechanisms to implement and review it	WHS Coordinator	Every 6 years	Yes
	15. List of joint projects with WHS partners and summary of funding obtained	WHS Coordinator	Every year	Partly
	Nature Conservation and land management	16. Extent and quality of grassland	Grassland survey – use EIA surveys as baseline – by NT, RSPB and Natural England	Every 6 years
17. Audit of rare species and habitats		Biodiversity survey – use EIA surveys as baseline – by NT, RSPB and Natural England	Every 6 years	Partly
Archaeological research and fieldwork	18. Research Strategy in place with mechanisms to implement and review it	English Heritage and WHS Archaeology Group	Every 6 years	Partly
	19. Review of fieldwork, research projects and publications on Stonehenge	WHS Archaeology Group	Every year	No





## Part 3 Aims and Policies

*Schoolchildren from the local primary school in Amesbury re-enacting a pilgrimage to Stonehenge*

Rachel Foster 2004 © English Heritage

## Part 3

# Aims and Policies

### Introduction

Based on the description and evaluation of the WHS, its OUV and its key management issues, this part of the Management Plan re-affirms the essence of the Vision for the future contained in the 2000 Plan and then identifies Aims and Policies considered necessary for the effective management of the Site as a whole. The 2000 Management Plan contained 26 Objectives reflecting six broad categories. These have been revised as necessary to take account of changed circumstances since then while some new policies have been added to cover areas not covered by the previous Plan.

The objectives have been reordered into general long-term aims, which should remain valid for 30 years or more, and more specific policies with a given time scale. The distinction between the two does not imply that their importance differs but rather that the aims are more long-term and should form the continuing guiding principles to be reviewed and retained at successive revisions of the Management Plan. Most policies should result in specific actions during the lifespan of this Plan (6 years) although some of them have a longer time scale (10 or 30 years) and may be carried forward from this plan to future ones. An Action Plan based on these aims and policies is contained in Part 4. Aims and policies are set out after the vision, and cross-referenced to the management issues identified in Part 2.



*Early morning view of Stonehenge*

Paul Highnam 1994 © English Heritage Photo library J940296

## 14.0 VISION, AIMS AND POLICIES

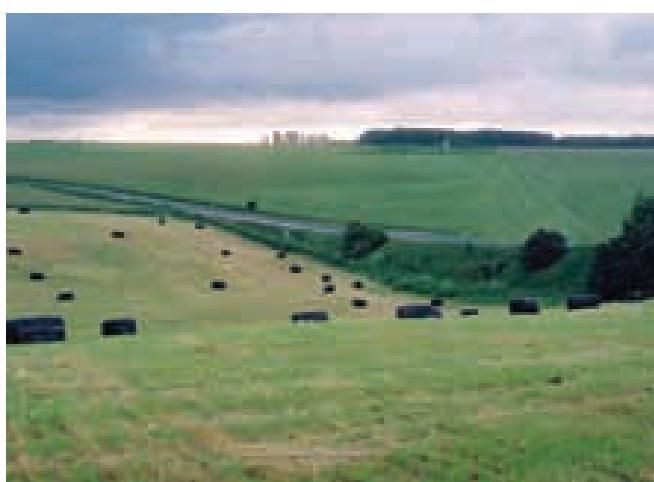
### 14.1 Vision

14.1.1 The significance of the WHS has been described in Part I of this Plan. The long-term Vision for the future of the WHS is based on the fundamental need to protect, conserve, enhance, and interpret the WHS for present and future generations. It retains the essence of the Vision in the 2000 Plan, updated to take account of changes since 2000 (for the 2000 Vision see Appendix P). Whilst it is not possible to achieve all parts of the 2000 vision in relation to the roads and visitor centre in the lifetime of this Plan, it is important not to lose sight of these as long-term objectives and to maintain pressure to achieve them. This is further considered in Section 14.8 below.



2003 © Highways Agency

*The current situation: Stonehenge is sandwiched between the A303 and the A344*



2008 © Highways Agency

*The plan for the future: the A344 closed and Stonehenge reunited with the Avenue*

### The Vision for the Stonehenge World Heritage Site

The Stonehenge WHS is globally important not just for Stonehenge, but for its unique and dense concentration of outstanding prehistoric monuments and sites, which together form a landscape without parallel. We will care for and safeguard this special area and its archaeology and will provide a more tranquil, biodiverse and rural setting for it, allowing present and future generations to enjoy it and the landscape more fully. We will also ensure that its special qualities are presented, interpreted and enhanced where necessary, so that visitors can better understand the extraordinary achievements of the prehistoric peoples who left us this rich legacy.

### Priorities for 2009-2015

The primary purpose of this Management Plan is to guide all interested parties on the care of this World Heritage Site by sustaining its Outstanding Universal Value. This will ensure the effective protection, conservation, and presentation of the World Heritage Site for present and future generations. It will also ensure that all decisions affecting the World Heritage Site move towards the achievement of the Vision.

The priorities of this Management Plan are to:

- maintain and extend permanent grassland to protect buried archaeology from ploughing and to provide an appropriate setting for upstanding monuments;
- remove the woodland and scrub cover from key monuments;
- remove or screen inappropriate structures or roads, in particular the A344, and keep the A303 improvements under review;
- enhance the visitor experience by 2012 by providing improved interim facilities;
- improve the interpretation of the WHS and increase access to selected monuments;
- continue to encourage sustainable archaeological research and education to improve and transmit our understanding of the WHS;
- encourage the sustainable management of the WHS, balancing its needs with those of farming, nature conservation, access, landowners and the local community.

## 14.2 Statutory and Policy Framework

**Aim 1: The Management Plan should be endorsed by those bodies and individuals responsible for its implementation as the framework for long-term detailed decision-making on the conservation and enhancement of the WHS and the maintenance of its OUV, and its aims and policies should be incorporated into relevant planning guidance and policies (All issues).**

**Policy 1a** – Government departments, agencies and other statutory bodies responsible for making and implementing national policies and for undertaking activities that may impact on the WHS and its environs should recognise the importance of the WHS as a whole and its need for special treatment and a unified approach (issue 1).

**Policy 1b** – Set within the framework provided by the Management Plan, key stakeholders should develop written and agreed policy guidance for the improved management and conservation of the overall character and integrity of the WHS as a cultural landscape, as well as its constituent parts (issue 13).

**Policy 1c** – The Regional Spatial Strategy and the Local Development Framework and other statutory plans such as Community Strategies should contain policies to ensure that the importance of the protection of the WHS and its setting and the maintenance of its OUV are fully taken into account in determining planning applications and Road Orders (issue 2).

**Policy 1d** – The relevant policies of the Management Plan should, where appropriate, be incorporated within the Local Development Framework, and consideration be given to the potential need to adopt the Management Plan as a Supplementary Planning Document or Supplementary Planning Guidance.

**Policy 1e** – Development which would impact adversely on the WHS, its OUV or its setting should not be permitted. (issue 2)

**14.2.1** The primary aim of the Plan is the conservation of the WHS by sustaining the attributes of its OUV. The commitment and need for a partnership approach to the long-term management and improvement of the Site is reflected in the Government's current policies for World Heritage Sites.

**14.2.2** It is vital that all government departments, agencies and other statutory bodies should continue to recognise the need for special treatment where the Stonehenge WHS is concerned, in respect of policy formulation and implementation, future funding commitments and programmes of work.

**14.2.3** Incorporation of relevant Management Plan policies into the spatial planning system is essential. Since 2000 the Government have introduced a new system for local planning focused on Regional Spatial Strategies and Local Development Frameworks which together form the development plan. There are various ways in which the relevant policies dealing with spatial planning from the Management Plan could be adopted into the Local Development Framework for this area. Doing so will give greater weight to those policies in determining planning applications.

**14.2.4** Local authorities are also required to develop Sustainable Community Strategies which can be supported by more detailed Community Plans for smaller areas (as is the case for Amesbury). It will be important to ensure read-across between the Management Plan, the South Wiltshire Community Strategy and the Amesbury Community Plan. It will also be important to ensure that all relevant policies are carried forward by the new unitary authority for Wiltshire.

**14.2.5** Ensuring that any new development within the WHS is compatible with its status as a WHS is a clear priority for the Plan. Development control policies should seek to prevent or avoid, as appropriate, the adverse impacts of development within the WHS upon the Site and its OUV. Similarly, development outside the WHS which might adversely affect it and its setting should also be controlled through appropriate policies.

**14.2.6** Issues which will need further consideration in relation to Development Plan policies for the WHS include:

- The development of additional advice and procedures for considering applications outside the Site which could have a significant visual impact or other potential adverse effects on the WHS. Any such advice should supplement and not replace the policies of the development plan;
- The adequacy of archaeological policies for development control in relation to PPG16 and any guidance which replaces it as part of the implementation of the Heritage Protection Review;

- The appropriateness of historic landscape and WHS policies in relation to PPG15 and the forthcoming planning circular on World Heritage; any review of landscape policies should be informed by a systematic Historic Landscape Character Assessment of the WHS;
- A review of the scope and extent of the existing Article 4 Direction for the WHS;
- The implications of the ratification of the European Landscape Convention.

**14.2.7** Future reviews of the development plan should ensure that the requirements of PPG15, PPG16 and any guidance which replaces them, and the World Heritage Planning Circular for the historic environment, including archaeology and proposals for development, are met in full in relation to the WHS.

**14.2.8** In addition, applicants should be strongly encouraged to seek the advice of Wiltshire County Council's Archaeology Service at an early stage in the consideration of schemes likely to affect the WHS. The voluntary guidelines for statutory undertakers developed for use at Avebury should be revised as necessary, and adopted for use at Stonehenge in consultation with the utilities companies.

**14.2.9** Planning guidance and the implementation of development control will need to be kept under review as the Heritage Protection Review is implemented through the proposed Heritage Protection Bill and other new guidance.



Stonehenge at sunset

Adam Stanford 2008 © Aerial-cam/5RP2008 SH-0994

## 14.3 The designation and boundaries of the World Heritage Site

**Aim 2: The WHS boundary should ensure the integrity of the WHS is maintained by including all known significant archaeological features and interrelationships related to the attributes of the Site's OUV (issue 8).**

**Policy 2a** – a minor modification of the boundary should be proposed to UNESCO (issue 8).

**Policy 2b** – a study into the need for a buffer zone should be carried out jointly with Avebury and appropriate recommendations should be made to the State Party (issue 8).

**Policy 2c** – During the lifetime of this Plan, a review of the significance of the Site should be undertaken to establish whether more emphasis should be placed on its landscape, and to assess its boundary in the light of any changed understanding of its significance. In particular, the merits of re-nominating in the future the Stonehenge and Avebury WHS as a cultural landscape should be addressed. The review should also undertake an assessment of the integrity and authenticity of the Site, and will need to be carried out at both Avebury and Stonehenge (issue 8).

**14.3.1** It is acknowledged that the existing boundary of the WHS may not encompass all the known significant archaeological sites which, if included within it, might be part of the OUV of the Site. Defining the scope of any changes could be a considerable piece of work. Significant changes to the boundary would require a re-nomination of the Site which has been ruled out by Government for the period of this Management Plan.

**14.3.2** There are however known discrepancies between the written description of the Site in the nomination dossier and the map showing its boundaries. There are other minor issues such as the exclusion of parts of archaeological sites from the Site and, possibly, the inclusion of modern development on the edges of the Site. Similar issues have been dealt with at Avebury by proposing a minor modification of the boundary to the UNESCO World Heritage Committee, and could be dealt with in the same way for this part of the Site.

**14.3.3** The previous Management Plan ruled out the need for a buffer zone as did the 1998 Avebury Management Plan. More recently, the 2005 Avebury Management Plan has identified the need to consider again the case for a buffer zone for that part of the WHS. This would need to be done for both parts of the WHS and the appropriate study and consultation with landowners, land managers and others should be carried out during the lifetime of this Plan.

**14.3.4** The WHS was inscribed on the World Heritage List as a Cultural Site and not as a World Heritage Cultural Landscape (Pomeroy-Kellinger 2005, 2.1.3). The designation "Cultural Landscape" - which is a sub-category of Cultural Site - was not recognised by the World Heritage Committee until 1992. However some consider this would be the most suitable categorisation for the Stonehenge WHS, and a review of the Site's OUV will be undertaken during the lifetime of this Plan to consider this. It should be noted that the Government have ruled out re-nomination in the short to medium-term, should this be the outcome of such a review. It should also be noted that the appropriate methodology for recognition of the WHS as a Cultural Landscape would need to be established with the UNESCO World Heritage Committee.

## **14.4 Conservation of the World Heritage Site**

**Aim 3: The OUV of the WHS should be sustained and enhanced through the conservation of the Site and the attributes that carry its OUV (issues 11 – 20).**

**Policy 3a** – The WHS should be managed to protect its attributes of OUV, to protect their physical remains, to improve and enhance their condition and explain their significance (issue 11).

**Policy 3b** – Appropriate agri-environmental schemes should be maintained and developed to maximise the protection of archaeological sites and their settings, and also the setting of the WHS itself (issues 11-16).

**Policy 3c** – The condition and vulnerability of all archaeological sites and monuments throughout the WHS should be reviewed regularly to guide future management action and priorities (issues 11, 12).

**Policy 3d** – The setting of visible monuments and sites in the landscape and their inter-relationships should be maintained and enhanced with particular attention given to achieving an appropriate landscape setting for the monuments and also the WHS itself (issue 13)

**Policy 3e** – Where appropriate, degraded and other archaeological features within the WHS should be conserved and/or made more visible without detracting from their intrinsic form and character (issue 33).

**Policy 3f** – In the management of land in the future, existing areas of permanent grassland should be maintained, enhanced and those areas extended where appropriate (issues 16, 18, 23).

**Policy 3g** – The overall nature conservation value of the WHS should be maintained and enhanced, in particular by maintaining and improving the biodiversity of permanent grassland including conserving the existing limited areas of floristically rich chalk downland turf, leading to greater diversity not just of plants but also of other wildlife including birds and invertebrates (issue 18).

**Policy 3h** – Woodland management in the WHS should be reviewed taking into account the OUV of the Site and its ecological and landscape values (issue 14).

**Policy 3i** – Where opportunities arise, the visual character of the WHS landscape should be improved by the removal or screening of existing intrusive structures (issue 13).

**Policy 3j** – Risk management strategies should be kept under review and updated as necessary (issue 20).

**Policy 3k** – A study of the possible impacts of climate change should be carried out and appropriate adaptation strategies identified (issue 19).

**Policy 3l** – Explore with the local authority the possibility of addressing the issue of light pollution in the Local Development Framework (issue 13).

**Policy 3m** – Undertake a Historic Landscape Character Assessment of the WHS.

**14.4.1** The primary aim of the Management Plan is to preserve and sustain the OUV of the WHS. The attributes of OUV were identified in section 3.3.



## The Attributes of Outstanding Universal Value of the Stonehenge World Heritage Site

1. Stonehenge itself as a globally famous and iconic monument.
2. The physical remains of the Neolithic and Bronze Age funerary and ceremonial monuments and associated sites.
3. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the landscape.
4. The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy.
5. The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other.
6. The disposition, physical remains and settings of the key Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel.
7. The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others.

**14.4.2** Sustaining the OUV of the Site should therefore focus on the protection, conservation and enhancement of the WHS, so that the landscape setting and inter-relationships of the archaeological sites of the Neolithic and Bronze Age can be fully appreciated. This should include the removal or screening of intrusive features, as well as the preservation of surviving visual and contextual links and the encouragement of an appropriate setting for the WHS and the attributes of its OUV. It should also include consideration of the inspirational effect of the landscape on artists and others. Conservation of the WHS and the attributes of its OUV will also help to protect other attributes of the area of national or international value such as chalk grassland habitats or archaeological sites and historic parks designated under national legislation.

**14.4.3** This Plan promotes a co-ordinated and balanced approach which carefully considers the nature conservation and archaeological potential and sensitivity of different areas within the WHS, as well as farming needs and other uses. This will require a regular, comprehensive assessment of the archaeological significance of particular areas and the

extent to which they are suffering damage due to ploughing or other effects.

**14.4.4** This approach could be achieved through two distinct, but related, land management regimes which make a distinction between farmland around the key concentrations of major monuments, and the wider agricultural landscape. An extensive and coherent area is already managed as permanent grassland to create a more appropriate setting for key ceremonial monuments. This area should be extended as considered appropriate or feasible over time. Alongside this, a wider landscape setting of mixed farming with a diverse mosaic of habitats, including arable, permanent pasture and woodlands, should continue as the principal land use, in which other archaeological sites and monuments should remain appropriately protected and managed.

### Conservation of Monuments and Sites in the landscape

**14.4.5** Most archaeological sites in the WHS are either earthworks or buried – relatively few contain stone elements. Arable cultivation can cause plough damage to archaeology and restricts the potential for public access. Permanent pasture is considered to have a number of conservation benefits over arable. These include:

- conserving archaeological remains through non-cultivation;
- providing improved opportunities for open public access;
- an historically appropriate land-cover setting for monuments;
- increasing, if grazed, the visibility of some archaeological features;
- opportunities to recreate species-rich grassland, which has great wildlife potential.

**14.4.6** In some cases, archaeological sites under cultivation are stable and not being further damaged, whereas in others continued deterioration is taking place. Further research should be undertaken on how farming techniques can be adjusted in various situations to avoid damage to buried archaeology. In all cases when archaeological sites are taken out of plough, it will be essential to ensure that in future they are not damaged by burrowing animals and that they do not become overgrown with scrub. Currently, there are draft proposals in the new Heritage Bill to revoke

class consent for ploughing of legally protected monuments. Any changes to the law in this area will need to be considered and taken into account.



© RSPB

*Cowslips with Bush Barrow in the background*

**14.4.7** Many significant archaeological sites and features of the surrounding landscape remain largely unappreciated. Many of these are degraded sites which are not easily recognisable by the untrained eye. Enhancing the visibility of key degraded archaeological sites in the wider WHS landscape would improve the appreciation and understanding of the landscape as a whole. Opportunities for sensitively enhancing the visibility of selected monuments should be investigated. For example, 'selective mowing and/or grazing could be used to reinstate the ceremonial route to the Stones of the Avenue, and to emphasise its location on the ground to visitors. Whilst enhancing the visibility of degraded monuments by low-key sustainable methods may be considered, care must be taken not to create an impression of an artificially managed 'park like' appearance.

**14.4.8** Although the landscape in earlier periods may have been extensively wooded, during the later stages of Stonehenge's use in the Bronze Age, the area was relatively lightly wooded. It was predominantly a farmed landscape, including some arable, with the area around the Stones remaining uncultivated. However, the landscape has not remained static and extensive areas of arable and forestry plantations are now key features of the WHS. The aim is not to recreate the landscape as it was at a specific point in the past. The appropriate baseline landscape character for the WHS, which the Plan should seek to achieve in the longer-term, needs to reflect both the historic character; and contemporary values and uses of the area. This may require the removal over time of woodland obscuring barrow cemeteries and other monuments, whose intended wide visibility is implied in their topographical siting.

**14.4.9** Since 2000, grassland in the WHS has been considerably extended through agri-environmental schemes funded by Defra. Most priority areas have now been reverted to grass but it will be very important to maintain such schemes in the future in order to ensure renewal of existing agreements and the development of new ones, targeting the remaining priority areas. New options such as the reduction of cultivation depth and scrub control have also been taken up by landowners and should be further encouraged where appropriate.

**14.4.10** Outside the area of grassland, there is continued scope for improving the setting of remaining priority areas which contain important monuments and sites, through a combination of enhanced payments, and appropriate advice covering archaeology, nature conservation and access. Ideally entire barrow groups should be managed as a single entity: fences should be removed, or set sufficiently far back to include all outer ditches or banks to ensure the group can be appreciated as a whole and effectively managed.

### *Nature Conservation*

**14.4.11** During the previous Plan, English Nature (now Natural England) considered the nature conservation issues and opportunities within the WHS, and prepared an outline strategy for the Site based on the broad objectives set out in the *South Wessex Downs Natural Area Profile*. This strategy reflects the UK Government's national Biodiversity Action Plan (BAP). The Government has adopted a Habitat Action Plan for chalk grassland which includes targets for the recreation of this priority habitat. The WHS is within a key area for the delivery of these targets and is highlighted within the local Wiltshire BAP as a valuable link between Salisbury Plain and Porton Down SAC/SSSIs. The WHS also contains or adjoins other important habitats such as the River Avon SSSI/SAC and associated wet grassland and wetland birds in particular. The wider WHS is also important for its farmland birds. The delivery of favourable condition of the River Avon SSSI.

**14.4.12** Experience on new permanent grassland has shown that it is possible to develop herb-rich pastures with high biodiversity comparatively rapidly, for example by using seed collected from existing chalk downland pasture. Arable farmland is, of course, important for specialist wildlife such as arable plants and farmland birds. The needs of these species should be considered as part of the wider strategy for the area where this does not conflict with the protection and conservation of the archaeology of the WHS and the maintenance of the Site's OUV. Maintenance of a

mosaic of arable and pasture will help to conserve these species.

In general, newly created grassland should:

- be species-rich grassland (chalk/mesotrophic depending on soil conditions);
- be based on local soils and vegetation community types;
- maximise potential for natural regeneration and development of grassland (if seed is required, this should continue to be sourced from established local species-rich sites such as Salisbury Plain);
- give consideration to the value of existing cultivated areas for rare arable flora and farmland birds before conversion to permanent grassland.

**14.4.13** Grassland management should be tailored to the Site but will generally include:

- appropriate grazing by cattle, sheep or both, with consideration given to the archaeological sensitivity and to the benefits of utilising rare or traditional breeds for selective grazing; it will be important to ensure that suitable stock to graze such areas is available through, for example, the development of schemes to market local beef and lamb at a premium.
- management to maintain and enhance the nature conservation value for example by providing a range of sward heights and structure with areas of shorter grazed grass and longer and tussocky grassland and low grazing intensity or no grazing during the spring/summer to allow plants to flower and spread. It should be recognised that such management may have implications for access through the need for additional fencing to control grazing densities, and support agricultural management.

**14.4.14** Farmers within the WHS are currently preserving many existing arable and woodland wildlife habitats, and are interested in doing more to enhance biodiversity on their land through co-operation with conservation organisations, including Natural England and the RSPB. Existing arable areas should wherever possible be managed to maximise their potential contribution to national and local BAP targets for farmland species (e.g. hares, arable plants and farmland birds including overwintering flocks of seed-eating species and the stone-curlew). This is currently

achieved through the following measures which should be supported and continued:

- spring cereals and over-winter stubbles (with stone-curlew plots where appropriate);
- range of crop types in relatively small-scale mosaic;
- grassland ley within rotation if possible;
- provision of features such as conservation headlands, beetle banks, or grassland margins.



Phil Shelldrake 2005 © RSPB

*Stone-curlew chicks*

**14.4.15** In particular, farmers within the WHS are already making a significant contribution towards meeting targets under the Stone-curlew Species Action Plan through the creation and maintenance of suitable habitat and the RSPB reserve. Opportunities to increase the local stone-curlew population should be encouraged in line with the Stonehenge WHS strategy for the Stone-curlew (RSPB 2007), but as ground nesting birds they are prone to disturbance from increased visitor access. This will require careful management to avoid conflicts of interest. Sustainable land management for stone-curlews will be better achieved through an increase in arable reversion, especially to species-rich chalk grassland.

**14.4.16** Opportunities for increasing biodiversity within the WHS as a whole should also be considered as an integral part of the overall aim to enhance the WHS landscape. This will require a comprehensive assessment of the conservation interest across the WHS to enable targeting of conservation advice in key areas of important wildlife value, to ensure the long-term sustainability of farmland birds and other wildlife, and should be linked to regular monitoring to ensure biodiversity objectives are met. Increased biodiversity also presents more opportunities for

people to learn about and value wildlife and landscape and to see how humanity has helped shape the countryside.

## Woodland

**I4.4.17** Woodland is a relatively prominent feature in the landscape of the WHS. The screening role of woodland is particularly important where designed to hide modern development in views from and towards key monuments. More attention should be given to restoring significant views to and from important archaeological sites, including the Stones, through actions to decrease woodland cover and density in certain areas.

**I4.4.18** A WHS Woodland Management Strategy needs to be completed so that it can provide guidance on screen planting, tree removal and compensatory requirements, and woodland management for the WHS as a whole. The key elements of such a strategy might include:

- acknowledgement of the significance of woodland within the WHS as having a contribution to make to the present character of the landscape;
- ensuring high quality management of existing woodlands to maintain and improve their value for nature conservation, and as important features which;
- ensuring that new planting does not damage buried archaeological sites;
- new planting should be in accord with growing understanding of the historical development and character of the landscape;
- reducing risk of physical damage to archaeological sites from roots and/or wind blow, and enhancing the visibility of and access to key monuments, by selective removal of trees;
- identifying woodlands, or parts of woodlands, which might be removed to restore important visual links between key monuments;
- removing woodland cover where this performs no screening or shelter function and is of limited nature conservation value;
- ensuring that any new screen planting is both necessary and appropriate;

- ensuring that woodland screening of existing military buildings and installations is both effective and of high quality, and is not damaging underlying archaeology;
- replacing existing screen planting where it is still required and nearing the end of its natural life;
- examining whether there is a need for additional woodland planting (both within the WHS and beyond it) to screen existing modern developments from view from key archaeological sites and approaches.

## Intrusive features in the landscape

**I4.4.19** Modern development and changes in land use have significantly influenced the character of the WHS, and continue to impact on important visual and historic relationships between the archaeological sites and their settings. Light pollution, much of it originating from sources outside the WHS, has led to increased concealment of the night sky: this is inappropriate in a landscape with monuments celebrated for their astronomical alignments. Considerable steps have been taken since 2000 to create an appropriate landscape setting for the Stones and other key monuments, but much remains to be done to remove or screen intrusive features.

**I4.4.20** A strategy for achieving this aim should be informed by a systematic Historic Landscape Character Assessment of the WHS to inform evaluation of the impacts of intrusive features on the OUV of the WHS. Possible measures include:

- screening, removal and/or relocation of intrusive built features within the WHS where opportunities arise. For example:
- existing visitor facilities/car park;
- A344/A303;
- water tower;
- Larkhill Garrison;
- sources of light pollution;
- Fargo ammunition compound;
- pylon lines;
- sewage works;

- agricultural buildings.
- ensuring that new military development or redevelopment outside the WHS is designed so as to minimise the visual impact when viewed from key viewpoints, as well as from the Stones themselves within the WHS, as is already set out in the Concordat between the MOD and the Ministry of Public Building and Works (Appendix J);
- ensuring that new development at Larkhill Garrison does not damage the WHS and its OUV;
- where practical, seek opportunities to re-route some military flights clear of the WHS in future, particularly those over-flying the WHS.

### Risk prevention and the effects of climate change

**14.4.21** The UNESCO World Heritage Committee has asked for all WHS Management Plans to take account of these factors. Individual site managers within the WHS carry out risk assessments but these will need to be reviewed in the context of the proposed changes to the management of visitors and the road network within the WHS.

**14.4.22** The possible impacts of climate change on the WHS need further analysis. The most likely risks at present are increased severe weather events leading to storm damage, changes to the water table affecting below ground archaeological deposits, and changes to vegetation patterns in the landscape. The likely impact of climate change needs to be further analysed.



The Stonehenge trilithons

2004 © English Heritage

## 14.5 Sustainable Tourism and Visitor Management

**Aim 4: To interpret the Outstanding Universal Value of the whole WHS, to increase understanding and conservation of the cultural assets, to acknowledge and take into account its spiritual and religious significance for some, and to promote the importance of the heritage resources for public enjoyment, education and research (issues 21-33, 38-41).**

**Policy 4a** – Management of visitors to the WHS should be exemplary and follow relevant national and international guidance on sustainable tourism (issue 21).

**Policy 4b** – The economic benefits of tourism to Stonehenge and the WHS should be spread to the wider area (issue 22).

**Policy 4c** – Appropriate arrangements for managed open access on foot within the WHS should be provided with attention to avoiding erosion, while maintaining and improving existing levels of access (issue 23, 24).

**Policy 4d** – Access and circulation to key archaeological sites within the WHS landscape should be encouraged (taking into account archaeological and ecological needs) to increase public awareness and enjoyment (issue 23, 24).

**Policy 4e** – Arrangements should be maintained for special access at significant occasions including solstices, and for stone circle access outside opening hours for small groups (issue 25, 26).

**Policy 4f** – Interpretation both on and off site should be improved to enhance enjoyment and appreciation of Stonehenge and the whole of the WHS (issue 30).

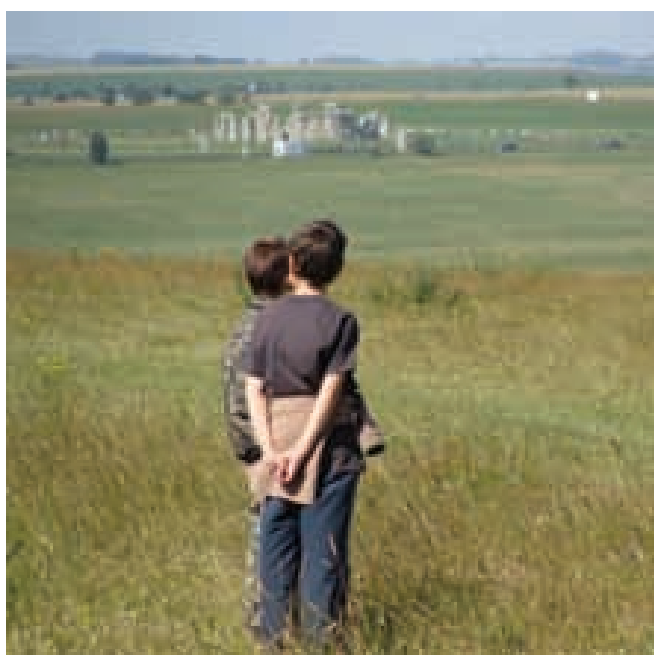
**Policy 4g** – Develop learning opportunities in the Stonehenge WHS (issue 31).

**Policy 4h** – Promote community involvement in the Stonehenge WHS (issues 22, 43).

**Policy 4i** – Explore the opportunities for utilising the Stonehenge WHS to meet the wider objectives of UNESCO and the UK Government (issue 1).

**Policy 4j** – Construct improved interim visitor facilities in keeping with the WHS by early 2012 (issues 28-29).

**14.5.1** Presentation of World Heritage Sites is one of the key duties laid upon states parties in the World Heritage Convention. This will be achieved mainly by direct access of visitors to the WHS although remote access, for example via websites, is becoming increasingly important. Sustainable tourism can also provide benefits both to the Site and to the local communities and local economy. While the development of tourism will remain an important factor, it is essential that this does not conflict with conservation of the WHS and maintenance of its OUV, on which such tourism depends. Any proposals should follow government guidance *Good Practice on Planning for Tourism* (CLG 2006), published to guide planning authorities and others.



Lucy Evershed 2008 © National Trust

**Most of the National Trust land at Stonehenge is open to the public**

**14.5.2** International guidance is also relevant for a site of international importance. The ICOMOS *International Cultural Tourism Charter* (1999) sets out six principles listed in Appendix K.

### **Wider access to the WHS**

**14.5.3** At present, visitors tend to focus on the Stones and pay much less attention to other parts of the WHS as a whole. Better access to the rest of the WHS can greatly improve visitors' understanding and appreciation of the scale of activity in the Neolithic and Bronze Ages. There is a need to raise awareness of existing access links between the various archaeological sites and monuments, and to improve or create others.

**14.5.4** Managed access to archaeological sites in the WHS via existing or negotiated permissive rights of way and on open access land should be maintained and improved. An increased choice of circular walks and cycle routes linking points of interests within the WHS should be developed, to encourage visitors to explore further afield. The more remote parts of the WHS, such as the farmland to the south of the Site and the Avon Valley remain relatively undiscovered, and could be better linked to the more-visited northern part, though this will be limited by the obstacle of the A303.

**14.5.5** Since the 2000 Plan was published, the Disability Discrimination Act (2005) has come into force. All those involved in management of access will need to examine what reasonably can be done to improve access within the WHS for all disabled visitors.

**14.5.6** Potential conflict between different user groups using the same access routes must be considered (e.g. walkers, cyclists, horse-riders, etc). However, for the full benefits of a sustainable traffic management policy to be realised it is preferable for routes to be designed to cater for the needs of all non-car users, provided that there is no adverse impact on the WHS or the attributes of its OUV. It may be necessary to restrict some routes exclusively to walkers. In addition, conflicts with farming should be minimised through clear signing of permitted rights of way and information about access opportunities to particular sites.

**14.5.7** Where visitor access is sought to be increased in sensitive nature conservation areas, i.e. the vicinity of stone-curlew breeding areas, careful planning is required to avoid potential conflict with current legislation for this protected species (following guidelines in section 9.2)

### **Management of access to the Stones**

**14.5.8** The approach to Stonehenge should be integral to the visitor experience. Visitors should approach the Stones on foot although appropriate assistance will need to be provided for the less mobile.

**14.5.9** Visitors should continue to be managed in the vicinity of the Stones to avoid overcrowding and wear and tear to the monument. Effective operations management should ensure that neither the WHS itself nor the visitor experience is compromised. Comprehensive surveys of visitor numbers, profile and behaviour could provide essential insights into what is needed. Security and controlled visitor management at

the Stones, particularly at peak times, will remain an important issue. Careful consideration should continue to be given to flexible and unobtrusive visitor management measures at the Stones.

- I4.5.10** In the future, subject to the needs of stock management, conservation and security, the existing fences in the vicinity of the Stones should be removed. The closure of the A344 is critical to the achievement of this.
- I4.5.11** The reuse of the existing underpass beneath the A344 as an 'on site' base for visitor operations/security staff should be considered as part of plans for new visitor facilities.
- I4.5.12** A particular aspect of Stonehenge is its spiritual value to a variety of groups. In recent years special access provisions at solstices and equinoxes have allowed such groups to express their spiritual values. It will be important to maintain such arrangements in the future providing that this can be continued without detriment to the WHS and its OUV.

### *Spreading the benefits of the WHS*

- I4.5.13** A priority is to develop stronger links between the WHS and neighbouring settlements to encourage economic and community benefits in the immediate locality. Existing facilities in local settlements and new linkages to and from these areas should be promoted to visitors to the WHS.
- I4.5.14** New visitor facilities should aim to increase awareness of other sites and attractions within the wider region. However, care should be taken not to over-promote other sensitive heritage sites which already experience significant visitor numbers. Interpretative and marketing material should reflect this objective.
- I4.5.15** Collaboration with other visitor attractions in the area, in particular Avebury and the local museums at Salisbury and Devizes, should be sought. This would offer opportunities to improve marketing, increase visitor numbers (where appropriate) and enhance visitors' enjoyment and appreciation of the WHS and should be integrated, where appropriate, with the development of the interpretation and learning strategies set out in I4.5.18-19.
- I4.5.16** New facilities and presentation of Stonehenge would present an opportunity for the local business community, and other organisations with responsibilities for tourism, to work in partnership and prepare marketing and development strategies to

maximise the opportunities for longer stays in the area for the benefit of the local economy. This will be particularly important in 2012 when the Olympics are expected to bring large numbers of visitors to the UK.

### *Interpretation, learning and outreach*

- I4.5.17** High quality and effective interpretation and educational information on and off site is crucial in order to highlight and promote better understanding of the significance and integrity of the WHS. Interpretation should help people to enjoy the WHS and learn from it, contributing to the quality of life for present and future generations. This should be achieved by:
- explaining how people in the past inter-related socially, economically and spiritually with themselves and with their environment;
  - maximising visual and aesthetic appreciation of the monuments, buildings, landscape features and artefacts that these people made for themselves.
- I4.5.18** A detailed and innovative Stonehenge WHS interpretation strategy should be prepared, building on the draft Stonehenge Interpretation and Learning Strategy already prepared by English Heritage in conjunction with the National Trust. Some of its aims should be delivered by the proposed new visitor facilities. Consideration should also be given to the suitability of further physical signage as appropriate and other forms of interpretation such as leaflets or audio wands. The Stonehenge WHS interpretation strategy should take account of recent discoveries, theories and advances in knowledge about the WHS.
- I4.5.19** Linked to the Stonehenge WHS interpretation strategy should be a Stonehenge WHS learning strategy. This should make use of existing work such as the EH Learning Plan for Stonehenge, and the educational work carried out over the last few years. It should also be linked to the new visitor facilities. Consideration should also be given to the relationships with Avebury and the museums in Salisbury and Devizes.
- I4.5.20** Involvement by the local communities in the WHS should be encouraged and supported through new and existing partnerships with local groups and schools, and lifelong learning opportunities which help to build a sense of custodianship. There should be increased opportunities to become involved with the conservation and interpretation of the WHS through

volunteering. A range of volunteer opportunities should be available – eg to undertake practical conservation tasks, lead school visits or take photographs – to appeal to different groups and individuals.



Lucy Evershed 2008 © National Trust

*National Trust activity with local schoolchildren*

**I4.5.21** UNESCO, the UK Government, and the UK National Commission for UNESCO have all stressed the opportunities provided by WHSs for the development of the wider objectives of UNESCO. These include their use as exemplars in management and promotion of heritage, capacity development overseas and international cooperation to promote sustainability, cultural diversity and enhanced cultural understanding. This is an area which has been little developed so far by most UK World Heritage Sites. Opportunities for such wider involvement will be constrained by the immediate priorities of the site and by the availability of resources.

### *Visitor facilities for the World Heritage Site*

**I4.5.22** Managing sustainable levels and patterns of visitor access within the WHS is essential. The current arrangements for visitors in the WHS are unsatisfactory and improved visitor facilities are required as a priority.

**I4.5.23** Any new visitor arrangements at Stonehenge should be exemplary in terms of respecting accepted principles of conservation, sustainable tourism and approaches to traffic management. They should help visitors to experience and understand the significance of the WHS and its conservation needs; they should respect the OUV of the WHS and the attributes of its OUV, its integrity and authenticity; they should conform with the general principles of sustainable tourism, in respecting the carrying capacity of the overall landscape and significant destinations within it;

they should provide visitors with sufficient choices for their visits and promote enjoyment; they should respect green transport ideals (see section I4.6) and provide optimum access to the WHS. All construction work should also respect sustainable principles in terms of maximum reversibility at the end of its life.

**I4.5.24** New visitor arrangements should aim to deliver the following:

- A significant improvement to the setting of Stonehenge and, where possible, improvements to the settings of other monuments and sites within the WHS;
- Relatively easy access to Stonehenge;
- A system for managing visitor numbers and patterns of visiting so as to control movement to Stonehenge;
- Subject to conservation requirements, increased opportunities for access to the wider WHS landscape, and greater dispersal of visitors;
- Focal point(s) for the provision of information to allow understanding of the significance of the WHS at various levels of interpretation;
- Adequate parking for visitor numbers that respects the carrying capacity of the WHS and reflects different arrival modes and directions;
- Development of good connections to public transport;



James O Davies 2008 © English Heritage D5C8320

*In the future we are hoping to remove the existing car park and most of the current infrastructure and return this area to grass although a small underground facility will be retained*



- Conformity with the road closure agreed at the time of World Heritage inscription, whilst minimising the impact on existing road users;
- Links with Avebury and with the museums at Devizes and Salisbury;
- Education facilities.

**14.5.25** Whether or not grouped at a single location, new visitor facilities building(s) should be of an appropriate location, scale and quality and should include:

- Reception and orientation point for the Stonehenge WHS;
- Interpretation of the WHS;
- Toilets, disabled toilets, baby-changing and first-aid;
- Parking for cars (including disabled parking spaces), coaches and motorcycles, together with cycle racks, and drop-off facilities for public transport services;
- Retail and catering outlets.

**14.5.26** A full Environmental Impact Assessment will be prepared for any proposed visitor facilities scheme. The location and design of any proposed visitor facilities (including parking areas) should ensure that they:

- avoid adverse impact on the WHS, its setting and the attributes of its OUV;
- avoid as far as practicable adverse impacts on significant features of nature conservation interest and particularly avoid and ensure there is no likely significant adverse impact on internationally and nationally designated sites such as the River Avon SAC and Salisbury Plain SAC and SPA;
- minimise as far as practicable adverse impacts on the character of the landscape;
- avoid constraining opportunities for improvements to the setting of Stonehenge and other monuments and sites in the WHS landscape as far as practicable;
- avoid significant adverse impact on local communities as far as practicable;
- wherever possible make use of land which has been previously disturbed by development;

- make use of existing infrastructure wherever possible so enabling new infrastructure (including access roads and transit routes) within the WHS to be kept to a practical minimum.

## 14.6 Sustainable Traffic Management and Transportation

**Aim 5: To reduce the impacts of roads and traffic on the OUV of the WHS and to improve sustainable access to the Site (issues 34-37).**

**Policy 5a** – Measures should be identified and implemented to reduce the impacts of roads and traffic on the WHS and to improve road safety (issues 34-36).

**Policy 5b** – Proposals should be developed, assessed and implemented, if practical, for the closure of the A303/ A344 junction, of the A344 between the junction and the current visitor centre site, and for restricted access on some or all of the remainder of the A344 up to Airman's Corner, depending on the location of new visitor facilities (issues 34 and 35).

**Policy 5c** – Vehicular access to Byways within the World Heritage Site should be restricted apart from access for emergency, operational and farm vehicles (issue 36).

**Policy 5d** – Measures should be taken through an exemplary Green Travel Plan to encourage access to the Site other than by car (issues 36, 39).

### Reduction of the impact of roads and traffic on the WHS

**14.6.1** A key aim is to restore the tranquillity and dignity of the WHS, respecting principles of sustainable tourism and approaches to traffic management. Roads and traffic are having an adverse impact on the WHS, as acknowledged at the time of inscription. Apart from the impact of the major roads, there are a number of other issues concerning traffic. Significant numbers of vehicles pass through the WHS at high speed; in addition there are inadequate facilities and few dedicated routes for pedestrians and cyclists; problems associated with parking; road safety concerns; and limited public transport provision to and from the WHS. These issues have reduced the quality of experience and tranquillity when visiting this unique and internationally valued landscape.

**14.6.2** The long-term vision remains the removal or screening of all inappropriate structures and roads including the A303. All measures should seek to

achieve an integrated approach, to bring benefits to the WHS, its setting, its attributes of OUV, and its nature conservation values, and should be sensitive to the needs of visitors and local residents. The design and materials used should preserve and enhance the character and appearance of the area. Consideration should be given to improvements through comparatively minor measures such as traffic calming and management within the WHS and to the road network.

**14.6.3** A key objective, requested at the time of inscription, is the closure of the A344 adjacent to Stonehenge to allow the restoration of the Avenue where it is crossed by the existing road. This would mean closure of the junction of the A344 with the A303. The closure of the A344 and the extent of that closure at present depend on the location of the proposed new visitor facilities.

**14.6.4** In developing proposals for dealing with roads and traffic in the WHS, including possible closure of the A303/A344 junction and restriction of access to the A344, the following should apply:

- Develop appropriate measures and traffic management at road junctions, including Longbarrow Crossroads, Airman's Corner and Countess Roundabout, to minimise inconvenience to local residents and users as well as longer-distance travellers and visitors to the WHS;
- Take measures at road junctions which improve the safety of cyclists, pedestrians and horse riders, as well as that of motorists;
- Restrict light pollution from road lighting into and within the WHS wherever possible;
- Consider use of low-noise surfaces on all roads in or near the WHS to reduce levels of traffic noise;
- Review speed limits and consider appropriate measures that could be taken to improve safety within the boundaries of the WHS, bearing in mind the need to strike the right balance between safety, tranquillity, visual enjoyment and the service to the travelling public. Consider supporting this approach with a no parking or stopping policy on main roads;
- Review existing signing within the WHS, and consider appropriate gateway signs at all main entry points to the WHS, as at Avebury, to raise driver awareness of the special nature of the Site;
- Review access requirements and consider measures for controlling access by motorised/vehicular traffic on byways within the WHS, which take account of essential maintenance, emergency services and farm access.

### *Green Travel Plan for the World Heritage Site*

**14.6.5** As part of an exemplary sustainable tourism plan, it is essential that a Green Travel Plan manages access and visitor levels to the WHS, to provide visitors with ample choices to visit and promote their enjoyment, whilst respecting the carrying capacity of the landscape and its heritage in tune with sustainable transport principles. These principles should include encouraging maximum use of sustainable means of transport to reach the site by non-car modes, and reducing the impact of traffic within the Site. The Plan would need to be prepared in collaboration with relevant partners and informed by transport practice from other WHSs and similar attractions. The Plan could include the following components:

- investigative work into good practice from other WHSs and similar attractions in sensitive landscapes;
- Measurable and monitored targets of reduced private car travel and increased use of non-car modes to and from new visitor facilities;
- Reduced or free parking for pre-booked coaches at the new visitor facilities;
- convenient drop-off points at the new visitor facilities for coach and bus users together with facilities for cyclists;
- a comprehensive assessment of the public transport network to the WHS as a whole, the visitor centre, Avebury and the museums at Salisbury and Devizes;
- a design for a WHS public transport network and associated facilities;
- a programme of planned improvements drawn up with all relevant partners;
- targeted publicity of the new access arrangements to potential visitors at home and abroad, educational tourists, agencies, transport providers and operators. This should include travel pages on the Internet with timetable information and public transport links to the Site as well as route information for pedestrians and cyclists;

- Investigation of the use of environmentally-friendly shuttle buses around the edge of the WHS and to other potential drop-off points;
- Measures to ensure that any means of transporting visitors within the WHS are as unobtrusive as possible, having particular regard to archaeologically sensitive areas and to residential amenity, and are designed to minimise adverse effects on existing highways and byways;
- Encouraging visitors to walk between new visitor facilities or drop-offs and a range of monuments and sites and other points of interest;
- proposals for further improving the signposting of existing rights of way within and beyond the WHS, and publicise these routes widely;
- Establishment of new permissive routes and rights of way, in consultation with local landowners;
- Making provision for cycling to and within the WHS through dedicated cycle routes leading to the WHS, appropriate facilities and promotion;
- Bicycle hire should be available at the visitor centre and at bus and railway stations in the area.

## 14.7 Research

**Aim 6 – Sustainable research should be encouraged and promoted to improve understanding of the archaeological, historic and environmental value of the WHS necessary for its appropriate management (issues 41-44).**

**Policy 6a** – Sustainable archaeological research into and within the Stonehenge WHS should be encouraged, and should be of the highest quality (issue 39).

**Policy 6b** – A review of the current archaeological archiving facilities should be undertaken with the aim of securing a long-term storage facility for such archives (issue 32, 40).

**Policy 6c** – A new archaeological group should be set up to advise on archaeological research into and within the WHS. This group should have formal links with the Avebury Archaeological and Historical Research Group (issue 41).

**Policy 6d** – Other types of non-destructive research, such as the assessment of biodiversity, should be undertaken as appropriate (issue 39).

**14.7.1** Although the importance of the principal archaeological sites and features has been recognised and studied, the current state of our knowledge about the landscape of Stonehenge as a whole is still incomplete. Significant areas and themes within the WHS have not yet been investigated. These areas represent gaps in our understanding about Stonehenge, and are likely to have great potential for the discovery of as yet unknown archaeological sites and evidence. The archaeological evidence they contain may have significant implications for management and visitor access.

**14.7.2** The Research Framework for Stonehenge should be kept under regular review and updated as knowledge advances. The Research Framework should be used as the guiding document for the development and assessment of research proposals.

**14.7.3** The use of the most appropriate investigative techniques for the successful implementation of the priority research areas should be encouraged, including fieldwalking, geophysical prospecting, Lidar survey, air photograph analysis, excavation, coring, test-pitting, cartographic and documentary analysis, dating techniques, materials analysis, earthwork survey and study of site distribution and relationships.

**14.7.4** Research proposals will be welcome provided that they:

- conform to the published Research Framework;
- minimise destructive intervention as far as possible, so as to maintain the OUV of the WHS;
- include provision for publication and storage of archive material;
- and are properly resourced.

The capacity of the relevant accredited institutions to receive and curate the archives produced in this way will also be a factor to be taken into account when initiating research.

**14.7.5** Sustainable research into the other values of the WHS – such as its ecological value – should be encouraged and undertaken as appropriate, particularly to inform ecological targets.



Adam Standford © Aerial-Cam/SRP 2008 A016461

The Aubrey Hole excavation team, August 2008; the excavation was part of the Stonehenge Riverside Project

## 14.8 Long-term objectives for the World Heritage Site

**Aim 7 – The long-term objectives for reducing the impact of the A303 within the WHS, and the creation of a permanent world class visitor centre should be kept under review (issue 42).**

**Policy 7a** – *The eventual achievement of the long term objectives for reducing the impact of the A303 and the creation of a permanent world class visitor centre should be kept under review during the lifetime of this Plan.*

**14.8.1** Some aspects of the long-term aims and Vision for the WHS are not achievable in the lifetime of this revision of the Management Plan. In particular, it is not possible to remove the impact of the A303 fully from the WHS, or to create a permanent world class visitor centre. However, even if no decisions can be taken on these matters in the lifetime of this Plan, it is important that these long-term aims should be addressed well before the Plan next comes up for review, so that firm proposals can be included in the next revision of the Management Plan.

## 14.9 Management, Liaison and Monitoring

**Aim 8** – *Provide adequate resources for the management, conservation and monitoring of the WHS (issues 43-47).*

**Policy 8a** – *Coordinate the implementation of the Management Plan and liaise with partners to maintain and enhance the present partnership approach (issue 43).*

**Policy 8b** – *Review the governance of the WHS, including the composition and terms of reference of the WHS Committee and the Advisory Forum (issues 44, 46).*

**Policy 8c** – *Seek adequate funding for the WHS (issue 45).*

**Policy 8d** – *Ensure regular monitoring of the WHS (issue 47)*

**14.9.1** The key purpose of the Management Plan is to set out a framework for the management of the WHS to ensure its conservation and continued sustainable use, and the continued maintenance of its OUV. Previous sections of Part 3 outline Aims and Policies to achieve this purpose, while Part 4 of the Plan contains an Action Plan which will need to be updated regularly during the lifetime of the Plan.

**14.9.2** To achieve all these aims and policies, it is essential to have an effective system for the implementation of the Management Plan. Such a system should include:

- effective partnership among the key stakeholders with wider involvement of other partners including the local community;
- commitment of stakeholders, as far as is practicable to implement those policies and actions for which they are responsible;
- an effective steering group (the Stonehenge WHS Committee) and supporting advisory network (the Stonehenge WHS Advisory Forum) to oversee the implementation of the Plan;
- effective coordination of the implementation of the Plan by the steering group and the WHS Coordinator;
- adequate resourcing;
- regular monitoring and review of the implementation of the Plan and of the condition of the WHS.

**14.9.3** The basic building blocks of such a system have been put in place since the first Plan was completed in 2000. It is necessary to build on these blocks to improve the effectiveness of implementation of the Plan over the next few years. In particular, it is necessary to do more work to improve partnership, to review the effectiveness and operation of the WHS Committee and Advisory Forum, and to maintain and increase as far as possible the resources available to the WHS both for management and for projects.

**14.9.4** Monitoring the implementation of the Management Plan is also crucial since such feedback can be used to improve the effectiveness of this Plan and also to inform the development of its successor in due course. Stonehenge already has a set of agreed monitoring indicators (see section 13.6) but it would be helpful to review these in light of the attributes of OUV identified in this Plan.



James O Davies 2008 © English Heritage NMR DR057787

*Excavation of the remains of the double circle of bluestones by the SPACES project team, April 2008*



James O Davies 2008 © English Heritage Photo Library K021133

*Silhouette of the Stones at Sunrise*





## Part 4 Implementing the Plan

*Aerial view of the Neolithic cursus from the west showing Bronze Age cursus barrows on the right*

Damian Grady 2000 © English Heritage Photo Library NOO0001

## Part 4

# Implementing the Plan

### 15.0 Action Plan

- 15.1** The Management Plan aims and policies set out in Part 3 above will be achieved through a wide range of projects, to be undertaken by a variety of organisations involved in the WHS. Whether these projects are implemented by a single body or require a partnership approach, it is of fundamental importance that they are conceived, designed and implemented within the framework established by the Management Plan.
- 15.2** The following Action Plan outlines new projects or ongoing work for the short (5 years), medium (10 years) and long-term (30 years). It identifies for each action the lead organisation and the partners that need to be involved, the time scale for implementation, and the resources needed.
- 15.3** The implementation of the Action Plan will require the support and participation of the WHS partners in terms of staff time and funding. The key stakeholders should formally endorse the Management Plan, and in particular the Action Plan, to ensure that the projects for which they are identified as leaders are incorporated in their own work programme and adequately funded. Organisations leading projects should report regularly on progress at the WHS Committee meetings. The WHS Committee will also confirm who is responsible for delivering particular projects when needed, and review regularly the priorities. The Action Plan will also provide the opportunity to monitor progress towards achieving the Management Plan objectives. The Action Plan will be used to develop an annual work programme each year for agreement by the WHS Committee.

### 15.4 Abbreviations

AAHRG	Avebury Archaeological and Historical Research Group
AWHS	Avebury World Heritage Site Officer
CLA	Country Land and Business Association
DCMS	Department for Culture, Media and Sport
Defra	Department for the Environment, Food and Rural Affairs
DE	Defence Estates
DfT	Department for Transport
EH	English Heritage
FC	Forestry Commission
FOAM	Friends of Ancient Monuments (CBA Wessex)
HA	Highways Agency
ICOMOS	The UK national committee of the International Council on Monuments and Sites
LO	Private landowners
MOD	Ministry of Defence
NE	Natural England
NFU	National Farmers Union
NSAG	New Stonehenge Archaeological Group
NT	National Trust
NWC	New Wiltshire Council (merger of Wiltshire County Council and the four District Councils including Salisbury District Council)
PC	Parish Councils
ROWU	Rights of Way users
RSPB	Royal Society for the Protection of Birds
SDM	Salisbury and Devizes Museums
Sustrans	(sustainable transport charity)
SWEP	South Wiltshire Economic Partnership
SWHS	Stonehenge World Heritage Site Coordinator
T2KP	Tourism 2000 Partnership
UKNC	UK National Commission for UNESCO
VW	Visit Wiltshire
WC	Wiltshire Constabulary
WHSC	Stonehenge World Heritage Site Committee



**Table 6: Stonehenge WHS Action Plan**

Aims, Policies and Actions	Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale
<p><b>STATUTORY AND POLICY FRAMEWORK</b>  <b>The Management Plan should be endorsed by those bodies and individuals responsible for its implementation as the framework for long-term detailed decision-making on the conservation and enhancement of the WHS and the maintenance of its OUV, and its aims and policies should be incorporated into relevant planning guidance and policies.</b></p>				
<p><b>Aim 1</b>  <b>Policy 1a</b></p> <p>Government departments, agencies and other statutory bodies responsible for making and implementing national policies and for undertaking activities that may impact on the WHS and its environs should recognise the importance of the WHS as a whole and its need for special treatment and a unified approach.</p> <ul style="list-style-type: none"> <li>• DCMS to submit Plan to World Heritage Centre</li> <li>• Key stakeholders formally to endorse the Management Plan</li> </ul>	<p>All</p> <p>DCMS All</p>	<p>SWHS</p>	<p>Existing staff</p>	<p>5 years and ongoing</p> <p>Feb 2009 2009</p> <p>5 years</p>
<p><b>Policy 1b</b></p> <p>Set within the framework provided by the Management Plan, key stakeholders should develop written and agreed policy guidance for the improved management and conservation of the overall character and integrity of the WHS as a cultural landscape, as well as its constituent parts.</p>	<p>EH, NT NE, NWC</p>	<p>SWHS</p>	<p>Existing staff</p>	<p>5 years</p>
<p><b>Policy 1c</b></p> <p>The Regional Spatial Strategy and the Local Development Framework and other statutory plans such as Community Strategies should contain policies to ensure that the importance of the protection of the WHS and its setting and the maintenance of its OUV are fully taken into account in determining planning applications and Road Orders.</p>	<p>NWC</p>	<p>SWHS EH</p>	<p>Existing staff</p>	<p>5 years</p>
<p><b>Policy 1d</b></p> <p>The relevant policies of the Management Plan should, where appropriate, be formally incorporated within the Local Development Framework (possibly as a Supplementary Planning Document) and within other statutory plans such as Community Strategies.</p>	<p>NWC</p>	<p>SWHS EH</p>	<p>Existing staff</p>	<p>5 years</p>
<p><b>Policy 1e</b></p> <p>Development which would impact adversely on the WHS, its OUV or its setting should not be permitted.</p>	<p>NWC, EH</p>	<p>SWHS</p>	<p>Existing staff</p>	<p>Ongoing</p>

Aims, Policies and Actions		Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale
<p><b>THE DESIGNATION AND BOUNDARIES OF THE WHS</b></p> <p><b>Aim 2</b> The WHS boundary should ensure the integrity of the WHS is maintained by including all known significant archaeological features and interrelationships related to the attributes of the Site's OUV.</p>					
<b>Policy 2a</b>	A minor modification of the boundary should be proposed to UNESCO.	SWHS	DCMS, EH, NWC, ICOMOS UK	Existing staff	5 years
<b>Policy 2b</b>	A study into the need for a buffer zone should be carried out jointly with Avebury and appropriate recommendations should be made to the State Party.	SWHS AWHS	DCMS, EH, AAHRG, NSAG, NWC, ICOMOS UK	Existing staff	5 years
<b>Policy 2c</b>	During the lifetime of this Plan, a review of the significance of the Site should be undertaken to establish whether more emphasis should be placed on its landscape, and to assess its boundary in the light of any changed understanding of its significance. The review should also undertake an assessment of the integrity and authenticity of the Site, and will need to be carried out at both Avebury and Stonehenge.	SWHS AWHS	DCMS, EH, NWC, ICOMOS UK	Existing staff	10 years
<p><b>CONSERVATION OF THE WORLD HERITAGE SITE</b></p> <p><b>Aim 3</b> The OUV of the WHS should be sustained and enhanced through the conservation of the Site and the attributes that carry its OUV.</p>					
<b>Policy 3a</b>	<p>The WHS should be managed to protect its attributes of OUV, to protect their physical remains, to improve and enhance their condition and explain their significance.</p> <ul style="list-style-type: none"> <li>Continue to work with landowners to improve the management of the prehistoric monuments</li> <li>NT and RSPB to continue to manage their land to high standards</li> <li>Continue to improve the protection, setting and interpretation of key monuments, including Durrington Walls, Woodhenge and the Cursus</li> </ul>	SWHS, EH  NT, RSPB  SWHS, NT, NWC, EH	LO	Existing staff  Existing staff  Additional capital	Ongoing  Ongoing  Ongoing

Aims, Policies and Actions	Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale
<p><b>Policy 3b</b></p> <p>Appropriate agri-environmental schemes should be maintained and developed to maximise the protection of archaeological sites and their settings, and also the setting of the WHS itself.</p> <ul style="list-style-type: none"> <li>• Extend grass restoration in remaining priority areas</li> <li>• Seek to maintain appropriate payments for landowners as part of Defra agri-environmental schemes</li> <li>• Maintain existing grassland and renew existing grass restoration agreements</li> <li>• Continue scrub and erosion control</li> <li>• Produce and implement a strategy for controlling burrowing animals in the Stonehenge and Avebury WHS</li> <li>• Deliver schemes targeting improvements for archaeology, access and landscape</li> </ul>	Defra, NE, NT, SWHS, EH, LO		Existing staff Additional capital Existing staff Additional capital Additional capital Additional capital	5 years 5 years 5 years Ongoing 5 years 5 years
<p><b>Policy 3c</b></p> <p>The condition and vulnerability of all archaeological sites and monuments throughout the WHS should be reviewed regularly to guide future management action and priorities.</p> <ul style="list-style-type: none"> <li>• Undertake repeat condition surveys of all archaeological sites in the Stonehenge WHS jointly with Avebury every six years (one is overdue)</li> <li>• Set standards and methodology for condition surveys to ensure compatibility</li> <li>• Continue regular monitoring at Stonehenge and regular monitoring visits elsewhere</li> </ul>	SWHS AWHS SWHS EH EH, NT, NWC	NWC		5 years 5 years 5 years Ongoing

Aims, Policies and Actions		Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale		
<b>Policy 3d</b>	<p>The setting of visible monuments and sites in the landscape and their inter-relationships should be maintained and enhanced with particular attention given to achieving an appropriate landscape setting for the monuments and also the WHS itself.</p> <ul style="list-style-type: none"> <li>• Close and remove an appropriate length of the A344 and restore to an appropriate finish</li> <li>• When closed, restore the former A344 to grass in the vicinity of the Avenue at Stonehenge</li> <li>• Remove existing car park and visitor facilities, retaining minimal facilities for operational and security needs, linked to provision of new visitor facilities elsewhere.</li> <li>• Remove fences where possible and appropriate, when they are not needed for security or stock-control, and replace worn-out fences which are still needed</li> <li>• Relocate the Woodhenge car park further away from the monument and from Durrington Walls to an appropriate new location</li> <li>• Undertake study into removing former road crossing Durrington Walls</li> <li>• Removing the scrub along the line of that route</li> </ul>	NWC, EH	HA	Major costs	5 years		
		NWC, EH	NT	Major costs	5 years		
		EH	NT, NWC	Major costs	5 years		
		EH, NWC, NT		Additional capital	Ongoing		
		NT, NWC	EH	Additional capital	10 years		
		NWC	NT	In-house	5 years		
		NWC	NT	In-house	5 years		
		<b>Policy 3e</b>	<p>Where appropriate, degraded and other archaeological features within the WHS should be conserved and/or made more visible without detracting from their intrinsic form or character:</p> <ul style="list-style-type: none"> <li>• Enhance the visibility of the Stonehenge Avenue, the Cursus and Durrington Walls Avenue through sustainable and appropriate methods</li> <li>• Continue and extend scrub control, removal of fences where possible and monitored grazing for barrow groups on land converted to pasture, with appropriate controls of burrowing animals</li> </ul>	NT, LO		In-house	10 years
				RSPB, NT, LO,	FOAM	In-house	Ongoing

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 3f</b>	In the management of land in the future, existing areas of permanent grassland should be maintained, enhanced and those areas extended where appropriate.	LO, NT, NE	SWHS	Additional costs	5 years
<b>Policy 3g</b>	<p>The overall nature conservation value of the VHS should be maintained and enhanced, in particular by maintaining and improving the biodiversity of permanent grassland including the existing limited areas of floristically rich chalk downland turf, leading to greater diversity not just of plants but also of other wildlife including birds and invertebrates.</p> <ul style="list-style-type: none"> <li>• Maintain the existing areas of floristically rich chalk grassland</li> <li>• Improve the biodiversity of existing grassland through extensive grazing and other appropriate methods</li> <li>• Encourage recreation of floristically rich chalk grassland</li> <li>• Continue to protect and encourage protected species such as stone-curlews through appropriate management and implement the stone-curlew strategy</li> <li>• Continue monitoring on RSPB and NT land and consider extending this to other privately owned land</li> <li>• Collate the environmental data available into a map of the ecological value of the VHS to be also available on the Stonehenge GIS</li> <li>• Create a working group on Nature Conservation to promote a co-ordinated approach</li> </ul>	NE, RSPB, NT, LO	SWHS	In-house	5 years
<b>Policy 3h</b>	<p>Woodland management in the VHS should be reviewed taking into account the OUV of the Site and its ecological and landscape values.</p> <ul style="list-style-type: none"> <li>• The VHS Woodland Strategy should be completed.</li> </ul>	NT, FC	LO, SWHS, EH, NWC	In-house In-house	5 years

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 3i</b>	<p>Where opportunities arise, the visual integrity of the WHS landscape should be improved by the removal or screening of existing inappropriate structures</p> <ul style="list-style-type: none"> <li>• Seek opportunities to remove or screen intrusive built features at Larkhill and elsewhere</li> <li>• Seek opportunities to re-route some military flights in the future, in particular the helicopter route along the Cursus</li> <li>• Seek to minimise light pollution in the WHS from sources inside and outside the WHS</li> <li>• Remove fences where possible and appropriate, when they are not needed for security or stock-control, and replace worn-out fences which are still needed</li> </ul>	<p>MOD, DE, LO</p> <p>MOD</p> <p>HA, MOD, DE, NWC</p> <p>EH, NWC, NT</p>		<p>Additional capital</p> <p>In house</p> <p>In-house</p> <p>Additional capital</p>	<p>5 years</p> <p>10 years</p> <p>5 years</p> <p>Ongoing</p>
<b>Policy 3j</b>	Risk management strategies should be kept under review and updated as necessary.	SWHS EH		Existing staff	Ongoing
<b>Policy 3k</b>	A study of the possible impacts of climate change should be carried out and appropriate adaptation strategies identified.	SWHS	NT	Specialist advice	5 years
<b>Policy 3l</b>	Explore with the local authority the possibility of addressing the issue of light pollution in the Local Development Framework	EH, SWHS		Existing staff	5 years
<b>Policy 3m</b>	Undertake a Historic Landscape Character Assessment of the WHS	SWHS		Additional capital	5 years
<b>SUSTAINABLE TOURISM AND VISITOR MANAGEMENT</b>					
<b>Aim 4 To interpret the OUV of the whole WHS, to increase understanding and conservation of the cultural assets, to acknowledge and take into account its spiritual and religious significance for some, and to promote the importance of the heritage resources for public enjoyment, education and research.</b>					
<b>Policy 4a</b>	Management of visitors to the WHS should be exemplary and follow relevant national and international guidance on sustainable tourism.	EH & NT		Existing staff	5 years and ongoing

Aims, Policies and Actions		Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale
<b>Policy 4b</b>	<p>The economic benefits of tourism to Stonehenge and the WHS should be spread to the wider area.</p> <ul style="list-style-type: none"> <li>• New visitor facilities should link up with and raise awareness of the wider area</li> <li>• Develop collaboration with the Avebury, Salisbury and Devizes museums</li> <li>• Liaise with the other regional attractions in view of the Cultural Olympiad</li> <li>• Explore opportunities to use local products</li> <li>• Explore opportunities to promote green travel links between Stonehenge and Avebury</li> <li>• Explore opportunities of promoting access to nature</li> <li>• Explore links with Visit Wiltshire tourism strategy</li> </ul>	NWC, SDM, NT, NE	EH, SWHS, AWHHS, VW	Additional capital	5 years
<b>Policy 4c</b>	<p>Appropriate arrangements for managed open access on foot within the WHS should be provided with attention to avoiding erosion, while maintaining and improving existing levels of access.</p>	NT, LO	SWHS	Existing staff	5 years and ongoing
<b>Policy 4d</b>	<p>Access and circulation to key archaeological sites within the WHS landscape should be encouraged (taking into account archaeological and ecological needs) to increase public awareness and enjoyment.</p> <ul style="list-style-type: none"> <li>• Develop circular routes linking archaeological sites for walkers and cyclists</li> <li>• Develop guided tours of the WHS</li> <li>• Continue NT policy of providing open access to its land reverted to pasture</li> <li>• Continue RSPB escorted visits on its nature reserve</li> <li>• Put in place WHS signs at key sites on the model of the Durrington Walls information panel</li> <li>• Review visitor car parking situation in the WHS and develop a new policy</li> </ul>	NT, RSPB, LO	EH	Existing staff and some additional capital	5 years

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 4e</b>	Arrangements should be maintained for special access at significant occasions including solstices, and for stone circle access outside opening hours for small groups.	EH	NT, WGC, NWC	Continue current regime	5 years
<b>Policy 4f</b>	<p>Interpretation both on and off site should be improved to enhance visitor enjoyment and appreciation of Stonehenge and the whole of the WHS.</p> <ul style="list-style-type: none"> <li>• Complete the WHS interpretation and learning strategy</li> <li>• Improve the Stonehenge website and provide links to all partners</li> <li>• Improve the interpretation of Woodhenge and Durrington Walls</li> <li>• Produce a Stonehenge WHS newsletter for local households and interested parties</li> <li>• Produce an information pack for all WHS landowners and householders</li> <li>• Continue presentations on the Stonehenge WHS to local, national and international audiences</li> <li>• Explore the feasibility of an accredited training course for guides on the Stonehenge WHS in partnership with the tourist/ Blue Badge guides association</li> <li>• Produce a guide on birds and other wildlife in the WHS to enhance the visitor experience.</li> <li>• Develop a branding and signage strategy for the visitor facilities and the whole WHS, including road signs at the entrances of the WHS</li> </ul>	EH, NT, SWHS	SDM, NWC, RSPB, NE	Existing staff and some additional capital	5 years



<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 4g</b>	<p>Develop learning opportunities in the Stonehenge WHS.</p> <ul style="list-style-type: none"> <li>• Maintain free entry to Stonehenge to school groups and free educational resources on the web</li> <li>• Conduct a survey of the various education groups using the WHS</li> <li>• Provide educational resources adapted to the various publics</li> <li>• Increase the number of education visitors</li> <li>• Continue the Stonehenge and Avebury WHS Learning and Outreach Group, and review and implement the Learning and Outreach Plan</li> </ul>	EH, NT, SWHS EH	SDM	In-house	5 years
<b>Policy 4h</b>	<p>Promote community involvement in the Stonehenge WHS</p> <ul style="list-style-type: none"> <li>• Continue to develop volunteering opportunities in the WHS through the NT, the RSPB and FOAM and other local archaeological groups</li> <li>• In the long-term, consider setting up a team of local volunteer wardens for the WHS</li> <li>• Strengthen links with the local community and encourage a sense of custodianship</li> <li>• Consider a specific WHS event for the local community organised jointly with Avebury</li> <li>• Maintain free entry to Stonehenge for local residents and promote it more proactively</li> <li>• Continue National Trust guardianship initiative</li> <li>• Further develop volunteer and community projects in the management of coppice woodlands</li> </ul>	NT, RSPB, FOAM, SWHS SWHS All SWHS, AWHS EH NT NT	All	In-house	5 years and ongoing

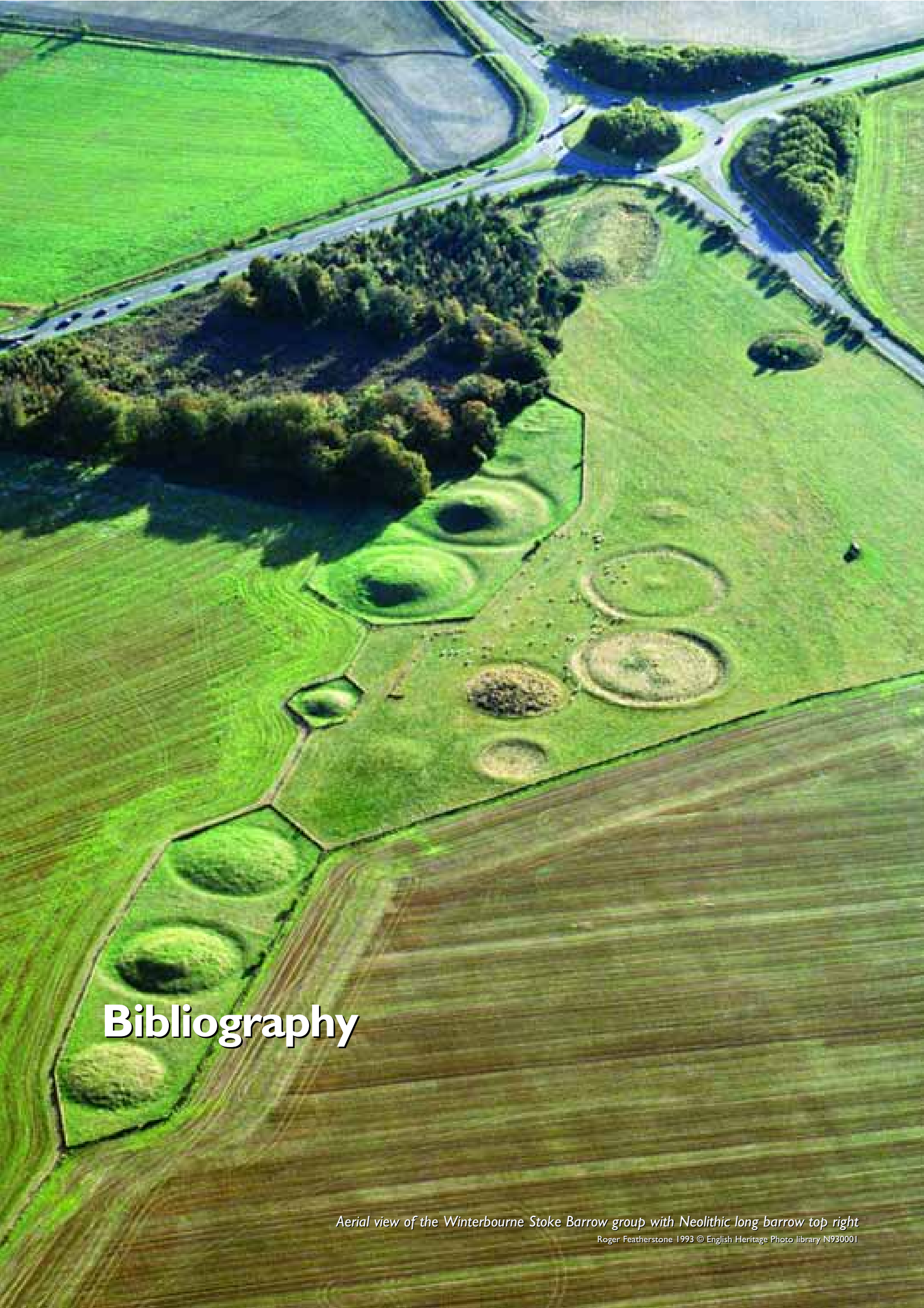
<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 4i</b>	Explore the opportunities for utilising the Stonehenge WHS to meet the wider objectives of UNESCO and the UK government	DCMS UKNC	EH	In-house	5 years
<b>Policy 4j</b>	<p>Construct improved interim visitor facilities in keeping with the WHS by early 2012</p> <ul style="list-style-type: none"> <li>• Build new visitor facilities, including car parking, exhibition space, indoor café and interpretation facilities</li> <li>• Ensure that the new facilities are environmentally-friendly and follow the principles of sustainable tourism</li> <li>• Provide sustainable transport and/or pedestrian access from the new visitor facilities to Stonehenge with minimal impact on the WHS</li> <li>• Provide minimum facilities required for security and operations at Stonehenge monument</li> </ul>	EH	NWC, HA, LO, NT, DCMS, NE, DfT	Major costs	5 years
<b>SUSTAINABLE TRAFFIC MANAGEMENT AND TRANSPORTATION</b>					
<b>Aim 5</b>	<b>To reduce the impacts of roads and traffic on the OUV of the WHS and to improve sustainable access to the Site.</b>				
<b>Policy 5a</b>	Measures should be identified and implemented to reduce the impacts of roads and traffic within the WHS and to improve road safety	NWC, WC, HA	EH, Public Transport operators, Network Rail	In-house	5 years

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 5b</b>	<p>Proposals should be developed, assessed and implemented, if practicable, for the closure of the A303/ A344 junction, of the A344 between the junction and the current visitor centre site, and for the closure and/or restricted access on the remainder of the A344 up to Airman's Corner, depending on the location of new visitor facilities..</p> <ul style="list-style-type: none"> <li>• Close the A303/ A344 junction</li> <li>• Grass over the bed of the decommissioned A344 between the A303 junction and the current visitor centre site</li> <li>• Restrict motorised vehicular access on the remainder of the A344</li> <li>• Review access to Stonehenge by non-motorised traffic using ROWs (crossing the A303 is a safety issue)</li> </ul>	HA, NWC	EH, ROWU	Major costs	5 years
<b>Policy 5c</b>	<p>Vehicular access to Byways within the WHS should be restricted apart from access for emergency, operational and farm vehicles</p> <ul style="list-style-type: none"> <li>• Put in place a Traffic Regulation Order or regulate traffic by other means</li> <li>• Install gates restricting motorised traffic but allowing access to cyclists, horse-riders and horse-drawn carriages</li> </ul>	NWC	EH, NT, ROWU	In-house	5 years
<b>Policy 5d</b>	<p>Measures should be taken through an exemplary Green Travel Plan to encourage access to the Site other than by car.</p> <ul style="list-style-type: none"> <li>• Develop a Green Transport Plan for the whole WHS</li> <li>• Decrease the % of visitors arriving at Stonehenge by car</li> <li>• Produce a sustainable transport plan for the new visitor facilities covering access to and within the WHS</li> <li>• Increase and promote public transport to Stonehenge and the WHS, in particular bus links from Salisbury train station</li> <li>• Encourage cycling in the WHS and long distance cycling routes</li> </ul>	NWC EH EH NWC NWC	SWHS EH, NT  Sustrans	Additional costs	5 years

Aims, Policies and Actions		Stakeholder(s) responsible for delivery	Key Partners	Resources needed	Time scale
<b>RESEARCH OBJECTIVES</b>		EH, NSAG	Universities and other researchers, SDM, NT, NWC, AAHRG	Existing staff	5 years
<b>Aim 6</b>	<b>Sustainable research should be encouraged and promoted to improve understanding of the archaeological, historic and environmental value of the WHS necessary for its appropriate management.</b>				
<b>Policy 6a</b>	<p>Sustainable archaeological research into and within the Stonehenge WHS should be encouraged, and should be of the highest quality.</p> <ul style="list-style-type: none"> <li>Projects should consider the published Stonehenge Research Framework</li> <li>Encourage dissemination of the results of research to managers and the general public</li> <li>Publish on the Stonehenge website the main agreed priorities for research</li> </ul>	EH, NSAG EH, NSAG SWHS		Some extra EH staffing needed	5 years
<b>Policy 6b</b>	A review of the current archaeological archiving facilities should be undertaken with the aim of securing a long-term storage facility for such archives.	SDM	NWC, EH	In-house	5 years
<b>Policy 6c</b>	<p>A new archaeological group should be set up to advise on archaeological research into and within the WHS. This group should have formal links with the Avebury Archaeological and Historical Research Group.</p> <ul style="list-style-type: none"> <li>This new Stonehenge Archaeological Panel should consider and advise on research in the WHS, including an assessment of the implications of recent research, and the need for any revised research objectives.</li> </ul>	EH	AAHRG	Some extra EH staffing needed	5 years
<b>Policy 6d</b>	Other types of non-destructive research, such as the assessment of biodiversity, should be undertaken as appropriate.	NT, RSPB		In-house	Ongoing

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Aim 7</b>	<b>The long-term objectives for reducing the impact of the A303 within the WHS, and the creation of a permanent world class visitor centre should be kept under review.</b>				
<b>Policy 7a</b>	The eventual achievement of the long term objectives for reducing the impact of the A303 and the creation of a permanent world class visitor centre should be kept under review during the lifetime of this Plan	DCMS, DfT, EH, HA	NT	Major costs for the new works	Ongoing
<b>Aim 8</b>	<b>MANAGEMENT, LIAISON AND MONITORING</b> <b>Provide adequate resources for the management, conservation and monitoring of the WHS</b>				
<b>Policy 8a</b>	<p>Coordinate the implementation of the Management Plan and liaise with partners to maintain and enhance the present partnership approach</p> <ul style="list-style-type: none"> <li>• Review progress &amp; priorities every year</li> <li>• Produce a report on progress &amp; priorities every 3 years</li> <li>• Strengthen links with Avebury through facilitating joint projects</li> <li>• Review and rewrite the Management Plan every 6 years</li> <li>• Develop links and exchange of best practice with other WHSs in the UK and elsewhere</li> </ul>	SWHS		In-house	

<b>Aims, Policies and Actions</b>		<b>Stakeholder(s) responsible for delivery</b>	<b>Key Partners</b>	<b>Resources needed</b>	<b>Time scale</b>
<b>Policy 8b</b>	Review the governance of the WHS, including the composition and terms of reference of the WHS Committee and the Advisory Forum	SWHS		In-house	5 years
<b>Policy 8c</b>	Seek adequate funding for the WHS <ul style="list-style-type: none"> <li>• Key stakeholders to provide long-term funding for the WHS</li> <li>• Maximise funding for the WHS from all sources</li> </ul>	EH, NT, NWC SWHS		Additional costs In-house	Ongoing
<b>Policy 8d</b>	Ensure regular monitoring of the WHS <ul style="list-style-type: none"> <li>• Revise as appropriate the WHS monitoring indicators in line with attributes of OUV and ensure the WHS partners put them in place progressively</li> <li>• Produce the UNESCO periodic report every 6 years jointly with Avebury</li> <li>• Continue to develop the Stonehenge GIS</li> </ul>	SWHS	AWSH	In-house	Ongoing



# Bibliography

*Aerial view of the Winterbourne Stoke Barrow group with Neolithic long barrow top right*

Roger Featherstone 1993 © English Heritage Photo library N930001





## BIBLIOGRAPHY

Listed below are documents specifically cited in the text of this Management Plan. Further key publications will be found in Appendix I.

- AAHRG. 2001. *Archaeological Research Agenda for the Avebury World Heritage Site*. Wessex Archaeology, for the Avebury Archaeological and Historical Research Group.
- Anon. 2002. *Principles for Undertaking Archaeological Work in the Stonehenge WHS*. Unpublished typescript prepared by English Heritage, the Highways Agency, the National Trust and Wiltshire County Council, January 2002.
- Cathersides, A. 2001. 'Stonehenge – restoration of grassland setting', *Conservation Bulletin*, March 2001, 34. English Heritage.
- Chippendale, C. 2004. *Stonehenge Complete* (revised edn). Thames and Hudson.
- Cleal, R.M.J., Walker, K.E., and Montague, R. 1995. *Stonehenge and its Landscape: Twentieth Century Excavation*. English Heritage Archaeological Reports, 10. English Heritage.
- CLG. 2006a. *Preparing Community Strategies: Government Advice to Local Authorities*, Department for Communities and Local Government.
- CLG. 2006b. *Good Practice on Planning for Tourism*. Department for Communities and Local Government.
- Darvill, T. (ed). 2005. *Stonehenge World Heritage Site: An Archaeological Research Framework*. English Heritage and Bournemouth University.
- Darvill, T. 2006. *Stonehenge: The Biography of a Landscape*. Tempus.
- DCMS. 2007. Ministerial Statement by the Minister for Culture, *Hansard*, 18 December 2007, Debate on Stonehenge, column 221WH.
- Department for Transport. 2007. Written Ministerial Statement to Parliament on the A303 Stonehenge Improvement Scheme, *Hansard*, 6 December 2007.
- DTLR. 2001. *Regional Planning Guidance for the South West (RPG 10)*. The Stationery Office.
- English Heritage. 2000a. *Stonehenge World Heritage Site Management Plan*. English Heritage.
- English Heritage. 2000b. *Stonehenge World Heritage Site Management Plan: Summary*. English Heritage.
- English Heritage. 2002. *Sustainable Access and Interpretation Principles for the Stonehenge WHS, July 2002*. Unpublished report.
- English Heritage. 2008. *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*. English Heritage.
- English Heritage (forthcoming). *An Interpretation and Learning Plan for Stonehenge*.
- English Heritage and National Trust. 2006. *Stonehenge Learning Plan (Version 8)*. Unpublished report, 16 February 2006.
- Exon, S., Gaffney, V., Woodward, A. and Yorston, R. 2000. *Stonehenge Landscapes: Journeys through Real and Imagined Worlds*. Archaeopress.
- ICOMOS. 1999. *International Cultural Tourism Charter*. ICOMOS.
- National Trust. 2001. *Stonehenge Land Use Plan 2001–2006*. National Trust.
- ODPM. 2003. *Policy Planning Statement 1: Delivering Sustainable Development*. ODPM.
- Parker Pearson, M. et al. 2007a. 'The age of Stonehenge'. *Antiquity*, 81, 617–39.
- Planning Inspectorate. 2005. *Inspector's Report on the Public Inquiry into the A303 Stonehenge Improvement*. Planning Inspectorate.
- Pomeroy-Kellinger, M. 2005. *Avebury World Heritage Site Management Plan 2005*. English Heritage.
- Richards, J. 2005. *Stonehenge*. English Heritage guidebooks, English Heritage.
- Richards, J. 2007. *Stonehenge: The Story so Far*. English Heritage.
- RSPB. 2005. *Stonehenge World Heritage Site Breeding Birds Survey*. Unpublished report. RSPB.
- RSPB. 2008. *Stonehenge World Heritage Site Management Strategy for Stone-curlew (Burhinus oediacnemus)*. Unpublished report. RSPB.

RSPB. 2009. *Normanton Down Management Plan*. Unpublished report. RSPB.

South West Tourism. 2003. *Economic Impact of Tourism in Salisbury*. ([www.salisbury.gov.uk/leisure/tourism/tourism-strategy.htm](http://www.salisbury.gov.uk/leisure/tourism/tourism-strategy.htm))

Stovel, H. 1998. *Risk Preparedness: A Management Manual for World Cultural Heritage*. ICCROM.

UNESCO. 1972. *Convention Concerning the Protection of the World Cultural and Natural Heritage*. UNESCO.

UNESCO. 2008. *Operational Guidelines for the Implementation of the World Heritage Convention*. UNESCO.

Wessex Archaeology. 2003. *Condition Survey and Management Recommendations for Archaeological Sites within the Stonehenge WHS*. Unpublished report. Wessex Archaeology.



# Appendices

*Stonehenge in snow showing the circular ditch and the Avenue*

Skyscan Balloon Photography 1985 © Skyscan Balloon Photography Source: English Heritage Photo Library K850200



## Appendix A – Membership and Terms of Reference of the Stonehenge World Heritage Site Committee

**Chairman** – Lady Gass

**Secretariat** – Isabelle Bedu, Stonehenge World Heritage Site Coordinator

### Members (updated 25 November 2008)

1. Amesbury Town Council
2. Country Land and Business Association
3. Defence Estates/ Ministry of Defence
4. Department for Culture, Media and Sport
5. Durrington Parish Council
6. English Heritage
7. Natural England
8. Highways Agency
9. International Council on Monuments and Sites UK
10. National Farmers' Union
11. National Trust
12. Royal Society for the Protection of Birds
13. Salisbury District Council
14. University of Southampton, Department of Archaeology (rep. of academic archaeology)
15. Wilsford cum Lake Parish Council/ Representative of the WHS landowners
16. Wiltshire County Council

### Terms of reference (December 2000 This refers to the Implementation Group, the former name of the Stonehenge WHS Committee)

The creation of the Stonehenge World Heritage Site Management Plan Implementation Group was recommended in the World Heritage Site Management Plan to be the body responsible for oversight of the implementation of the Plan.

Its principal functions are to:

1. Raise awareness of the significance of the World Heritage Site and its status
2. Be consulted on all significant matters related to the current and future management of the World Heritage Site
3. Co-ordinate activities as necessary within the World Heritage Site for the implementation of the Plan
4. Review and monitor the effectiveness of the Plan
5. Have the revision of the Plan as a main role.
6. Oversee the work of the Implementation Officer and Co-Ordination Unit
7. Agree annual work programmes for the implementation of the Management Plan
8. Produce annually a report on work carried out to implement the Management Plan

In order to fulfil these functions, the Implementation Group has the following specific responsibilities:

1. Clarification of roles and responsibilities within the World Heritage Site
2. Approval and oversight of the implementation programme for the Management Plan
3. Oversight and approval of the programme of the Implementation Officer
4. Approval of Annual Action Programme
5. Monitoring progress of Annual Action Programme through half-yearly progress reports on work achieved and the identification of priorities for following year
6. Preparation of annual progress report
7. Investigation of possibilities of creating Stonehenge World Heritage Fund
8. Implementation of projects to meet objectives of Management Plan not being met by other organisations or partnerships working within the framework of the Plan
9. Making best use of the Stonehenge Geographical Information System, based on information provided by Wiltshire County SMR
10. Development of Limits of Acceptable Change monitoring process
11. Monitoring the state of the World Heritage site
12. Assessing overall effectiveness of actions to achieve Plan's objectives, and review of overall direction of Plan's strategy and initiatives in response to changing perceived priorities and needs
13. Formal review of Plan

The Group will be serviced by the World Heritage Site Implementation Officer (now known as the WHS Coordinator)

## **Appendix B – Membership and Terms of Reference of the Stonehenge World Heritage Site Advisory Forum**

**Chairman** – Lady Gass

**Secretariat** – Isabelle Bedu, Stonehenge World Heritage Site Coordinator

### **Members (updated 25 November 2008)**

1. Ablington Farm
2. Ancient Sacred Landscape Network
3. Avebury World Heritage Site Officer
4. Boreland Farm
5. Council for British Archaeology
6. Campaign to Protect Rural England
7. Countess Road Residents' Association
8. Defence Estates
9. Druid's Lodge Estate
10. Forestry Commission
11. Government Office for the South West
12. Larkhill Residents' Association
13. Manor Farm
14. Salisbury and South Wiltshire Museum
15. Shrewton Parish Council
16. Sustrans
17. Wessex Archaeology
18. West Amesbury Farms
19. Wiltshire Archaeological and Natural History Society
20. Wiltshire Police
21. Winterbourne Stoke Parish Council

All the members of the WHS Committee are also members of the Advisory Forum.

### **Terms of reference (December 2000)**

The Stonehenge World Heritage Site Management Plan Advisory Forum is being formed to allow those bodies interested in the future well-being of the World Heritage Site to be kept informed of progress towards the implementation of the Management Plan. It will also provide them with the opportunity to comment on progress.

The Forum will be convened by the Stonehenge World Heritage Site Management Plan Implementation Group, the body of key stakeholders which is overseeing the implementation of the Plan. The Forum will meet once or twice a year. Invitations to join it will be sent initially to all those bodies who served on the consultative group which created the Management Plan.

The Forum will be serviced by the World Heritage Site Implementation Officer (now known as the WHS Coordinator).

## Appendix C – The WHS Management Plan public consultation process

### 1.0 INTRODUCTION

The timetable for the development of the Management Plan demonstrates the importance attached to public consultation on the plan. Out of a programme of only 12 months from inception to conclusion, a full three months was devoted to public consultation. English Heritage appointed Grayling Global in June 2008 to carry out this Consultation covering simultaneously both the draft World Heritage Site Management Plan and the Stonehenge Environmental Improvements Project. Feedback was handled and considered separately via two distinct questionnaires.

The Consultation programme, from 15 July to 17 October 2008, engaged with local people and key stakeholders to obtain feedback on both initiatives. This appendix outlines the activities undertaken and provides a summary of the feedback.

### 2.0 DEVELOPMENT OF MATERIAL TO SUPPORT THE CONSULTATION PROCESS

#### **Booklet**

*The future of Stonehenge*, a booklet covering both the draft WHS Management Plan and the Environmental Improvements Project, was prepared. This booklet included questionnaires on both aspects of the Consultation and was one of the main methods for feedback. It was circulated at the launch of the Consultation, handed out at the Exhibition venues and mailed to 14,500 households in the area of Stonehenge (postcode areas SP3 4, SP4 6, SP4 7, SP4 8, SP4 9, BA12 0). A further 800 copies were distributed to public venues in Andover, Amesbury, Salisbury, Marlborough, Pewsey and Durrington including libraries, surgeries, council offices and leisure centres. Copies were also sent to a number of parliamentarians.

#### **World Heritage Site Management Plan**

The WHS management plan draft and its summary were available on request in hard copy and could also be downloaded from the Consultation website.

#### **Website**

A Consultation website was developed ([www.stonehengeconsultation.org](http://www.stonehengeconsultation.org)) to make available

all the materials prepared for the Consultation. It was possible to respond to the Consultation on-line. 2,484 people visited the website and approximately 200 responses were received on-line.

#### **Consultation Hotline**

An 0845 telephone line was established as the Consultation Hotline and this was publicised in all the Consultation material.

### 3.0 OVERVIEW OF THE CONSULTATION PROCESS

The Consultation was launched at Antrobus House in Amesbury on July 15. The event was chaired by the late Lord Sandy Bruce-Lockhart, Chairman of English Heritage, and speakers included Rt. Hon. Margaret Hodge MP, Culture Minister. It was preceded by a press briefing. The launch was attended by around 100 guests and the consultation generated coverage in a range of media including The Guardian, Salisbury Journal, Wiltshire Gazette, Western Daily Press, BBC South and ITV West, BBC Countryfile, Spire FM, BBC Radio Wiltshire, British Archaeology, Salon newsletter (publication for the Society of Antiquaries of London), Planning Magazine and BBC Online.

An important part of the public consultation was an exhibition informing visitors about both the Management Plan and the Environmental Improvements Project. It was advertised on the Consultation website and in the local press. The Exhibition was displayed in Amesbury for three days, in London for three days, and Devizes for three days. It was then available on appointment in the English Heritage offices in Salisbury. It was visited by 635 people in the different venues.

In addition to the public exhibition, a number of individual meetings and site visits were held. These included briefings to the Salisbury District Council Northern Area Planning Committee, Salisbury Economic Partners, Robert Key MP, Richard Younger-Ross MP, Visit Wiltshire DMO Board, the UK National Commission for UNESCO, Wiltshire County Council and Salisbury District Council, as well as members of the Stonehenge World Heritage Site Committee and Advisory Forum.

A small exhibition on the Stonehenge proposals was displayed at the annual European Association of Archaeologists meeting in Valletta, Malta in



September 2008. The exhibition received interest from many of the 580 visitors to the meeting. The most frequent verbal feedback from EAA members was that something needs to be done to improve the immediate setting of Stonehenge. A number of EAA members also sent in official responses.

## 4.0 QUESTIONNAIRE RESPONSES

In total, 304 responses were received on the Draft World Heritage Management Plan. These are further discussed in the main text in the Plan. The aims of the Management Plan were broadly supported by most respondents to the questionnaire.

	Yes	No
<b>Q1. Do you agree with the Vision for the World Heritage Site?</b>	211	34
<b>Q2. Do you support the five Strategic Objectives of the Management Plan?</b>	235	45
<b>Q3. Do you support the eight long-term aims?</b>	226	52
<b>Q4. Which, if any, of the eight aims should be prioritised during the lifetime of the Management Plan?</b>	Aim	Votes
	Aim 1	28
	Aim 2	29
	Aim 3	33
	Aim 4	46
	Aim 5	85
	Aim 6	24
	Aim 7	85
	Aim 8	22
<b>Q5. Are the contents of the Management Plan broadly acceptable?</b>	195	27

A noteworthy element of the consultation was the concern expressed over the A303. Despite the fact that the future of the road was not part of the Consultation, a large number of respondents referred to it. A number of respondents also raised concerns over any proposals that would restrict the use of byways.

The following stakeholders responded to the consultation on the World Heritage Site Management Plan, either filling the questionnaire or sending detailed tracked changes to the full Draft Management Plan:

Amesbury Town Council	Local Cyclists' Touring Club
Ancient and Sacred Landscape Network	National Trust
Association of Land Rover Clubs	Natural England
Avebury World Heritage Site	Diane R Pringle
Villagers of Berwick St James	RAC Foundation
Campaign for Better Transport and Friends of the Earth joint response	RSPB
CBA	Salisbury and South Wiltshire Museum
CLA	Society of Antiquaries
CPRE	Sustrans
Prof Tim Darvill	Lord Tebbit
Durrington Parish Council	Trail Riders Fellowship
English Heritage	UK National Commission for UNESCO
Friends of the Ridgeway	Visit Wiltshire Tourism
Highways Agency	Partnership
Alan Hill	Wessex Archaeology
ICOMOS UK	Wiltshire Archaeological and Natural History Society
Robert Key MP	Wiltshire County Council
Land Access and Recreation Association	Wiltshire Police
	Winterbourne Stoke Parish Council

The 304 responses were analysed by Grayling and English Heritage. Additionally, the detailed responses were set out in a table, set against the original text from the draft Management Plan and the proposed new text. This table was sent to all members of the Advisory Forum to consider at the 12 November meeting. After that meeting, the Management Plan text was redrafted taking into consideration comments from the Advisory Forum, and a final draft prepared for the Stonehenge WHS Committee on 15 December 2008.

## 5.0 TIMETABLE FOR THE REVISION OF THE MANAGEMENT PLAN

<b>Phase 1: initial stages</b>	
DCMS/EH write to World Heritage Site Committee (WHSC) and Advisory Forum (AF) setting out remit	11 January 2008
EH produce issues paper and draft Statement of Significance	11 January 2008
WHSC meets and agrees issues paper and Statement of Significance	18 January 2008
AF meeting/ workshop on issues	13 February 2008
<b>Phase 2: development of first draft of plan</b>	
First draft revised plan completed	8 March 2008
First draft circulated to WHSC/ AF for comment	w/c 17 March
AF Workshop on first draft	3 April
EH staff revise plan in line with comments from AF	3 - 11 April 2008
First draft amended as necessary and circulated to WHSC	14 April 2008
WHSC meeting to comment – on first draft	22 April 2008
<b>Phase 3: development of consultation draft</b>	
EH staff revise plan in line with comments from WHSC	28 April - 9 May 2008
Consultation draft completed and circulated to WHSC/AF	9 May 2008
AF Workshop on consultation draft	22 May 2008
EH staff revise plan in line with comments from AF	22 - 30 May 2008
Consultation draft amended as necessary and circulated to WHSC	30 May 2008
WHSC signs off on consultation draft	12 June 2008
EH staff write and produce leaflet and exhibition material, and do any final changes to consultation draft	16 - 27 June 2008
Consultation draft, leaflet, exhibition printed and are ready for circulation	30 June - 11 July 2008
<b>Phase 4: public consultation</b>	
Launch of public consultation (13 weeks)	w/c 14 July 2008
Public consultation completed	17 October 2008
EH staff analyse responses and write report	20 - 30 October 2008
Analysis of consultation responses circulated to WHSC/AF	31 October 2008
AF workshop on consultation response	12 November 2008
EH staff revise plan in line with AF comments	17 - 28 November 2008
Final draft circulated to WHSC	1 December 2008
WHSC Meeting. Considers consultation response and agrees final draft plan	15 December
EH staff prepare final plan	16 - 19 December 2008
<b>Phase 5: final stages</b>	
Final draft submitted to DCMS for endorsement	23 December 2008
Plan published and sent to UNESCO	31 January 2009
UNESCO response received	Early July 2009
Any necessary variations agreed by WHSC	September 2009

## Appendix D – Statement of principles governing archaeological work in the Stonehenge World Heritage Site

**Endorsed by the Stonehenge World Heritage Site Management Plan Implementation Group, January 2002**

### 1.0 INTRODUCTION

- 1.1 Stonehenge and Avebury were inscribed as a World Heritage Site by the World Heritage Committee because the Site
- i. Represents a masterpiece of human creative genius
  - ii. Exhibits 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, town planning or landscape design
  - iii. Bears a unique or at least exceptional testimony to a cultural tradition or to a civilisation which is living or has disappeared.
- 1.2 A vision for the Stonehenge World Heritage Site is set out within the Stonehenge World Heritage Management Plan (June 2000). Its implementation is being overseen by an Implementation Group of the key stakeholders within the World Heritage Site. The Management Plan has been adopted by Salisbury District Council as Supplementary Planning Guidance. It has been lodged with UNESCO.
- 1.3 The World Heritage Site Management Plan seeks to balance the primary aim of protecting and enhancing the Site's outstanding universal significance with other legitimate needs especially those of the local community within an overall framework of sustainability. The Management Plan has a number of Objectives and an Implementation Co-ordinator has been appointed (July 2001).
- 1.4 This statement sets out principles which the Implementation Group considers should be applied to all archaeological work carried out within the Stonehenge World Heritage Site. All those commissioning or carrying out archaeological work or advising or approving proposals for such work are urged to follow these principles.

- 1.5 These principles should apply to all archaeological work carried out within the Stonehenge World Heritage Site and take account of its outstanding universal significance. Although the principles specifically address archaeology, it is acknowledged that the approach must integrate with other values and objectives for the overall management of the World Heritage Site. Where appropriate the principles reflect the approaches developed for the Avebury World Heritage Site.

### 2.0 GENERAL PRINCIPLES

- 2.1 Any consideration of the cultural heritage of the World Heritage Site should be inclusive and include archaeology from the Palaeo-environmental up to and including remains of the last century, Listed buildings and Parks and Gardens and other cultural heritage remains should be given equal weight.
- 2.2 These principles seek to guide actions to ensure the conservation of cultural heritage assets contributing to the outstanding universal significance of the World Heritage Site.
- 2.3 All works should be done to an appropriately high standard that adequately reflects the importance of the World Heritage Site, taking on board guidance and standards set out by ICOMOS, UNESCO at the international level, the Institute of Field Archaeologists, National Trust, English Heritage at the national level, and Wiltshire County Council Archaeology Service at the regional level. (See 4.0)
- 2.4 Organisations and individuals undertaking archaeological work within the World Heritage Site should do so within the ethical and professional standards on archaeology as set out in the IFA Code of Conduct, Bylaws, Standards and Policy Statements. (See 4.0)
- 2.5 Applicable Government guidelines on planning and archaeology include PPG15 which makes specific reference to World Heritage Sites, PPG 16, GDO and the Highways Agency DMRB volume 10 and 11. (See 4.0)

### 3.0 DETAILED PRINCIPLES

All those undertaking archaeological work in the World Heritage Site must:

- 3.1 Observe appropriate professional codes, guidance and standards (See 4.0)
- 3.2 Utilise the considerable information already available from prior investigations where appropriate and relevant before commissioning any new works. Only undertake further surveys when the evidence from previous surveys has been reviewed and found to be in need of augmentation. Archaeometry investigations and field walking of appropriate areas should be undertaken where possible before intrusive investigations and excavations
- 3.3 Ensure that the visual character of the setting of the World Heritage Site as a whole, and of its component parts, is not significantly eroded but is enhanced where possible
- 3.4 Ensure that all results are disseminated in an appropriate format for assimilation into the SMR and Stonehenge World Heritage Site GIS
- 3.5 Consider archaeological and cultural heritage evidence from all periods and its contribution to the understanding of the Historic Landscape
- 3.6 Adopt a phased approach for archaeological assessment and mitigation, successive phases being complementary in their method and the presentation of results so that the results are integrated. Duplication should be avoided
- 3.7 Ensure that all results are disseminated in an appropriate format so as to develop the understanding by the archaeological profession and the public at large
- 3.8 Only undertake the minimum necessary intrusive excavation where it is necessary to inform research questions, design process or to mitigate the unavoidable effects of construction or of temporary works
- 3.9 Only undertake extensive intrusive works in areas where it is probable that there will be a direct impact through development, or where there is a need to consider management issues
- 3.10 Only advocate the replacement or diminution of historical assets with a record where the need for this outweighs the need for their preservation in situ
- 3.11 Utilise the contribution to archaeology from opportunities created by other works (for example, geotechnical surveys)
- 3.12 Ensure that sufficient information is gathered on the presence or absence of archaeological remains to ensure that informed decisions can be made about its management
- 3.13 Observe a minimum standard of surveys across the entire World Heritage Site. The scope and intensity of surveys may increase in particular areas, as the need for further information becomes apparent. There should be no needless degradation of the archaeological resource through unwarranted and intrusive impacts on the Stonehenge World Heritage Site
- 3.14 Ensure that the full range of archaeological techniques is considered and that on every occasion the most appropriate are selected
- 3.15 All works whether temporary or permanent and their impacts on the outstanding universal significance of the World Heritage Site must be assessed and further investigated where necessary
- 3.16 All works must take account of all statutory designations
- 3.17 All works must only proceed following appropriate consultation with English Heritage, and Wiltshire County Council and other relevant consultees, including landowners

## 4.0 GUIDANCE AND STANDARDS

Association of County Archaeological Officers, *Model Briefs and Specifications for Archaeological Assessments and Field Evaluations*, 1993

English Heritage, *Management of Archaeological Projects*, 2nd ed., 1991

Highways Agency, *Design Manual for Roads and Bridges*, Vols 10 and 11

Institute of Archaeologists, *Codes of Conduct*:

- *Code of approved practice for the regulation of contractual arrangements in field archaeology*
- *Regulations for the registration of archaeological organisations*
- *Standards and guidance for archaeological desk-based assessment, field evaluation, excavation, watching briefs, investigation and recording of standing buildings and structures, artefact and environmental study, collection, research and conservation.*

International Council on Monuments and Sites (ICOMOS), *International Charter for Archaeological Heritage Management* (Lausanne Charter)

UNESCO, *Guidelines for the Management of World Cultural Heritage Sites*, 1999

Wiltshire County Council, *Standards for Archaeological Assessment and Field evaluation in Wiltshire* 1995

### **Authors:**

English Heritage

Highways Agency

National Trust

Wiltshire County Council

## Appendix E – The role of the WHS Coordinator

Guided by the Stonehenge WHS Committee, the key roles of the Stonehenge WHS Coordinator are set out below:

- Liaison with the WHS stakeholders (organisation of the WHS Committee, Advisory Forum, establishment and facilitation of working groups, liaison with partners including Avebury WHS)
- Coordinating the implementation of the WHS Management Plan
- Coordinating and facilitating the delivery of projects set out in the WHS Action Plan (e.g. grass restoration, condition survey, education project, etc)
- Monitoring the condition of the WHS (production of UNESCO periodic report in conjunction with the Avebury WHS Officer, and of annual report based on WHS monitoring indicators)
- Revision and updating of the WHS Management Plan on a 6-yearly basis
- Seeking funding for projects to assist in the implementation of the Plan
- Providing advice on projects and planning applications affecting the WHS in relation to Plan policies
- Communication and advocacy on the WHS (production of a WHS newsletter, web pages, exhibition touring local venues, media work, presentations on the Stonehenge WHS)
- Advising on Stonehenge information and interpretation material prepared by bodies such as English Heritage, the National Trust, and local tourism organisations, to ensure that such material meets the objectives of the Plan

## Appendix F – Reports and Decisions from the World Heritage Committee and Bureau referring to Stonehenge

### 10th session of the World Heritage Bureau, June 1986 Consideration of Nomination

(CC-86/CONF.001/11):

#### Stonehenge, Avebury and associated sites United Kingdom C373 C(i)(ii) (iii)

The Bureau requested the United Kingdom authorities to study possible solutions to the problem of the A 344 main road crossing the avenue at Stonehenge (detour, digging of a tunnel, etc.). It would be desirable for the Committee to be informed of the progress of these studies at its next meeting.

By a letter of 13 October 1986, the Department of the Environment has informed the Secretariat that new plans, which would enable the A 344 road to be closed, were under preparation

### 10th session of the World Heritage Committee, November 1986 Inscription (CC-86/CONF.003/10:)

#### Stonehenge, Avebury and associated sites United Kingdom

The Committee noted with satisfaction the assurances provided by the authorities of the United Kingdom that the closure of the road which crosses the avenue at Stonehenge was receiving serious consideration as part of the overall plans for the future management of the site.

### 11th session of the World Heritage Committee, November 1987 (SC-87/CONF.005/9)

In accordance with the procedure foreseen, the Committee should draw up the list of the first fifty cultural properties which should be monitored in 1988 (1). The Director of the Division of Cultural Heritage then proceeded to present those cases in which the Secretariat had recently intervened concerning World Heritage cultural properties for which the Secretariat had received information on the state of conservation. The Secretariat had received replies which indicated that the States had taken the necessary measures to respond to the problems raised. Such was the case for Angra do Heroísmo in the Azores and the Monastery of the Hieronymites in Lisbon, Portugal, Giza in Egypt, Auschwitz in Poland and for Cregneash and Stonehenge in the United Kingdom.

### 16th session of the World Heritage Bureau, July 1992 (WHC-92/CONF.003/2:)

59. The representative of ICOMOS reported to the Bureau on the cultural sites he had monitored. A more detailed report accompanied by slide projections will be made during the Santa Fé session in December 1992 for all the cases mentioned. The properties in question are: Kizhi Pogost (Russian Federation), Monastery of Rila (Bulgaria), Budapest (Hungary) and Stonehenge (United Kingdom). With regard to the site of Stonehenge, the ICOMOS Representative mentioned the problem of tourist pressure and the deviation of the road A-344. A more detailed report will be submitted at the next session of the Committee at Santa Fé.

### 16th session of the World Heritage Committee, November 1992 (WHC-92/CONF.002/12, Item VIII)

Concerning Stonehenge, the ICOMOS representative provided all the details on the management of the site as well as on the anticipated projects for improvement, including that of a museum site. The ICOMOS recommended to the World Heritage Centre to write to the authorities in the United Kingdom in order to support the measures undertaken for the management of Stonehenge.

### 18th session of the World Heritage Bureau, July 1994 (WHC-94/CONF.001/10:)

This site which was inscribed in 1986 is threatened by the path of the A303 motorway through the southern part of the site. At the request of the Observer of the United Kingdom, a communication prepared by the concerned authorities was brought to the attention of the Bureau. Two proposals for the organization of the site will be discussed on 8 July 1994 at a meeting organized by The English Heritage and the National Trust, in which the representatives of the Ministry of Transportation and international experts will participate. The first foresees the construction of a tunnel which would be dug under the site. The second foresees the creation of an access bridge for visitors at the eastern end of the site which would be linked to an observation station on the top of the hill dominating Stonehenge. The first option is by far the most costly.

The Bureau took note of this information and expressed the wish that a satisfactory project could be undertaken as soon as possible.

**22nd session of the World Heritage Bureau, June 1998** Reports on the state of conservation of properties inscribed on the World Heritage List (WHC-98/CONF.201/3B:)

In response to an enquiry by the Secretariat, the Department for Culture, Media and Sport of the United Kingdom provided information on the most recent planning proposals for Stonehenge. It is now proposed that a new visitor's centre be located at 'Fargo North', which lies to the west of the Stones, that the A344 road, which currently passes close to the Stones, be closed and that the A303 road becomes a tunnel over a length of two kilometres. It is further announced that English Heritage is considering to proceed with the preparation of a management plan for Stonehenge.

The report was transmitted to ICOMOS, which will report its findings to the Bureau during its session.

**Decision required:** The Bureau, based on the report of ICOMOS that will be presented at its session, may recommend appropriate actions to the consideration of the State Party and the Committee

*WHC-98/CONF.201/9: Report of the Rapporteur on the 22nd session of the Bureau of the World Heritage Committee*

V.70 The Bureau expressed its satisfaction with the management and presentation proposals for the Stonehenge World Heritage site. It stressed, however, the need for the closure of the road passing close to the monument, foreseen when the site was inscribed on the World Heritage List in 1986 and for the completion of a management plan with the minimum delay.

**24th session of the World Heritage Bureau, July 2000** (WHC-2000/ CONF.202/17:)

IV.76 The Secretariat informed the Bureau that it had received a Management Plan for the Stonehenge World Heritage site, prepared under the direction of the Stonehenge World Heritage Site Management Planning Group (comprising national and local organizations) and chaired by an English Heritage Commissioner. ICOMOS congratulated the Government of the United Kingdom for this management plan for what is a very complex site. It recommended that careful evaluation and assessment be undertaken in each stage of the process of implementation. The Delegate of Hungary commended the high quality of the plan and indicated that Hungary was already using this plan as a model.

The Bureau congratulated the Government of the United Kingdom for the preparation of this high-quality management plan and took note of the intention of the Government to follow the recommendation made by ICOMOS.

**25th extraordinary session of the Bureau, December 2001** (WHC.2001/ CONF.208/04)

III.207 The Bureau noted the information received from the Department for Culture, Media and Sport of the United Kingdom emphasizing that in order to improve the site's setting, the Government proposes to remove two roads from the immediate vicinity of the monument. In this regard, it is proposed that the A303 road run through a 2km tunnel near the stone circle, whilst the other road (A344) should be closed and converted to grass. It is also proposed that the present rather poor visitor facilities and car park should be removed and that a new visitor centre (with car parking and interpretative facilities) should be built a short distance away, outside the site. However, the Department for Culture, Media and Sport underlined in its letter that all these proposals will be subject to examination under normal planning procedures and that full consideration will be given to the overall archaeological and environmental implications. ICOMOS informed the Secretariat that it was in full agreement with the proposals and that the cut-and-cover tunnel is a feasible project that will not cause any damage to the archaeology and the environment on the site.

*[III.208 and III.209 omitted because they refer only to the Avebury part of the World Heritage Site]*

III.210 The Bureau noted the information transmitted by the State Party concerning the planning and protection of the site of Stonehenge. The Bureau also noted the views of the State Party and ICOMOS on Silbury Hill which is part of the World Heritage site. It requested the State Party to work in close consultation with the Centre and ICOMOS regarding the planning and protection of the site and to present a progress report to the Bureau at its next session in April 2002.

**26th session of the World Heritage Bureau, April 2002** (WHC-02/CONF.201/15)

**Stonehenge, Avebury and Associated Sites (United Kingdom)**

XII.108 The report submitted by the Department for Culture, Media and Sports of the United Kingdom informed that management plans are in place for both



parts of the site. Concerning Stonehenge, the report stated that an application for planning consent for the visitor centre will be submitted during the summer of 2002 while the highways consent procedure will be initiated in December 2002. Environmental Impact Assessments (EIA) are foreseen for both projects. [sentences concerning Silbury Hill omitted]

**XII.109** The Bureau noted the information transmitted by the State Party concerning the planning and the protection of the site of Stonehenge as well as the protective works carried out at Silbury Hill. The Bureau congratulated the State Party for the work done on the two management plans of Stonehenge and Avebury respectively. The Bureau expressed its satisfaction regarding the temporary protective works undertaken by the State Party in view of the long-term conservation of Silbury Hill. The Bureau encouraged the State Party to continue the works in close consultation with ICOMOS and the Centre, and requested the authorities to present a progress report in time for its next session in April 2003.

#### **26th session of the World Heritage Committee, June 2002** (WHC-02/CONF.202/25, 202/2, 202/17)

The Chairperson noted the Committee's consensus on the draft decision and declared it adopted.

The World Heritage Committee,

Takes note of the state of conservation report and the decision of the Bureau contained in document WHC-02/CONF.202/2, paragraph XII, 108-109.

#### **27th session of the World Heritage Committee, July 2003** (WHC-03/27.COM/7B.82 and 7B Corr)

The World Heritage Committee,

1. **Taking note** of the changes made to the construction technique for the tunnel;
2. **Welcomes** the State Party's decision to construct a bored tunnel, which is less damaging for the Stonehenge, Avebury and Associated Sites World Heritage property than a cut-and-cover tunnel;
3. **Noting** that the Environmental Impact Assessment of the road improvements to the A303 are available on the web site [www.highways.gsi.gov.uk](http://www.highways.gsi.gov.uk);
4. **Requests** the State Party to provide a progress report to the World Heritage Centre by 1 February 2004 in order that the World Heritage

Committee can examine the state of conservation of the property at its 28th session in 2004.

#### **28th Session of the World Heritage Committee, July 2004** (WHC-04/28.COM/15B)

**28 COM 15B.102** The World Heritage Committee,

1. Noting that the State Party did not provide a progress report by the deadline of 1 February 2004 as requested by the World Heritage Committee at its 27th session in 2003 (Decision **27 COM 7B.82**), but it was only provided on 7 May and its revised version on 28 May 2004;
2. Notes the progress with the A303 Stonehenge Improvement Road and the proposals for a new visitor centre;
3. Welcomes the opportunity given to the public to make their views known in the decision making process concerning the A303 road construction through a Public Inquiry;
4. Requests that the Inspector's Report of the A303 Stonehenge Improvement Inquiry and details of the Visitor Centre planning application be provided to the World Heritage Centre;
5. Further requests the State Party to provide an update report by 1 February 2005 to the World Heritage Centre in order that the World Heritage Committee can examine the state of conservation of the property at its 29th session in 2005.

#### **29th Session of the World Heritage Committee, July 2007 Extract of the Decisions**

The World Heritage Committee,

1. Having examined Document **WHC-05/29.COM/7B.Rev**,
2. Recalling its Decision **28 COM 15B.102**, adopted at its 28th session (Suzhou, 2004),
3. Expresses its concerns on the fact that no progress in resolving the controversy over the "A303 Stonehenge Improvement" scheme has been made;
4. Takes note of the planning application for the visitor centre;
5. Requests once again that the Inspector's Report of the A303 Stonehenge Improvement Inquiry be

provided to the World Heritage Centre upon publication;

6. Requests the State Party of the United Kingdom to provide the World Heritage Centre with an updated report by **1 February 2007**, for examination by the Committee at its 31st session (2007).

### **31st Session of the World Heritage Committee, July 2007 Extract from the decisions (31 COM 7B.104)**

The World Heritage Committee,

1. **Having examined** Document WHC-07/31.COM/7B,
2. **Recalling** Decision **29 COM 7B.88**, adopted at its 29th session (Durban, 2005),
3. **Commends** the national authorities for having improved the protection of archaeological sites by reversion of arable to grassland;
4. **Requests** the State Party to provide the World Heritage Centre with the approved project for the visitor centre, and encourages the State Party to advance the implementation of the visitor centre in order to preserve and improve the integrity of the property;
5. **Regrets** that there has been no progress made in the implementation of the "A303 Stonehenge Improvement" scheme, and **urges** the State Party to find an appropriate solution compatible with the outstanding universal value of the property;
6. **Requests** the State Party to provide the World Heritage Centre with a detailed report by **1 February 2008** on progress made in the selection process of the "A303 Stonehenge Improvement" scheme, for examination by the Committee at its 32nd session in 2008.

### **32nd Session of the World Heritage Committee, July 2008 Extract from the decisions (32 COM 7B.114 and 32 COM 8B.93)**

#### **State of Conservation Decision (32 COM 7B.114)**

The World Heritage Committee,

1. **Having examined** Document WHC-08/32.COM/7B,
2. **Recalling** Decision **31 COM 7B.104**, adopted at its 31st session (Christchurch, 2007),
3. **Also recalling** that at the time of the inscription of the property in 1986 the Committee noted with satisfaction the assurances provided by the authorities of the United Kingdom that the closure of the road which crosses the avenue at Stonehenge (A344 road) was receiving serious consideration as part of the overall plans for the future management of the property;
4. **Regrets** that further delays have taken place in the long overdue improvements to visitor access to the Stonehenge part of the property, to its presentation to visitors, and to the setting of the monuments;
5. **Urges** the State Party to address the issues above in priority;
6. **Requests** the State Party to submit to the World Heritage Centre, by **1 February 2009**, a progress report on the closure of the road, visitor management and access, for examination by the World Heritage Committee at its 33rd session in 2009.

#### **Decision on Statement of Significance (32 COM 8B.93)**

The World Heritage Committee,

1. **Having examined** Documents WHC-08/32.COM/8B.Add and WHC-08/32.COM/INF.8B1.Add,
2. **Adopts** the following Statement of Significance for **Stonehenge, Avebury, and Associated Sites, United Kingdom**:

The Stonehenge, Avebury, and Associated Sites World Heritage property is internationally important for its complexes of outstanding prehistoric monuments.

It comprises two areas of chalkland in Southern Britain within which complexes of Neolithic and Bronze Age ceremonial and funerary monuments and associated sites were built. Each area contains a focal stone circle and henge and many other major monuments. At Stonehenge these include the Avenue, the Cursuses, Durrington Walls, Woodhenge, and the densest concentration of burial mounds in Britain. At Avebury, they include Windmill Hill, the West Kennet Long Barrow, the Sanctuary, Silbury Hill, the West Kennet and Beckhampton Avenues, the West Kennet Palisaded Enclosures, and important barrows.

The World Heritage property is of Outstanding Universal Value for the following qualities:

Stonehenge is one of the most impressive prehistoric megalithic monuments in the world on account of the sheer size of its megaliths, the sophistication of its concentric plan and architectural design, the shaping of the stones, uniquely using both Wiltshire Sarsen sandstone and Pembroke Bluestone, and the precision with which it was built.

At Avebury, the massive Henge, containing the largest prehistoric stone circle in the world, and Silbury Hill, the largest prehistoric mound in Europe, demonstrate the outstanding engineering skills which were used to create masterpieces of earthen and megalithic architecture.

There is an exceptional survival of prehistoric monuments and sites within the World Heritage site including settlements, burial grounds, and large constructions of earth and stone. Today, together with their settings, they form landscapes without parallel. These complexes would have been of major significance to those who created them, as is apparent by the huge investment of time and effort they represent. They provide an insight into the mortuary and ceremonial practices of the period, and are evidence of prehistoric technology, architecture, and astronomy. The careful siting of monuments in relation to the landscape helps us to further understand the Neolithic and Bronze Age.

**Criterion (i):** The monuments of the Stonehenge, Avebury, and Associated Sites World Heritage Site demonstrate outstanding creative and technological achievements in prehistoric times.

Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world. It is unrivalled in its design and unique engineering, featuring huge horizontal stone lintels capping the outer circle and the trilithons, locked together by carefully shaped joints. It is distinguished by the unique use of two different kinds of stones (Bluestones and Sarsens), their size (the largest weighing over 40t), and the distance they were transported (up to 240km). The sheer scale of some of the surrounding monuments is also remarkable: the Stonehenge Cursus and the Avenue are both about 3km long, while Durrington Walls is the largest known henge in Britain, around 500m in diameter, demonstrating the ability of prehistoric peoples to conceive, design and construct features of great size and complexity.

Avebury prehistoric stone circle is the largest in the world. The encircling henge consists of a huge bank and ditch 1.3km in circumference, within which 180 local, unshaped standing stones formed the large outer and two smaller inner circles. Leading from two of its four entrances, the West Kennet and Beckhampton Avenues of parallel standing stones still connect it with other monuments in the landscape. Another outstanding monument, Silbury Hill, is the largest prehistoric mound in Europe. Built around 2400 BC, it stands 39.5m high and comprises half a million tonnes of chalk. The purpose of this imposing, skilfully engineered monument remains obscure.

**Criterion (ii):** The World Heritage Site provides an outstanding illustration of the evolution of monument construction and of the continual use and shaping of the landscape over more than 2000 years, from the early Neolithic to the Bronze Age. The monuments and landscape have had an unwavering influence on architects, artists, historians, and archaeologists, and still retain a huge potential for future research.

The megalithic and earthen monuments of the World Heritage Site demonstrate the shaping of the landscape through monument building for around 2000 years from c 3700 BC, reflecting the importance and wide influence of both areas.

Since the 12th century when Stonehenge was considered one of the wonders of the world by the chroniclers Henry de Huntington and Geoffrey de Monmouth, the Stonehenge and Avebury sites have excited curiosity and been the subject of study and speculation. Since early investigations by

John Aubrey, Inigo Jones, and William Stukeley, they have had an unwavering influence on architects, archaeologists, artists, and historians. The two parts of the World Heritage Site provide an excellent opportunity for further research.

Today, the Site has spiritual associations for some.

**Criterion (iii):** The complexes of monuments at Stonehenge and Avebury provide an exceptional insight into the funerary and ceremonial practices in Britain in the Neolithic and Bronze Age. Together with their settings and associated sites, they form landscapes without parallel.

The design, position, and inter-relationship of the monuments and sites are evidence of a wealthy and highly organised prehistoric society able to impose its concepts on the environment. An outstanding example is the alignment of the Stonehenge Avenue (probably a processional route) and Stonehenge stone circle on the axis of the midsummer sunrise and midwinter sunset, indicating their ceremonial and astronomical character. At Avebury the length and size of some of the features such as the West Kennet Avenue, which connects the Henge to the Sanctuary over 2km away, are further evidence of this.

A profound insight into the changing mortuary culture of the periods is provided by the use of Stonehenge as a cremation cemetery, by the West Kennet Long Barrow, the largest known Neolithic stone-chambered collective tomb in southern England, and by the hundreds of other burial sites illustrating evolving funerary rites.

The State Party also proposes the revision of the brief description as follows:

The Stonehenge, Avebury, and Associated Sites World Heritage Site is internationally important for its complexes of outstanding prehistoric monuments. Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world, while Avebury is the largest in the world. Together with inter-related monuments and their associated landscapes, they help us to understand Neolithic and Bronze Age ceremonial and mortuary practices. They demonstrate around 2000 years of continuous use and monument building between c. 3700 and 1600 BC. As such they represent a unique embodiment of our collective heritage.

3. **Recommends** that assessment for statements of authenticity and integrity / statements of protection and management should be postponed to the 33rd session of the World Heritage Committee (2009) awaiting adoption of a methodology and an agreed format for Statements of Outstanding Universal Value for inscribed properties.

## Appendix G – Detailed archaeological description of the Stonehenge World Heritage Site

### *Mesolithic (c.10,000-4,000 BC)*

Before Stonehenge was built, other substantial monuments were created in the area and the natural environment was dramatically altered. The sockets for four very large Mesolithic posts (c.8,000 BC) have been found on the site of the current Stonehenge car park. Such evidence for our hunter-gather ancestors is exceptionally rare in Britain, and this line of post-holes has been described as the first monument in England (a detailed description can be found in Darvill 2006, 62-4)

### *Neolithic (c.4000-2000 BC)*

The earliest ceremonial and funerary monuments in and around the WHS dating from the early and middle Neolithic (4,000-3,000 BC), include about a dozen long barrows (burial mounds) and Robin Hood's Ball, a causewayed enclosure just outside the WHS. These monuments were built in grassland, itself created by the earlier removal of the natural ancient woodland. The Cursus, (a long thin enclosure bounded by a ditch and bank and probably used for processional uses) was constructed around 3,630-3,370 BC (Parker-Pearson et al 2007, 14), and the now-flattened Lesser Cursus (a smaller rectangular enclosure), was also built towards the end of this period.

The long history of Stonehenge itself was begun around 3,000 BC (Richards 2005) when a circular ditch enclosure was dug. The antler tools which were used to construct the enclosure, are all radiocarbon-dated to 3,000 BC to 2,920 BC. This henge monument, which is still visible today, had a circular chalk bank with an external causewayed ditch some 110m in diameter. The principal entrance was on the north-east side and a secondary one to the south. Fifty-six circular pits, known as the 'Aubrey Holes' after their original discoverer John Aubrey (1626-1697), were dug inside the bank, probably around this time. These once held stout timber posts, but when these rotted or were removed, cremated human bones were placed in the resulting holes.

In the period 2,900-2,600 BC, extensive timber structures were erected at the centre and at the entrances to the henge. Unfortunately, this timber period of the monument's history is not well-understood or dated, as the later phases of Stonehenge destroyed much of the evidence. The ditch, which had partly in-filled naturally, was back-filled in places and cremation burials cut into the bank and ditch.

To the east, on Coneybury Hill, stood a smaller henge known as Coneybury Henge, while to the north-east stood the massive henge enclosure of Durrington Walls (c. 2,500 BC) with the smaller Woodhenge (built around 2,300 BC) to the

south of it. Durrington Walls and Woodhenge contained large concentric timber structures, and they would have been a major focus of the landscape at this time alongside Stonehenge the timber structures at Durrington Walls now appear to be earlier than the encircling bank and ditch which form the henge enclosure. In recent years, the remains of ten late Neolithic houses situated inside and just outside the Durrington Walls henge have been excavated (Parker-Pearson et al 2007, 4), and the excavators have suggested that they may be the surviving elements of a large circular village of many hundreds of houses. If this were the case, this would make it the largest village in north-west Europe at that time (Parker-Pearson et al 2007, 7). This settlement may have been occupied on a seasonal basis.

On the basis of the pattern of discarded flint tools and waste products, it is suggested that different activities took place in different parts of the landscape. For example, the centre of the Stonehenge landscape, which contains relatively few artefacts, may have been reserved for ceremonial activities during the late Neolithic, Chalcolithic and early Bronze Age, while the more distant areas with prolific finds may have been used for living and working. A deep shaft known as the Wilsford Shaft was excavated at this time, and continued in use until the Roman period. The open nature of the countryside was maintained by grazing animals.

### *Chalcolithic (c. 2,500-2,200 BC) and Bronze Age (c.2,200-800 BC)*

In the early Bronze Age (c. 2,200BC-1,600 BC) new funerary monuments such as round barrows were constructed. Stonehenge itself was significantly changed in design around 2,550 BC, continuing as a focal point in the landscape, although probably becoming more so. The stone structures which characterise this phase of Stonehenge were erected in place of the timber structures and were re-modelled several times during the period around 2,550-2,000 BC. Initially, bluestones were imported from the Preseli Hills in West Wales and set up in pairs in the centre of the monument. The distance these megaliths travelled is unique in the European megalithic tradition. Only one curving arc of this early stone monument has been revealed by excavation. It was later dismantled to make way for the unique stone structures visible today, built around 2,500 BC, which incorporate both the bluestones and the huge shaped sandstone blocks (sarsens) brought from the Marlborough Downs. Very few other megalithic stone structures exist which have the architectural and technical sophistication of Stonehenge. It was uniquely built using woodworking techniques which may have been used in the earlier structures at Durrington Walls and later ones at Woodhenge. Together with Avebury, it would have been a major centre

for the region and possibly north-western Europe there is now evidence that some prehistoric people who were buried near to Stonehenge were from continental Europe.

At all times, Stonehenge was only a single component of a structured landscape in which inter-visibility with other monuments and spaces was likely to have been important. In the early Bronze Age, Stonehenge was linked physically by a ceremonial approach to the Stones, now known as The Avenue, with the valley of Stonehenge Bottom (possibly a seasonal watercourse at this time), and the valley of the River Avon. There was, and still is, a strong visual relationship to the extensive barrow cemeteries surrounding the henge. These include the King Barrow Ridge barrow groups, the Cursus barrows and the Normanton Down barrow group, all built on prominent ridges within the landscape which create a well-defined area or 'amphitheatre' with Stonehenge at its centre.

Evidence for more diverse activities during the later part of the Bronze Age (c. 1,600-1,000 BC) is apparent in the area around Stonehenge. Although burials continued to be made in some barrows at this time cremations were placed in distinctive (Deverel-Rimbury) earthenware urns formalised settlements and field systems appear in some parts of the WHS. Linear banks and ditches, such as those across Wilsford Down and Lake Down, formally divided up the landscape. The traces of several domestic enclosures and individual groups of rectangular fields are known in the area. The banks of most of these have been flattened by subsequent ploughing, although the example at the north end of Fargo Plantation remains visible to the discerning eye. However, field systems are not found around Stonehenge itself (see Map 2).

#### *Iron Age (c. 800 BC-AD 43)*

There is little evidence for the continued ceremonial status of Stonehenge in later prehistory. The farming activities which were practised within the WHS in the Iron Age (c. 800 BC-AD 43) have left little evidence, but an impressive hill fort was constructed near Amesbury, known as Vespasian's Camp. This tree-covered monument has not been fully investigated, so the evidence for its builders and their relationship with the subsequent Roman (AD 43-410) population remains unknown.

#### *Roman (c. AD 43-410)*

The occurrence of Romano-British artefacts at Stonehenge itself shows that the monument was visited and used at that time; recent excavations have shown that the a "shaft" was dug into the monument during this period. However the pattern of these artefacts suggests that Stonehenge was already partly ruinous. Farmsteads and small un-enclosed towns of the Roman period are known across Salisbury Plain,

but no substantial Roman remains have been investigated within the WHS itself, although a small Roman building interpreted as a small rural shrine has been recently excavated near to the Cuckoo Stone (Parker-Pearson et al 2007, 13).

#### *Saxon (c. AD 410-1066)*

Amesbury was the centre for a widespread royal estate during the Saxon period, and the abbey was founded in AD 979. It is probable that the town itself grew up around these establishments but little is known of the way in which the surrounding landscape was utilised. However, the remains of several Saxon sunken-featured buildings were recently revealed at the Countess East site owned by English Heritage, which may have been an early Saxon settlement which later shifted to the town of Amesbury, which has known Saxon remains (Darvill 2006, 224-6). Stonehenge itself may have become an execution site during this period; a decapitated Saxon man was buried around AD 645 at the monument (Richards 2005, p40). It is even possible that the name "Stonehenge" from the Saxon "stone" and "heng", may refer to this function, or may mean that, to Saxon eyes, the great stone trilithons resembled a gallows. Alternatively it may simply refer to the extraordinary "hanging" lintels of the Stone Circle.

#### *Medieval to Modern (c. AD 1066 onwards)*

During the medieval period, Salisbury Plain, including most of the WHS, reverted to downland used for the grazing of large flocks of sheep. This was certainly the case when antiquarians first 'rediscovered' Stonehenge in the seventeenth century. Arable agriculture progressively expanded from Amesbury during the eighteenth century. However, it was the vast expanses of open grassland and the low land values which made the Plain suitable for acquisition for military training from 1897 onwards. Since then, the expansion and reconfiguration of military installations has been the most conspicuous use of the southern fringe of Salisbury Plain Training Area, including the northern part of the WHS. However, the acquisition of the Plain by the military has ensured the survival of huge numbers of archaeological sites and large areas of chalk grassland, as it was not subjected to intensive agricultural techniques.

There is evidence that, as far back as medieval times, the landscape of Stonehenge was in general terms not very different from that of today, with smaller fields around West Amesbury giving way to the open downland around Stonehenge and on Salisbury Plain. It is also likely that, until the 18th century, the extent of woodland was minimal. The clumps of trees on ridgelines which we now associate with this landscape, were a product of planting in the 18th and 19th centuries. There are a number of listed buildings within the WHS and also the remains of an important park and

garden at Amesbury Abbey, which once stretched as far as King Barrow ridge. The planting on Vespasian's Camp and of the Battle of the Nile Clumps dates to this period.

The landscape of the WHS is unique in having such a great number of still visible Neolithic and early Bronze Age archaeological features. From many viewpoints, the Stonehenge monument itself, as well as numerous ridge-top barrow groups, continue to dominate the landscape. The Avon Valley contains a number of historic buildings and parks and gardens which make a significant contribution to the WHS. The historical development of estates has influenced land-use across the WHS, whereby grazing land, arable and water-meadows were important components of traditional farming systems.

## Appendix H – The Stonehenge Regulations 1997

Statutory Instrument 1997 No. 2038

### The Stonehenge Regulations 1997

© Crown Copyright 1997

Statutory Instruments printed from this website are printed under the superintendence and authority of the Controller of HMSO being the Queen's Printer of Acts of Parliament.

The legislation contained on this web site is subject to Crown Copyright protection. It may be reproduced free of charge provided that it is reproduced accurately and that the source and copyright status of the material is made evident to users.

It should be noted that the right to reproduce the text of Statutory Instruments does not extend to the Queen's Printer imprints which should be removed from any copies of the Statutory Instrument which are issued or made available to the public. This includes reproduction of the Statutory Instrument on the Internet and on intranet sites. The Royal Arms may be reproduced only where they are an integral part of the original document.

The text of this Internet version of the Statutory Instrument which is published by the Queen's Printer of Acts of Parliament has been prepared to reflect the text as it was Made. A print version is also available and is published by The Stationery Office Limited as the **The Stonehenge Regulations 1997**, ISBN 0 11 064841 2. The print version may be purchased by clicking [here](#). Braille copies of this Statutory Instrument can also be purchased at the same price as the print edition by contacting TSO Customer Services on 0870 600 5522 or e-mail: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk).

Further information about the publication of legislation on this website can be found by referring to the **Frequently Asked Questions**.

To ensure fast access over slow connections, large documents have been segmented into "chunks". Where you see a "continue" button at the bottom of the page of text, this indicates that there is another chunk of text available.

---

## STATUTORY INSTRUMENTS

---

**1997 No. 2038**

### **ANCIENT MONUMENTS**

The Stonehenge Regulations 1997

*Made* 18th August 1997

*Coming into force* 8th September 1997

The Secretary of State, in exercise of the powers conferred on him by section 19(3) and (4) of the Ancient Monuments and Archaeological Areas Act 1979[1] and of all other powers enabling him in that behalf, hereby makes the following regulations:

#### **Citation, commencement and revocation**

1. – (1) These Regulations may be cited as the Stonehenge Regulations 1997 and shall come into force on 8th September 1997.

(2) The Stonehenge Regulations 1983[2] are hereby revoked.

#### **Interpretation**

2. In these Regulations:

"the deposited plan" means the plan entitled "Plan referred to in the Stonehenge Regulations 1997", signed by the Head of the Buildings, Monuments and Sites Division of the Department of National Heritage and deposited for inspection at the offices of the Secretary of State for National Heritage.

"English Heritage" means the Historic Buildings and Monuments Commission for England;

"monument" means the ancient monument known as Stonehenge situated on Stonehenge Down near Amesbury in the county of Wiltshire and includes any part or parts of the monument;

"site of the monument" means the land shown on the deposited plan edged in black and hatched.



## Acts prohibited

3. The following acts are prohibited:

- (a) injuring, disfiguring, removing or otherwise interfering with in any manner the monument or any notice or any other property situated on the site of the monument;
- (b) climbing on the monument;
- (c) digging up, removing or otherwise interfering with any soil, grass or plants within the site of the monument;
- (d) bringing onto, parking or leaving any vehicle on the site of the monument otherwise than in accordance with parking authorised by English Heritage;
- (e) bringing any animal onto the site of the monument without the prior consent of English Heritage or allowing any animal to remain after such consent has been withdrawn;
- (f) lighting a fire or a firework on the site of the monument;
- (g) throwing a stone or discharging a weapon or missile of any kind from, over or onto the site of the monument;
- (h) without reasonable excuse entering or being upon any part of the site of the monument to which access is at any time restricted by barrier or prohibited by notice.

## Acts prohibited unless done with written consent

4. The following acts are prohibited unless the prior consent in writing of English Heritage has been obtained:

- (a) entering or being within the site of the monument at any time when it is not open to the public;
- (b) entering the site of the monument otherwise than by the entrance authorised by English Heritage;
- (c) organising or taking part in any assembly, display, performance, representation, review, theatrical event, festival, ceremony or ritual within the site of the monument;
- (d) erecting a tent or any structure of any kind within the site of the monument;

(e) erecting or using within the site of the monument any apparatus for the transmission, reception, reproduction or amplification of sound, speech or images by electrical or other means unless the sound emitted is audible to the user only.

## Acts done by or on behalf of English Heritage or the Secretary of State

5. An officer, servant or agent of English Heritage or the Secretary of State, acting in the performance of his duties, shall not be in contravention of regulation 3 and shall be deemed to have the prior consent in writing of English Heritage to any of the acts specified in regulation 4.

*Chris Smith*  
Secretary of State for National Heritage

18th August 1997

---

### EXPLANATORY NOTE

---

*(This note is not part of the Regulations)*

These Regulations regulate public access to the ancient monument known as Stonehenge, near Amesbury in the County of Wiltshire.

---

Notes:

[1] 1979 c.46.back [2] S.I. 1983/678.back

---

ISBN 0 11 064841 2

## Appendix I – Key publications, surveys and education resources

Note: published works specifically cited in the text of this plan are set out in the Bibliography

### STONEHENGE AND ARCHAEOLOGY

Burl, A. 1995. *A Guide to the Stone Circles of Britain, Ireland and Brittany*. London, Yale University Press.

Castleden, R. 1993. *The making of Stonehenge*.

Chippendale, C. 2004. (revised edn). *Stonehenge Complete*. London, Thames and Hudson.

Cleal, R., Walker, K. and Montague, R. 1995. *Stonehenge and its Landscape: Twentieth Century Excavation*. English Heritage Archaeological Reports, 10. London, English Heritage.

Cunliffe, B. and Renfrew, C. (eds). 1997. *Science and Stonehenge*. Proceedings of the British Academy 92. London, British Academy.

Darvill, T. (ed). 2005. *Stonehenge World Heritage Site: An Archaeological Research Framework*. London and Bournemouth, Bournemouth University for English Heritage.

Darvill, T. 2006. *Stonehenge, the Biography of a Landscape*. Stroud, Tempus.

English Heritage. 2004. *Stonehenge World Heritage Site Interactive Map* ([www.english-heritage.org.uk/filestore/stonehengeinteractivemap/index.html](http://www.english-heritage.org.uk/filestore/stonehengeinteractivemap/index.html))

Exon, S., Gaffney, V., Woodward, A. and Yorston, R. 2000. *Stonehenge Landscapes: Journeys through Real and Imagined Worlds*. Oxford, Archaeopress.

Gibson, A. 1998. *Stonehenge and Timber Circles*. Stroud, Tempus.

Larsson, M. and Parker-Pearson, M. 2007. *From Stonehenge to the Baltic*. BAR International Series 1692. Oxford, British Archaeological Reports.

Lawson, A. J. 2007. *Chalkland: An Archaeology of Stonehenge and its Region*. East Knoyle, Hobnob Press.

McOmish, D., Field, D., and Brown, G. 2002. *The field archaeology of the Salisbury Plain Training Area*. London, English Heritage.

Mohen, J.-P. 1999. *Standing Stones, Stonehenge, Carnac and the World of Megaliths*. London, Thames & Hudson.

North, J. 1997. *Stonehenge Neolithic Man and the Cosmos*. London, Harper Collins.

Parker-Pearson, M. and Ramilisonina. 1998. 'Stonehenge for the ancestors: the stones pass on the message'. *Antiquity*, 72, 308-26

Parker-Pearson, M. et al 2007. 'The age of Stonehenge', *Antiquity*, 81, 617-40

Parker-Pearson, M. et al 2007b. *The Stonehenge Riverside Project 2007: Full Interim Report*. Unpublished report (<http://www.shaf.ac.uk/archaeology/research/stonehenge>)

Pitts, M. 2001. *Hengeworld*. London, Arrow Books.

Richards, J. 1991. (second edn.). *Beyond Stonehenge A Guide to Stonehenge and its Prehistoric Landscape*. Salisbury, Trust for Wessex Archaeology.

Richards, J. 1991. *English Heritage Book of Stonehenge*. London, B T Batsford.

Richards, J. 2004. *Stonehenge: A History in Photographs*. London, English Heritage.

Richards, J. 2007. *Stonehenge: The Story so Far*. London, English Heritage.

Richards, J. 1990. *The Stonehenge Environs Project*. English Heritage Archaeological Reports, 16. London, English Heritage.

Robb, J. G. 1998. 'The "ritual landscape" concept in archaeology: a heritage construction', *Landscape Research*, 23 (2), 159-75

Royal Commission on the Historical Monuments of England. 1979. *Stonehenge and its Environs*. Edinburgh, Edinburgh University Press.

Ruggles, C. 1999. *Astronomy in Prehistoric Britain and Ireland*. London, Yale University Press.

Souden, D. 1997. *Stonehenge: Mysteries of the Stones and Landscape*. London, Collins & Brown.

Wessex Archaeology. 1998. *Stonehenge Military Installations*. Salisbury, Wessex Archaeology.

## CONSERVATION AND MANAGEMENT

AAHRG. 2001. *Archaeological Research Agenda for the Avebury World Heritage Site*. Trowbridge, Wessex Archaeology.

Anon. 2002. *Principles for Undertaking Archaeological Work in the Stonehenge WHS*. Unpublished typescript prepared by English Heritage, the Highways Agency, the National Trust and Wiltshire County Council, January 2002.

Batchelor, D. 1997. "Mapping the Stonehenge World Heritage Site": *Proc British Academy*, 92, 61-72.

Cathersides, A. 2001. Stonehenge: restoration of grassland setting. *Conservation Bulletin* March 2001: English Heritage, 34.

Chris Blandford Associates. 2000. *Stonehenge World Heritage Site Management Plan*. London, English Heritage.

Chris Blandford Associates. 2000. *Stonehenge World Heritage Site Management Plan: Summary*. London, English Heritage.

Darvill, T. C. 1997. *Stonehenge Conservation and Management Programme: A Summary of Archaeological Assessments and Field Evaluations Undertaken 1990-1996*. London, English Heritage.

Defence Estates. 2003. *Salisbury Plain Training Area Integrated Land Management Plan*. Salisbury, Defence Estates.

Darvill, T. (ed) 2005. *Archaeological Research Framework for the Stonehenge World Heritage Site*. Bournemouth, Bournemouth University, English Heritage.

DCMS. 2005. *UNESCO Periodic Report. Stonehenge and Avebury World Heritage Site*. November 2005. Unpublished report submitted by DCMS to UNESCO.

English Heritage. 2008. *Conservation Principles: Policies and Guidance for the sustainable management of the Historic Environment*.

English Heritage. 2008. *Monuments at Risk South West* ([www.english-heritage.org.uk/risk](http://www.english-heritage.org.uk/risk))

English Heritage/National Trust. 2006. *Stonehenge Learning Plan*. Version 8, 16th February 2006. Unpublished report.

Fielden, B. and Jokilehto, J. 1998. *Management Guidelines for World Cultural Heritage Sites*. Rome, ICCROM/ UNESCO/ ICOMOS.

Last, J. 2003-4. *Assessment of badger damage at Barrow Clump*: English Heritage unpublished report.

Pomeroy-Kellinger, M. 2005. *Avebury World Heritage Site Management Plan*: English Heritage.

RSPB. 2007. *Normanton Down Management Plan*. RSPB unpublished report.

Wessex Archaeology. 2003. *Condition Survey & Management Recommendations for Archaeological Sites within the Stonehenge World Heritage: Volume 1 and 2 and Executive Summary*. Unpublished report .

World Heritage Centre. 2008. *Operational Guidelines for the Implementation of the World Heritage Convention*. UNESCO

## LANDSCAPE AND NATURAL ENVIRONMENT

ADAS. 1994. *Avon Valley Environmentally Sensitive Area Landscape Assessment*. London, MAFF.

Countryside Agency. 1999. *Countryside Character: Volume 8: South West. The character of England's natural and man-made landscape* ([http://www.countryside.gov.uk/LAR/Landscape/CC/countryside\\_character.asp](http://www.countryside.gov.uk/LAR/Landscape/CC/countryside_character.asp))

Countryside Agency. 1999. *Salisbury Plain and West Wiltshire Downs: Character Area 132*

Defence Estates. 2003. *Salisbury Plain Training Area Integrated Land Management Plan*. Salisbury, Defence Estates.

Department of the Environment. 1994. *UK Biodiversity Action Plan*. London, Department of the Environment.

Forestry Commission. 1992. *Lowland Landscape Design Guidelines*. London, HMSO.

Forestry Commission. 2006. *The Environmental Impact Assessment (forestry) (England and Wales) (Amendment) Regulation*.

Forestry Commission. 2005. *Tree Felling: Getting Permission*. Edinburgh, Forestry Commission. ([www.forestry.gov.uk](http://www.forestry.gov.uk))

Forestry Commission. 1998. *England Forestry Strategy: A New Focus for England's Woodland Strategic Priorities and Programmes*. Cambridge, Forestry Commission.

Natural England. 2007. *European Landscape Convention: A Framework for Implementation*.

Land Use Consultants. 2005. *Wiltshire Landscape Character Assessment: Final report*. London, Wiltshire County Council.

RSPB. 2007. *Normanton Down Management Plan*. RSPB unpublished report.

Swanwick, C. and Land Use Consultants. 2002. *Landscape Character Assessment: Guidance for England and Scotland*. The Countryside Agency and Scottish Natural Heritage.

Wheeldon, J. 2003 *The River Avon cSAC Conservation Strategy*. English Nature, Peterborough.

## PLANNING AND OTHER POLICIES

Council of Europe. 2000. *European Landscape Convention*.

DCLG. 2006. *Good Practice Guide on Planning for Tourism*.

DCLG. 2008. *Planning Policy Statement 12: Local Spatial Planning*.

DCLG. 2007. *Planning Policy Statement: Planning and Climate Change Supplement to Planning Policy Statement 1*.

DCLG. 2006. *Planning Policy Statement 25: Development and Flood Risk*.

DOE. 2001. *Planning Policy Guidance 13: Transport*.

DOE. 1994. *Planning Policy Guidance 15: Planning and the Historic Environment*.

DOE. 1990. *Planning Policy Guidance 16: Archaeology and Planning*.

English Heritage. 2008. *Conservation Principles: Policies and Guidance for the sustainable management of the Historic Environment*.

ODPM. 2005. *Planning Policy Statement 1: Delivering Sustainable Development*.

ODPM. 2004 *Planning Policy Statement 7: Sustainable Development in Rural Areas*.

ODPM. 2005. *Planning Policy Statement 9: Biodiversity and Geological Conservation*.

ODPM. 2004. *Planning Policy Statement 11: Regional Spatial Strategies*.

ODPM. 2004. *Planning Policy Statement 23: Planning and Pollution Control*.

Salisbury District Council. 2003. *Salisbury District Local Plan (Adopted)*.

Wiltshire County Council. 2006. *Wiltshire and Swindon Structure Plan 2016 (Adopted)*.

## SURVEYS

English Heritage. 2003. *Stonehenge Lichen Survey*. Unpublished report.

National Trust. 2005, 2006, 2007. Grassland reversion surveys. Unpublished reports.

National Trust. 2008. *Woodland survey*. Unpublished report.

National Trust. 2007. *Biological Survey*. Unpublished report.

National Trust. 2008. *Condition survey and management recommendations for National Trust archaeological sites within the Stonehenge World Heritage Site*. Unpublished report .

National Trust. 2008. *Nature Conservation Evaluation, Stonehenge*. Unpublished report .

Payne, A. 2003. *Durrington Walls Geophysical survey report 107/2003*. English Heritage, Unpublished report.

RSPB. 2005. *Stonehenge World Heritage Site Breeding Birds Survey*. Unpublished report.

RSPB. *Annual surveys of vegetation, butterflies and breeding birds on Normanton Down Reserve*. Unpublished reports since 2004.

Stonehenge Riverside Project. 2003-2008. Geophysical surveys at Durrington Walls, Stonehenge Avenue, Cursus.

Stonehenge Riverside Project. 2003-2008. Excavations at Durrington Walls, Stonehenge Avenue, Cursus, Woodhenge.

Wessex Archaeology. 1998. *Stonehenge Military Installations*. Salisbury, Wessex Archaeology.

Wessex Archaeology. 2003. *Condition survey and management recommendations for archaeological sites within the Stonehenge World Heritage Site: Volume 1 and 2 and Executive Summary*. English Heritage, Unpublished report.

Wessex Archaeology. 2002, 2004, 2006, 2008. Field walking surveys in the Stonehenge World Heritage Site, commissioned by English Heritage, the National Trust and Highways Agency.

Wessex Archaeology. 2002. Laser survey of the Stonehenge carvings. British Archaeology 2003. The Stonehenge Laser Show (<http://www.stonehengelaserscan.org/press.html>).

## EDUCATION RESOURCES

English Heritage and National Trust. 2006. *Stonehenge Learning Plan*. Version 8, 16th February 2006. Unpublished report.

English Heritage. 2002. *World Heritage Sites, A teacher's guide*: English Heritage.

English Heritage. 2005. *What was our area like in prehistoric times? Key Stage 2 scheme of work including downloadable activities*. Available at [www.english-heritage.org.uk/stonehenge](http://www.english-heritage.org.uk/stonehenge)

UNESCO. 2002. *Tell Me About World Heritage*. UNESCO Publishing.

UNESCO. 1998. *World Heritage in Young Hands: An educational resource kit for teachers*. UNESCO Publishing. (<http://whc.unesco.org>)

Further education resources on Stonehenge, including information on Discovery Visits for Key Stage 1-3 (Stones and Bones: Stonehenge in its Landscape) and 4-5 (The Business of Heritage and Tourism), can be found at [www.english-heritage.org.uk/stonehenge](http://www.english-heritage.org.uk/stonehenge)

## STONEHENGE VISITOR CENTRE AND ROADS PROJECTS 1999-2007

*Note: For a full list of previous projects and surveys see Stonehenge WHS Management Plan 2000*

Chris Blandford Associates. 2004. *Stonehenge Visitor Facilities and Access Scheme: Environmental Statement Volumes 1 and 2 and non-technical summary*. English Heritage.

Department for Communities & Local Government. 2007. *Decision on new Stonehenge Visitor Centre*. 28 March 2007.

Department for Transport. 2007. *Decision letter on A303 Stonehenge Improvement Scheme*. 6 December 2007.

Ellison, M. 2005. *Report to the First Secretary of State and the Secretary of State for Transport. A303 Trunk Road (Stonehenge Improvement) Order 200; A303 Trunk Road (Stonehenge Improvement) Slip Roads Order 200; A303 Trunk Road (Stonehenge Improvement) (Detrunking) 200; A303 Trunk Road (Stonehenge Improvement) Side Roads Order 200; A303 Trunk Road (Stonehenge Improvement) Compulsory Purchase Order 200; The A303 Trunk Road Stonehenge Improvement (Countess Roundabout to Longbarrow Crossroads) (Prohibition of Certain Classes of Traffic and Pedestrians) Order 200; and A303 Trunk Road Stonehenge Improvement (Stonehenge Byway) (Prohibition of Motor Vehicles) Order 200.*

Highways Agency. 2003. *A303 Stonehenge Improvement: Environmental Statement Volumes 1 and 2 and non-technical summary*: Department for Transport.

Highways Agency. 2006. *A303 Stonehenge Improvement: Scheme Review: Stage 1 Report*.

Highways Agency. 2007. *A303 Stonehenge Improvement: Scheme Review: Stage 2 Report*.

## Appendix J – Ministry of Defence and Ministry of Public Buildings and Works Concordat on Future Building Work at Larkhill

MINISTRY OF DEFENCE  
Leatherhead Road  
Chessington, Surrey

Tel: 01-397 5266 ext. 2446

A/119/Wilts/600/Q2g(A)

17th February 1970

GCC in C  
Southern Command

Sir

### STONEHENGE – LARKHILL

1. I am directed to inform you that agreement has now been reached between the Ministry of Public Building and Works and the Ministry of Defence (Army) on the control to be exercised over the development of the area North of STONEHENGE.
2. The principles to be observed governing the erection of any future buildings at LARKHILL are embodied in a Concordat. A copy of the Concordat is attached for your information.
3. In order that there should be no breach of the undertaking given to the MPBW it is essential that the terms of the Concordat should be made known to all authorities exercising responsibilities connected with Works Services or with building development on-land owned by the Army at LARKHILL.
4. If there is any doubt whether any Works or Lands proposal is in conflict with the terms of the Concordat it must be referred back to the appropriate Headquarters for clearance. In particular:
  - a. Proposals for alienation of Army land, or for building development on Army land leased to tenants, must be referred to the MOD(A) DCDL.
  - b. Proposals for Part II or Part III Works Services which might conflict with the terms of the Concordat or in respect of which agreement between the MOD(A) and the MPBW is required by the terms of the Concordat (e.g. buildings to a height in excess of 9 metres North of the building line described at Annexure A to the Concordat) must be referred to the MOD(A) DC.

- c. Any Works or Lands proposals for Part I Works Services, when they are referred to the next Headquarters or to the MOD(A) must bear a reference to the Concordat so that its application is not overlooked.

5. Finally I am directed to request that arrangements should be made for the terms of the Concordat to be brought to the attention of all concerned by the reminder procedures available to Command, District and Garrison Headquarters.

I am, Sir  
Your obedient servant  
(sgd)  
Director of Quartering (Army)

## CONCORDAT GOVERNING THE LOCATION AND CONSTRUCTION OF BUILDING FOR MINISTRY OF DEFENCE AT LARKHILL

(As agreed with MPBW, Ancient Monuments Division)

The Ministry of Defence have a requirement for a School of Artillery at Larkhill for as long as can be foreseen. In addition to the buildings now being erected, this Army Establishment may require further buildings or structures. However, it is the long term objective of the Ministry of Public Building and Works that no buildings or large tree plantings should be visible from Stonehenge. In furtherance of this objective, and to permit any necessary further development of the Army Establishment to be planned without further consultation on this aspect. It is agreed:

- a. On the M of D owned land south of the line described in Annex A (but excluding Durrington Downs Farm where, however, MPBW shall be consulted about the siting and character of any replacements or additions), no new buildings or structures shall be erected except additions to existing buildings; these additions not to exceed 50 sq metres in area and 5 metres in height above ground level. All new building work shall be screened by trees if visible from Stonehenge.
- b. Any proposal for a building of more than 9 metres above ground level to be erected North of the line as described and which would not be completely hidden from

Stonehenge by ground contours shall be the subject of specific agreement between the Departments.

- c. The Ministry of Defence will take no action which would increase the obtrusion of existing buildings and structures on the landscape as seen from Stonehenge.
- d. The Ministry of Defence will take account when considering requirements for new building in the Larkhill area, the effect which such development might have in prolonging the life of existing buildings which are visible from Stonehenge.

### ANNEXURE 'A' TO CONCORDAT

#### BUILDING LINE FOLLOWING COMPLETION OF BUILDING FOR THE MOVE OF MANORBIER

From the limit of MOD property in the WEST the building line follows the Packway to the junction with the pathway to the cricket pavilion (at the Eastern end of the Shopping Centre). Thence, NORTH along this pathway past the Cricket pavilion to the junction with the School of Artillery Officers' Mess approach which it follows NORTH (to the West of the Officers' Mess) to the junction with GLOVER Road. Thence, EAST along GLOVE Road to the junction with the PACKWAY. Thence EAST along the PACKWAY to the junction with WOOD Road. Thence SOUTH along WOOD Road to the junction with POWNALL Road to the MOD Boundary.



## Appendix K – ICOMOS International Cultural Tourism Charter

1. Since domestic and international tourism is among the foremost vehicles for cultural exchange, conservation should provide responsible and well managed opportunities for members of the host community and visitors to experience and understand that community's heritage and culture at first hand.
2. The relationship between Heritage Places and Tourism is dynamic and may involve conflicting values. It should be managed in a sustainable way for present and future generations.
3. Conservation and Tourism Planning for Heritage Places should ensure that the Visitor Experience will be worthwhile, satisfying and enjoyable.
4. Host communities and indigenous peoples should be involved in planning for conservation and tourism.
5. Tourism and conservation activities should benefit the host community.
6. Tourism promotion programmes should protect and enhance Natural and Cultural Heritage characteristics.

Adopted by ICOMOS, October 1999



## Appendix L – Bodies with an interest in the WHS

### List A: Public bodies with a statutory or management interest

- Department for Culture, Media and Sport (DCMS);
- Department of Communities and Local Government (DCLG)
- Department of the Environment, Food and Rural Affairs (Defra);
- Department for Transport (DfT)
- English Heritage (EH);
- Environment Agency (EA);
- Forestry Commission (FC);
- Government Regional Office for the South West (GOSW);
- Highways Agency (HA);
- Ministry of Defence (MOD);
- Natural England (NE);
- New Wiltshire Council (NWC);
- Regional Development Agency for the South West (RDA SW);
- Salisbury District Council (SDC);
- United Kingdom National Commission for UNESCO;
- Wiltshire Constabulary (WC);
- Wiltshire County Council (WCC).

### List B: Other Public and Private bodies with an interest in the Stonehenge WHS

- Amesbury Town Council (ATC);
- Ancient Sacred Landscape Network (ASLaN);
- Council for British Archaeology (CBA)

- Council for the Protection of Rural England (CPRE);
- Council of British Druid Orders (COBDO);
- Country Land and Business Association (CLA);
- Durrington Parish Council (DPC);
- Wiltshire Archaeological and Natural History Society (WANHS);
- International Council on Monuments and Sites UK (ICOMOS UK);
- Landowners and Farmers;
- Local Communities and residents associations;
- National Farmers Union (NFU);
- National Trust (NT);
- Prehistoric Society (PS);
- Public Transport and Tour Operators;
- Regional Cultural Consortium for the South West;
- Royal Society for the Protection of Birds (RSPB)
- Salisbury and South Wiltshire Museum (SSWM);
- Shrewton Parish Council (SPC);
- Society of Antiquaries of London (SAL);
- South West Tourism (SWT);
- University of Bournemouth (UB);
- Visit Wiltshire (VW);
- Wilsford-cum-Lake Parish Council (WLPC);
- Winterbourne Stoke Parish Council (WSPC);
- Woodford Parish Council (WPC).

## Appendix M – The English Heritage Stonehenge GIS

This Geographic Information System (GIS) is used for collecting, storing, analysing and displaying geographical data. The development of the database is ongoing and it is constantly being updated and maintained as new information becomes available. Originally, there were two separate GIS databases for Avebury and Stonehenge. These have now been incorporated into the English Heritage corporate GIS which covers the whole of England.

The WHS is complex and diverse, serving many different needs and subject to a variety of pressures and threats. The management of the WHS, therefore, needs to be supported by a range of information from many different sources and needs to be easily accessible to the managers, agencies and the public. The GIS provides access to a wide range of data sets held by a range of agencies. A series of maps based on the GIS database and mapping programme data were included in the Stonehenge Research Framework (Darvill (ed) 2005).

In order to fully understand the landscape context of the WHS, data has been collected for a wide study area, incorporating 135 sq km (from co-ordinates 405138 to 420147). The foundation of the database is the archaeological data registered in the Wiltshire County Sites and Monuments Record (SMR).

Layers of information that have been incorporated into the Stonehenge GIS include:

- Ordnance Survey base mapping;
- digital terrain data;
- archaeological sites;
- archaeological survey data (auger, worked flint, geophysical, test pits, field surface collection data);
- land use including areas signed up for grass restoration;
- landscape character types;
- composite visibility analysis;
- cultural heritage and natural environment designations;
- access information (Rights of Way, permissive paths, NT open access land);
- WHS boundary;
- WHS land ownership.

## Appendix N – Article 4 Direction in relation to land around Stonehenge

WILTSHIRE COUNTY COUNCIL

Town & Country Planning Acts, 1947-59

Town & Country Planning General Development Order,  
1950

Direction as to land around Stonehenge

**Notice is hereby given** that the Wiltshire County Council have **directed** in respect of approximately 7½ square miles of land around Stonehenge near Amesbury in the County of Wilts as defined on plans deposited for public inspection at the Area Planning Office, 50, Bedwyn Street, Salisbury and at the offices of the Amesbury Rural District Council, Redworth House, Amesbury, **that** the permission granted by Article 3 of the Town & Country Planning General Development Order, 1950, as amended **shall not apply** to the carrying out of any development on the said land consisting of the erection or placing of structures of a height exceeding six feet described in Classes VI(1) and VII referred to in the First Schedule to the said Order and not being development comprised within any other Class.

The effect of this direction, which has been approved by the Minister of Housing & Local Government, will be that from the date of first publication of this notice any persons wishing to carry out any building or engineering operations requisite for the use of the said land for the purposes of agriculture or for forestry consisting of the erection or placing of structures of a height exceeding six feet on any part of the land described in the direction will be obliged to apply for planning permission under Part III of the Town and Country Planning Act, 1947.

Dated this 8th day of May, 1962.

R.P. HARRIES  
Clerk of the County Council.

County Hall,  
Trowbridge,  
Wilts.

## Appendix O – Regional, sub-regional and local planning policies of relevance to Stonehenge

### 1.0 REGIONAL POLICIES

- 1.1 Regional policies affecting the World Heritage Site are currently contained in RPG10 due to be replaced shortly by the Regional Spatial Strategy for the South-West. RPG10 recognises the importance of the World Heritage Site and the need to protect the historic environment generally.

Policy EN3 says:

*Local authorities and other agencies in their plans, policies and proposals should:*

- *afford the highest level of protection to historic and archaeological areas, sites and monuments of international, national and regional importance;*
- *indicate that new development should preserve or enhance historic buildings and conservation areas and important archaeological features and their settings, having regard to the advice in PPG15 and PPG16;*
- *indicate that policies and programmes should work towards rescuing buildings and monuments at risk;*
- *encourage the restoration and appropriate re-use of buildings of historic and architectural value and take a particularly active role in bringing about their restoration where this would help bring about urban regeneration;*
- *take account of the landscape context and setting of buildings and settlements; of building materials; and of the patterns of fields, hedgerows and walls that distinguish one area from another.*

- 1.2 The Draft South West Regional Spatial Strategy policy ENV5 reads Historic Environment

*The historic environment of the South West will be preserved and enhanced. Local authorities and other partners will identify and assess the significance of the historic environment and its vulnerability to change, using characterisation to understand its contribution to the regional and local environment and to identify options for its sensitive management.*

### 2.0 SUB-REGIONAL POLICIES

- 2.1 The Wiltshire and Swindon Structure Plan 2016 (2006) provides strategic policies for the county until 2016, or until it is replaced by the new Regional Spatial Strategy. It includes policies specifically for the WHS and also policies of wider application which are also relevant to the WHS and adjoining areas. These policies provide protection for landscape and nature conservation and seek to ensure that recreation and tourism facilities do not adversely impact on the environment. Of particular note is policy HE1:

*The World Heritage Site of Stonehenge and Avebury together with its landscape setting should be afforded protection from inappropriate development, to reflect its outstanding international value. No development should take place which by reason of its scale, siting and design would prejudice the World Heritage Site and its setting in the landscape.*

- 2.2 Features of archaeological or historic interest are also covered in HE 2:

*Features of archaeological or historic interest and their settings should be protected from inappropriate development. Where nationally important archaeological or historic remains, whether scheduled sites or not, are affected by proposed development, there should be a presumption in favour of their physical preservation "in situ".*

- 2.3 Policy HE5 provides for the enhancement of the WHS in order that it might fulfill a wider education, leisure and tourism resource:

*World Heritage Sites, Scheduled Ancient Monuments, Registered Battle Fields, Registered Parks and Gardens, and other historic sites will be enhanced, as far as practicable, through appropriate management, interpretation and public access arrangements, having regard to the scale and location of any new development on the character of the area.*

- 2.4 Policy RLT8, which applies county-wide but specifically addresses the problem of tourism at the WHS, states:

*Proposals for new or improved tourist attractions should be based on the natural or historic heritage, provided there is no adverse impact on the environment and they are well related to the public transport network.*

### 3.0 LOCAL POLICIES

3.1 Salisbury District Council's Local Plan provides the most detailed mechanism whereby development is controlled within and adjoining the WHS. Policies adopted in the Plan cover the same subject areas as the Structure Plan but generally provide more detail and specific development guidance. The Salisbury District Local Plan was adopted in 2003. Under current planning legislation, it will be replaced by a new Local Development Framework. Currently all the significant policies of the Local Plan have been 'saved' and are still in effect whilst the LDF is under preparation.

3.2 The key development control policy for the WHS in the Local Plan is CN24, which states:

*Development that would adversely affect the archaeological landscape of the Stonehenge World Heritage Site, or the fabric or setting of its monuments, will not be permitted.*

3.3 General criteria for the control of development are covered by Local Plan Policy G1, which is intended to ensure a high quality of design and development throughout the District, including the WHS. This is supported by more specific policies providing protection of the countryside, landscape conservation within the Special Landscape Area, landscape conservation in general, and nature conservation, notably in the Areas of High Ecological Value.

3.4 There are a number of other relevant policies including CN20, which states:

*Development that would adversely affect a Scheduled Ancient Monument or other nationally important archaeological features, or their settings, will not be permitted.*

3.5 CN 21 states:

*Where the application for development may affect a known or potential site of archaeological interest, as defined on the Plan as an Area of Special Archaeological interest, the LPA will request an archaeological evaluation to be carried out before the planning application is determined.*

3.6 CN 22 states:

*The LPA will also seek the preservation of archaeological remains that are of regional to local importance, whether they are currently known, or discovered during the lifetime of the Plan and there will be a preference to preserve them "in situ" and to protect their settings. Development that does not achieve acceptable mitigation of adverse archaeological effects will not be permitted. Where development is permitted and preservation "in situ" is not appropriate or possible, the Council will require suitable investigation and recording to take place; these measures will be sought by means of legal agreement or the use of conditions.*

## Appendix P – The “Vision for the Future”, extract from the Stonehenge WHS Management Plan 2000

*The WHS Management Plan envisages a landscape which includes an extended core zone of permanent grassland surrounded by a wider landscape of sustainable low-intensity mixed farming.*

*In the long term all farmland in the core zone would be restored to permanent grassland and all inappropriate structures and roads removed or screened to provide an improved landscape setting for the core of Stonehenge, the protection of the archaeology from ploughing, and an area carefully managed for open access on foot for visitors. The zone would be primarily managed for both archaeological, landscape and nature conservation, and for the access and enjoyment of the very large numbers of visitors who it is anticipated will continue to concentrate, at least initially, in the core zone.*

*With a new high quality visitor centre outside the boundary of the WHS as a starting point, visitors would gain access to the Stones and the heart of the WHS via primary access links, drop-*

*off points and ‘gateways’ on the rim of the core area (at Fargo and King Barrow Ridge for example). Pedestrian access beyond the core to the wider, and more tranquil, and more fully presented and interpreted landscape and archaeological sites of the southern WHS, would be possible using the existing public rights of way network and new links, and pedestrian gateways and routes to currently inaccessible sites and areas. Researching and improving understanding of the WHS, and the development of its enjoyment and educational value for future generations, would be fundamental concepts for guiding the long term management of the Site.*

*A working, but more environmentally sustainable, mixed farming in the wider landscape of the WHS would continue as the principal land use, and this would provide the landscape setting to the core zone. Outside of the core, the improved conservation and management of important archaeological monuments and ecological features would be balanced with the practical needs of modern arable or mixed farming, and military activities.*

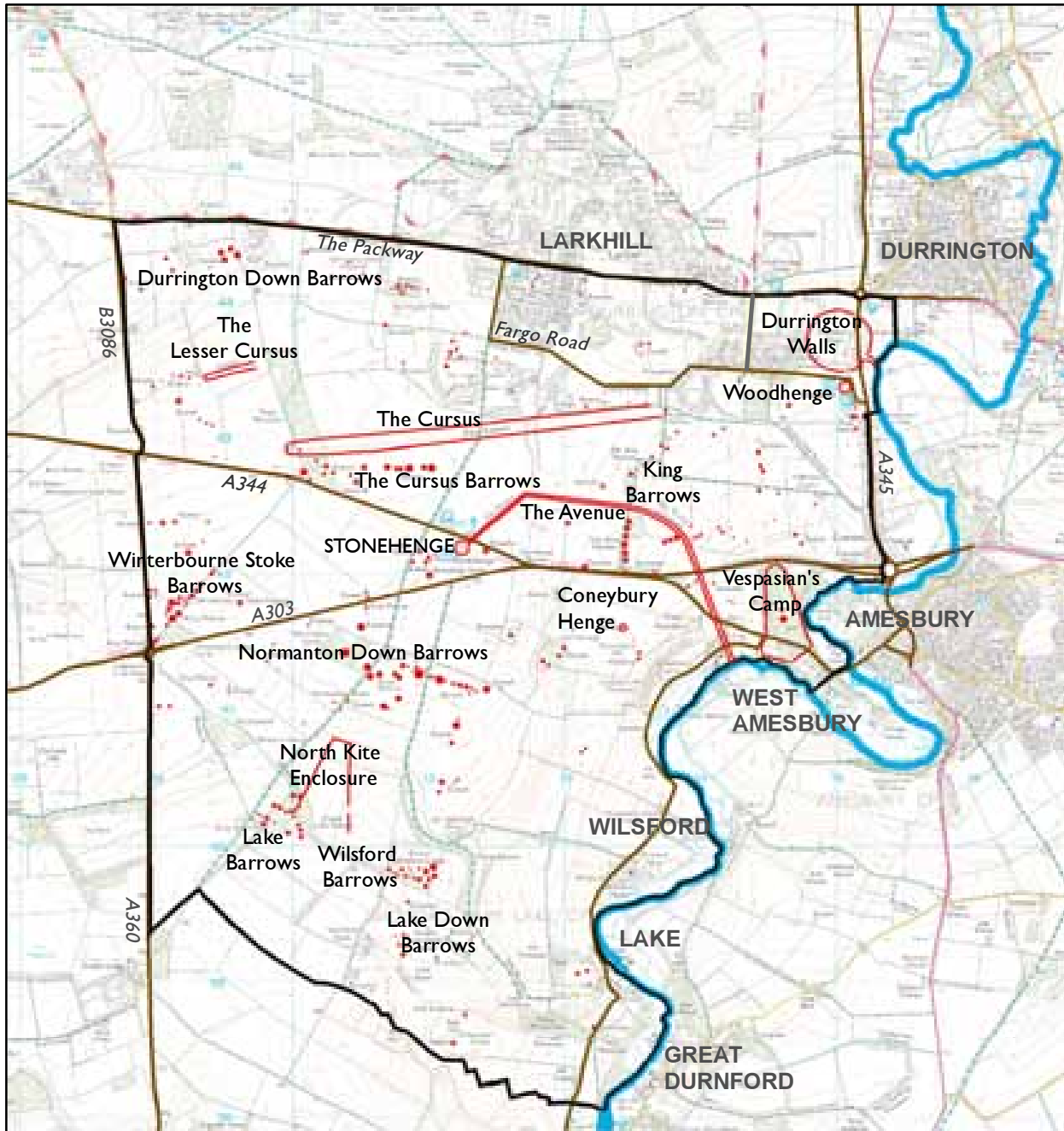






# Maps

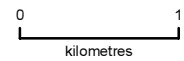




# Map I: The Stonehenge World Heritage Site



-  Stonehenge World Heritage Site
-  Main Archaeological Monuments
-  Roads
-  River Avon

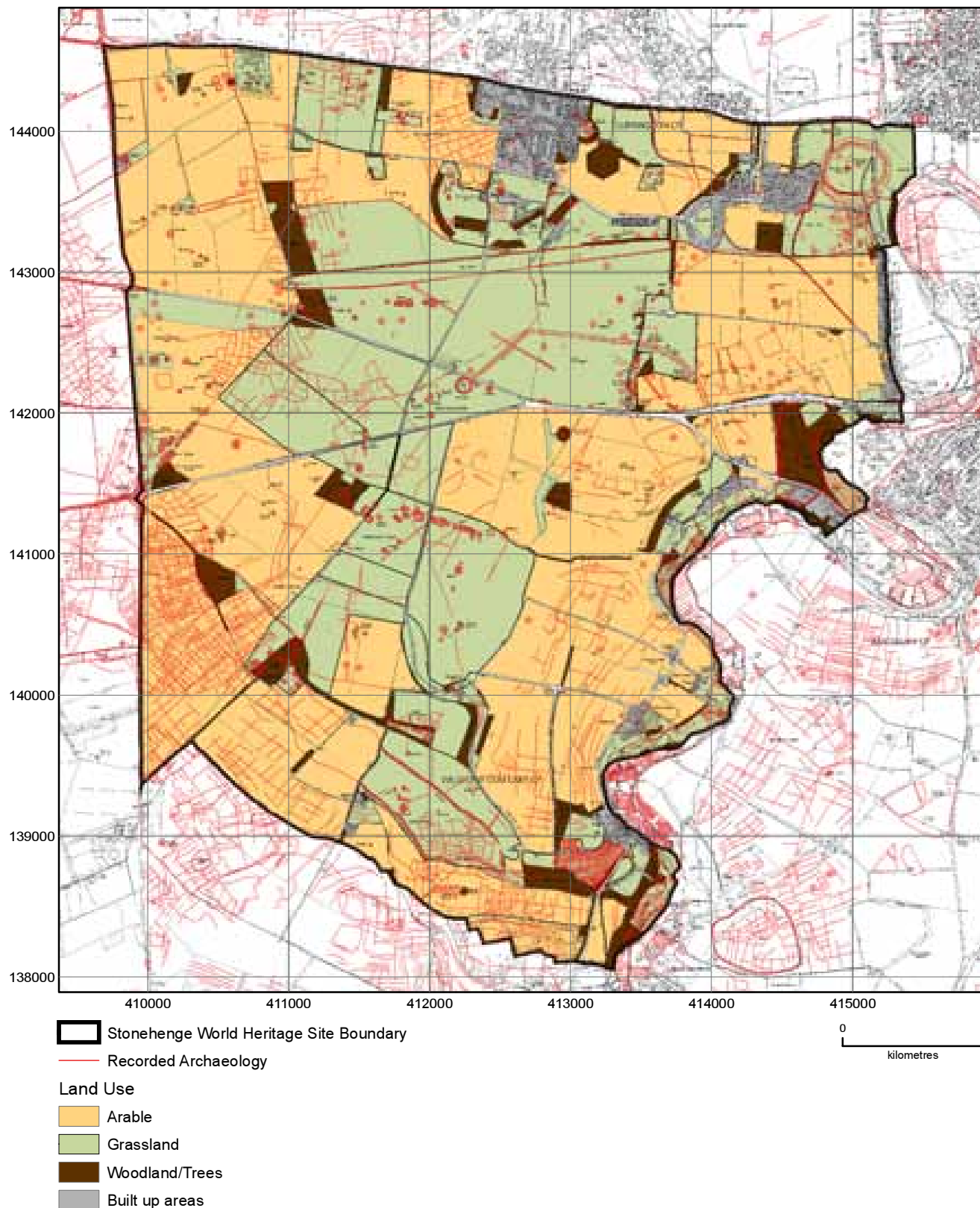


Source: Main archaeological monuments based on scheduled monuments from English Heritage GIS. Other features drawn from OS mapping data.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

## Map 2: Archaeology and Land Use

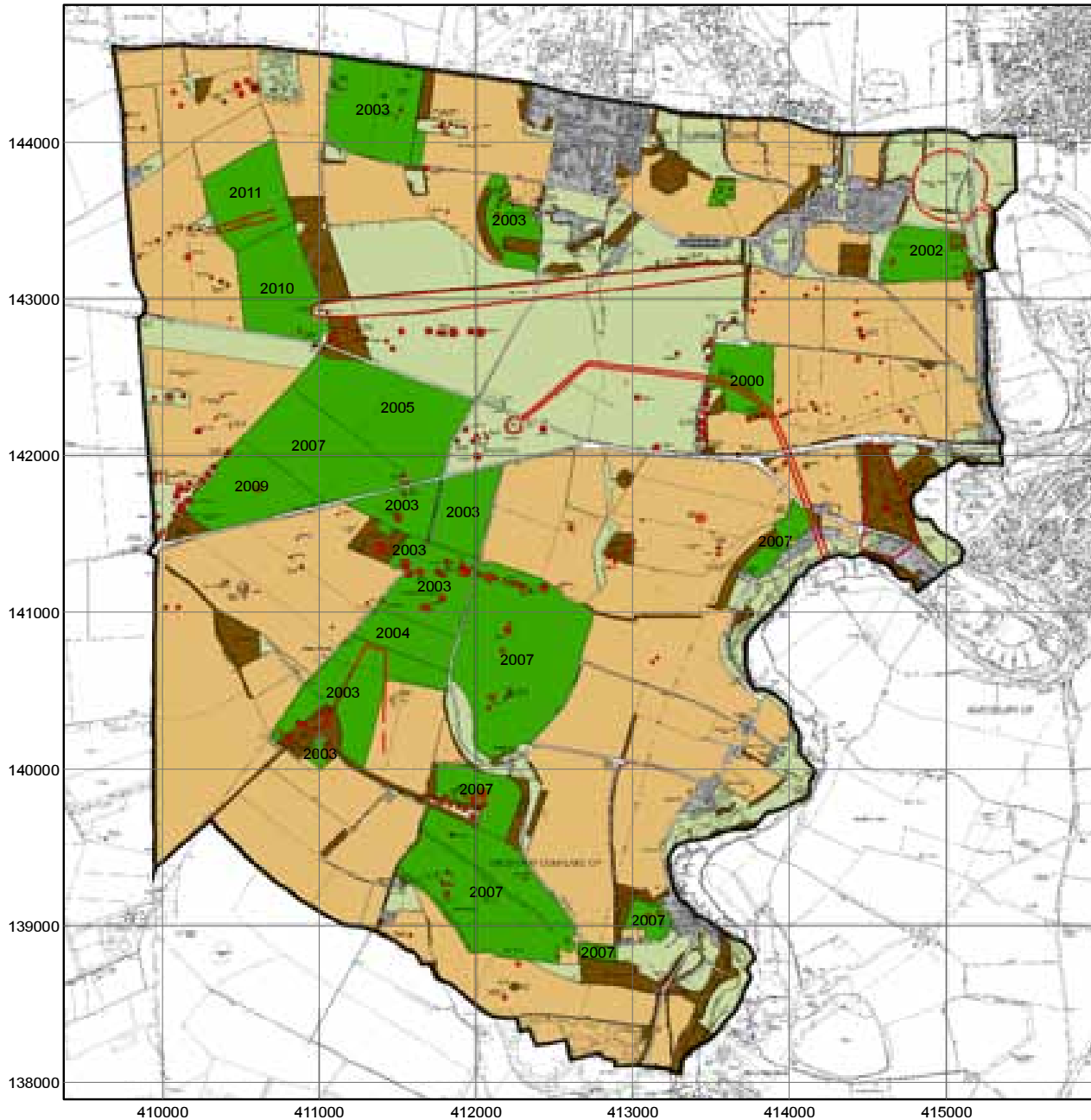


Source: Land use based on information from landowners and Stonehenge WHS Coordinator (2008) updating the Stonehenge condition survey (2003) and the land use map from the 2000 Management Plan. Recorded archaeology based on Wiltshire County Council Sites and Monuments Record.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

# Map 3: Grass Restoration since 2000



Stonehenge World Heritage Site Boundary

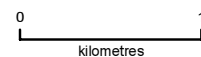
Main Archaeological Monuments

**Grass Restoration**

- Grassland at 2000
- Grass restoration since 2000 and starting date of stewardship agreements

**Land Use**

- Arable
- Woodland/Trees
- Built up areas



The areas indicated in bright green have been or will be reverted to grass in the period 2000-2012, as part of the stewardship agreements signed since 2002 and the National Trust trial carried out in 2000.

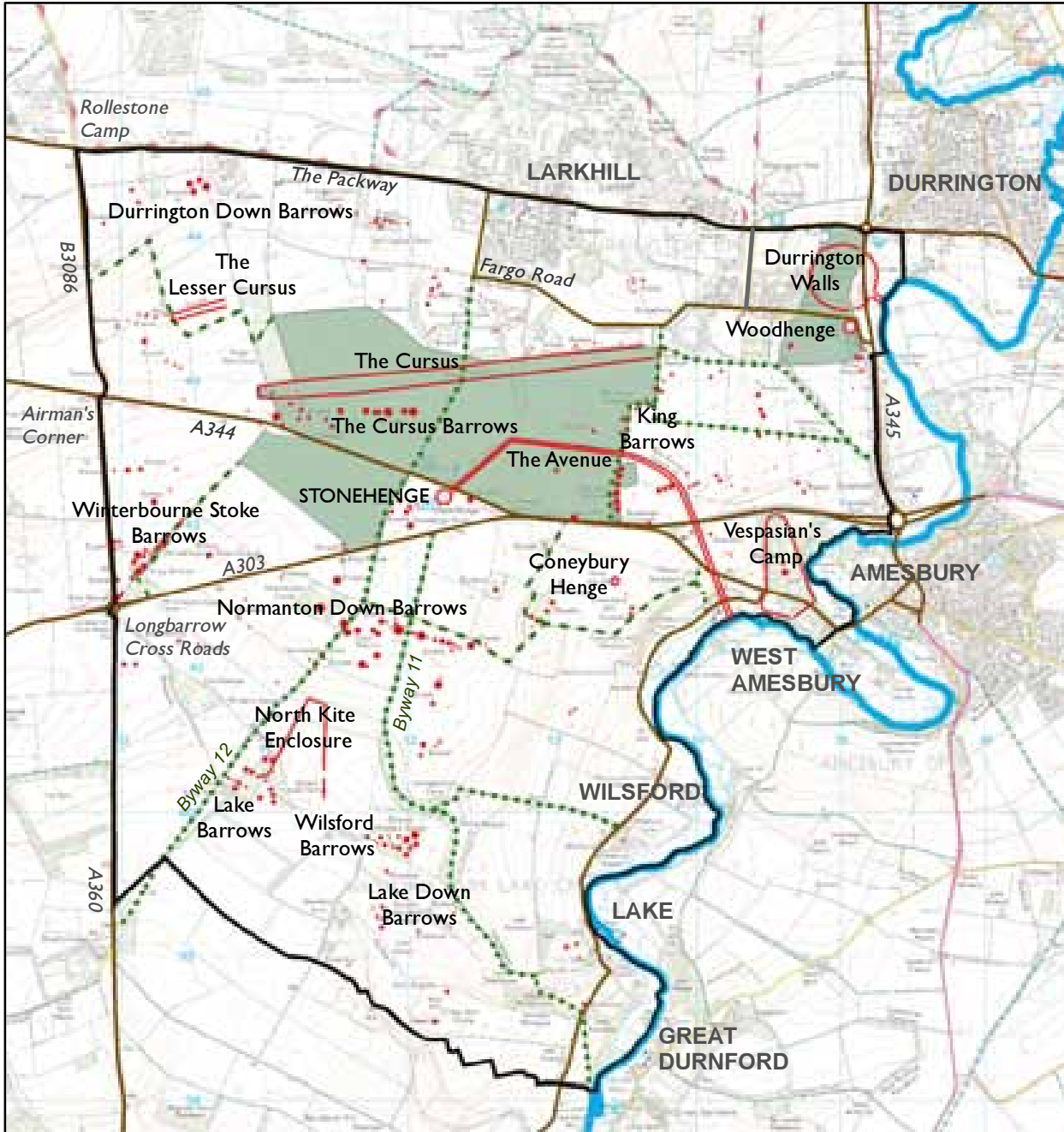
This represents a major positive change in the landscape as the agreements signed to date will return 520 hectares of arable land to pasture (about 20% of the World Heritage Site). Altogether, 105 prehistoric monuments will be protected from plough damage and benefit from an improved setting. The extension of grassland will also enhance the ecological value of the area.

Source: Grass restoration based on review of Natural England stewardship agreements by Stonehenge WHS Coordinator (2008). Land use based on information from landowners and Stonehenge WHS Coordinator (2008) updating the Stonehenge condition survey (2003) and the land use map from the 2000 Management Plan. Main archaeological monuments based on scheduled monuments from the English Heritage Stonehenge GIS.

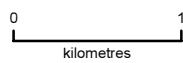
Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

# Map 4: Access



- Stonehenge World Heritage Site
- Main Archaeological Monuments
- River Avon
- Access**
- Roads
- Rights of Way
- - - National Trust
- - - Permissive Paths
- National Trust Open Access

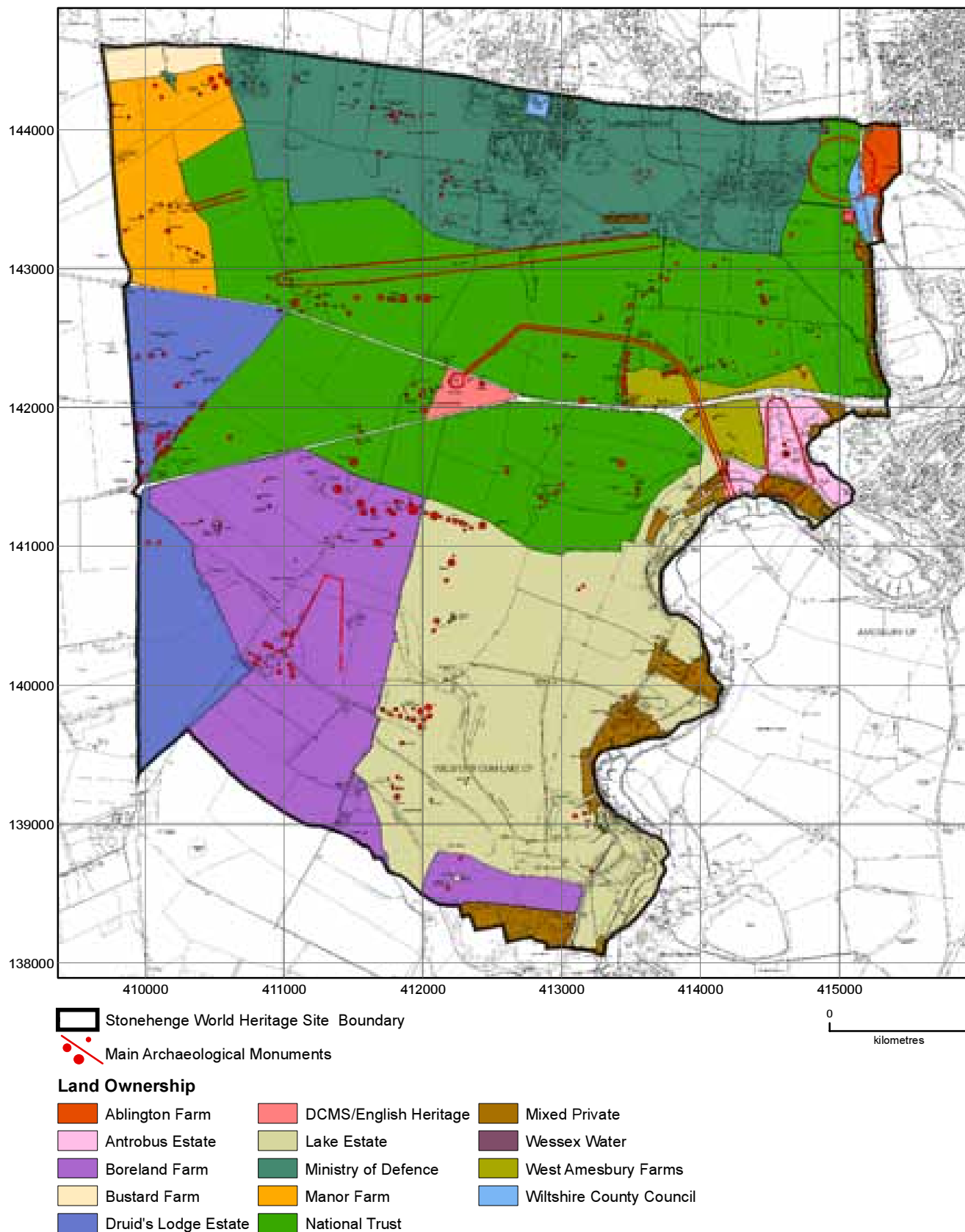


Stonehenge and Woodhenge are in the care of English Heritage and there is free entry to Woodhenge. Many of the other prehistoric monuments are on land owned by the National Trust and open access on foot is permitted in the area shown on the map. The rest of the World Heritage Site is in private ownership and access is restricted to public rights of ways and permissive paths.

Source: Main archaeological monuments based on scheduled monuments from English Heritage GIS. National Trust open access land information and permissive paths supplied by National Trust Stonehenge Estate Office. Other features drawn from OS mapping data.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.  
 This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

## Map 5: Land Ownership

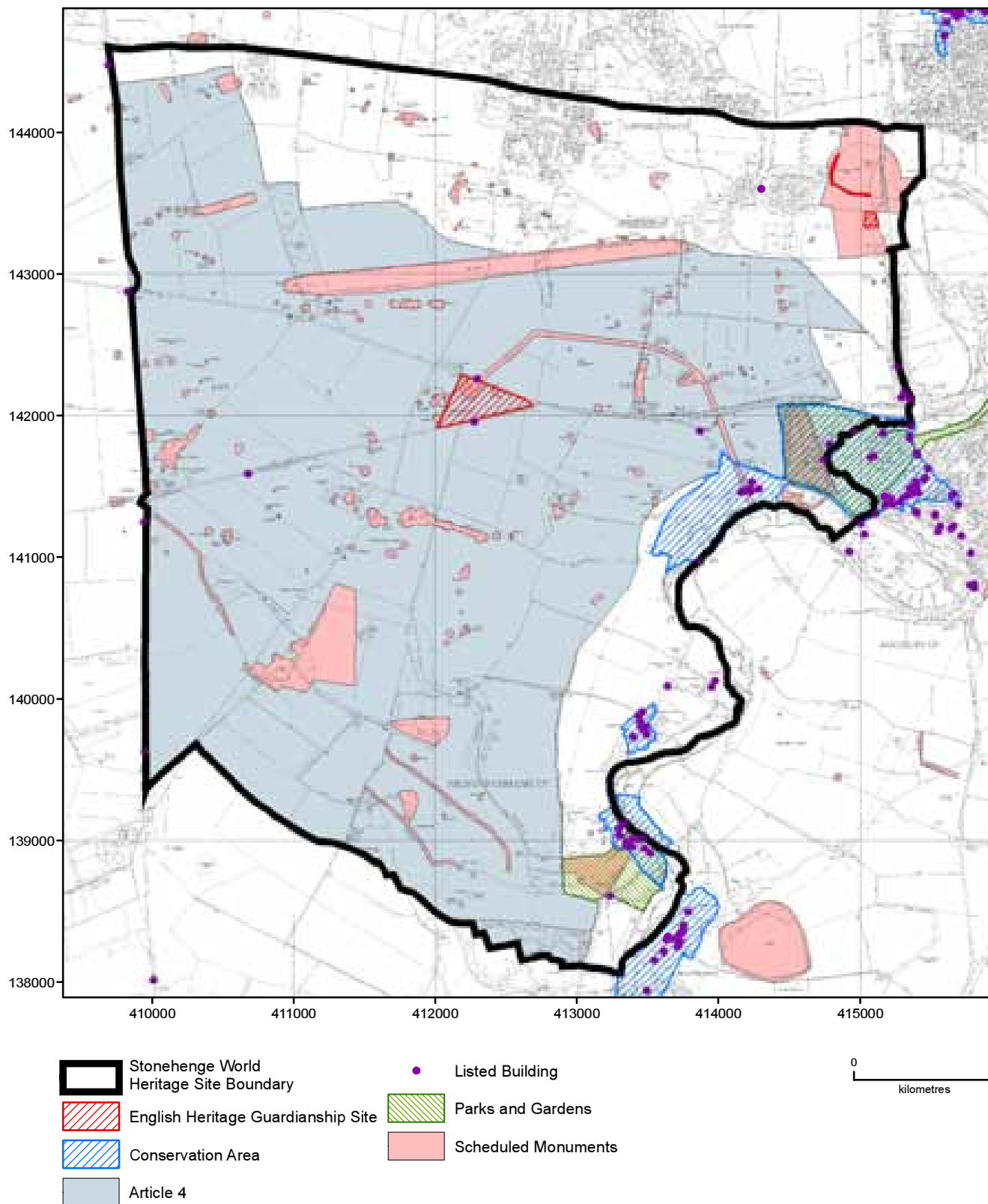


Source: Digital data from English Heritage Stonehenge GIS. Main archaeological monuments based on scheduled monuments from the English Heritage Stonehenge GIS. Land ownership from Land Registry, Ministry of Defence, National Trust and Stonehenge WHS Coordinator, 2008.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

## Map 6: Heritage Designations

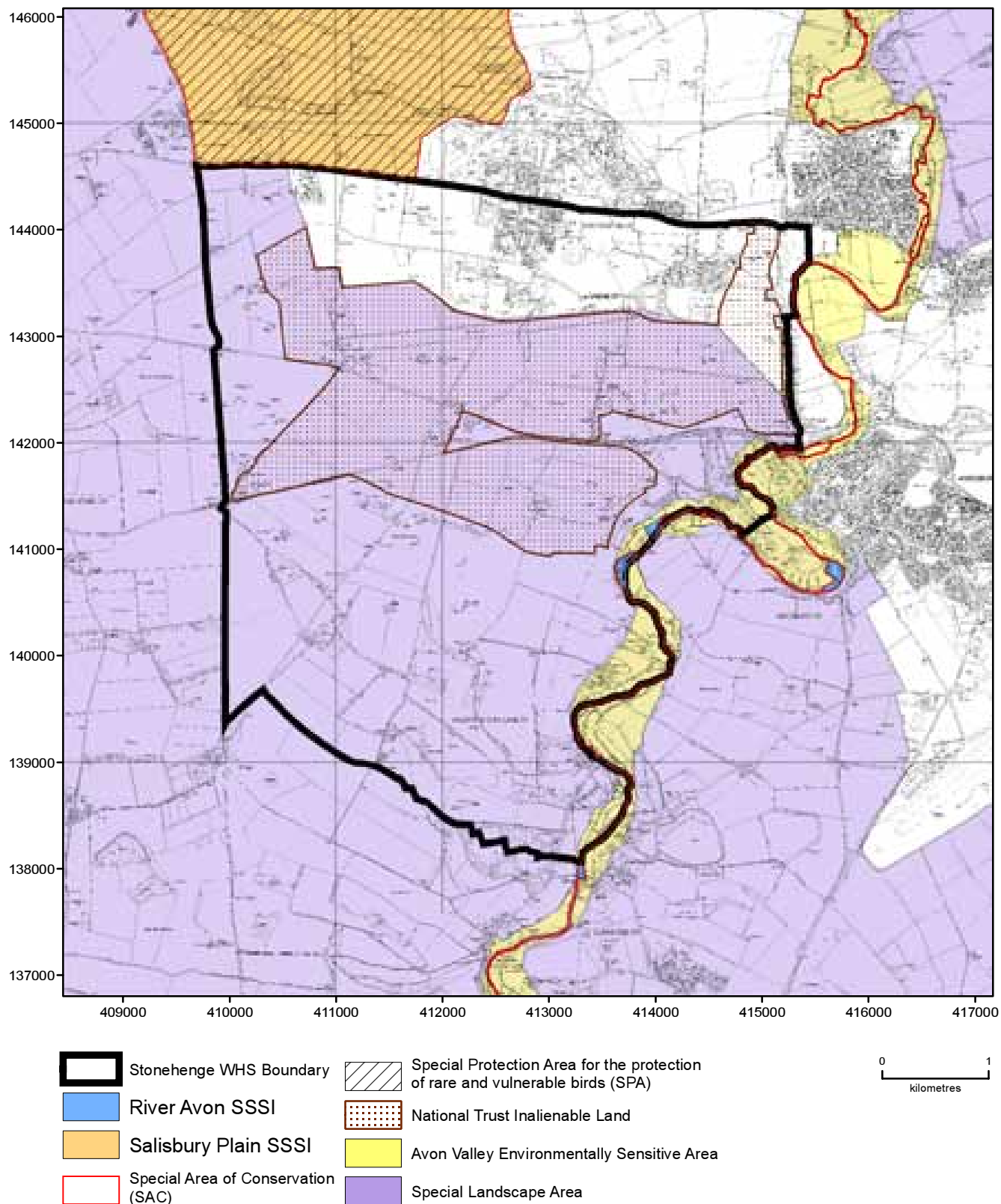


Source: Digital Data from English Heritage Stonehenge GIS.  
 Scheduled Monuments, Parks and Gardens and Listed Buildings from English Heritage.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

## Map 7: Landscape and Nature Conservation Designations

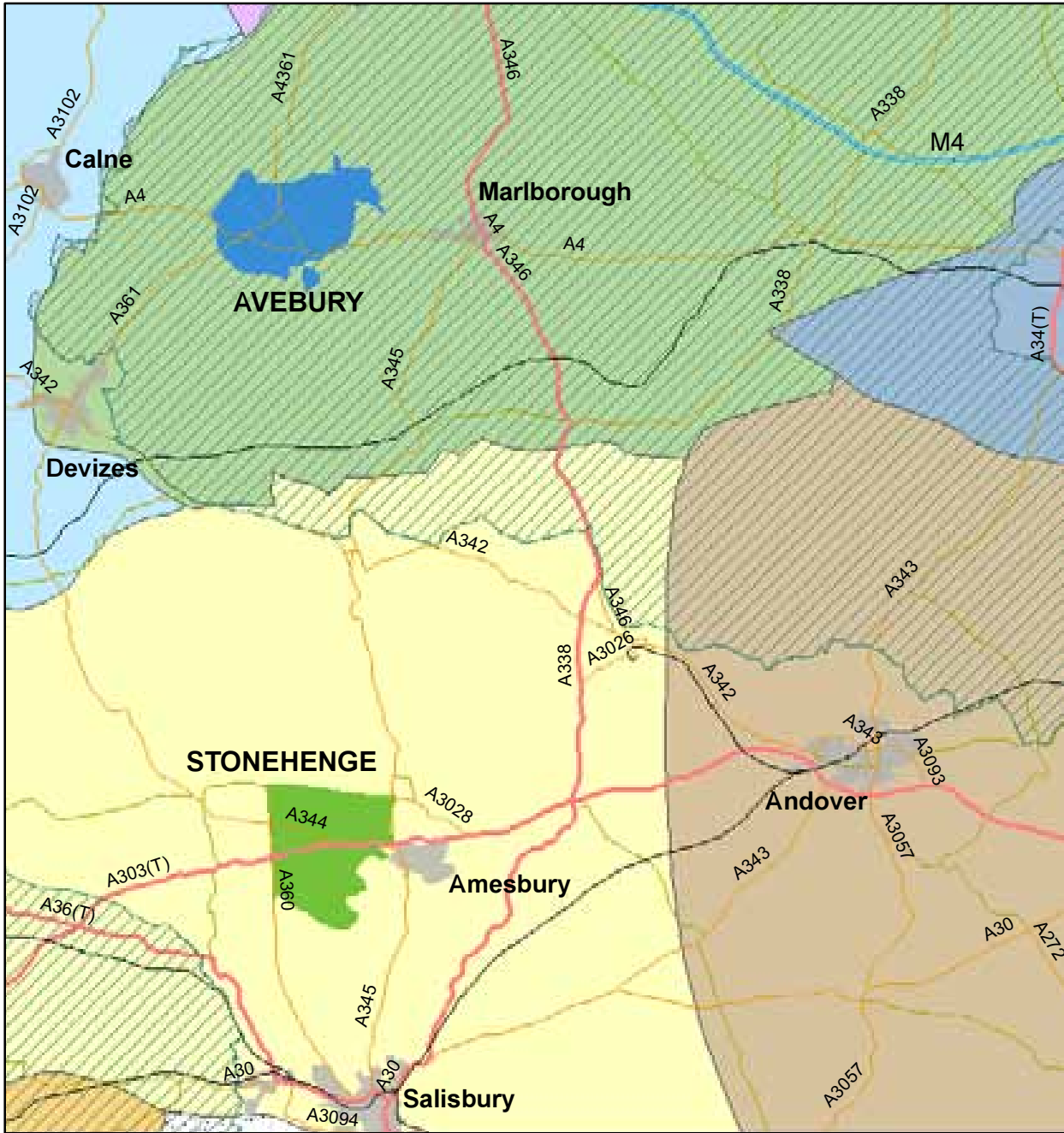


Source: Digital Data from English Heritage Stonehenge GIS. National Trust inalienable Land from the National Trust.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

# Map 8: Regional Landscape Context



- Avebury WHS Boundary
  - Stonehenge WHS Boundary
  - Area of Outstanding Natural Beauty
  - Built up Areas
- Transport**
- Motorways
  - Primary Roads
  - A Roads
  - B Roads
  - Railways

- Regional Character Areas**
- Avon Vale
  - Berkshire and Marlborough Downs
  - Blackmoor Vale and the Vale of Wardour
  - Hampshire Downs
  - Midvale Ridge
  - Salisbury Plain and West Wiltshire Downs
  - Thames Basin Heaths
  - Upper Thames Clay Vales



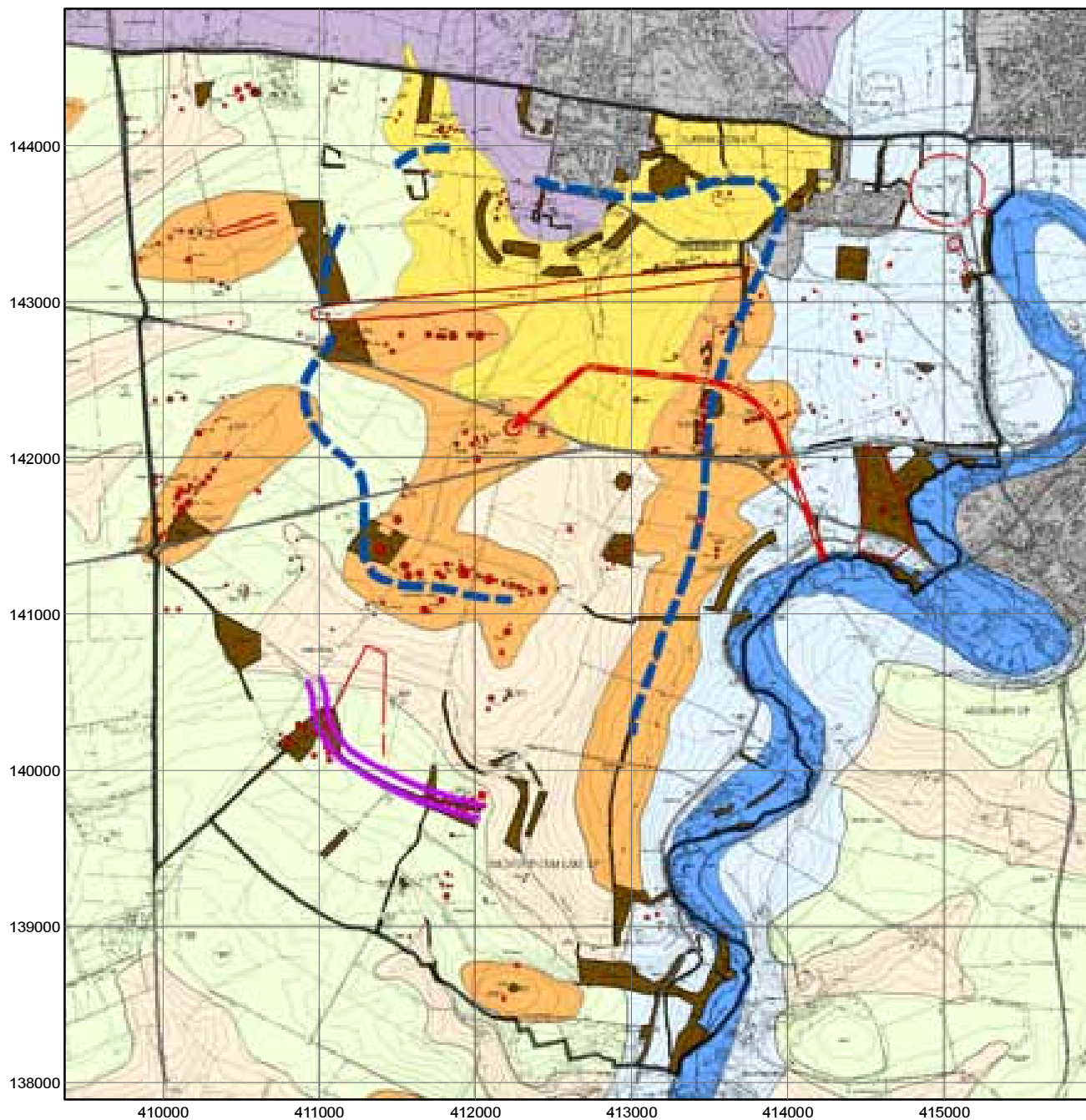
Source: Countryside Commission/English Nature/English Heritage - The Character of England Landscape, Wildlife and Natural Features (1996)

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.



## Map 9: Landscape Character



- Stonehenge World Heritage Site Boundary
- Woodland/Trees
- Urban Areas
- Ridgelines and Horizons Visually Enclosing the Stones
- Other Prominent Ridgeline
- 'Ceremonial' Approach to Stonehenge via the Avenue
- Main Archaeological Monuments

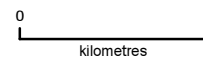
### Landscape Types

#### Downland Landscapes

- Dry River Valleys
- Upper Stonehenge Dry Valley
- Agricultural Downland
- Downland Ridgelines
- Unimproved Downland/Military Training

#### Avon Valley Landscape

- Water Meadows & Floodplain
- River Valley Slopes

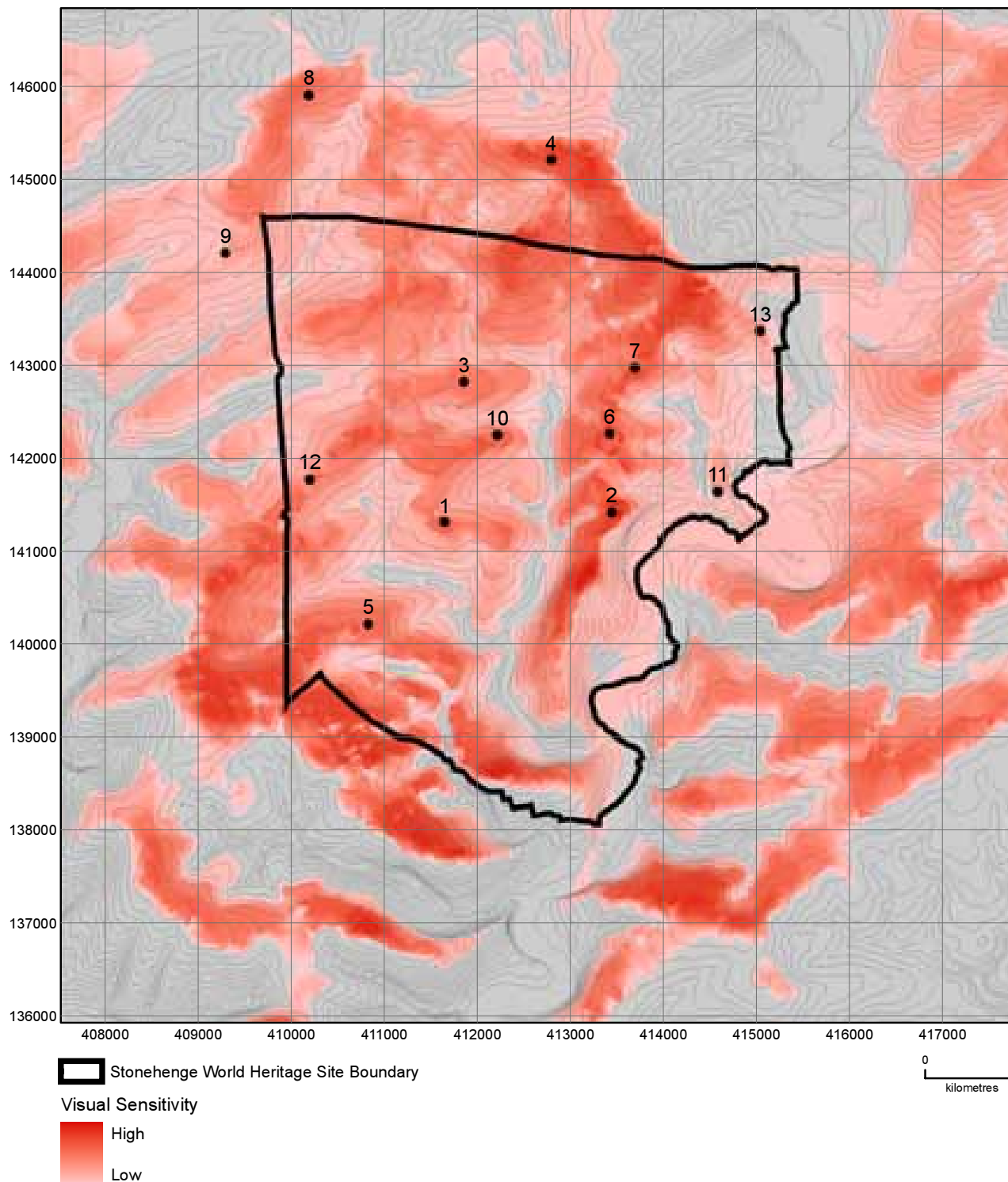


Source: Landscape types provided by Stonehenge WHS Landscape and Planning Study (Land Use Consultants, 1995)  
 Main archaeological monuments based on scheduled monuments from the English Heritage Stonehenge GIS  
 Other digital data from English Heritage Stonehenge GIS

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.

## Map 10: Visual Sensitivity



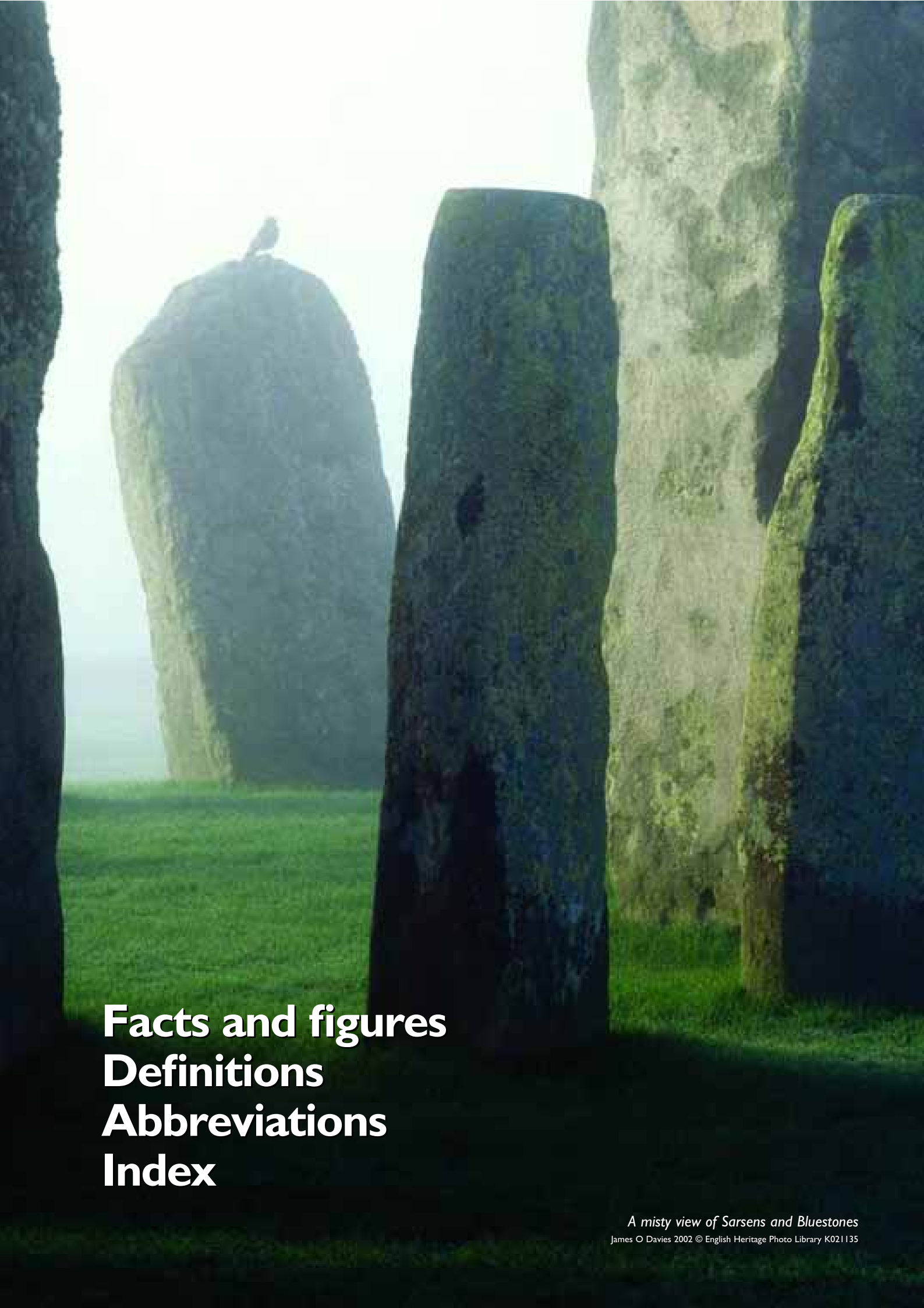
Using contour data, a Digital Elevation Model (DEM) of the landscape has been calculated. This model can tell us the height of the land at any point and can be used to calculate the area of the land which can be seen from a location. These 'viewsheds' have been calculated for thirteen sites, chosen for their archaeological and landscape significance:

- |                               |                          |                             |
|-------------------------------|--------------------------|-----------------------------|
| 1 Normanton Down Barrow Group | 6 New Kings Barrow Group | 11 Vespasian's Camp         |
| 2 Coneybury Hill              | 7 Old Kings Barrow Group | 12 Winterbourne Stoke Group |
| 3 Cursus Barrow Ridge         | 8 Robin Hood's Ball      | 13 Woodhenge                |
| 4 Durrington Barrow Group     | 9 Rollestone Camp Tumuli |                             |
| 5 Lake Barrow group           | 10 Stonehenge            |                             |

The results have been added together to create a composite visibility map. The shading gives an indication of the visual sensitivity of the landscape; darker patches show those areas which can be seen from many of these key locations and which are therefore particularly sensitive to inappropriate change.

Produced by M Reynolds, English Heritage GIS & Mapping Team, 2008.

This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. English Heritage. 100019088. © English Heritage.



**Facts and figures**  
**Definitions**  
**Abbreviations**  
**Index**



# FACTS AND FIGURES

## ARCHAEOLOGY

### Stonehenge (c. 3,000-1,600 BC)

- 1st phase – earth monument – circular bank and ditch (c. 3,000 BC).
- 2nd phase – timber monument (c. 2,900 to 2,600 BC).
- 3rd phase – stone monuments (c. 2,500 to 2,000 BC) – bluestones and larger sarsens re-arranged in several phases. Abandoned after 1,600 BC.
- The tallest stone is 7.3m high and weighs over 45 tonnes. It is one of the 5 sarsen Trilithons. The sarsen circle was originally composed of 30 uprights (each weighing about 25 tonnes) capped by horizontal lintels (about 7 tonnes). The bluestones, weighing up to 4 tonnes each, came from the Preseli Hills in Wales, some 240km away.

### Neolithic and Bronze Age monuments

- Other key monuments include the Stonehenge Avenue (c. 2,500-1,700 BC and 2.5km long), the Cursus (c. 3,600-3,400 BC and 2.7km long), Woodhenge (c. 2,300 BC), and Durrington Walls (c. 2,500 BC).
- The Stonehenge WHS contains more than 350 prehistoric burial mounds. These include 10 Neolithic long barrows, the rest are Bronze Age round barrows. The key barrow cemeteries are Normanton Down, King Barrows, Cursus Barrows, Winterbourne Stoke, Wilsford and Lake Barrows.
- Altogether, the WHS includes more than 700 known archaeological features (including find spots), of which 415 are protected by scheduling within 180 scheduled areas.

### Visitor numbers to Stonehenge

(excluding the Solstice and including free education visits and stone circle access)

1920s	1951	1961	1971	1980	1990	2000	2008
20,000	124,000	337,000	550,000	618,000	687,000	790,000	887,000

(source: English Heritage & Stonehenge Complete)

## SIZE AND OWNERSHIP OF THE WHS

- The Stonehenge WHS covers 2,665 hectares (26.6 square km – 6,500 acres). Ownership and management of the WHS is shared between English Heritage, the National Trust, the Ministry of Defence, the RSPB, farmers and householders in Amesbury, Larkhill and the Woodford Valley.
- Stonehenge, Woodhenge and parts of Durrington Walls are owned by the state and managed by English Heritage.
- A large part of the landscape surrounding Stonehenge is owned by the National Trust (827 ha, 31% of the WHS).

## GRASS RESTORATION

- In the Stonehenge part of the WHS, 520 hectares of arable land (20% of the WHS) have been signed up for grass restoration between 2000 and 2008, protecting and enhancing the setting of 105 prehistoric monuments.
- This represents a financial commitment from Defra of £2,256,000 over the lifetime of the stewardship agreements (10 years).

## STONEHENGE VISITORS AND FACILITIES

- 887,000 visitors to Stonehenge in 2007/08 (excluding the Solstice and including free education visits and stone circle access)
- About 50% are from overseas, 30% are part of a group and 5% are education visitors. More than 70% of the education visitors are from overseas.
- Summer Solstice: 30,000 people in June 2008. After years of problems, Stonehenge reopened in 2000 for the Summer Solstice under strict conditions.
- Existing visitor facilities built in 1968 (extended car park, new café, shop and underpass).
- Access inside the stone circle was stopped in 1978 because of vandalism and erosion due to increasing visitor numbers.

Facts and figures compiled by the Stonehenge WHS Coordinator, November 2008

## DEFINITIONS FOR THE STONEHENGE WHS MANAGEMENT PLAN

Term or phrase	Definition	Source
World Heritage Convention	The 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage provides for the identification, protection, presentation and transmission to future generations of cultural and natural heritage around the world considered to be of outstanding universal value (qv)	World Heritage Convention, Article 4  UNESCO World Heritage Centre website
World Heritage Site	World Heritage Sites are recognised as places of Outstanding Universal Value under the terms of the UNESCO World Heritage Convention.	
Site	Where this is used with a capital letter, this term is used as a shorthand for "World Heritage Site".	
Property	Another term for World Heritage Site.	
Outstanding Universal Value	Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of humanity  To be deemed of Outstanding Universal Value, a property must also meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding	Operational Guidelines para 49  Operational Guidelines para 78
Integrity	Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:  a) includes all elements necessary to express its outstanding universal value;  b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;  c) suffers from adverse effects of development and/or neglect.	Operational Guidelines para 88

Term or phrase	Definition	Source
Authenticity	<p>The ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, are the requisite bases for assessing all aspects of authenticity. <b>[Op Gu 80]</b></p>	Operational Guidelines para 80
Statement of Outstanding Universal Value	<p>Today, these Statements are adopted by the UNESCO World Heritage Committee for all new WHSs at the time of inscription</p> <p>The Statement of Outstanding Universal Value should include a summary of the Committee's determination that the property has outstanding universal value, identifying the criteria under which the property was inscribed, including the assessments of the conditions of integrity or authenticity, and of the requirements for protection and management in force. The Statement of Outstanding Universal Value shall be the basis for the future protection and management of the property</p> <p>At the time of writing (2008) there is no such Statement for Stonehenge and Avebury, as UNESCO methodology for preparing these Statements for older Sites is still under development. (see below for Statement of Significance)</p>	<p>See Operational Guidelines para 154</p> <p>Operational Guidelines para 155</p>
Protection	<p>All properties inscribed on the World Heritage List must have adequate long-term legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding. This protection should include adequately delineated boundaries. Similarly States Parties should demonstrate adequate protection at the national, regional, municipal, and/or traditional level for the nominated property.</p> <p>Legislative and regulatory measures at national and local levels should assure the survival of the property and its protection against development and change that might negatively impact the outstanding universal value, or the integrity and/or authenticity of the property</p> <p>The Stonehenge, Avebury and Associated Sites WHS as a whole is protected through the planning system. The complexes of outstanding prehistoric monuments within the landscape without parallel (see Statement of Significance) are protected by designation as scheduled monuments.</p>	<p>Operational Guidelines para 97</p> <p>Operational Guidelines para 98</p> <p>2008 Statement of Significance (see below) Nomination dossier</p>

Term or phrase	Definition	Source
Management System	<p>Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means.</p> <p>The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations</p> <p>Stonehenge has had an effective Management Plan since 2000</p>	Operational Guidelines
Statement of Significance	<p>At the request of UNESCO, these have been prepared for older Sites where there was no assessment of authenticity and integrity at the time of inscription, so that (as yet) a full Statement of Outstanding Universal Value cannot be prepared. The Statement of Significance should be considered a working tool for the management of the property.</p> <p>A Statement of Significance includes a summary of the Committee's determination that the property has outstanding universal value, identifying the criteria under which the property was inscribed, but does not cover authenticity and integrity since these were not assessed at the time of nomination.</p> <p>There is a Statement of Significance for the Stonehenge, Avebury and Associated Sites World Heritage Site, agreed by UNESCO in 2008. It is derived from the nomination and evaluation documentation of 1985/6.</p>	<p>Cf WHC 06 30 COM I I A.1</p> <p>Cf Operational Guidelines para 155</p> <p>See Management Plan para 3.3.4</p>
Attribute/ Attributes of Outstanding Universal Value	<p>Attributes are a direct tangible expression of the Outstanding Universal Value of the property</p> <p>At Stonehenge, all these attributes are ultimately derived from the 2008 Statement of Significance and the nomination and evaluation documentation of 1985/6. Taken together, the attributes define the OUV of the Stonehenge WHS.</p>	Cf Operational Guidelines para 100



Term or phrase	Definition	Source
<p>Stonehenge, Avebury and Associated Sites World Heritage Site</p>	<p>The Stonehenge, Avebury, and Associated Sites World Heritage property is internationally important for its complexes of outstanding prehistoric monuments.</p> <p>It comprises two areas of chalkland in Southern Britain within which complexes of Neolithic and Bronze Age ceremonial and funerary monuments and associated sites were built. Each area contains a focal stone circle and henge and many other major monuments. At Stonehenge these include the Avenue, the Cursuses, Durrington Walls, Woodhenge, and the densest concentration of burial mounds in Britain. At Avebury, they include Windmill Hill, the West Kennet Long Barrow, the Sanctuary, Silbury Hill, the West Kennet and Beckhampton Avenues, the West Kennet Palisaded Enclosures, and important barrows.</p> <p>The World Heritage property is of Outstanding Universal Value for the following qualities:</p> <p>Stonehenge is one of the most impressive prehistoric megalithic monuments in the world on account of the sheer size of its megaliths, the sophistication of its concentric plan and architectural design, the shaping of the stones, uniquely using both Wiltshire Sarsen sandstone and Pembroke Bluestone, and the precision with which it was built.</p> <p>At Avebury, the massive Henge, containing the largest prehistoric stone circle in the world, and Silbury Hill, the largest prehistoric mound in Europe, demonstrate the outstanding engineering skills which were used to create masterpieces of earthen and megalithic architecture.</p> <p>There is an exceptional survival of prehistoric monuments and sites within the World Heritage site including settlements, burial grounds, and large constructions of earth and stone. Today, together with their settings, they form landscapes without parallel. These complexes would have been of major significance to those who created them, as is apparent by the huge investment of time and effort they represent. They provide an insight into the mortuary and ceremonial practices of the period, and are evidence of prehistoric technology, architecture, and astronomy. The careful siting of monuments in relation to the landscape helps us to further understand the Neolithic and Bronze Age.</p>	<p>WHC 08 Com32 8B 93; this is the first part of the agreed Statement of Significance</p>

Term or phrase	Definition	Source
Associated Sites	See previous entry for description of Stonehenge, Avebury and Associated Sites World Heritage Site, including these	
Remaining sites	This phrase is as set out in the 1985 nomination documentation. Such sites are un-named "Associated Sites" as defined above.	
Associated sites and monuments	This phrase is as set out in the 1985 nomination documentation, and has the same definition as "Associated Sites"	
Sites		
Monuments		
related sites		
associated sites	This phrase is as set out in the 1985 nomination documentation, and has the same definition as "Associated Sites"	
other monuments and sites of the period		
prehistoric monuments and sites within the WHS		
Landscape without parallel	See Statement of Significance above  The Statement of Significance makes clear that there are two landscapes without parallel – one at Stonehenge and one at Avebury, both formed of complexes of monuments of the Neolithic and Bronze Age, together with their settings and associated sites.	

## ABBREVIATIONS USED IN THE MANAGEMENT PLAN

The abbreviations used only in the Action Plan are listed in 15.4.

AHEV	Area of High Environmental Value
ASAS	Area of Special Archaeological Significance
BAP	Biodiversity Action Plan
CLA	Country Land and Business Association
CSS	Countryside Stewardship Scheme
DCMS	Department for Culture, Media and Sport
Defra	Department for the Environment, Food and Rural Affairs
EH	English Heritage
EIA	Environmental Impact Assessment
FOAM	Friends of Ancient Monuments
GIS	Geographical Information System
HLS	Higher Level Scheme
ICOMOS	International Council on Monuments and Sites
ICOMOS UK	UK national committee of ICOMOS
LDF	Local Development Framework
MOD	Ministry of Defence
MPBW	Ministry of Public Building and Works
NFU	National Farmers Union
NNR	National Nature Reserve
NT	National Trust
NWC	New Wiltshire Council
OUV	Outstanding Universal Value
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
QCA	Qualifications and Curriculum Authority
RPG	Regional Planning Guidance
RSPB	Royal Society for the Protection of Birds
RSS	Regional Spatial Strategy
SAC	Special Area of Conservation
SDC	Salisbury District Council
SMR	Sites and Monuments Record
SPA	Special Protection Area
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
SSSI	Site of Special Scientific Interest
SSWM	Salisbury and South Wiltshire Museum
SUSTRANS	(sustainable transport charity)
UKNC	UK National Commission for UNESCO
UNESCO	United Nations Educational, Scientific and Cultural Organization
WCC	Wiltshire County Council
WHM	Wiltshire Heritage Museum
WHS	World Heritage Site

## INDEX

Figures in **bold** refer to illustrations, figures in *italics* refer to tables.

### A

access 10, 71, 74–5, **76**, **108**, 110, **178(map)**; aims 108–9; monitoring indicators 94–95; and road safety 83–4; widening 108

Action Plan 98, 118, 119–32; boundaries 120; conservation 120–4; management, liaison and monitoring 131–2; research 130; tourism 124–8; traffic management 128–9; visitor management 124–8

Advisory Forum 14, 41, 90, 92, 141

agriculture 10, 12, 24–5, 34–5, 43–5, **45**, 60–1, 62, 64, 65–6, 69–70, 75, 105

agri-environmental schemes 45–6, **46**, 66, 69

aims 10, 98; access 108–9; agriculture 105; boundaries 101–2; climate change 107; conservation 102–7; consultation results 15; education 109–10; interpretation 109–10; landscape 104; long-term objectives 114; management, liaison and monitoring 114–15; nature conservation 104–6; outreach operations 109–10; prioritisation 15; research 113; risk prevention 107; statutory and policy framework 100–1; tourism 107–8; traffic management 111–13; visitor management 107–11; woodland 106

Airman's Corner 74, 75, 83

Alexander Keiller Museum, Avebury 28

All-Party Parliamentary Group on World Heritage 42

Amesbury **14**, 14, 39, 41, 43, 44, 73, **73**, 74, 156

Amesbury Abbey Park and Garden 34, 35, 39, **39**, 63, 66, 157; Amesbury Archer burial **47**, **88**; Community Plan 38, 44, 55, 88, 100; Market Town Partnership 55

Ancient Monuments and Archaeological Areas Act (1979) 39, 39–40, 54, 59

annual report 92

archaeological importance 21–2

archaeology 38, **176(map)**

archives 34, 86–7

area 10, 21, 187

Area Action Plans 54

Areas of High Ecological Value (AHEV) 40

Areas of Prime Biodiversity 40

Areas of Special Archaeological Significance 39

Army Training Estate (Salisbury Plain) 37, 46, 61, 69

artefacts 28, 34, **34**, **87**, 155, 156

artistic influence 22, 31, **31**, 33, 36, **47**

Aubrey, John 22

Aubrey Holes, the **86**, **114**

audio guide 79, **79**

authenticity 32, 32–3, 189

Avebury 10, 21, 23, **25**, 26, 42–3, 44, 57, 91–2, **91**; WHS Coordinator 41; WHS Management Plans 15, 20, **42**, 42–3, 58, 86, 91, 101–2; WHS Group 27–8

Avebury Archaeological and Historical Research Group 87

Avenue, Durrington Walls to the Avon 19, **19**

Avenue, the 19, 29, **30**, 33, **76**, 104, 156

Avon, River and valley 19, 23–4, 35, 40, **40**, 47, 62, 69, 104

### B

Baluster Bridge 66

barrows 19, 21, 31, 32, 62, 64, 65. *see also* individual sites

biodiversity 12, 38, 61, 63, 68, 104–5

Biodiversity Action Plan (BAP) 104

bird life 17–18, **35**, 35, 40, 46, 69, **69**, **105**

boundaries 13, 20–1, 33, 57–8, 101–2, 120; buffer zones 56, 58, 101, 101–2

Breeding Bird Survey (RSPB) 17–18

Bronze Age 21, 29, 62, 155–6, 156, 187

Buildings at Risk Register 66

burials 29, 62, **88**, 156, 187

Bush Barrow **34**, 34, **104**

### C

car parking 16, 72, 74, 75, **77**, 77, 78, **84**, 84, 110, **110**, 111

Chalcolithic, the 155–6

Chubb, Cecil 43

climate change, effects of 70, 107

Colt-Hoare, Sir Richard 22

Community Plans 100

Community Strategies 55

condition survey, 2002 16

Coneybury Henge 155

conservation 11, 57. *see also* nature conservation: action plan 120–4; aims 102–7; historic environment 66; improving condition of remains 60–1; and the management plan 12, 13; monitoring 54, 94

Conservation Areas 39

*Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (English Heritage) 57

Consultation Booklet 14, **14**

Convention concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention) 11

Council for British Archaeology 16

counter-disaster preparedness 70

Countryside Stewardship arable reversion special project 16

Countryside Stewardship Grassland Restoration Scheme 90

Countryside Stewardship Scheme 66, 69

Countryside Stewardship special project 17

County Wildlife Sites 40

cultural heritage and values 21–2, 27, 36–7

Culture, Media and Sport, Department for (DCMS) 12, 13, 14, 18, 42, 55

curatorial team 41

Cursus, the 19, 21, 29, **30**, 31, **75**

Cursus/Stonehenge Down 24

cycle network 73

- D**  
 damage 10, 16, 32, 60–1, 64–5, 78  
 data sources 15  
 DCMS 16  
 Defence, Ministry of 35, 37, 43, 164–5  
 Defra 16, 42, 45, 61, 66, 69, 90  
 degraded sites, enhancement of 104  
 description 21, 155–7  
 Design and Access Statements 56  
 development control 56, 59, 59–60, 100  
 Disability Discrimination Act (2005) 16, 108  
 documentation 34  
 draft Planning Circular 56  
 Durrington Walls 16, 18, 19, 31, 32, 39, 43, 74, **85**  
 Durrington Walls henge 19, 21, 29, **30**, 81, **93**, 155
- E**  
 earthwork enhancement 81  
 ecological value 12, 17–18, 35, 113  
 economic development 37, 73, 109  
 education 13, 16, 17, **36**, 36, **80**, 80–1, **90**, 94–5, 109–10  
 English Heritage 13, 16, 17, 32, 39, 41, 41–2, 43, 43–4, 46, 47, 57, 80, 90, 109  
 English Heritage Stonehenge Director 41  
 English Heritage/National Trust WHS Education Group 42  
 English Nature. see Natural England  
 Environmental Impact Assessments (EIA) 38, 56, 111  
 Environmental Improvements in the Stonehenge WHS, public consultation 14, **14**  
 Environmental Stewardship scheme 16, 17, 66, 69  
 Environmentally Sensitive Area 35  
 European Community Directive 79/409/EEC 40  
 European Habitats Directive 40  
 European Periodic Report 54
- F**  
 Fargo Plantation 24, 47, 64  
 fences 65, 76, 109
- Field Monument Wardens 60  
 Finds Liaison Officer 60  
 Forestry Commission 59, 64  
 Forestry Commission on Woodland Grant Scheme 64  
 Friends of Ancient Monuments (FOAM) 16, 61, **89**  
 funding 16, 41–2, 69, 90–1
- G**  
 General Permitted Development Order 38  
 Geographic Information System 15, 18, 47, 63, 168  
*Good Practice on Planning for Tourism* (CLG) 108  
 governance 90  
 government statements affecting Stonehenge 57  
 grassland 10, 18, **176(map)**; biodiversity 35, 104–5; chalk 35, 66, **67**, **68**, 68–9, 104; management 76, **76**, 105; restoration 16, 17, 18, 25, 33, 34, 42, 45–6, **46**, 61, 65, 69–70, 90, **91**, 104, **177(map)**, 187; wet 69  
 Green Travel Plan 112–13  
 Guardianship education scheme 17  
 Guardianship Sites 39  
 guidance and standards 147  
 guidebook 17, 79  
 guided tours 16, 79
- H**  
 Habitat Action Plan 104  
 hedge removal 59  
 Herb Stovel Risk Preparedness: a Management Manual for World Cultural Heritage( ICCROM) 70  
 heritage asset control 56  
 heritage designations **180(map)**  
 Heritage Partnership Agreements 56  
*Heritage Protection in the 21st Century* (White Paper 2007) 55–6  
 heritage protection reform 55–6  
 Heritage Protection White Paper 39, 55–6, 60, 103–4  
 Highways Agency 18, 20, 82  
 hillforts 34, 74
- Historia Anglorum* (Henry of Huntingdon) 22  
 historic buildings, protection policies 38  
 historic environment 22, 34, 39–40, 66; Field Advisers 60  
 Historic Landscape Character Assessment 63, 106
- I**  
 Inscription onto World Heritage List 20  
 Integrated Land Management Plan for the Army Training Estate Salisbury Plain (MOD/DE) 38  
 integrity 32, 33–4, 188  
 International Council on Monuments and Sites (ICOMOS) 12  
*International Cultural Tourism Charter* 166  
*International Cultural Tourism Charter* (ICOMOS) 108  
 international involvement 52–4  
 interpretation 10, 12, 16, 79–80, 94–5, 109–10  
 Interpretation and Learning Strategy 16, 87  
 Interpretation and Learning Strategy for Stonehenge 80  
 intrusive features 106–7  
 Iron Age 156
- J**  
 Jones, Inigo 22, **22**
- K**  
 key issues 50–1  
 King Barrow Ridge 20, 24, **30**, 31, 64, **64**, 156
- L**  
 Lake 39, 44  
 Lake Down Barrow Group 16, 46, 47  
 Land in the Town and Country Planning (General Permitted Development) Order 1995 (GPDO) 56  
 land management 18, 43, 95  
 land ownership 15, 41, 43, 44, 45, 74, **179(map)**, 187  
 land use **176(map)**

*Land Use Plan* (National Trust) 16, 18, 38  
 landscape 10, 12, 16, 24, 33, 62, 63, 104, 106–7, 156–7, **181(map)**; agricultural 24–5, **45**; archaeological 21–2; authenticity 32–3; character 23, **183(map)**; conservation 34–6, 40; disposition of physical remains 33; high downland 23; historic environment values 22; historical 74; intrusive features 106–7; monitoring indicators 94; perceptions of 22; protection policies 38; reconstruction drawing **31**; regional context 23, **182(map)**; set aside 35; significance of monuments within 31; wider 31–2  
 Larkhill 12, **24**, 33, 47, 63, 84, 164–5; Aerodrome 34, 74; Garrison 24, 44, 46, 64, 74; Plantation 24  
 LAWHF 42  
 Lesser Cursus, the 18, 24, 29, **30**, 43  
 liaison 41, 114–15, 131–2  
 Listed Buildings 39, 66  
 Local Area Agreements 40  
 local Community Plans 55  
 Local Development Frameworks 54–5, 73, 100  
 Local Government Act (2000) 55  
 location 20, **20**, 29, 31  
 long-term objectives 88, 114, 131

## M

management: context 41–7; and liaison 10, 11–12, 88–9; system 43, 190; UNESCO operational guidelines 53, 54  
 Management Plan Implementation Group 90  
 Marlborough Downs 23  
 medieval and post-medieval activity 74, 156–7  
 Mesolithic, the 155  
 metal detectorists 59–60  
 military activity, historic 74  
 Monarch of the Plain barrow 64  
 monitoring arrangements 54, 92–3, 94–5, 115, 131–2

Monument Protection Programme 60  
 monuments 19, 22, 32–3, 54, 60–1, 63, 64–5, 103–4, 155  
 museum and archive collections 34, 81

## N

national agencies, management and liaison 89  
 National Archives 34  
 National Heritage Act (1983) 43–4  
 National Monuments Record 34  
 National Trust 16, 17, 18, 21, 32, 35, 38, 41, 43, 44, 46, 60, 69, 76, 79, 80, 80–1, 86, 89  
 National Trust Act (1907) 44  
 Natural England (formerly English Nature) 40, 41, 42, 66, 69, 104  
 Natural England grants 35  
 nature conservation 34–6, 66, 104–6; designations **181(map)**; grassland reversion 66, 68–70; monitoring indicators 95  
 nature reserves **68**  
 Neolithic activity 19, **19**, 21, **21**, 155, 187  
 New King Barrows 24, **38**  
 New Opportunities Fund 17, 42  
 Normanton Down 16, 17, 31, 35, 47, 69; Barrow Group 16, **30**, 33, 43, 46, 47, **60**, 61, **61**, **91**, 156; Management Plan (RSPB) 38  
 Normanton Down Ridge 20, 24  
 North Kite **63**  
 North Wessex Downs Area of Outstanding Natural Beauty 23  
*North West Prospect of Stone Henge, The* (Jones) **22**

## O

objectives 13, 98  
*Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO) 53–4, 58, 91  
 Orientation leaflet 79  
 Outreach and Learning Group 17  
 outreach operations 17, 109–10, **110**

Outstanding Universal Value (OUV) 10, 11, 12, 13, 25, 28–32, 188; attributes 28, 103, 190; Statement of Significance 26  
 Oxford Archaeology 61

## P

Parks and Gardens of Special Historic Interest 39  
 Parsonage Down National Nature Reserve 35  
 partnerships 89  
 Periodic Report for Stonehenge, Avebury and Associated Sites 54  
 Periodic Report on Europe 25  
 physical remains, disposition 33  
 Planning and Compulsory Purchase Act (2004) 37, 54  
 planning and policies 37–8, 52, 54–5; Local Area Agreements 40; monitoring indicators 95; national 38; regional, sub-regional and local 38, 170–1; restrictions 44; Stonehenge WHS Committee responsibilities 41; UNESCO policies and guidance 52–4  
 planning applications 16, 59, 63, 100–1  
 Planning Circular on World Heritage 38  
 Planning Policy Guidance Notes and Statements 38  
 Policy Guidance 37  
 pollution 12, 34, 40  
 PPG15 (Planning and the Historic Environment, 1994) 38  
 Preseli Hills, Wales 19  
 Preservation and Management Policy (1984) 60  
*Principles for Undertaking Archaeological Work* (2002) 16  
 priorities, 2009–2015 10, 99  
 Property Management Plan (National Trust) 38  
 public consultation process 14, **14**, 15, 18–19, 142–3  
 public transport 83, **83**, 110  
 publications 17, 20, 160–3

## R

regional, sub-regional and local planning policies 38, 170–1

regional and local authorities, management and liaison 89

Regional Character Areas 23

Regional Planning Guidance 54

Regional Spatial Strategies 54–5, 100

Register of Historic Assets 56

research 12, 36, 84–5, 113; action plan 130; aims 113; framework 15, 17, 19, 85, 86, 87, 113; links with Avebury and beyond 87; monitoring indicators 95; priorities 85–6; proposals 113; since 2000 19–20; sustainable 10, 86, 113

revision timetable 144

Richards, Julian **86**

risk management 70, 107

roads 12, 18, **19**; A303 10, **10**, 12, 16, 18–19, 20, 24, 40–1, 81, 82, **99**, 112; A303 Stonehenge Improvement Scheme and Visitor Centre Project Public Inquiries 16; A344 10, 12, 18–19, 24, 81, 82, 83, **99**, 112; A345 81; A360 81; Environmental Impact Assessment 20; government policy 40–1; intrusion 10, 15, 16, 24, 33, 33–4, 81, **99**, 111–12; network and usage 81–2; safety 83, 83–4; tunnel scheme 18, 82

Robin Hood's Ball 32, **32**, 63

Roman activity 19, 74, 156

Rox Hill 74

Royal Society for the Protection of Birds 16, 17–18, 35, 38, 47, 61, **68**, 69

Rural Development Service 45–6

## S

salary costs 41–2

Salisbury 34; Cathedral 71, **72**; District Local Plan 39, 40; Visitor Survey (1998) 71

Salisbury and South Wiltshire Museum (SSWM) 47, 60, 81, 87

Salisbury District Council 41, 43; Core Strategy 55; Local Development Frameworks 54–5; Supplementary Planning Document 55; Supplementary Planning Guidance (SPG) 12, 15–16, 38

Salisbury Plain 23, 35, 36, 40

Saxon activity 74, 156

scheduled areas 22

Scheduled Monuments 39

Scheduled Monuments Consent (SMC) 39, 56

scrub encroachment 61, **61**, 65, **89**, **91**

security 77

serial sites, management guidelines 54

setting 18, 20, 22, 62, 62–3, 63, 63–4, **93**, 94, 110

Seven Barrows 47

signage 16, **17**, **42**, 42

significance 25, 25–6, 26–7, 28, 28–32

Sites of Special Scientific Interest (SSSI) 35, 40

skies, the 29, **29**, 33

solstice management **37**, 77–8, 187

South Wessex Downs Natural Area 34

South Wessex Downs Natural Area Profile 68, 104

South Wiltshire Community Strategy 100

South Wiltshire Economic Strategy 73

South Wiltshire Museum, Salisbury 28, 34

South Wiltshire Strategic Partnership 55

Southern Circle, the 19

SPACES Project 15, 17, 19, **115**

spatial patterning 19, 62

Special Area of Conservation (SAC) 40

Special Landscape Area (SLA) 40

Special Protection Area (SPA) 40

spiritual values 36, **37**, 109

stakeholders 12, 14, 41, 88–9, 90, 167

State of Conservation Decision, World Heritage Committee 152

Statement of Outstanding Universal Value 25, 189

statement of principles governing archaeological work in the Stonehenge World Heritage Site 86, 145–6

Statement of Significance 20, 25, 25–6, 27, 28, 42, 152–4, 190

status 10, 29, 80

statutory and policy framework 100–1, 119

statutory development plans 37

statutory spatial planning system 11

Stone Circle Access scheme 76

Stone-curlew Species Action Plan 38, 105

Stonehenge 10, **11**, 21, **24**, **28**, **29**, **31**, 36, **36**, **55**, **58**, **71**, **76**, **78**, **84**, **93**, **98**, **101**, **107**, **115**, 149–54, 187

Stonehenge, Avebury and Associated Sites World Heritage Site 39, 191

“Stonehenge Bowl” (Cleal et al) 20

Stonehenge Down 35

Stonehenge Environmental Improvements Project 41, 57

Stonehenge Project, 1998 13

Stonehenge Regulations 1997 39–40, 158–9

*Stonehenge Research Framework* (Darvill) 15, 19, 87, 113

Stonehenge Riverside Project 15, **17**, 17, 19, **19**, 32–3, **85**, 87, **114**

Stonehenge WHS administrative assistant 41

*Stonehenge WHS Condition Survey* (2002) 15

Stonehenge WHS Landscape and Planning Study (Land Use Consultants) 23–4

Stonehenge WHS Management Group 90

Stonehenge WHS Management Implementation Group 41

*Stonehenge WHS Management Plan* (2000) 12, 13, **15**, 15–21, 38, 58, 90

Strategic Defence Review (1998) 46

Supplementary Planning Documents (SPDs) 54, 55

Supplementary Planning Guidance (SPG) 12  
sustainability 13, 38, 71  
*Sustainable Access and Interpretation* (English Heritage) 16  
Sustainable Community Strategies 55, 88, 100

## T

Till, River 35, 40  
Time Team reconstruction **93**  
topography 22, 24  
tourism 37, 38, 71–3, 77, 107–8, 124–8, 166  
traffic management **10**, 12, 24, 74, 81, 81–2, **82**, 108, 111–13, 128–9  
Transport, Department of 18  
transport policies 18, 38, 111–13, 128–9  
treasure hunting 59

## U

UK National Commission for UNESCO (UKNC) 52–3  
UNESCO 10, 11, 12, 14, 18, 42, 52, 52–4, 110  
UNESCO Criteria for Inscription on the World Heritage List 26–7  
UNESCO Operational Guidelines 25  
UNESCO World Heritage Committee 25  
utility installations 59

## V

Vespasian's Camp 34, 35, 47, **66**, 66, 74, 156, 157  
*Vision for the Future* (English Heritage 2000) 10, 16, 98, 99, 172  
visitor facilities 15, 16, 18, 74, **110**, 187; aims 109, 110–11; Environmental Impact Assessment 111; government policy 41; inadequacy of current **78**, 78–9; operation 43; and the *Vision for the Future* 16  
visitors 12, 17, 22, **37**; impact 65, 78; management 75–7, **76**, 108–9, 124–8; numbers 10, 37, 71, 75, 187

visual sensitivity **184(map)**  
volunteering opportunities 80–1, 89, **91**, 109

## W

website 17  
Wessex Archaeology 17, 24, 42, 60, 87  
West Amesbury 39, 44  
WHS Committee 27–8, 90  
WHS Coordinator 17, 18, 41, 44, 90, 91, 92, 148  
wider area 63  
wildlife **13**, 46, 64, 104–6  
Wildlife and Countryside Act 1981 40  
Wilsford 39, 44  
Wiltshire, unitary authority 55, 90  
Wiltshire and Swindon History Centre 34  
Wiltshire Archaeological and Natural History Society 41, 43  
Wiltshire BAP 68, 104  
Wiltshire County Council 41, 42, 43, 47, 63; Archaeology Service 101; Direction as to land around Stonehenge 169; Sites and Monuments Record (SMR) 15  
Wiltshire Downs 36  
Wiltshire Heritage Museum, Devizes 28, 34, 47, 81, 87  
Wiltshire Sites and Monuments Record 34  
Wiltshire Structure Plan 54  
Wiltshire Wildlife Sites Survey and Nature Conservation Strategy 40  
Wiltshire Wildlife Trust 40  
Winterbourne Stoke 21, 24, **30**  
Woodford Valley 39, 43  
Woodhenge 21, 29, **30**, 31, **36**, 39, 44, **90**, 155  
woodland 10, 16, 18, 24, 33, 35–6, 47, 62, 63–4, 64, **64**, 106, 156–7, **176(map)**, **177(map)**  
World Heritage Bureau, reports and decisions 149–51  
World Heritage Committee 13, 14, 41, **42**, 53–4, 58, 70, 139–40; reports and decisions 149–54

World Heritage Convention 11, 25, 52, 57, 188  
World Heritage Cultural Landscape 21–2, 102  
World Heritage draft planning circular (May 2008) 11  
World Heritage in Danger List 54  
World Heritage Site 10, **175(map)**, 187, 188  
World Heritage Sites 11, 52, 53, 56

## Y

Yambury hillfort 63



For additional copies (product code 51482) or to get this publication in a different format, please contact English Heritage Customer Services:  
tel 0870 333 1181 - fax 01793 414926 - textphone 01793 414878  
customers@english-heritage.org.uk

For further information on Stonehenge and the World Heritage Site:  
[www.english-heritage.org.uk/stonehenge](http://www.english-heritage.org.uk/stonehenge)

Stonehenge World Heritage Team  
English Heritage, Wyndham House, 65 The Close, Salisbury SP1 2EN  
stonehengewhs@english-heritage.org.uk

Many of the photographs credited to English Heritage can be purchased on [www.englishheritageprints.com](http://www.englishheritageprints.com)  
For enquiries about other images of Stonehenge, call 01793 414 903.



*Misty view of Stonehenge*

James O Davies 2007 © English Heritage Photo Library K022290

Back cover (clockwise):

*Schoolchildren from the local primary school in Amesbury re-enacting a pilgrimage to Stonehenge*  
Elaine Wakefield 2004 © Wessex Archaeology

*Aerial view of the Neolithic Cursus from the West showing Bronze Age Cursus barrows on the right*  
Damian Grady 2000 © English Heritage Photo Library N000001

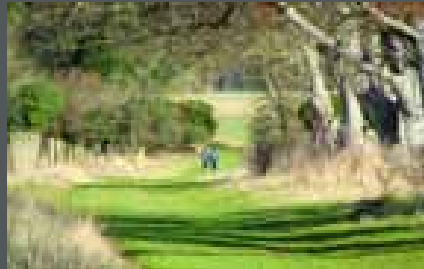
*Stonehenge at early dawn*  
James O Davies 2007 © English Heritage Photo Library N071258

*Walkers by the King Barrows*  
Lucy Evershed 2008 © National Trust

*Winterbourne Stoke barrow group with Neolithic long barrow top right*  
Roger Featherstone 1993 © English Heritage Photo Library N930001

Produced by Isabelle Bedu  
Designed by FONDA  
Printed by the colourhouse

Printed on recycled paper containing 50% recovered waste and 50% virgin fibre and manufactured at a mill accredited with the ISO 14001 environmental management standard. The pulp used in this product is bleached using a Totally Chlorine Free (TCF) process.



The Stonehenge World Heritage Site Management Plan provides a long-term strategy to protect the World Heritage Site for present and future generations. The Site is globally important not just for Stonehenge, but for its unique and dense concentration of outstanding prehistoric monuments and sites, which together form a landscape without parallel. The primary aim of the Plan is to protect the Site by sustaining its Outstanding Universal Value, taking into account other interests such as tourism, farming, nature conservation, research, education and the local community.



ENGLISH HERITAGE