

The City of Bath World Heritage Site Management Plan

2010–2016

DRAFT

Post Consultation Draft 3 November 2010

This document has no formal Council approval.

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Foreword

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Preface

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Long Term Vision

Bath will maintain and enhance the Outstanding Universal Value of the City of Bath World Heritage Site.

It will practise and promote sustainable management, understanding the World Heritage Site's unique qualities and its world-wide significance.

It will be a centre of excellence for urban heritage management and conservation, founded on partnerships of local, national and international communities and organisations.

Bath will conserve and safeguard the cultural assets of the World Heritage Site for this and future generations.

Bath will be accessible and enjoyable to all; a site that understands and celebrates its Outstanding Universal Values and atmosphere.

Bath will continue to be a thriving living city which uses its status as a World Heritage Site to support and further the vitality of the local community.

Executive Summary

The City of Bath World Heritage Site was inscribed in 1987. The reasons for inscription, or attributes of Outstanding Universal Value, can be defined as:

1. Roman Archaeology
2. The hot springs
3. Georgian town planning
4. Georgian architecture
5. The green setting of the City in a hollow in the hills
6. Georgian architecture reflecting 18th century social ambitions

Bath is a complex site, encompassing an entire living city where modern life co-exists alongside historic cultural and natural assets of global significance. Achieving balance between conservation and community needs is the constant challenge which this plan addresses.

This plan replaces the first site plan of 2003. It follows that document in explaining site significance, management, pressures and challenges facing the site, and how to address these. There are important changes in this plan, notably a new draft statement of Outstanding Universal Value defining site significance in World Heritage terms, which underpins all World Heritage management decisions.

There have also been significant events since the production of the previous plan. Thermae Bath Spa has opened, re-establishing the connection between the Hot Springs and health and well being on which so much of Bath's history is founded, and the new Southgate Shopping area has remodelled a significant area of the City centre. New national guidance has come forward, including Planning Policy Statement 5, and new agendas have come to the fore, especially the increasing need to address climate change.

A buoyant economy during the previous plan period lead to development pressures not seen in the city for a generation. Debate regarding new developments was intense, and a UNESCO Mission visited the site in 2008 to study proposals and share advice. The UNESCO Mission documents are included in this plan, as are actions to address the points raised.

The UNESCO Mission concluded that both the overall state of conservation and management of the site were good. However, despite this welcome commendation there are always challenges to be faced.

The World Heritage Site Steering Group, who are responsible for production of this plan, have considered the many comments made during consultation on this document and produced the following six key priorities:

- **Funding and management of World Heritage.** Placing consideration of Outstanding Universal Value at the heart of key decision making.
- **Transport.** Developing a comprehensive response the City's traffic pressures.
- **Buffer Zone and Setting.** Continue to explore ways to preserve the setting of the Site.
- **Planning policy.** Providing a robust and comprehensive planning policy to ensure new development does not harm the values for which the site was inscribed.
- **Public Realm.** Addressing the need to improve the public realm through existing and new measures.

- **Interpretation.** Ensuring the reasons for inscription and the story of the site are more effectively told.

Despite the new plan emerging at a time when the finances are under pressure and many aspects affecting the site such as regional planning are dynamic, all partners involved in managing Bath World Heritage Site remain committed to ensure that the City of Bath, as a masterpiece of human creative genius, continues to be conserved for the benefit of this and future generations.

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1 INTRODUCTION

1.1 The City of Bath World Heritage Site

1.1.1 World Heritage Sites are recognised by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) through the 1972 World Heritage Convention, which was ratified by the UK Government in 1984. The World Heritage system is managed by the UNESCO World Heritage Committee which consists of 21 representatives from the 186¹ State Parties to have ratified the Convention.

1.1.2 The City of Bath has been a World Heritage Site since 1987, recognised as a place of Outstanding Universal Value for its Roman remains, 18th century architecture, 18th century town-planning, its role as a setting for social history and inspired by its hot springs and natural landscape setting. The story of the city settlement extends over six millennia, from its earliest days when the hot springs were a place of worship for the Britons, to the contemporary city, which is an international icon of heritage and a thriving community.

1.1.3 Spread across the Site are extensive remains from all eras of the city's development:

- archaeological evidence of pre-Roman use of the hot springs;
- archaeological remains of the Roman thermal and religious spa and settlement;
- Saxon and medieval remains, including parts of the central city street layout, parts of the city wall, the East Gate and the Abbey Church, as well as extensive archaeological deposits;
- the 18th century 'Georgian' city and associated villages with their dwellings, social and civic buildings, parks and gardens, streets and public open spaces;
- the stone mines and associated works, transport systems and communities; the natural landscape setting;
- the hot springs, associated buildings and systems, and their continued use for health and leisure;
- Brunel's Great Western Railway Paddington to Bristol line with associated buildings and structures;
- 19th, 20th and 21st century developments, including presentation and interpretation of the historic environment through museums and other services; and
- extensive collections of artefacts and archives. The collections at the Roman Baths, Fashion Museum and Bath Record Office are all 'Designated' by Government as being of national / international importance.

A Living City

1.1.4 Bath is home to a living community. It is also an international tourist destination attracting over four million visitors each year. The city is regional centre for commerce and recreation, and lies on strategic road and rail transport routes. It is the largest urban settlement, and the commercial, cultural and recreational heart, of Bath and North East Somerset (B&NES). It has two universities, and is a major centre of sporting excellence with a highly successful rugby team. The City of Bath is a blend of history and contemporary life that is continually changing, growing and adapting.

¹ As at 2010. See www.whc.unesco.org/en/list

1.1.5 The Sustainable Community Strategy (2009–2026)² covering Bath outlines drivers for change, which are relevant to this plan and a useful insight into the living City. Climate change is one such driver, which has increased in prominence since the previous plan was compiled and poses significant challenges. Bath has a high number of historic buildings which may not be adequately adapted for changing energy needs, and the site sits on the River Avon which poses a flood risk.

1.1.6 Bath's population of approximately 89,000 has grown slowly from 80,000 in the 1950s, and this increase is predicted to continue with the population of the wider district increasing by 18% by 2026. Bath has a high proportion of retired people, and the very elderly population (over 80's) is forecast to increase by 16% by 2026.

1.1.7 Changes in lifestyle leading to greater single occupancy of houses will also lead to a need for growth in housing and employment. Accommodating this need will impact upon the World Heritage Site and require careful management. The continuing growth of the working age population also contributes to commuting, and counteracts efforts to reduce carbon emissions. Provision must be made for 17,000 new jobs in the Bath 'travel to work' area, which has implications for planning, commuting and public transport. Bath's desirability, high quality of life and high housing costs (in the 5% least affordable housing areas in the country) have created serious shortages of affordable housing. Combined with the area's low wage economy, this contributes to commuting to work from outside the area.

1.1.8 Despite the relative wealth of the city and low unemployment compared to the national average, there are some pockets of high deprivation. The Twerton/Whiteway area of Bath falls within the top 20% of the most deprived wards in the country³.

1.1.9 The economy of the city is an important consideration, as this provides the wealth to ensure the continued protection of the cultural assets. Bath has a wide range of businesses and industries. The service sector, which includes tourism, retailing and leisure, supports 79% of local jobs. Other significant employers are: public administration and health; two universities, banking, finance and insurance; distribution, hotels and restaurants. Manufacturing accounts for less than 8% of jobs in the city. Most businesses are small, with less than 1% employing more than 200 people – lower than average for the South West Region⁴.

1.1.10 The whole of the city is a World Heritage Site, and this brings both opportunities and challenges. The city's unique and much-celebrated heritage generates the economic and cultural vibrancy that is essential for its long-term protection. But whilst heritage is one of Bath's key strengths in attracting clients and employees, this may also inhibit investment in contemporary buildings and the growth of businesses and employment.

² <http://www.bathnes.gov.uk/NR/rdonlyres/298A0E08-C47C-4C00-839C-8D0CA1762052/0/SustainableCommunityStrategy.pdf>

³ The State of Bath & North East Somerset (Local Futures Group) - Ward Data Annex (2007)

⁴ South West Observatory <http://www.swo.org.uk/>

1.2 The Management Plan

1.2.1 The Management Plan describes the Site and sets out its special significance. It identifies management issues and objectives for addressing them, and sets out an Action Plan.

1.2.2 The Plan sets out a framework to conserve the Site's cultural heritage assets. This wide remit includes: protecting and enhancing the archaeology, architecture and planning and their urban and landscape settings; improving understanding of the Site, its interpretation and use as a resource for learning; supporting the cultural and economic vitality of the local community.

Status

1.2.3 The Plan is a partnership document. It provides guidance for organisations and individuals operating within the Site. It meets government requirements for World Heritage Site Management Plans as set out in Planning Policy Statement 5 (PPS 5) and Circular 07/2009, and advice contained in the UNESCO Operational Guidelines⁵.

1.2.4 The Plan represents the consensual view of the members of the World Heritage Site Steering Group (see Appendix 6), and has been developed in consultation with the local community and relevant organisations and agencies. The successful implementation of the Plan, and the achievement of its aims, will depend to a large extent upon participation and partnership. The Plan will be adopted by Bath and North East Somerset Council.

1.2.5 The issues and objectives within the Plan are expected to retain their relevance for at least five to ten years, some for much longer. However, to ensure continued relevance, a formal review of issues and objectives is desirable at least every six years.

1.2.6 The World Heritage Convention has been ratified by the UK Government, although the designation is not yet recognised in UK law beyond being included as a "Heritage Asset" in PPS 5. The Site is primarily protected by UK planning laws and specific planning guidance. PPS 5 (2010) lays down the principles for protection, and Circular 07/2009 clarifies that World Heritage Site status is a 'key material consideration' in planning terms. The Plan has not previously been adopted as a Supplementary Planning Document, but the Action Plan contains an aspiration to achieve this by adopting a summary version. Locally, protection is currently (2010) via the B&NES Local Plan, adopted in October 2007. Designations including listed buildings and conservation areas, and scheduled monuments also offer statutory protection. Section 3.4 gives more detail on the planning and policy framework, and Appendix 5 contains the relevant Local Plan policy. Non-statutory designations also exist, such as the English Heritage Register of Historic Parks & Gardens.

1.2.7 In terms of status, the plan sits within a framework of strategies at local level. Chief amongst these is the Sustainable Community Strategy (2009-2026). Required by law⁶

⁵ Operational Guidelines for the implementation of the World Heritage Convention. UNESCO. January 2008

⁶ Under Section 4 of the Local Government Act 2000 as amended by section 7 of the Sustainable Communities Act 2007

and produced by the Local Strategic Partnership, this sets out an over-arching 15 year vision for the district and City. This Management Plan helps to deliver the vision, ensuring a distinctive place that maintains and enhances its outstanding built and natural environment, which has a dynamic low carbon economy, achieves connectivity and has world class arts and culture. The Plan supports, and is supported by, a large number of other strategies and programmes which cover areas including traffic, transport, housing, public realm, commercial property, heritage, conservation, archaeology, tourism, education, access and planning policy. Documents relating to these are listed in Sections 3.4.17 and Appendix 11, although this list is not comprehensive.

Geographical Scope

1.2.8 The boundary of the Site follows the former municipal boundary of Bath City as it was in 1987 (see 2.2 and Appendix 1). The Plan recognises that factors beyond the boundary of the Site will influence it. Consequently, the area covered by the Plan is the City of Bath and the landscape setting which has a visual and contextual link to it. The City Of Bath World Heritage Site Setting Study (2009) (see Appendix 10) helps to explain the extent of the landscape setting and the geographical scope of the Plan.

Need for the Plan

1.2.9 UNESCO expects all Sites to have a Management Plan. This is also UK government policy, and all 28 UK sites (2009) have Plans. In Bath, the management and ownership responsibilities lie with many thousands of individuals, groups and organisations, and so this Plan is a necessary and valuable tool for strategic coordination.

Preparation

1.2.10 Bath and North East Somerset Council ('the Council'), as predominant steward of the Site, has taken a leading role in preparing the Plan through its World Heritage Manager. This work was overseen by the World Heritage Site Steering Group (see Appendix 6), with detailed contributions from a sub-committee.

Revision of the 2003 Plan

1.2.11 This World Heritage Site Management Plan 2010-2016 is the first revision of the original 2003 Management Plan. The drafting of the 2003 Plan was a two-year process involving wide consultation with local residents and local and national interest groups covering business, transport, environmental conservation, regeneration, heritage, tourism and education. The revision of the 2003 Plan required a less extensive approach. A stakeholder workshop in December 2009 reviewed themes, issues and actions, and this was followed by full public consultation of the draft document in Summer 2010.

1.2.12 The approach to the revision of the 2003 Plan has been to: review its performance; remove completed actions and carry forward relevant actions; review issues that have emerged since 2003; incorporate and respond to the recommendations of the 2008 UNESCO Mission (see Section 1.3 and Appendix 7).

1.2.13 The Long Term Vision and the management framework of the 2003 Plan remain largely unchanged. The 2010 Plan builds on aspects of the previous system which

worked well, and addresses those that could be improved. It identifies issues and opportunities that have arisen since the Site's designation in 1987 or that have not previously been addressed. It seeks to simplify the management structure, and update the policy context and Action Plan.

1.2.14 The size and complexity of the Site made the production of the 2003 Plan a significant achievement in itself. It has been referred to as a model for the development of other World Heritage Site Management Plans around the world. Whilst it was a successful first attempt at providing a management structure, it has provided a number of generic lessons for improvement.

1.2.15 The 129 actions would have benefited from a more clearly identified means of delivery. Also, care needs to be taken not to include in the Plan any aspects of the city's management which are not directly related to its World Heritage status. Such difficulties have been identified in the management of other Sites (see also the Jurassic Coast World Heritage Site Management Plan⁷). Delivery of plan actions has not so far been underpinned by a specific budget and currently relies on co-ordinating and influencing other agendas. Active management and clearly defined actions and objectives are therefore essential.

Progress against the Aims of the 2003 Plan

1.2.16 This section reviews progress against each of the aims of the 2003 Plan. A detailed review of all 129 actions has been carried out, and is available on the Council's website.⁸ The review shows that 36% of the 129 actions have been achieved, 38% partially completed, and 26% not completed. It is acknowledged that many of the actions listed were carried out within the lifetime of the plan, but not as a direct result of it. But with any co-ordinating and influencing document, such as this, it is impossible to identify specifically those actions which would have happened anyway without it. Assessment of Actions in the 2003 Plan had few associated monitoring indicators, which made assessment difficult. This new Plan addresses this issue.

Aim 1: Promote sustainable management of the Site

1.2.17 The UNESCO / ICOMOS Mission Report (June 2009, based on November 2008 visit - see Section 1.3 and Appendix 7) assessed the management of the Site as being good. Since 2003 the Site's management has undergone change and improvement. In 2002 a full-time World Heritage Co-ordinator post was established by the Council, with funding assistance on a decreasing scale from English Heritage. This post was established within the Council's Planning Service and depended upon engagement with, and influence on, relevant decision making at a higher level. The post holder left in December 2007 and whilst the post was vacant no Steering Group meetings occurred throughout 2008. The opportunity was taken to create a new full-time World Heritage Manager post in August 2008, funded solely by the Council, at a more appropriate level of seniority, and requiring higher levels of qualification and experience. Changes were also made to the Steering Group which was previously chaired by English Heritage from 2001 to 2008. An independent Chair was appointed in 2009 - a highly experienced and

⁷ Jurassic Coast WHS: The first Five Years – available on www.jurassiccoast.com

⁸ www.bathnes.gov.uk 'W' for World Heritage

influential local candidate with in-depth knowledge of the Site. Although a stipend is attached to the position, the current Chairman donates this to the World Heritage Site Enhancement Fund. The Steering Group was reformed in 2009 with a smaller membership and more specific terms of reference.

Aim 2: Ensure that the unique qualities and outstanding universal values of the Site are understood and are sustained in the future

1.2.18 Understanding of the Site has increased since 2003, but needs further work. Research continues, but requires co-ordination. A Research Group was established in 2010 as a sub-group of the Steering Group. Education in schools has been addressed, but has focused on one-off initiatives rather than on the kind of sustained programme needed to reach successive years of students. The employment of a full time Education and Audience Development Officer by the Bath Preservation Trust has been a great step forward, although funding for this post is dependent upon external sources.

1.2.19 In relation to the aim of sustaining the Site's Outstanding Universal Values (OUVs), the UNESCO Mission report concluded that there was '*good overall state of conservation ... of the property*'. However, inappropriate development remains a significant risk to the OUVs and has recently become an issue in the Site's landscape setting. Risk to the setting was also noted in the UNESCO Mission Report, and so this Plan includes the words '*and its setting*' to strengthen aim 2. This Plan is also supported by the recent Setting Study (see Appendix 10).

Aim 3: Sustain the outstanding universal values of the Site whilst maintaining and promoting Bath as a living and working city which benefits from the status of World Heritage Site

1.2.20 The physical elements contributing to the Site's OUVs remain in good condition, sustained by the buoyant economy during the period of the 2003 Plan. No listed buildings were demolished in the period 2003-2009 and the number of listed buildings at risk remains low. Some significant improvements to the physical fabric have been made, most notably the £154.6m stabilisation programme at the Combe Down Stone Mines.

1.2.21 Balancing conservation against growth has been a significant challenge. Large scale developments of contemporary architecture have come forward, and provided important lessons on how to handle such applications. New developments such as Thermae Bath Spa (opened 2006) have proven that high quality, contemporary architecture can be entirely compatible with Bath's status. If potential investors in the city are not to be deterred, decision makers within the development process need to appreciate, understand and properly interpret Bath's status. This requires continuous support and regular reinforcement.

1.2.22 The recent (opened 2009) £200m regeneration of Southgate Shopping Centre has replaced the unsightly old complex providing an economic boost and aesthetic improvement, as has the £15.8m Milsom Place complex which integrates many listed properties.

Aim 4: Improve physical access and interpretation, encouraging all people to enjoy and understand the Site

1.2.23 Notable improvements in physical access have occurred. The new Bus Station, next to the railway station, was opened in 2009. There have also been improvements to high priority bus routes, and there are plans for increased capacity at 'Park and Ride' sites. Bus passengers increased by 8% from 2001/02 to 2005, and from 2000 to 2005 the number of week-day cycle trips across the district rose by 31%.⁹

1.2.24 Positive steps towards a dramatic improvement of the public realm have been made with the Council's endorsement of the Public Realm and Movement Programme (PRMP). There are still many measures to complete, and this Plan supports the implementation of measures outlined in the PRMP.

1.2.25 Physical access for those with restricted mobility has been improved. An excellent example is at the Roman Baths, where improvements include installation of two new lifts and a ramp which provide access to around 60% of the below ground level site and the whole of the ground floor, plus new handrails, powered doors, better lighting a British Sign Language tour by personal mobile device and wheel chair friendly circulation space. The new shopping complexes described in 1.2.22 have also addressed difficult issues of level changes to provide significant improvements in easy accessibility and plans for providing disabled access to 1 Royal Crescent are in the early stages but should be brought to completion within the lifetime of this Plan.

Aim 5: Improve public awareness of, and interest and involvement in, the heritage of Bath, achieving a common local, national and international ownership of World Heritage Site management

1.2.26 Various 'interest and involvement' initiatives took place during the life of the 2003 Plan, and elements of community involvement have strengthened with the formation of initiatives such as the 'Better Bath Forum'. Interpretation of the Site remains a challenge, as highlighted by the UNESCO Mission Report. It is proposed to strengthen this aim by developing an Interpretation Strategy. Work on this is underway, together with practical initiatives such as an annual World Heritage Day, working parties of volunteers and briefing of 'tourist ambassadors' to give visitors consistent messages about the Site.

1.3 UNESCO / ICOMOS Mission, November 2008

1.3.1 In the lifetime of the 2003 Plan, the buoyant UK economy created a climate for the highest levels of potential development in Bath for decades, causing concern amongst some commentators that the character and appearance of the Site was threatened. Proposed developments included the Bath Western Riverside scheme (housing etc), the Dyson Academy (specialist secondary school), the Holburne Museum of Art extension and the new Southgate Shopping Centre. At its World Heritage Committee 32nd Session in Quebec, in July 2008, UNESCO responded to concerns with a request that '*the State Party invite a joint World Heritage Centre / ICOMOS¹⁰ reactive monitoring mission to the*

⁹ Figures from B&NES 'Celebrating Achievements 2005' pamphlet.

¹⁰ ICOMOS: International Council on Monuments and Sites, an advisory body to UNESCO.

*property to consider its overall state of conservation and particularly the possible impact of the Bath Western Riverside development and the Dyson Academy on the Outstanding Universal Value and integrity of the property*¹¹.

1.3.2 The Mission visited Bath from the 5-7th November 2008, and reported back to the World Heritage Committee's 33rd session in Seville in June 2009. The Terms of Reference of the Mission are shown together with the Mission Report in Appendix 7. In summary, the Committee's decision was to:

- I. Note the Mission Report of the good overall state of conservation and management of the property;
- II. Express satisfaction that the Dyson Academy Project has officially been withdrawn;
- III. Strongly recommend the submission of a revised plan showing that all necessary social facilities are included in the first Phase of the Bath Western Riverside project;
- IV. Urge the State Party to submit a time-bound revised plan for the second and third phases of the Bath Western Riverside project, including revised density and volume, so as not to impact on the Outstanding Universal Value of the property, its integrity and on important views;
- V. Recommend enhancement of the protection of surrounding landscape to prevent any future developments which could have adverse and cumulative impact on the Outstanding Universal Value of the property;
- VI. Invite the State Party to embark on a reinforced, integrated and homogenous interpretation of the property;
- VII. Request submission of the draft revised management plan, including the Tourism Management Plan, the Public Realm and Movement Programme, and Traffic Control Plan, by 1 February 2011.

1.3.3 The responses to these recommendations can be read in full at Appendix 7.

2 DESCRIPTION AND SIGNIFICANCE OF THE SITE

2.1 Location

2.1.1 The City Of Bath is situated in Bath and North East Somerset, within the South West Region of England. A map and location details are in Appendix 1.

¹¹ Decision ref: 08/32 Com/7B.116

2.2 Boundary

2.2.1 The boundary of the site is the former municipal city boundary. This covers the entire city - an area of approximately 29 square km (see Appendix 1 for boundary of the Site and of the Conservation Area). The 1987 nomination papers did not specify a boundary, but the issue was resolved, and the boundary confirmed, by a letter (dated 17 October 2005) from the UNESCO World Heritage Centre, thus fulfilling Action 31 of the 2003 Plan.

2.2.2 The wider landscape setting lies beyond the Site boundary. There is no formal buffer zone. However, the setting is identified through the Setting Study (see Appendix 10), and protected through planning policy (see Section 3.4).

2.3 Description of the Site

2.3.1 In order to protect the Site, it is essential to understand what it is that warrants protection. This section summarises the Site, its history and cultural and natural assets. Bath's history is well documented, and a selected bibliography is at Appendix 11. A fuller description of the Site's history is at Appendix 2. An inventory of selected key elements is at Appendix 4.

2.3.2 Bath sits in a landscape created by the River Avon cutting through the limestone plateau of the southern Cotswold Hills. Narrow, flat land in a curve of the valley provides a settlement site above the flood plain, near to the hot springs and a river crossing point. The hills have limited the city's physical expansion and created a dramatic backdrop, contributing to the feeling of a compact settlement. The countryside stretches into the city in several places, and there are views of the surrounding hills from the city centre.

2.3.3 The stone of the surrounding hills has been mined and quarried, in many places in open-cast pits. Bath Oolite limestone is an excellent building material - a 'free-stone' which can be cut into blocks or used in rough rubble form. It is durable and easily carved. It has been mined since Roman times and continually used as the Site's principal building material, and this has given the city its unusually strong visual homogeneity.

2.3.4 Bath's hot springs are the only ones in Britain. A quarter of a million gallons of water every day are forced up through rock strata along the Pennyquick Fault. There are three main springs - the King's Spring (46°C), the Hetling Spring (48°C) and the Cross Bath Spring (41°C).

2.3.5 The hot springs have played a central role in every stage of the city's development, creating a unique social history and continuing culture. The city has regularly used the springs as a regeneration tool, rebuilding the structures and culture of bathing and drinking the waters for health and recreation. This culture continues to the present day with the opening of the new Thermae Bath Spa in 2006.

2.3.6 The Romans built a bathing complex and temple dedicated to Sulis Minerva in 65-75 AD. These were developed over the next 300 years and became an international destination for pilgrims. Some of the remains of this complex are presented and interpreted at the Roman Baths, and the technology they installed to control the water is still in use.

2.3.7 A Roman settlement named Aquae Sulis grew around the temple and bathing complex. Archaeology continually adds to our understanding of the extent and composition of the settlement and its population, how it interacted with the temple / bath complex, and the presence of the Roman army.

2.3.8 After the battle of Dyrham in 577 AD, the Saxons took the city. The Roman complex fell into disuse and became buried, but Bath continued to be an important religious centre. A Saxon monastery was built on the site of the current Abbey Church. Here King Edgar was crowned first king of all England in AD973. In the 11th century the Saxon church was replaced by a great Norman cathedral, which in turn was succeeded by the present Abbey Church in 16th century. Today, neither the formal cathedral nor the monastic quarter is visible, except in street patterns around Abbey Green. The extensive monastic history of Bath is symbolised by the Abbey Church (1499-1611), an iconic and important piece of architecture in its own right. The Abbey Church and the Roman Baths complex are the strongest reminders of pre-Georgian Bath.

2.3.9 Medieval Bath was an important regional trading centre based on the wool and cloth trades, and during that time the Roman complex remained undiscovered and the hot springs ran to the river unused. At the end of the 17th century Bath was a small city within defensive walls. The hot springs remained important, attracting the sick and convalescing due to beliefs in their healing properties.

2.3.10. In the 18th century the city was re-invented as a fashionable health resort. It expanded dramatically beyond its walls, largely through speculative development, and very few early buildings and urban arrangements remained unaltered. Cramped, jumbled medieval streets were transformed into a spacious and beautiful classical city, where architecture and natural landscape complemented each other. The Georgian city, renowned for its architecture and curing waters, became patronised by the highest society, including royalty from across Europe.

2.3.11 Three men led this re-invention: the architect John Wood the Elder; the patron and entrepreneur Ralph Allen who quarried the Bath stone; and the social animateur Richard 'Beau' Nash. Their vision, ambition and innovation created a unique atmosphere and the conditions for some of the most inspirational and influential Palladian architecture and town planning in Britain.

2.3.12 Grand public buildings, such as the Assembly Rooms (John Wood the Younger, 1769-1771) and the Pump Room (John Palmer, 1790-1795), were meeting places for the transient upper classes who flocked to the city. These buildings were complemented by outdoor entertainment in pleasure gardens, such as Sydney Gardens, or by 'parading' on broad streets laid out for the purpose. Housing was designed in monumental ensembles, such as Queen Square (1728- 1736), the King's Circus (1754) and the Royal Crescent (1767- 1775). Many buildings were extremely innovative in their design and construction, making Bath one of the most architecturally exciting cities in 18th century Britain. For more details of these, and other, buildings and gardens see Appendix 4.

2.3.13 Use of the hot springs continued in Georgian Bath. The Hot Bath and Cross Bath provided facilities for bathers from all classes of society who came for treatment. St John's Hospital, a medieval foundation (see Appendix 4) which had been using the hot

water to treat the sick since the 12th century, had its city centre complex partially remodelled by John Wood the Elder in 1726-8. The medieval King's Bath attached to the Pump Room was also remodelled in a classical style. Bath increasingly became a social setting where high society came for entertainment, particularly gambling. The Mineral Water Hospital, the first hospital in the country to offer treatment to patients from outside the local area, attracted scientists and doctors of renown because of the opportunities the hospital offered for research.

2.3.14 The Site includes far more than a collection of outstanding 18th century monumental architecture and town planning. There is also an extensive stock of smaller housing and other developments, such as Pulteney Bridge (Robert Adam, 1764-1774), and a range of later villas extending well beyond the city centre.

2.3.15 Many of the streets, walkways and open spaces date from the 18th century in fabric and plan form, as well as historical association, and are integral to a comprehensive understanding of the city's social history. Bridges, alleyways, parks, gardens, cemeteries and stone mines all combine to reveal the numerous interdependencies of city life and reflect the values, beliefs and ambitions of Georgian society. The vast majority of these cultural assets remain in active use, many fulfilling original functions.

2.3.16 The homogeneity of Bath's architecture, in terms of age, style and materials, belies the way in which it developed. Much of 18th century Bath evolved through speculative development of individual buildings, streets or squares. There was no city wide plan, and the new city grew incrementally upon its success in attracting wealthy visitors. Developments started from the city, breaking out of the medieval walls and stretching uphill to Lansdown. In time, the buildings within the old city were largely replaced or remodelled in the Palladian style, with timber framed buildings being almost entirely lost. The City Corporation facilitated the expansion of the city by providing wider streets and open spaces.

2.3.17 Ralph Allen's extensive mines to the south of the city, including those at Odd Down and Combe Down, provided building stone. His activities as entrepreneur and patron fuelled much of the rebuilding, particularly through his association with the Architect John Wood the Elder. Allen's town-house in Lilliput Alley is notable, and Prior Park is outstanding, built specifically to showcase the quality of Bath Oolite.

2.3.18 The stone mines, accompanied by workers' settlements and the remains of industrial processes cover an extensive area in and around the Site. Allen devised many innovative, influential industrial processes for working and transporting stone, and these were closely connected to national transport improvements. The use of local stone in the city contributes to an intimate link between its townscape and landscape. The visual homogeneity provided by building materials is increased by the dominance of the neo-classical architectural style.

2.3.19 Unlike Georgian interventions, Victorian developments generally extended the city without rebuilding it. The 19th and 20th century suburbs largely filled in the landscape between the city and its satellite villages, but stayed within the river valley. Many surrounding villages were closely associated with the city and their 18th century buildings reflect the activity in Bath at that time, forming an important element of the Site. The use

of Palladian style continued after 1825, but new Victorian styles increasingly influenced the city's architecture.

2.3.20 Archaeological evidence of Roman Bath had been found in 1727, 1755 and 1790, but major excavations in the late 19th century led to the discovery of much more remains of the thermal spa complex. The Victorians presented these for the first time since the complex fell into disuse in the Saxon period. The Baths became famous once more as a social centre, a bathing facility and a tourist attraction.

2.3.21 Despite being a major structural change, the introduction of the Kennet and Avon Canal (John Rennie) and the Great Western Railway (Isambard Kingdom Brunel see 2.3.28) in the 19th century was undertaken in a largely sympathetic manner, contributing some new, high quality architecture.

2.3.22 World War II bombing raids (April 1942) caused extensive destruction, with around 19,000 buildings sustaining some degree of bomb damage. The 1942 City Engineer's records identify 115 Georgian buildings destroyed. Post war, during the 1950s and 60s the City Council demolished historic buildings for housing improvements. The successful conservation movement formed to resist the so-called 'Sack of Bath' also helped to influence national attitudes to the conservation of historic buildings.

2.3.23 Bath's suburbs continued to expand in the 20th century and the decline of manufacturing industry in the late 20th century also changed the city's landscape and economy. However, the city's extensive remains form a unique and outstanding ensemble that continues to support a thriving 21st century community.

Cultural Assets

2.3.24 World Heritage Sites are designated as either 'cultural' or 'natural' Sites. Whilst The City of Bath is a cultural Site, its cultural assets are inspired by, and entwined with, its natural assets of hot springs and landscape setting. The cultural assets of the Site also include some which are not of Outstanding Universal Value, but are part of the rich tapestry of 2000 years of change and development. A summary description of these assets follows.

2.3.25 The built heritage of Bath is extensive and spread across the Site. The city centre is largely Georgian in character, though some buildings were refaced and contain earlier fabric. A few notable buildings from the 16th and 17th centuries remain. In addition to the structural fabric of buildings, many historic interiors survive from different periods. Surviving Georgian elements comprise not only buildings, but also infrastructure elements such as parks and gardens, streets and footways, bridges, subsurface vaults, and cemeteries.

2.3.26 Some Georgian developments around the city, such as Bathwick, Larkhall, Weston and Widcombe, were originally separate villages. These have an unexpectedly rural feel to them, and still retain much of their original village character. In addition to this, frequent countryside views from urban areas emphasise the compact country town atmosphere of the city. Surrounding countryside, particularly on historic approach roads, contains many Georgian buildings that were related to the city.

2.3.27 There are extensive 19th and 20th century suburbs which were developed between the 18th century city and its surrounding villages. Amongst later Georgian and Victorian architecture are many structures of national importance, not least those associated with the canal and the railway.

2.3.28 Brunel's Great Western Railway (London, Paddington to Bristol) dates from the 1830s and is regarded as the world's most complete early railway. Many of its associated structures survive largely intact. The inclusion of the railway on the UK's 1999 Tentative List for World Heritage Sites signifies its potential significance. The main structures along the line as it passes through the city are Bath Spa Station, the bridges over the River Avon, the tunnels and viaduct at Twerton, and the cutting and bridges in Sydney Gardens. The Kennet & Avon Canal opened in 1810, completing a through route from London to Bristol. Its elegant structures, including bridges and neo-classical aqueducts, are considered to be exceptionally fine examples of canal architecture.

2.3.29 Some historic architecture contains post 1942 interventions, necessitated by reconstruction following the World War II bombing raids.

2.3.30 Bath's numerous parks, gardens and cemeteries are key features of its character, contributing to a rural feel in the most unexpected places. Many principal parks and cemeteries have strong historical links, such as Prior Park Landscape Gardens (1733 - 1750), Sydney Gardens (1795), Royal Victoria Park (1829), Abbey Cemetery (1843 - 1844) and Lansdown Cemetery (see Appendix 4). Gardens and green open spaces are also integral to some architectural ensembles, such as the Royal Crescent and Lansdown Crescent, where the open land in front of the buildings was a key component of the picturesque design concept. These open spaces are both evidence of the historical development of the Site and a valuable modern amenity. For more details on gardens and buildings see Appendix 4.

2.3.31 The City's archaeology is diverse and reflects its long history and the unique presence of hot springs. Remains from the Roman period are particularly important as they represent the first (known) major development of the springs. There are remains from most other periods of the city's development, although some are better represented than others. There is still significant potential for finding further archaeological remains, particularly of the Roman, medieval and industrial periods. Discoveries since the inscription of the Site have already led to major changes in the understanding of Bath, and highlight the potential for further finds. Archaeological excavations carried as part of the Southgate redevelopment have revealed evidence of Mesolithic (Middle Stone Age) and Iron Age occupation immediately to the south of the historic city on the River Avon flood plane.

2.3.32 Archaeology can also contribute to a greater understanding of 18th and 19th century life. The study of buried deposits, demolished artisans' housing, gardens and ancillary structures, provides a useful context for assessing documents and maps from Bath's more recent past. The Combe Down stone mines stabilisation work was accompanied by a programme of detailed archaeological recording, which revealed significant new information about the way in which Bath Stone was quarried in the 18th century. During the Southgate excavations an insight has been gained into the city's industrial past from the medieval period to the 19th century, including a fulling mill, possible tannery and clay tobacco pipe manufactory.

2.3.33 While Bath's physical remains are outstanding and form a unique ensemble, there are also intangible associations and traditions which contribute to Bath's significance. The culture of worship, bathing and healing associated with the hot springs is several thousand years old and continues today. This culture has inspired the development of the outstanding physical elements of the Site. Bath also has rich associations with prominent people from all periods, particularly the 18th and 19th centuries: royalty, politicians, aristocracy, artists, writers, and musicians. It has played a long-term role as a national and international place for large-scale social interaction. In the 18th century Bath was central to the development of society, particularly the upper classes.

Natural Assets

2.3.34 As previously described, the natural environment is very important to the status of the Site. Geology gives Bath its hot springs and limestone. The surrounding landscape has influenced and inspired the architecture and growth of the city, and was deliberately used as a setting for some buildings. The countryside extends right into the city in places such as Widcombe and Primrose Hill, and the close proximity of green hillsides contributes strongly to the character of the city, giving it a country town feel which is as highly valued now as it was in the 18th and 19th centuries.

2.3.35 The natural crossing points of the River Avon in Bath were used by the Romans, and as ferries were replaced by bridges have continually influenced the city's development. The river, together with associated water meadows and gravel terraces, is an important landscape element and wildlife corridor cutting through the heart of the city.

2.3.36 The predominant natural habitat in the Site is broadleaved woodland and unimproved calcareous grassland. The grasslands hold particular significance. They are fairly common locally, but less so nationwide. Parks, gardens and cemeteries also provide important habitats. Trees and woodlands, some ancient, provide a significant contribution to the landscape character and the local distinctiveness of the city and skyline. In some areas, such as at the centre of the Circus, trees have grown up since the 18th century and caused significant alterations to the views and character of the earlier city. Tree management is therefore related to the OUVs and included as an issue in this Plan.

2.3.37 In terms of biodiversity, notable protected species include the Horseshoe Bat, found in the disused stone mines of Combe Down, and Bath Asparagus, or Spiked Star of Bethlehem (*Ornithogalum Pyrenacium*), a nationally scarce plant found in its greatest numbers around the Bath area. One theory is that it was a Roman food crop. Another rare species is the Peregrine Falcon, recently found nesting in St John's Church Tower.

2.4 Significance of the Site

Outstanding Universal Value

2.4.1 As a signatory to the World Heritage Convention, the UK Government is committed to the protection, conservation, presentation and transmission to future generations of Sites in order to sustain their Outstanding Universal Value (OUV). This is defined in the UNESCO Operational guidelines as being '*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*'.

2.4.2 Today, statements of OUV are adopted by UNESCO when a site is inscribed. These statements should contain:

- a) Brief synthesis
 - i. Summary of factual information
 - ii. Summary of qualities (values, attributes)
- b) Criteria (values and attributes which manifest them)
- c) Integrity (all sites)
- d) Authenticity (criteria i-vi)
- e) Protection and management and protection requirements
 - i. Overall framework
 - ii. Specific long-term expectations

2.4.3 The Statement of OUV is the basis for the future protection and management of the Site. Also, the WH Committee and its Advisory Bodies are increasingly seeking identification of the attributes which carry the Outstanding Universal Value of the property. These are tangible or intangible characteristics of the property on which the impact of proposals for change can be measured. It is the ensemble of attributes as a whole which convey Outstanding Universal Value.

2.4.4 Early World Heritage Sites, including Bath, did not have formal statements of OUV when inscribed. The Committee's judgement of what constituted the OUV of a particular property has, therefore, to be inferred from their decision at the time of inscription and documentation considered by them, normally the opinion of the Advisory Body contained in its evaluation of the nomination. Since Outstanding Universal Value is the basis for the management of any World Heritage property, this position is unsatisfactory.

2.4.5 The Committee has therefore asked that retrospective Statements of Outstanding Universal Value be submitted for all properties on the World Heritage List. These statements should cover all the items set out in 2.4.2 above, based as far as possible on the original documentation considered by the Committee. It is recognised that the description of management and protection should be based on the current position, and that the assessment of authenticity and integrity may also have to be based on the present day if they were not assessed at the time of inscription.

2.4.6 The summary of the Committee's determination of Outstanding Universal Value must be based on their decision at the time, since any change to it would require a re-nomination of the property. An intermediate position in the development of this policy was to ask for the submission of Statements of Significance covering only the first items – ie items a) and b) above in para 2.4.2. Such a Statement was agreed for Bath in 2008.

Statement of Significance

2.4.7 The World Heritage Committee agreed the City of Bath Statement of Significance at its meeting in July 2008¹². This statement sets out why the Site was put on the World Heritage list and will guide the management of the Site for the foreseeable future.

2.4.8 The Statement of Significance is derived from the ICOMOS evaluation of the nomination considered by the World Heritage Committee when Bath was originally inscribed on the World Heritage List. The longer description which formed part of the original site nomination dossier is still however important reference for Site management and is included in Appendix 3. The agreed Statement of Significance says:

The Roman remains, especially the Temple of Sulis Minerva and the baths complex (based around the hot springs at the heart of the Roman city of Aquae Sulis, which have remained at the heart of the City's development ever since) are amongst the most famous and important Roman remains north of the Alps, and marked the beginning of Bath's history as a spa town;

The Georgian city reflects the ambitions of John Wood Senior, Ralph Allen and Richard "Beau" Nash to make Bath into one of the most beautiful cities in Europe, with architecture and landscape combined harmoniously for the enjoyment of the spa town's cure takers;

The Neo-classical style of the public buildings (such as the Assembly Rooms and the Pump Room) harmonises with the grandiose proportions of the monumental ensembles (such as Queen Square, Circus and Royal Crescent) and collectively reflects the ambitions, particularly social, of the spa city in the 18th century;

The individual Georgian buildings reflect the profound influence of Palladio, and their collective scale, style and the organisation of the spaces between buildings epitomise the success of architects such as the John Woods, Robert Adam, Thomas Baldwin and John Palmer in transposing Palladio's ideas to the scale of a complete city, situated in a hollow in the hills and built to a Picturesque landscape aestheticism creating a strong garden city feel, more akin to the 19th century garden cities than the 17th century Renaissance cities.

Criterion (i): *Bath's grandiose neo-classical Palladian crescents, terraces and squares spread out over the surrounding hills and set in its green valley, are a demonstration par excellence of the integration of architecture, urban design and landscape setting, and the deliberate creation of a beautiful city. Not only are individual buildings such as*

¹² Decision 32 COM 8B.97

the Assembly Rooms and Pump Room of great distinction, they are part of the larger overall city landscape that evolved over a century in a harmonious and logical way, drawing together public and private buildings and spaces in a way that reflects the precepts of Palladio tempered with picturesque aestheticism.

Bath's quality of architecture and urban design, its visual homogeneity and its beauty is largely testament to the skill and creativity of the architects and visionaries of the 18th and 19th centuries who applied and developed Palladianism in response to the specific opportunities offered by the spa town and its physical environment and natural resources (in particular the hot springs and the local Bath Oolitic limestone). Three men – architect John Wood Senior, entrepreneur and quarry owner Ralph Allen and celebrated social shaper and Master of Ceremonies Richard “Beau” Nash – together provided the impetus to start this social, economic and physical rebirth, resulting in a city that played host to the social, political and cultural leaders of the day. That the architects who followed were working over the course of a century, with no master plan or single patron, did not prevent them from contriving to relate each individual development to those around it and to the wider landscape, creating a city that is harmonious and logical, in concord with its natural environment and extremely beautiful.

Criterion (ii): *Bath exemplifies the 18th century move away from the inward-looking uniform street layouts of Renaissance cities that dominated through the 15th-17th centuries, towards the idea of planting buildings and cities in the landscape to achieve picturesque views and forms, which could be seen echoed around Europe particularly in the 19th century. This unifying of nature and city, seen throughout Bath, is perhaps best demonstrated in the Royal Crescent (John Wood Younger) and Lansdown Crescent (John Palmer). Bath's urban and landscape spaces are created by the buildings that enclose them, providing a series of interlinked spaces that flow organically, and that visually (and at times physically) draw in the green surrounding countryside to create a distinctive garden city feel, looking forward to the principles of garden cities developed by the 19th century town planners.*

Criterion (iv): *Bath reflects two great eras in human history: Roman and Georgian. The Roman Baths and temple complex, together with the remains of the city of Aquae Sulis that grew up around them, make a significant contribution to the understanding and appreciation of Roman social and religious society. The 18th century re-development is a unique combination of outstanding urban architecture, spatial arrangement and social history. Bath exemplifies the main themes of the 18th century neoclassical city; the monumentalisation of ordinary houses, the integration of landscape and town, and the creation and interlinking of urban spaces, designed and developed as a response to the growing popularity of Bath as a society and spa destination and to provide an appropriate picturesque setting and facilities for the cure takers and social visitors. Although Bath gained greatest importance in Roman and Georgian times, the city nevertheless reflects continuous development over two millennia with the spectacular mediaeval Abbey Church placed beside the Roman temple and baths, in the heart of the 18th century and modern city.*

2.4.9 As noted above, the World Heritage Committee is now seeking identification of attributes of Outstanding Universal Value. For the City of Bath, these can be defined as:

7. Roman Archaeology
8. The hot springs
9. Georgian town planning
10. Georgian architecture
11. The green setting of the City in a hollow in the hills
12. Georgian architecture reflecting 18th century social ambitions

Wider significance

2.4.10 In addition to the OUV outlined above, which gives the site international significance, there are other national and local values which have to be taken into account in management decisions, although the primary objective of the Management Plan must remain the protection of the Outstanding Universal Value.

2.4.11 As well as being of historic importance, Bath is a beautiful, atmospheric city. Whilst the architecture, history and landscape are highly valued attributes in their own right, their harmonious combination gives Bath a unique and renowned atmosphere and beauty, attracting both residents and visitors alike. Those locating to the city for business, residential or tourist purposes continually state that the beauty and history were key attracting factors.

2.4.12 Bath is a living city as well as being a globally renowned heritage centre. The welfare of those living in the site and the conservation of the fabric of the city are dependent upon a healthy local economy. The city's economy is relatively strong, with low levels of unemployment and high educational achievement when compared nationally. Limited manufacturing industry remains and there is a reliance on the public sector and tourism. The city is a popular and successful regional shopping destination. Many businesses operate from protected historic buildings. One of the central management challenges of the site is to guide the regeneration requirements essential to maintaining the economy without compromising the OUV of the site.

2.4.13 Bath's popularity, particularly (but not exclusively) in the 18th century, attracted some of the most influential members of society including artists, writers, actors, scientists, and Royal families from across Europe. Bath has been immortalised in the literature of Jane Austen (1775-1817) who lived in the city between 1801 and 1806, and it has been painted by some of the world's finest artists, such as JMW Turner (1775-1851). Bath's residents and visitors were largely recorded by Thomas Gainsborough (1727-88) who lived in the city between 1759 and 1774. Such associations for a small provincial city are significant and enrich the history of Bath.

2.4.14 Bath has been a centre of pilgrimage throughout the City's known history. The Roman settlement of Aquae Sulis, centred on the hot springs, included a temple complex and attracted worshippers from across the empire. Archaeological research has shown one Roman burial to include Middle Eastern remains. Throughout the Mediaeval period the Abbey Church was of regional significance, being the administrative centre for a wide

area. The hot springs have continued to be a focus of worship and pilgrimage, and the steaming baths are still an extraordinary and moving sight.

2.4.15 Bath is one of the UK's top destinations for both domestic and overseas visitors, and the importance of tourism needs to be taken into account in managing the site. The city receives approximately 846,000 staying visitors each year, and approximately three and a half million day visitors. Visitors identify the heritage, museums, shopping and the special atmosphere of the city as key to their enjoyment of it. The tourism industry is worth over £349m each year and supports many thousands of jobs both directly and indirectly. This wealth is essential to the conservation of the Site, and helps to support the whole district of B&NES.

2.4.16 Bath is an internationally significant resource for world heritage education and research. This is due to the nature and extent of the Site (the whole city boundary), its diverse elements, social history, quantity and quality of historical sources, archaeological remains, historic landscapes, built heritage physical remains and museums, and the complexity of its management issues.

2.4.17 The Roman Baths constitute one of the most popular destinations outside London for educational visits, and the city attracts many foreign students to its two universities and to private English language schools.

2.4.18 Bath's close proximity to other World Heritage Sites - Stonehenge and Avebury, the Jurassic Coast of Dorset and East Devon, Ironbridge Gorge and Blaenavon Industrial Landscape - makes it an important centre for studying world heritage themes and issues. With excellent transport links to London, Bath has potential to be a significant venue for international events in the field of world heritage.

2.4.19 Although much of the historic environment is recognised as internationally significant in the OUV of the Site, Bath contains far more features of local and national significance. The set piece architecture provides iconic structures which define the city's image and cultural identity. Architecture and engineering from periods not recognised in the OUV are important, especially Victorian contributions including the railway and canal. The high number of protected buildings demonstrates the extent of significance, and the historic environment extends to many elements of infrastructure beyond the buildings themselves and protected by area designations such as conservation areas. The richness and diversity of the historic environment is highly valued by citizens and a key element in the civic pride of the city.

2.4.20 The landscape surrounding the city provides the setting to the Site and as such is highly significant. The city sits in the hollow of the river valley and surrounding hills offer views across the site. Skylines, vistas and panoramas are therefore significant elements, as are approach routes waterways, trees and woodlands. The stone from which the City is built was mined from the surrounding hills, creating an important physical relationship between the geology and the appearance of the City. The surrounding countryside is important and attractive in its own right, much of it being designated as the Cotswolds Area of Outstanding Natural Beauty. The setting is described and defined in the emerging Setting Study (Appendix 10). Biodiversity within the site is also an important management consideration, with elements such as the River Avon providing important habitat in the heart of the city.

Preparation of a Statement of Outstanding Universal Value

2.4.21 As discussed in 2.4.6, the Bath Statement of Outstanding Universal value is only partially complete. The World Heritage Committee has asked that a draft full Statement of Outstanding Universal Value should be submitted to UNESCO by 1 February 2011 for consideration at its meeting in July 2012. This needs to cover all the items set out in 2.4.2 above. Text for parts a) and b) of this Statement is already agreed and should not require revision. To this needs to be added brief assessments of authenticity and integrity, and of the current arrangements for protection and any management and protection requirements. These aspects are discussed next, and a full draft Statement of Outstanding Universal Value is proposed at the end of this section.

Authenticity and Integrity

2.4.22 As discussed in 2.4.5, authenticity and integrity were not considered by the World Heritage Committee when Bath was inscribed. These concepts are however important in the management of the site. Authenticity is defined in UNESCO Operating Guidelines as concerning the truthfulness and credibility of the evidence for the site's OUV, while integrity concerns the wholeness of the WHS. The statements below build on those in the 2003 Plan.

Authenticity

2.4.23 The Operational Guidelines suggest that authenticity should be assessed through use of general attributes such as 'form and design' or 'materials and substance'. Due to the size and complexity of the site these are useful reference points, but can only be applied at a general level. It will also be helpful to use the specific attributes for the City of Bath identified above. The extent, significance and state of preservation of the Sites buried Roman archaeology and visible remains has been examined as part of the forthcoming Bath Archaeological Assessment (see 5.3.16), and will inform future archaeological management strategies for the Site.

2.4.24 The development of the Georgian City is comparatively recent in terms of historical sites, and an extensive body of literature survives showing the original layout, form and construction of the many thousands of buildings which form a key part of the OUV. Contemporary accounts are supplemented by good records of subsequent change, partly instigated by the early introduction of building codes and regulations in the UK. The truthfulness and credibility of the site in this respect are therefore high and the evolution of the City of Bath is exceptionally clear. Management measures in place through the planning system are intended to ensure that changes are faithful to original designs and are recorded.

2.4.25 Together with the body of historic records, the level of surviving original structures is high and in a good state of preservation (see UNESCO Mission Report, Appendix 7). The authenticity is therefore evident both through fabric and supporting records. Later changes, such as shrapnel marks in stonework following World War II bombing raids, are often evident and visible in the building fabric, and are both recorded and protected as part of the city's evolving history. Due to the high number of historic buildings, changes can also be seen by comparing original buildings with those with later alterations. Window glazing patterns provide a good example.

2.4.26 Infrastructure surrounding the Site and developed as part of the city's construction can also be seen. Combe Down Stone Mines, to the immediate south of the city, were developed to provide building stone from Roman times onward, and the recent stabilisation programme has included historic research and interpretation. Other infrastructure such as roads and canals also survives and is visible and recorded. The whole story of the city is therefore largely evident and visible, adding to authenticity.

2.4.27 The landscape surrounding the Site remains generally undeveloped, despite development pressure and retains its historical visual links with the architecture. The interpretation of the city is still possible by visiting (horse or carriage) rides, walks and vistas which were enjoyed in the eighteenth century, thus adding to the authenticity of the Site. The parks and gardens of the site also make an important contribution to the OUV.

2.4.28 There is still much to be discovered about the Roman settlement. Continuing research adds to the knowledge base and recent discoveries regarding outlying buildings away from the centre has led to interpretation material being re-drawn in order to portray an accurate and authentic picture.

2.4.29 Some buildings of pseudo-historical design have been added, most notably in the Southgate Shopping Centre (opened November 2009). These later examples did not, however, involve the loss of historic fabric. It is important to note that the use of the local stone in contemporary design contributes to the harmonious aspect of the ensemble of Bath's buildings.

Integrity

2.4.30 Assessments of integrity are asked to examine the extent to which the Site:

- 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.

2.4.31 There are undoubtedly some elements connected with the OUV which lie beyond the site boundary and, conversely, some elements within the site, which are not of great significance. However, the boundary is both generous in size and has been the subject of recent confirmation (see 2.2). It is considered, therefore, that the site boundary is adequate and protection of elements beyond the boundary can be addressed by the emerging setting work, associated planning policy and consideration of a buffer zone.

2.4.32 With regards to development and/or neglect, this matter was fully considered by the 2008 joint UNESCO / ICOMOS Mission which found the site to have a '*good overall state of conservation*' (see 1.3). Management measures are outlined in this plan to ensure that remains the case, and the integrity of the site remains intact.

Protection

2.4.33 The UK national planning system provides the main means of protection for most of the individual elements of World Heritage Sites through statutory designations such as

conservation areas, listed buildings and scheduled monuments. The protection for World Heritage Sites as a whole is achieved through local development plans as advised in PPS 5, which states that World Heritage Site status should be a key material consideration in the consideration of planning applications. Section 3.4 contains more detail on the planning and policy framework.

2.4.34 The full draft statement of Outstanding Universal Value, to be submitted for approval to the UNESCO World Heritage Committee July 2012, is shown below.

City of Bath World Heritage Property Statement of Outstanding Universal Value

Date inscription: 1987

Criteria: i, ii, iv

Date of SOUV: 2010

The City of Bath is of outstanding universal value for the following cultural attributes:

- The Roman remains, especially the Temple of Sulis Minerva and the baths complex (based around the hot springs at the heart of the Roman city of Aquae Sulis, which have remained at the heart of the City's development ever since) are amongst the most famous and important Roman remains north of the Alps, and marked the beginning of Bath's history as a spa town.
- The Georgian city reflects the ambitions of John Wood Senior, Ralph Allen and Richard "Beau" Nash to make Bath into one of the most beautiful cities in Europe, with architecture and landscape combined harmoniously for the enjoyment of the spa town's cure takers.
- The Neo-classical style of the public buildings (such as the Assembly Rooms and the Pump Room) harmonises with the grandiose proportions of the monumental ensembles (such as Queen Square, Circus and Royal Crescent) and collectively reflects the ambitions, particularly social, of the spa city in the 18th century.
- The individual Georgian buildings reflect the profound influence of Palladio, and their collective scale, style and the organisation of the spaces between buildings epitomises the success of architects such as the John Woods, Robert Adam, Thomas Baldwin and John Palmer in transposing Palladio's ideas to the scale of a complete city, situated in a hollow in the hills and built to a Picturesque landscape aestheticism creating a strong garden city feel, more akin to the 19th century garden cities than the 17th century Renaissance cities.

Criteria

Criterion (i): *Represents a masterpiece of human creative genius*

Bath's grandiose neo-classical Palladian crescents, terraces and squares spread out over the surrounding hills and set in its green valley, are a demonstration par excellence of the integration of architecture, urban design and landscape setting, and the deliberate

creation of a beautiful city. Not only are individual buildings such as the Assembly Rooms and Pump Room of great distinction, they are part of the larger overall city landscape that evolved over a century in a harmonious and logical way, drawing together public and private buildings and spaces in a way that reflects the precepts of Palladio tempered with picturesque aestheticism.

Bath's quality of architecture and urban design, its visual homogeneity and its beauty are largely testament to the skill and creativity of the architects and visionaries of the 18th and 19th centuries who applied and developed Palladianism in response to the specific opportunities offered by the spa town and its physical environment and natural resources (in particular the hot springs and the local Bath Oolitic limestone). Three men – architect John Wood Senior, entrepreneur and quarry owner Ralph Allen and celebrated social shaper and Master of Ceremonies Richard “Beau” Nash – together provided the impetus to start this social, economic and physical rebirth, resulting in a city that played host to the social, political and cultural leaders of the day. That the architects who followed were working over the course of a century, with no master plan or single patron, did not prevent them from contriving to relate each individual development to those around it and to the wider landscape, creating a city that is harmonious and logical, in concord with its natural environment and extremely beautiful.

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

Bath exemplifies the 18th century move away from the inward-looking uniform street layouts of Renaissance cities that dominated through the 15th-17th centuries, towards the idea of planting buildings and cities in the landscape to achieve picturesque views and forms, which could be seen echoed around Europe particularly in the 19th century. This unifying of nature and city, seen throughout Bath, is perhaps best demonstrated in the Royal Crescent (John Wood Younger) and Lansdown Crescent (John Palmer). Bath's urban and landscape spaces are created by the buildings that enclose them, providing a series of interlinked spaces that flow organically, and that visually (and at times physically) draw in the green surrounding countryside to create a distinctive garden city feel, looking forward to the principles of garden cities developed by the 19th century town planners.

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

Bath reflects two great eras in human history: Roman and Georgian. The Roman Baths and temple complex, together with the remains of the city of Aquae Sulis that grew up around them, make a significant contribution to the understanding and appreciation of Roman social and religious society. The 18th century re-development is a unique combination of outstanding urban architecture, spatial arrangement and social history. Bath exemplifies the main themes of the 18th century neoclassical city; the monumentalisation of ordinary houses, the integration of landscape and town, and the creation and interlinking of urban spaces, designed and developed as a response to the growing popularity of Bath as a society and spa destination and to provide an appropriate picturesque setting and facilities for the cure takers and social visitors. Although Bath

gained greatest importance in Roman and Georgian times, the city nevertheless reflects continuous development over two millennia with the spectacular mediaeval Abbey Church sat beside the Roman temple and baths, in the heart of the 18th century and modern day city.

Integrity (2010)

Remains of the known Roman baths, the Temple of Sulis Minerva and the below grounds Roman remains are well preserved and within the property boundary as are the areas of Georgian town planning and architecture, and large elements of the landscape within which the city is set. Despite some loss of Georgian buildings prior to inscription, the Georgian City remains largely intact both in terms of buildings and plan form. An extensive range of interlinked spaces formed by crescents, terraces and squares set in a harmonious relationship with the surrounding green landscape survive. The relationship of the Georgian city to its setting of the surrounding hills remains clearly visible. As a modern city, Bath remains vulnerable to large scale development and to transport pressures, both within the site and in its setting that could impact adversely on its garden city feel, and on views across the property and to its green setting.

Authenticity (2010)

The hot springs, which are the reason for the City's original development, are of undoubted authenticity. The key Roman remains are preserved, protected and displayed within a museum environment, and the Roman Baths can still be appreciated for their original use. The majority of the large stock of Georgian buildings have been continuously inhabited since their construction, and retain a high degree of original fabric. Repairs have largely been sympathetic, informed by an extensive body of documentation, and aided by a programme of restoration in the late twentieth century. More vulnerable is the overall interaction between groups of buildings in terraces, crescents and squares and views to the surrounding landscape that contributed to the city's visual harmony. There is a need for new developments to respect the planning of the Georgian terraces, to respect the scale and rhythm of its structures, and to contribute to picturesque views.

Management and Protection (2010)

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

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

The Bath and North East Somerset Local Plan contains a core policy which states that development which would harm the qualities which justified the inscription of the World Heritage Site, or its setting, will not be permitted.

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

The World Heritage Site Management Plan aims to address the key tensions between development and conservation of the city wide site. The plan proposes supplementary planning documents of the Summary Management Plan and of the Setting Study.

The main pressures currently facing the site are large scale development and the need for improved transport. New development will continue to be assessed against the policy framework listed above. Transport improvements are based principally around a bus based network and pedestrianisation, outlined in the Management Plan. There is a need for development to be based on a greater articulation and understanding of the distinctiveness of the Georgian city, in order that new developments may reinforce the attributes that convey outstanding universal value.

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3 MANAGEMENT OF THE SITE

3.1 Management and Ownership

3.1.1 Management and ownership of the site are interdependent. This is due to the size and complexity of the Site, and because most historic property is in private, individual ownership. Effective management of the Site relies upon the actions of many thousands of individual owners. This is reflected in the 'Issues' identified in this Plan.

3.2 Governance

3.2.1 The City of Bath World Heritage Site Steering Group provides advisory direction for managing and overseeing the Site and the production of this Plan. It meets approximately 3 times per year. Details of the Group's membership can be found in Appendix 6. It is important to note that the Group contains representatives from both Central Government and local organisations. The Department for Culture, Media and Sport (DCMS) has lead responsibility for all UK World Heritage Sites, and sets national policy. Their statutory advisors on the historic environment, English Heritage, give guidance, and the International Council on Monuments and Sites (ICOMOS UK) is a Non Government Organisation deriving its standing from the fact that it is the national committee of ICOMOS international which is a statutory advisory body to the UNESCO World Heritage Committee. All of these bodies are represented on the Steering Group, which therefore sets both strategic priorities and local actions.

3.2.2 The Steering Group has an independent Chairman. The current Chairman has established an Enhancement Fund and a Volunteer Group to support small scale enhancement projects in the Site.

3.2.3 The predominant steward of the site and the body responsible for delivery and funding of most actions of this Plan is Bath and North East Somerset Council. This is a unitary authority responsible for all aspects of local government. It is the local planning authority, responsible for receiving and determining planning applications. It is also responsible for local highway provision and maintenance, and for primary and secondary education. The administrative area of Bath and North East Somerset Council is larger than the site, and there is no tier of local government solely responsible for Bath alone. Daily management of the Site is provided by the World Heritage Manager, a full time employee of the Council, who co-ordinates actions across the range of council services, including the Culture, Leisure and Tourism Directorate, Planning Services, Heritage Services, Property Services (see 3.3.2), Transportation, Parks and Open Spaces, Archives and Libraries, and Education. The Mayor's Office and Council jointly partake in World Heritage events on behalf of the city, especially civic events such as visits or information exchanges with other Sites world-wide. It should be noted that the Mayor's role is largely ceremonial, rather than the executive role played by the directly elected Mayor of London and his counterparts in Europe.

3.2.4 The Council also provides local political direction, operating a cabinet system of governance, with the Cabinet member for Development and Major Projects having responsibility for World Heritage matters. The Council also has a Heritage Champion member who, as the title suggests, champions this work across the range of Council services.

3.2.5 Tourism management is the responsibility of Bath Tourism Plus, a public/private sector partnership organisation which runs the Tourist Information Centre, organises promotional events, runs marketing for the city and manages the official tourism internet site www.visitbath.co.uk. Founded in 2003, it is a not for profit private company funded partly by the Council (approximately 30%) and by commercial activities (70%).

3.2.6 The Urban Regeneration Panel was established in 2004, and is made up of six highly respected national and international experts drawn from the fields of heritage, urbanism, architecture, development, sustainability, transportation and housing. It was established by the Council to guide, review and challenge new development proposals for the city.

3.3 Ownership

3.3.1 A small number of organisations hold large amounts of property, notably the Local Authority, Housing Associations, National Trust, Universities and St John's Hospital charity.

3.3.2 Bath & North East Somerset Council owns around 60% of city centre property, much of which is historic. However, many properties are leased out and the level of direct Council control varies greatly. In a few cases, such as the Roman Baths, Pump Room complex and the Guildhall, the Council owns, occupies and manages (through its Heritage Services) the property, and therefore has complete control over it. The Council owns and has responsibility for the hot springs. In most cases, however, the Council has only minimal management responsibilities.

3.3.3 Council owned properties are managed by Property and Legal Services as commercial ventures. The Council currently holds leases for some buildings, such as the Assembly Rooms which are owned by the National Trust. In this case, the Council has full responsibility for the management and conservation of the property, which houses the Fashion Museum. The Council also has a role in maintaining and improving the public realm.

3.3.4 Somer Housing Community Trust was created in 1999 to take over the Council's role as social housing provider. It owns and manages around 700 properties, including 46 grade 1 listed buildings which contain 129 separate dwellings. The Trust undertook a full stock condition survey on all its historic buildings in 2009 and has an active asset management strategy which takes account of the particular requirements of these properties.

3.3.5 The National Trust has owned the Assembly Rooms since 1931 but they are currently leased to the Council which is responsible for the management and conservation of the property.

3.3.6 In 1993 the Prior Park Landscape Gardens were given to the National Trust by the Christian Brothers and Prior Park College. The mansion is still in the ownership of Prior Park College and the National Trust is fully responsible for the restoration and management of the gardens.

3.3.7 The National Trust owns and manages over 500 acres of land to the east of the city, between the A36 Warminster Road and Claverton Down Road, on which it has created the Bath Skyline, a country walk with views of the city. The land is protected as part of the setting of the city and includes Bathwick Wood, Smallcombe Wood, Rainbow Wood Farm and Fields and Prior Park Landscape Gardens.

3.3.8 The Bath Preservation Trust was formed in 1934 to protect the architectural heritage of the city. The Trust has been active in saving many historic buildings from demolition and has also fought against schemes that have threatened the wider character of the city. The Trust owns and manages a number of important historic, listed buildings, including No1 Royal Crescent, operated as a museum and headquarters of the Trust, and the Countess of Huntingdon's Chapel, housing the Building of Bath Collection. The Trust is sole trustee of Beckford's Tower, and is a trustee of the Herschel Museum of Astronomy. The Trust provides small grants for the repair and conservation of historic buildings in Bath, and administers the World Heritage Enhancement Fund.

3.3.9 The University of Bath is sited at Claverton Down, on a large site at the edge of the Green Belt. The complex is very self-contained with accommodation, shops and entertainment in addition to the educational facilities and the National Institute of Sport. The University has started a limited expansion into the city centre, for small accommodation sites such as at Pulteney Street, Bathwick Hill and a new site at Carpenter House, Southgate Street. The University has approximately 13,950 students (2009).

3.3.10 St John's Hospital, founded in 1174, and the Trustees of the Bath Municipal Charities own and manage a number of historic properties in and around the city, including the St John's Hospital complex and Abbey Church House between Westgate Buildings and Bath Street, St Catherine's and Bellot's hospital on Beau Street and the historic Beauford Square. In 2004 the Trust constructed a new almshouse at Combe Park, Weston.

3.3.11 Bath Spa University has two campuses, one situated around Sion Hill, on the northern slopes of the city, and the other at Newton Park, just to the west of the city. Several of the buildings occupied by the University are listed and Newton Park is on English Heritage's Register of Historic Parks and Gardens. The University has approximately 5,500 students (2009).

3.3.12 Network Rail owns and operates Britain's railway infrastructure, including the rail network that passes through the Site. This line, was included on the UK government's 1999 tentative list for World Heritage Sites and is therefore of potential international significance.

3.3.13 British Waterways owns and manages the Kennet & Avon Canal, which enters on the eastern side and joins with the River Avon in the centre of the Site. The Environment Agency is responsible for the river and its floodplains. Above Pulteney Weir, the Avon is subject to the ownership of the Riparian Owners whose properties border the river.

3.3.14 Gardens and green open spaces are integral to some of the architectural ensembles, such as the Royal Crescent and Lansdown Crescent where land at the front is

covenanted against development. Responsibility for many of these spaces lies with the residents.

3.3.15 The Cotswolds Area of Outstanding Natural Beauty (AONB) is managed by The Cotswolds Conservation Board. This comprises local, regional and national organisations representing farmers, landowners, communities, the tourism sector, government agencies, local authorities and wildlife trusts. Its remit includes managing landscape and local heritage features, implementing recreation and sustainable transport projects and raising awareness and support. Bath sits at the southern tip of the Cotswolds AONB, which surrounds the city on its north, south and east sides. The Cotswold Way long distance footpath and national trail starts / ends at the great west doors of Bath Abbey.

3.4 Planning, Policy and Legislative Framework

3.4.1 The spatial planning system is the primary method of protection of World Heritage Sites in the UK, and has changed considerably since the 2003 plan was compiled. This section gives an outline of the planning and policy framework relevant to the Site, and is supplemented with further details in Appendix 5.

The County of Avon Act

3.4.2 The County of Avon Act (1982) is an Act of Parliament giving Bath and North East Somerset Council powers to take reasonable measures to protect the water supply of the hot springs. Under the provisions of this Act, there are three concentric zones within the city where excavation deeper than 5m requires the prior consent of the Council. Beyond these central areas the critical depth extends to 15m, with an extension beyond the city to Batheaston at 50m. The Council employs a trained officer to deal with these matters, and retains a consultant geologist to assess prior consent applications. Applications are also submitted to a hydro-geologist at the Environment Agency.

3.4.3 The hot spring water is continually monitored at source for flow and content by the Council, on a fifteen minute basis. As a precautionary measure, deep quarrying in the surrounding region is monitored, with Whatley Quarry, some 15 miles south of Bath, entering into legal agreements through the planning process to monitor potential impacts. Through the Act, major developments in Bath such as the underground car park of the Southgate development are also closely monitored.

National Planning Policy

3.4.4 Although the WH Convention¹³ has been ratified by the UK Government, the designation is not yet recognised in primary legislation. However, policy guidance increasingly recognises the significance of WHS status.

3.4.5 Planning Policy Statement 1 (PPS 1): Delivering Sustainable Development (2003) is the corner stone of Government Planning Policy. It gives a commitment that those areas with national and international designations should receive the highest levels of protection.

¹³ <http://whc.unesco.org/en/convention>

3.4.6 Planning Policy Statement 5: Planning for the Historic Environment (PPS5) was published in March 2010 and replaced Planning Policy Guidance Notes 15 (Planning and the Historic Environment, 1994) and 16 (Archaeology and Planning 1990). PPS5 sets out national planning policy on the historic environment, including World Heritage Sites, and is consistent with the UK Government's obligations under the 1972 World Heritage Convention. PPS policies are material considerations which must be taken into account in local development management decisions.

3.4.7 PPS5 clarifies that World Heritage Sites are designated Heritage Assets. Paragraph HE 9.1 states that:

'There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be.'

And that:

'Substantial harm to or loss of designated heritage assets of the highest significance, including...World Heritage Sites, should be wholly exceptional'.

3.4.8 Policies within PPS5 are supplemented by the Planning for the Historic Environment Practice Guide, produced by English Heritage (March 2010).

3.4.9 Further Government policies on housing (PPS3, 2006), sustainable growth (PPS4, 2009), biodiversity and geological conservation (PPS 9, 2005), transport (PPG 13, 1995), tourism (PPG 21, 1992), renewable energy (PPS 22, 2004) and flood risk (PPS, 25) are particularly relevant to this Site.

3.4.10 More detailed policy guidance on World Heritage is provided by Circular 07/2009: Circular on the Protection of World Heritage Sites (July 2009). This Circular explains the national context and Government objectives for the protection of sites, the principles underpinning those objectives and the actions necessary to achieve them. Again there is accompanying English Heritage Guidance (July 2009) supplementing and supporting the Circular.

3.4.11 There are a number of other references to World Heritage Sites in national planning guidance. These include a requirement in some circumstances for an Environmental Impact Assessment to accompany proposals. Also, all Sites in England are now included in Article 1(5) of the General Permitted Development Order which limits the range of permitted development within them.

Local Planning Policy

3.4.12 Local and regional planning policy for Bath is made up of a number of documents collectively known as the Development Plan. The local element of the Development Plan currently consists of the Bath and North East Somerset Local Plan, adopted October 2007. The Local Plan is also saved under transitional arrangements, and is due to be replaced by the Core Strategy at the end of 2011. The Local Plan contains policies on a wide range of topics affecting the Site including economy, tourism, recreation, shopping, health and safety, housing, waste, transport, built and historic environment and natural

environment. There is a single World Heritage policy (BH.1), and all applications for development should be made in accordance with this. In transferring this policy to the Core Strategy, the opportunity will be taken to replace the words 'qualities' with 'Outstanding Universal Values'. Policy BH1 reads:

Development which would harm the qualities which justified the inscription of Bath as a World Heritage Site or which would harm the setting of the World Heritage Site will not be permitted.

3.4.13 There is a perceived need for Supplementary Planning Documents (SPD) to supplement this policy in the Local Plan and the forthcoming Core Strategy. There is also a need to clarify the qualities justifying the inscription of the Site, and the Action Plan proposes this is achieved by adopting a summary of the Management Plan as SPD. This is especially important given the emerging draft Statement of OUV outlined in 2.4.21. There is also a need to define the setting and what might harm it, and the action for this is adoption of the Bath WHS Setting Study (Oct 2009) as an SPD. Further SPDs, such as a building heights strategy, will also follow.

3.4.14 The UK's cultural and natural heritage is protected by a number of statutory designations. With the Local Plan, these form the principal statutory protection tools for the Site.

3.4.15 The designations (statutory and non statutory) for the built environment, such as listed buildings and scheduled monuments, are designed to protect the nationally important historic and archaeological fabric of buildings and structures, and – in the case of listed building and conservation area designations – their immediate context and setting. Bath's designations cover a large proportion of the city's urban fabric, reflecting the scale and importance of the historic environment in the city. For the wider landscape there are a number of designations, including those mainly designed for development control, such as Green Belt, and specific designations for landscape and nature conservation. Further details of these designations can be found in Appendix 1 but the main ones are shown below:

- I. One Conservation Area covering two thirds of the city
- II. 4980 Listed Buildings (635 Grade I and 55 Grade II*)
- III. Five Scheduled Monuments covering 1.4 hectares (approx. 13% of central area)
- IV. One Area of Recognised Archaeological Potential covering most of the city centre protected in 1997 Local Plan
- V. The Bath & Bristol Green Belt, surrounding the city on all sides
- VI. The Cotswolds Area of Outstanding Natural Beauty (AONB), surrounding the city on its north, east and south sides
- VII. Ancient woodland sites within the city with others on or close to the boundary
- VIII. 9 entries in English Heritage's Register of Historic Parks and Gardens
- IX. 23 Local Parks and Gardens of Historic Interest, protected in 2002 Draft Local Plan
- X. 1 entry in English Heritage's Register of Historic Battlefields
- XI. 7 Important Hill-sides, within the urban area, protected in the Local Plan
- XII. 2 Sites of Special Scientific Interest (SSSIs)
- XIII. Approximately 100 wildlife areas protected in the Local Plan
- XIV. 16 geological sites protected in the Local Plan

3.4.16 In addition to the designations and the Local Plan, there are a large number of documents and strategies that are relevant to the management of the Site. This plan takes account of these documents, and works in accordance with them. The following list gives a few examples, and more can be found in Appendix 11:

- I. Bath and North East Somerset Local Strategic Partnership Sustainable Community Strategy 2009 - 2026
- II. Bath and North East Somerset Tourism Strategy September 2001
- III. Bath and North East Somerset Ten Year Economic Development Plan (Draft Economic Strategy) 2003-2013
- IV. Bath and North East Somerset Community Safety Plan 2009 – 2012
- V. Bath and North East Somerset Cultural Strategy (adoption due November 2010)
- VI. Bath and North East Somerset Roman Baths and Pump Room Conservation Statement 2000
- VII. Bath and North East Somerset Landscape Character Assessment 2003
- VIII. Bath and North East Somerset Western Riverside Supplementary Planning Guidance 2008
- IX. Bath and North East Somerset Local Transport Plan (statutory) Twenty Year Vision for the Principal Transportation Networks 2002
- X. Bath Urban Archaeological Strategy
- XI. Archaeology in the City of Bath Supplementary Planning Guidance 2004
- XII. Cotswold AONB Management Plan 2008-2013
- XIII. National Trust Prior Park Landscape Gardens Conservation Plan
- XIV. National Trust Bath Skyline Conservation Plan (emerging)
- XV. University of Bath Master Plan 2009-2020

4 VISION AND AIMS

4.1 Long Term Vision

Bath will maintain and enhance the Outstanding Universal Value of the City of Bath World Heritage Site.

It will practise and promote sustainable management, understanding the World Heritage Site's unique qualities and its world-wide significance.

It will be a centre of excellence for urban heritage management and conservation, founded on partnerships of local, national and international communities and organisations.

Bath will conserve and safeguard the cultural assets of the World Heritage Site for this and future generations.

Bath will be accessible and enjoyable to all; a site that understands and celebrates its Outstanding Universal Values and atmosphere.

Bath will continue to be a thriving living city which uses its status as a World Heritage Site to support and further the vitality of the local community.

4.2 Aims of the Management Plan

4.2.1 The aims of the Plan are to:

- I. promote sustainable management of the Site;
- II. ensure that the Outstanding Universal Values of the Site and its setting are understood, protected and sustained
- III. maintain and promote Bath as a living and working city which benefits from World Heritage Site status;
- IV. improve physical access and interpretation, encouraging all people to enjoy and understand the Site;
- V. improve public awareness of, and interest and involvement in, Bath's heritage, achieving a common local, national and international ownership of the Site's management.

5 PRESSURES, ISSUES AND OBJECTIVES

5.1 Introduction

5.1.1 This section sets out the pressures, and issues facing the City of Bath World Heritage Site, followed by the objectives identified to address them. The objectives address the Site's management in accordance with Article 4 of the UNESCO 1972 World Heritage Convention concerning the Protection of the World Cultural and Natural Heritage: protection, conservation, presentation and transmission to future generations.

5.1.2 To achieve comprehensive management, it is essential to have a thorough understanding of the Site, its vulnerabilities and threats, and the opportunities arising from its status. This will enable the city to manage change whilst ensuring that the significance of the Site survives.

5.1.3 Change and growth are inevitable, and can be both desirable and a threat. Uncontrolled or inappropriate change can be a threat to Bath's values and authenticity, but appropriate change is needed to improve the condition and presentation of the Site and to maintain a healthy economy.

5.1.4 The Site's status offers many opportunities, including: improving the management and condition of the Site; improving its accessibility and use; contributing to the cultural and economic vibrancy of local and visiting communities.

Identifying the Issues

5.1.5 The issues have been identified from a review of the 2003 - 2009 Plan, and other documents, and through consultations with local and national interested parties. Details of these consultations and documents can be found in Appendix 9 and Appendix 11.

Grouping the Issues

5.1.6 The issues have been grouped under the following headings:

- Managing Change
- Conservation
- Interpretation, Education and Research
- Physical Access
- Visitor Management

5.1.7 These groups relate to ideas rather than particular areas of the Site. This is due to the size, complexity and diversity of the Site, and the need to avoid biased or misleading impressions of its character and requirements.

5.1.8 Similarly, inclusion of an issue in the Plan is not to suggest that no work is being carried out to address it, rather it is to acknowledge that there is more work to do. The numbering of the issues does not indicate prioritisation.

5.1.9 Issues relating to each heading are listed at the start of the appropriate section, followed by discussion on these issues and objectives to address them.

5.2 Managing Change Issues and Objectives

Managing Change Issues

Issue 1: The Plan's aims, objectives and desired outcomes need to be achieved effectively, and benefits of WH status optimised

Issue 2: There is a need to establish clearer and more consistent leadership for the Site, political and otherwise

Issue 3: There is a need to secure the long-term provision of appropriately qualified staff to manage the Site through the planning system

Issue 4: There is a need to develop opportunities to transfer learning between WH Sites

Issue 5: There is a need to access alternative funding sources, and re-invest funds generated from heritage into management and conservation, so that responsibility for funding for the Site does not fall disproportionately upon the Local Authority

Issue 6: There is a need to clarify the relationship between cultural heritage and the economy, and better to measure, understand and appreciate financial and other benefits

Issue 7: There is a risk that all relevant policies, strategies and other plans, both at a national and at local level, may not take account of the values of the Site and are not applied effectively

Issue 8: There is a need to undertake periodic risk identification, assessment and monitoring, and ensure mechanisms for prevention and/or mitigation for all risks are in place

Issue 9: There is a need to ensure that the known risks of flooding and fire have prevention mechanisms in place

Issue 10: There is a need to manage the complexity of the Site, and co-ordinate significant amounts of information held by various different organisations

Issue 11: There is a need to monitor the Site's general condition regularly, and assess the implementation of the Management Plan

Issue 12: There is a need to raise the local community's awareness of the value and relevance of the Site, particularly beyond the historic core, and to promote the opportunities and responsibilities the Site brings, and to enable property owners to make informed decisions

Issue 13: There is an opportunity to realise the potential benefits of greater community involvement, and the opportunities that the Site's status brings for regeneration, education, culture, and civic pride

Issue 14: There is an opportunity for greater engagement of the local business community in the management of the Site

Issue 15: There is a need to manage any tensions between conservation and development

Issue 16: There is a need to minimise the threat of inappropriate development, and to ensure that decisions fully consider the impacts of development proposals, and are based on a thorough understanding of the Site's Outstanding Universal Values

Issue 17: There is a need to minimise the potential damage caused to the fabric, authenticity and character of the Site by incremental change

Issue 18: There is a need to address the challenges of integrating contemporary design within the Site, and to encourage high quality development schemes

Issue 19: There is a need to address sustainability issues, including climate change, and to manage the permanent, inherent tensions between the needs for adaptation and conservation

Issue 20: There is a need for further research into the relationships between sustainability and conservation, and to disseminate learning through education, training and public information

5.2.1 This section is concerned with ensuring that mechanisms are in place for dealing with managing change issues within the Site. The main themes in the managing change category are:

- Administration
- Funding
- Central / local government
- Risk Management
- Tall Buildings
- Flooding
- Information Management
- Monitoring
- Local Community
- Development Management
- Contemporary Development
- Sustainability
- Climate Change

5.2.2 Managing change is one of the most significant pressures on the site. Bath is a large and complex modern city, involving many thousands of people in its ownership and management, and its cultural assets are integral to the life of the modern city. The integration of the built heritage with the landscape makes the cultural assets vulnerable to large scale development, within both the site and the setting. Over four million visitors each year bring their own management challenges and opportunities.

5.2.3 While it is necessary to ensure that adequate protection and management mechanisms are in place to avoid change that would be detrimental to the Site, change also brings potential opportunities. Appropriate and high quality development can improve the Site's condition, presentation and accessibility for residents and visitors. Use of the planning development management system and tools, such as development briefs, design briefs, supplementary planning guidance, Article 4 directions and sound urban design principles, is central to the management of the Site.

Administration

5.2.4 The role of the City of Bath World Heritage Site Steering Group is essential in ensuring delivery of actions, as experience has shown that without close monitoring of delivery actions slip and achievement rates can fall. This monitoring takes place through the Steering Group, and it is essential that it remains effective and meets regularly. It also needs to be recognised as an influential body. At present its profile is not as high as it should be.

5.2.5 Delivery of actions should be structured, and an annual work programme set. Whilst this was included in the 2003 Plan, it requires improvement.

5.2.6 One method of supporting the annual programme of work, as well as raising the profile of the Steering Group and improving interpretation of the Site, is to produce regular newsletters.

Funding

5.2.7 It is neither possible nor appropriate for the local authority to be the sole funder. Additional funding partners are required continually to deliver actions across the full range of activities, from small scale funding for Enhancement Fund projects, to multi-million pound European funding for transport improvements.

5.2.8 There are possible opportunities to re-invest money generated through heritage attractions, especially those core to the OUVs, into heritage protection and enhancement, and to generate funds through a local precept in the manner of rural parishes. Such mechanisms require further exploration.

Local Planning Policy and Practice

5.2.9 As identified in 3.4.1, the primary method of physical protection for the Site is achieved through the UK planning system. The planning system alone, however, cannot provide all the protection that the Site requires, and should be used in tandem with measures such as risk assessment and mitigation, and awareness raising amongst those who are involved in, or impact upon the condition of, the Site.

5.2.10 The emerging Council Local Development Framework (LDF) will provide an opportunity to revisit, revise and enhance the effectiveness of local planning policy relating to the site. High level policy within the Core Strategy will be supplemented by more detailed advice. This Management Plan, the setting study etc may adopted by the local authority as supplementary planning documents (a component of the LDF). As a consequence there will be an expectation that the LDF and this management Plan inform the variety of other types of plans, strategies and actions prepared by the Council and others which may have an impact on the OUVs of the site.

5.2.11 Individual planning applications will be determined in accordance with the LDF and national planning policy. To ensure the effective application of these policy expectations ongoing training to support local authority development management officers and councillors will be required.

Risk Management

5.2.12 Risk assessment is a key mechanism for ensuring that the aim of protecting the Site is achieved. At present, risks to the World Heritage Site are generally handled by individual organisations and risk planning relates to individual parts or topics, such as the Bath & North East Somerset Council's City Centre Evacuation Plan and the Avon Fire and Rescue Service's Integrated Risk Management Plan. In a city site, this is the most pragmatic way forward as it would not be possible to formulate one plan that accounted for all the possible risks to the Site. However, it is important to ensure that the individual plans relate to one another where appropriate, and that they consider the whole Site, its needs and associated risks. A formal, city-wide risk assessment is therefore not proposed, but a list of current provisions will assist in identifying any gaps.

Flooding

5.2.13 Flooding from the River Avon has been an issue in Bath since Roman times. The form of the Roman and later medieval settlement clearly follows the contour of the flood plain, and there is archaeological evidence in the Roman Baths of attempts to combat the issue. The street levels of Georgian developments near the river, such as North and South Parade and Great Pulteney Street, were deliberately raised up above the level of likely flooding.

5.2.14 It may have been flooding that was responsible for the collapse in 1800 of one of the piers supporting Pulteney Bridge. However, those major historic buildings at risk appear to be particularly resilient given the frequency of flooding throughout Bath's history. Photographic evidence of serious flooding exists for 1894, 1907, 1910, 1920, 1932, 1947, 1960, 1964 and 1968 (see Bath in Time website: <http://www.bathintime.co.uk/>). The last three episodes led to the installation of a new weir and sluice gate system in 1972, since when the river has remained contained in its banks even at times of flood, except where it spills on to designated flood plain such as the Bath Recreation Ground. The design of the new weir also enhanced the river and views of Pulteney Bridge.

5.2.15 Following extraordinary weather events in 2007, which lead to some major floods in the UK, Bath & North East Somerset Council's Emergency Management Unit arranged Flood Awareness Days on 4 March 2008 and 29 June 2010 in Bath. Level 1 and Level 2 Strategic Flood Risk Assessments (2008) showed that a number of potential regeneration and development areas are at risk of flooding today, or are likely to become at risk in the future if climate change increases the severity and frequency of storms and causes a rise in sea levels. Bath is at risk of flooding from rivers, the impact of the River Avon water table, sewers, surface water, artificial sources and, to a lesser degree, from groundwater (springs).

5.2.16 Consultants were commissioned in spring 2009 to prepare a Flood Risk Management Strategy for Bath and North East Somerset Council. This is expected to be adopted later in 2010, and will support the emerging Core Strategy, which also identifies flooding as a key issue.

5.2.17 Many options have been considered, including upstream and downstream water storage, raised defences, cumulative storage in development areas, sluice adjustments, bypass tunnel and pumping station, channel widening and deepening. The only technically feasible, comprehensive, strategic solution is the raising of defences along the river channel throughout the city of Bath, with compensatory storage downstream. However, this would cost more than 3 times the economic value of the damages avoided, making it unviable by industry guidelines. The favoured option is the installation of flood defence measures at individual development sites, with compensatory storage area/s upstream of Bath.

5.2.18 An interdisciplinary research project, led by the University of Bath, will monitor and predict the impact of floods and driving rain on historic buildings. The 2007 flooding in the South West and the 2009 flood in Cumbria have shown that substantial structural damage can be caused by such events to heritage buildings and infrastructure.

5.2.19 The PARNASSUS project brings together engineers and conservationists from the University of Bath, archaeologists from the University of Southampton, and geographers and material engineers from the University of Bristol. Researchers will survey the effects of past floods and use flood and climate change modelling tools to assess the risks of future flooding for heritage sites selected by the National Trust, Historic Scotland and English Heritage.

Climate change

5.2.20 Issues relating to climate change and biodiversity are interdependent, and are considered to be the most serious, long-term global issues which will impact upon the Site. Clearly, they have implications across all the themes in this Management Plan – for example:

Managing Change: the increasing need to manage uncertainty, complexity and risk; growing tensions between short-term and long-term investment. The large number of historic dwelling houses in the site will need to be adapted for future needs, and permitted development rights now allow many changes to (non-listed) historic structures without the need for planning permission. Guidance is required (see action 9a) to direct home owners toward measures which will not compromise the integrity of the site. The introduction of renewable energy generation may also affect aspects of the WHS and the setting. Wind turbines are being considered, and pose both an opportunity for clean energy and a threat to visual appearance.

Conservation: shifting conservation priorities from local to global; increasing pressures on local archaeology, architecture, planning and landscape.

Interpretation, education, research: increased need for research into sustainability and historic buildings/environment; growing need for national/international learning partnerships; need for improved education and public understanding locally.

Physical Access: increased pressure on the Site from infrastructure requirements of more sustainable form of transport.

Visitor Management: need for more sustainable tourism; pressures on tourism revenues (and, hence, on conservation spending).

5.2.21 In the short to medium term, our aims, objectives and actions in relation to climate change and bio-diversity are to adapt without compromising the Outstanding Universal Values of the Site. However, it may be that in the long-term, and particularly in relation to living cities such as Bath, increasing pressures may lead to changing value systems, difficult choices and unforeseeable compromises. Such times are beyond the horizon of this six-year Management Plan.

Tall buildings

5.2.22 Information sharing with other Sites has highlighted risks, including what UNESCO describes as 'aggressive development'. Identification of this risk has led to the instigation of a Tall Buildings Study in Bath, due to be completed in late 2010. The proposed action is to complete this work and take it forward as a Supplementary Planning Document to ensure that it becomes a practical planning tool (see action 6f).

Information Management

5.2.23 Networking with other Sites should be maintained in order to share best practice and realise opportunities. Bath is currently a member of the Local Authority World Heritage Forum and the Organisation of World Heritage Cities, although any expense incurred here must continue to be closely justified against benefit gained. Because Bath is a city wide site with an established management system, it attracts visitors from other sites seeking to learn from our experience. In the past two years, Bath has worked with international visitors from sites in Morocco, Uzbekistan, Oman, China, Norway, Germany and Uruguay amongst others.

5.2.24 Due to several factors, including the size and complexity of the site and the fact that it has attracted famous and literary figures, there is a wide range of written historical records. However, these records are held by a number of bodies and there is no central index. This makes new research inefficient, does not highlight gaps in knowledge, and may lead to possible duplication. A research group is the proposed means of addressing this.

5.2.25 The 'listing' of buildings and their associated protection is a key mechanism for protecting the Site. The list itself is, therefore, an essential working tool in Site management. A review of the Bath list has been underway for many years, and the existence of a draft, new list alongside the statutory existing list is problematic in day to day working. The new list needs to be completed.

5.2.26 The development of the Sites and Monuments Record into the Historic Environment Record (HER) will produce a more comprehensive database which will be a vital tool in the management of the Site. However, the amount and complexity of the data makes the development and maintenance of HER a difficult task, and this needs support.

Monitoring

5.2.27 Monitoring is an increasingly important tool for protection and management. UNESCO has implemented 6-yearly Periodic Reporting to assess the condition of all Sites and arrangements for their management at national and local level. However, monitoring at the local level is also required on an annual basis, both to prevent deterioration in the condition of the Site and to ensure the successful implementation of the Plan. Monitoring

also increases the knowledge base and enables a better understanding of the Site and its requirements.

5.2.28 Review of the 2003 plan was hampered by the lack of monitoring information available alongside the actions, and made it therefore difficult to assess levels of achievement. It is an essential element of any management plan to be able to monitor progress, and indicators have therefore been built into the Action Plan and will be used for annual assessment.

Local Community

5.2.29 The importance of the local community in enabling the protection and management of the Site cannot be overestimated. The vast majority of Bath's cultural assets are in private individual ownership, and each individual property has an impact on the condition and presentation of the Site. Community engagement in the Site's management, as well as in optimising the benefits of its status, is important to the success of the Plan. It is also vital that Bath remains an attractive place to live for private individual owners and their families, taking into account all aspects of everyday city life. Too much pressure on those in the city centre could result in houses reverting to multiple occupation, with consequential effects on the quality and amount of money invested in their conservation. Residents' Associations should be encouraged, as a source of strength, advice and civic pride.

Development Management

5.2.30 Individual developments, of whatever scale, can have a significant impact upon the Site. It is therefore necessary to ensure that World Heritage is properly considered in deliberation of all relevant applications. The methods proposed for achieving this are for guidance to be produced for planning officers, training for elected council members (especially when new committees are formed) and the inclusion of appropriate policy provision in the Core Strategy.

5.2.31 There are several notable new developments which are coming forward at the time of writing. A new park and ride site at Batheaston, immediately outside the boundary of the site to the east, has gained Planning permission and is awaiting government decisions on funding as part of the Bath Package (see 5.5.8). Bath Western Riverside also has permission but is yet to be implemented. The change in UK Government and abandonment of the Regional Spatial Strategy has removed the immediate prospect of large scale housing developments on the edge of the Site, but it will increase the pressure to make best use of the housing land within the city. Recreational land is also facing pressure. Bath Rugby club play at the Recreation ground in the heart of the city and their presence provides civic pride and identity, plus a boost to the economy (especially in winter months when tourist numbers are low). The rugby club are looking to increase their capacity to accommodate spectators, and provide a new stadium either on their current site or elsewhere within the city.

Contemporary Development

5.2.32 The inclusion of contemporary architecture in the Site is challenging, due to the strong uniformity of the city created by widespread use of local stone and the sheer quantity of historic building stock. Since the production of the 2003 Plan there are now some notable examples of contemporary architecture within the site, including the Thermae Bath Spa, the Bus Station, Milsom Place and the Holburne Museum. Previous

references in this Plan and the UNESCO Mission report have indicated that high quality contemporary architecture is a desirable method of design for new buildings.

Sustainability

5.2.33 The Local Government Act 2000 places a duty on local authorities to prepare community strategies to promote economic, social and environmental well-being, and to promote sustainable development. The Bath and Northeast Somerset Sustainable Community Strategy (SCS), 2009-2026, links specifically to the WHS Management Plan. It sets out what type of place B&NES should become, and contains actions in relation to Economic Development & Enterprise, Environmental Sustainability & Climate Change, Children & Young People, Health & Wellbeing, Stronger and Safer Communities.

5.2.34 Sustainable development is central to this Plan's long term vision and aims, which in turn lend support to the English Heritage Sustainable Development Strategy (2006) and the Government's wider sustainable development objectives.

5.2.35 The preservation of historic buildings and environments contributes inherently to sustainable development, in that it maximises the use of existing materials and infrastructure, retains considerable embedded energy and reduces waste. It also maintains historic character which, in turn, provides social and economic benefits. To this extent, cities such as Bath should be seen as a sustainability benefit rather than a heritage burden.

5.2.36 By pursuing the process of sustainable development in this context the plan aims to prevent the erosion of Bath's historic environmental capital and to increase its stock through new discoveries and conservation. Crucially, this means continually seeking new ways to do this which reduce the impacts on other capitals, in particular natural capital.

5.2.37 Sustainability can only be a human capacity to continue indefinitely (it cannot be an ideal end-state – there are no end states) which includes our capacity indefinitely to conserve natural and cultural heritage. Building and maintaining this capacity requires continuous social learning about how to deal with important issues (such as climate change) as they emerge, and as the future unfolds.

5.2.38 Bath & North East Somerset Council supports such learning through, for example, its support for education for sustainable development in schools. This is through Resource Futures, which manages projects such as Climate Change Connection, Grow it Global and Eco-schools.

5.2.39 In 2009, the University of Bath's Accommodation and Hospitality Services won a national award for its outstanding environmental initiatives. It was the first university department in the country to gain a gold standard from the Green Tourism Business Scheme (GTBS) and the first business in Bath to obtain the gold standard rating.

Managing Change Objectives

5.2.40 Managing Change issues are addressed primarily through objectives 1, 2, 3, 4, 5, 6, 7, 8 and 9.

Objective 1: Ensure that management and administrative arrangements are appropriate for the effective implementation of the Plan, encourage community involvement, enable partnership working and secure the required funding

Objective 2: Ensure that risk management plans for the protection of the Site, including the fabric and relevant archives, are undertaken and periodically updated, and resulting actions identified and undertaken

Objective 3: Ensure that information about the Site is produced, collected, stored and analysed, and made available to partners in ways that assist implementation of the Plan

Objective 4: Ensure periodic monitoring of the condition of the site

Objective 5: Ensure that the potential cultural and economic benefits of Bath's WHS status are optimised

Objective 6: Ensure that the Site and its setting are taken into account by all relevant planning, regulatory and policy documents (statutory and non-statutory) and by any future changes to the planning system

Objective 7: Ensure that the Site and its setting are taken into account in all relevant decisions taken by the Local Authority and other management partners

Objective 8: Ensure that contemporary architecture, which enhances the values of the site, is encouraged

Objective 9: Ensure that adaptation to address climate change is made and promoted where it does not compromise the values of the Site

5.3 Conservation Issues and Objectives

Conservation Issues

Issue 21: There is a need to promote co-ordination and responsibility across complex ownership patterns

Issue 22: There is a need for effective management of all elements of the Site's historic environment, to protect the authenticity and integrity, based on a thorough understanding of the Outstanding Universal Values

Issue 23: There is a need to manage disused or damaged buildings, structures and sites, which deteriorate faster than those in use, and quickly bring them back into productive, economic use

Issue 24: There is a need to address the long-term availability of materials and skilled craftsmen to maintain the fabric of the Site

Issue 25: There is a need to safeguard the Site's historic buildings and archaeological structures, ensure they remain in general good condition, and protect them from inappropriate and/or inadequate maintenance

Issue 26: There is a need to ensure that the Site's extensive and vulnerable landscape setting is recognised, interpreted, protected and managed to prevent incremental damage

Issue 27: There is a need to ensure that Bath's parks and open spaces are seen to be integral to the Site's landscape setting and managed appropriately

Issue 28: There is a need to promote understanding that the River Avon and Kennet and Avon Canal are integral to the Site's landscape setting and a need to ensure they are managed appropriately

Issue 29: There is a need to identify and safeguard important views, both within and beyond the Site and manage them appropriately

Issue 30: There is a need to base tree and woodland management of the Site upon an understanding of the Outstanding Universal Values

Issue 31: There is a need for continued research into the archaeology of the Site, so that it is better understood and is effectively used in the maintenance and management of the Site

Issue 32: There is a need to secure the necessary capital investment to realise opportunities to improve the quality and maintenance of the Site's public realm

5.3.1 This section is concerned with ensuring that mechanisms for conservation, care and maintenance of the Site are in place. The main themes within conservation are:

- Ownership
- Historic Environment
- Buildings
- Landscape
- Archaeology
- Public Realm

5.3.2 It is essential that the Site survives in the best condition possible and that the reasons for its inscription are maintained. Bath is generally in good condition, and benefited greatly from a forty-year historic building repair grants programme, funded jointly by central and local government, which ended in 1995/6. This work needs to continue indefinitely.

5.3.3 Other elements, however, have received less attention and are undervalued. This particularly applies to industrial elements, waterways, parks and gardens and the public realm. There is a need to improve their condition and presentation, and to ensure that they are fully incorporated into the values and management of the Site.

Ownership

5.3.4 Responsibility for maintaining and conserving much of the Site now rests primarily with individual property owners, and is dependent on their enthusiasm and understanding, and the support and resources available to them. Long-term conservation also requires continuing education and awareness about materials, techniques and quality.

Historic Environment

5.3.5 There is a need to maintain protection for the hot springs through the planning system, by inclusion in the emerging Core Strategy and through the County Of Avon Act (see 3.4.2).

5.3.6 The Conservation Area (CA) for Bath is a key method of protection for the Site. The amalgamation of the CA into one large area has meant that amendment of the boundary or production of CA assessments has become a large administrative undertaking requiring significant resource. There are areas beyond the current Bath CA boundary, most notably by the riverside and at Oldfield Park, which may warrant inclusion.

5.3.7 The level of guidance produced for those living or operating within the Site is low. Guidance has previously been offered on issues such as windows, stone, shop-fronts, shop-front security, living in a CA and owning a listed building. Availability of this guidance has decreased, and a list of new guidance is required, including topics such as stone cleaning, energy conservation and ironwork. This needs to be built into the annual Action Plan.

5.3.8 Official guidance is supplemented by public lectures and other learning opportunities offered by organisations such as the Bath Preservation Trust, the University of Bath and the Bath Royal Literary and Scientific Institution. These are important contributions to public understanding, and to be encouraged. They also need to be monitored and recorded so that gaps and overlaps in provision can be identified.

5.3.9 The availability of craft skills and materials to maintain the Site continue to be issues carried forward from the 2003 Plan. Actions to address them are particularly difficult, but need to be developed.

Buildings

5.3.10 Buildings at risk represent the possible loss of historic fabric from the Site, which is contrary to the aims of the Plan. The Council has powers to address such structures, and this Plan supports any action required to protect such buildings. Monitoring needs to include buildings that are important both locally and nationally. The support of the wider Steering Group, especially through bodies such as the Bath Preservation Trust and English Heritage, is important.

5.3.11 The recording of buildings at risk does not currently extend to non-listed structures, and it is common for street furniture not to be included. Railings, lamp standards, walls, kerb details etc, remain as part of the historic fabric and are often directly associated with the Outstanding Universal Value, and these need to be protected and recorded.

Landscape

5.3.12 The Setting Study (see Appendix 10) should be brought forward as Supplementary Planning Guidance in order to make it a useful Site management tool. Because the study

deals predominantly with issues beyond the Site boundary, important views need to be identified and given planning protection.

5.3.13 Trees and woodlands have a direct influence on the Outstanding Universal Value of the Site in a variety of ways. There are a number of key cultural assets, such as the Circus and Queen Square, where trees have been introduced at a later date and do not allow the spaces to be read in the way that was originally intended. Also, views from other key assets such as Royal Crescent have been partially obscured by trees, as have numerous Georgian vantage points which were integral to the function of the Site as a resort.

5.3.14 The skyline, which contributes to the character of the City, is dependent upon tree cover and this requires managed replacement. Beechen Cliff is one of the key elements in the landscape setting of the Site. Immediately south of the city centre, it provides the backdrop to the urban centre and affords views back across it. The wooded hill-side is currently in the ownership of the Council, but may be more effectively managed by the National Trust which owns adjoining land. Discussions and feasibility studies are under way to progress the idea of transferring ownership.

5.3.15 As trees age, decisions have to be taken as to whether it is appropriate to replace them or not. It is considered better to address this issue through a strategy to pre-empt and guide events, rather than to react to them.

Archaeology

5.3.16 Modern archaeological techniques provide aids to assist in the understanding of the Site's authenticity and integrity, and thereby assist development of appropriate conservation strategies for the Site as a whole, its different elements and below ground archaeology. The Bath Urban Archaeological Assessment has consolidated our current knowledge about the extent, significance and state of preservation of the Site's Roman archaeology and visible remains, as well as looking at other periods. This was a joint English Heritage and BANES project, which is due to be published in 2011 and will inform the future archaeological management strategies such as a revised Supplementary Planning Document.

Public Realm

5.3.17 The public realm is the streets and spaces between the buildings. Bath's public realm has direct relevance to Outstanding Universal Value of the Site due to the fact that many features such as broad pavements and public squares were designed for promenading through the Georgian City, and are an integral part of the Georgian City retaining much authentic fabric.

5.3.18 Bath's public realm has declined gradually over decades, with resources aimed predominantly at buildings rather than spaces, and traffic pressures causing damage. However, the Project Realm and Movement Programme (PRMP) project initiated by B&NES Council aims to address this. The PRMP aims to make Bath the UK's most walkable city, and sets out a long term (10-20 year) framework for the creation of a network of pedestrian friendly streets. The four key components of the PRMP are addressing the transport network to ensure cyclists, pedestrians and public transport have priority over the car, refashioning identified streets and riverside spaces in consistent high

quality materials, installing a new wayfinding and information system and facilitating a range of outdoor cultural and community events.

5.3.19 Street lighting within the Site has proved contentious during the 2003 plan period. Whilst elements of this are detached from protection of the Outstanding Universal Value, the issue is however linked to comprehensive management of the Site. The lack of an adopted strategy means that there is no agreed path forward and resources to address this are not in place. It may be that this is addressed in the PRMP but this needs to be clarified.

Conservation Objectives

5.3.20 Conservation issues are addressed primarily through objectives 9, 10, 11, 12, 13, 14 and 15.

Objective 9: Ensure that owners and users of historic properties/sites within, or impacting upon, the Site and its setting, are aware of the requirements for care and maintenance, and have access to appropriate guidance and advice

Objective 10: Ensure that conservation work is of the highest standard, and its design, materials and workmanship are appropriate to its immediate location, the Site and its setting

Objective 11: Encourage the use of, and where appropriate prepare, programmes for planned maintenance, management and/or conservation

Objective 12: Ensure that damaged and disused structures within the Site are monitored, repaired, maintained and, where appropriate, re-used

Objective 13: Ensure that landscape and natural elements of the Site and its setting, including heritage sites and their associated remains, are acknowledged, understood and managed as integral parts of the Site

Objective 14: Ensure that awareness and understanding of the archaeological remains are increased, and improve the range and accessibility of the associated artefacts and information

Objective 15: Ensure that the public realm is seen as, and understood to be, a significant, historic and cultural element of the Site, and that alterations are of a high standard to take this into account

5.4 Interpretation, Education and Research Issues and Objectives

Interpretation, Education and Research Issues

Issue 34: WH status needs to be seen as being a positive factor, which is conducive to change and economic growth

Issue 35: There is a need to make the message and branding of the Site consistent

Issue 36: There is a need to enrich the 'story' of the Site in its interpretation, improve communications, in particular web presence, and to increase public awareness of Bath's WH status

Issue 37: There is a need to explore the need for and feasibility of an interpretation centre or City Museum that tells a comprehensive story of the Site

Issue 38: There is a need to enhance use of the Site as a learning resource, and to extend this to other sectors of education and training, and to sustain such initiatives

Issue 39: There is a need for research that extends and improves understanding of the Site, and supports its successful management

Issue 40: There is a need to ensure that historic buildings are understood in the context of their surroundings and the values of the Site, and remain a valuable resource for enjoyment and learning

5.4.1 This section is concerned with making the Site as comprehensible as possible to all, optimising its potential for learning, and broadening and deepening the knowledge base. The main themes are:

- Interpretation
- Education
- Research
- Buildings

5.4.2 Enhancing understanding for all - residents, workers, visitors, distance learners etc - is complementary to the work of protecting and conserving the Site, and is intimately connected to managing physical access and the appearance of the public realm. The Site has enormous potential as resource for learning in all sectors of education and training, locally, nationally and internationally. Much of this potential has still to be realised.

5.4.3 Libraries, local study centres, universities, archives, special interest groups, statutory record keepers and museums all have a valuable role to play in the management of the Site by protecting and conserving artefacts and archives, making such resources available for research, or by carrying out research themselves.

5.4.4 The Council archives are a key component in the storage and provision of records relating to the Site. The current accommodation for the archives in the Guildhall basement does not suit the expanding collection, and better provision is desirable. This is an action carried forward from the 2003 plan, and resolution is likely to rest with wider development opportunities which may arise. Whilst currently unfunded, this action remains valid.

5.4.5 The current web site for the Site is provided by the Council. It is located within the standard corporate web site provision alongside the wide range of other services provided by that body. An independent web site would be beneficial, and would help address many other actions in this Plan including raising the profile of the Steering Group, improving interpretation and providing guidance.

Interpretation

5.4.6 The interpretation of Bath benefits from its topography. The surrounding hills have provided important viewpoints for cartographers and admirers throughout history. Jane Austen describes a lecture on the picturesque from the top of Beechen Cliff in *Northanger Abbey* (1798-9). Such views and viewpoints are less recognised and appreciated than they should be.

5.4.7 As noted above in the UNESCO Mission Report findings (1.3.2), interpretation of the Site has not been strong enough and it remains possible for visitors to stay in the city without realising it has World Heritage Status. Actions to address this, including the training of 'visitor ambassadors', increased signage, consistent use of a new publication style and the celebration of UNESCO World Heritage Day are already in place. However, an Interpretation Strategy to co-ordinate these and future actions is required.

5.4.8 The Corps of Mayor's Honorary Guides was established in 1934 and provide free walking tours of the historic city every day, morning and afternoon. There are more than fifty active Guides who entertain over 30,000 visitors each year. The cost to the city in 2009-10 was £21,000. Bath is one of the few places in the world to provide such a cost-effective service free of charge to the user.

5.4.9 The training of visitor ambassadors in World Heritage matters has included Tourist Information staff, Roman Baths staff, The Mayor's Honorary Guides, Bath Abbey Guides and several other groups. Training of Council street cleaning staff in general visitor assistance has also happened separately. These processes should be rolled out to other groups and refreshed periodically.

5.4.10 Bath stages a number of major, annual festivals, including the Bath International Music Festival, Bath Literature Festival, Bath Festival of Children's literature and the Jane Austen Festival. It is well known as being a leading centre of heritage, and the opportunity exists for this to be developed into a Heritage Festival.

5.4.11 Heritage Open Days (September), Heritage Open Week (October) and World Heritage Day (April) activities also contribute to interpretation and education in their broadest sense. These events are supported by B&NES Heritage Services and Planning Services, Bath Preservation Trust, the Mayor's Honorary Guides and many private property owners.

5.4.12 A number of Bath's key heritage attractions including the Roman Baths, No 1 Royal Crescent, the Assembly Rooms and Prior Park Landscape Garden, explore issues cited in the OUVs while not necessarily explaining them or connecting them with the WHS.

5.4.13 UNESCO World Heritage Day was celebrated in April 2009 and 2010 and proved very popular. It provides an opportunity for education, interpretation and for celebration amongst local people, who may not always be the focus of World Heritage actions.

Education

5.4.14 Bath Preservation Trust Learning provides public lectures and events across its four museums, an education programme for schools, and online learning resources. The

quality of its learning provision at the Building of Bath Collection has recently been recognised by a Learning Outside the Classroom Quality Badge.

5.4.15 A World Heritage education pack has been provided to all schools within the Site. The aim is to promote and support learning about World Heritage within the curriculum. The materials will need to be promoted periodically to encourage continued use. A poster - an A-Z of World Heritage – was also distributed in Spring 2010 with the aim of raising awareness.

5.4.16 In recent years, the education service at the Roman Baths has enhanced its support for local and visiting educational institutions, including schools, colleges and universities, and produced new materials to support teaching and learning.

5.4.17 Existing materials supporting the study of Roman history in schools (Key Stages 1-4) have been supplemented by new cross-curricular activities linked to Science, developed in 2008. New materials to support GCSE History have also been developed and piloted in partnership with Oldfield School, Bath. These will be launched and distributed to teachers and advisers in B&NES and Wiltshire in autumn 2010. The education service is also developing its support for courses in heritage, history, archaeology and anthropology at local universities and colleges.

5.4.18 The Mayor of Bath's Honorary Guides also provide free walking tours to local and visiting groups of pupils and students.

5.4.19 However, such initiatives would benefit from more strategic approaches to heritage education involving wider partnerships within the city.

Research

5.4.20 The success or failure of Site management depends on the extent to which the Site is understood and appreciated. Improving understanding and appreciation is underpinned by focused research and dissemination. There is a need to encourage research generally, and to establish focused research agendas and priorities.

5.4.21 There are good links between the Higher Education sector and those involved in Site management. The Department of Architecture and Civil Engineering at the University of Bath has courses on the history of architecture and an MSc on the Conservation of Historic Gardens and Cultural Landscapes. Bath Spa University has courses in heritage and tourism management, and is developing research initiatives in Bath's heritage and the historic environment.

Buildings

5.4.22 The UNESCO Mission Report also refers to an interpretation centre. The Site has a number of museums dedicated to different phases of history, but no City Museum or World Heritage Site interpretation centre. No immediate solution can be offered at time of writing by this Plan. The only museum explicitly considering the OUVs is the Building of Bath Collection, but this is located away from the main visitor route. The issue however remains current, and therefore the action to explore feasibility is included in order to keep this on the agenda and realise opportunities which may occur.

5.4.23 Interpretation, education and research are supported in many ways, particularly through the work of the Roman Baths, Bath Preservation Trust, No.1 Royal Crescent, Building of Bath Collection, Museum of Bath at Work, Jane Austen Centre, Herschel Museum of Astronomy, Abbey Vaults Museum and Bath Postal Museum. This work is also supported by programmes at the Bath Royal Literary and Scientific Institution, which has its roots in the 18th century.

5.4.24 Interpretation and presentation of Bath's archaeological remains began in the 19th century. The Roman Baths now receive approximately 880,000 visitors per year, and is one of the most popular destinations outside London for educational visits.

Interpretation, Education and Research Objectives

5.4.25 Interpretation, Education and Research Objectives are addressed primarily through objectives 16, 17 and 18.

Objective 16: Ensure that the current provision of interpretation is established, and provide high quality, accessible facilities and materials that present a comprehensive view of the Site's values and management issues

Objective 17: Ensure that the Site is used widely and effectively as a resource for learning in all sectors and phases of education and training

Objective 18: Ensure that awareness, understanding and management of all aspects of the Site is continuously improved through enhanced archive and research facilities, co-ordinated research and widespread dissemination

5.5 Physical Access Issues and Objectives

Physical Access Issues

Issue 41: There is a need to manage the volume of traffic passing through and around the city, the negative impacts this has on the Site, and the extent to which this impedes the management of other issues

Issue 42: There is a need to encourage greater use of public transport, improve the service, and allow for more effective management of other forms of transport

Issue 43: There is a need to establish mechanisms and processes by which integrated transport systems for the Site can be explored and developed

Issue 44: There is a need to encourage walking and cycling in order to control and reduce car journeys

Issue 45: There is a need for pedestrians to be able to navigate the site easily, safely and enjoyably

Issue 46: There is a need to address tensions between conservation and the desirability of providing physical access to the Site to as many people as possible

Issue 47: There is a need to provide clear and efficient transport alternatives, and encourage their use, in order to reduce traffic congestion in and around the Site

5.5.1 This section is concerned with the physical accessibility of the Site to residents, workers and visitors, and the need to ensure that access arrangements take into account the sensitivity and vulnerability of the Site's cultural assets. The main themes within physical access are:

- Traffic
- Public Transport
- Pedestrians and Cycling
- Access for All
- Travel Planning and Awareness

5.5.2 Managing access is fundamental to site management. Access issues impact particularly on the Site's condition and conservation, on people's ability to navigate, understand and enjoy it, and on its viability as a living city. Bath needs to be accessible to a variety of transport modes. It must provide appropriate facilities - car parks, coach parks, delivery access, signs - all of which must be integrated into the Site without detracting from its values. This is one of the most challenging areas in the Plan. Bath's physical access issues are complex and long-term.

Traffic

5.5.3 There are physical limits to the city's ability to accommodate growing traffic requirements without detriment to the historic environment. The landscape and countryside surrounding the city is of outstanding natural beauty and integral to the values of the Site, and the hot waters below the site are vulnerable to major excavations. Because of these factors there is no easily achievable underground or above ground road by-pass to the city

5.5.4 Traffic can intrude on the enjoyment of Site, damage the built fabric, inhibit free movement of pedestrians and create pollution. Air pollution and the weight and vibration of the vehicles are threats to those who live in Bath and visit it, and to the historic buildings, townscape and landscape. Over 20,000 work journeys by car are made into the City every day causing pollution and congestion which is estimated to cost in the order of £50m a year¹⁴. Solutions will involve an area much wider than the Site itself, and require comprehensive actions which may take many years to implement.

5.5.5 The City has no direct link to the motorway network, with the M4 route to London and Cardiff being 10 miles to the north. The closest airport is Bristol, 20 miles to the west. Bath is served by a main line railway station (Bath Spa), plus a secondary stop at Oldfield Park. Journey times to Bristol are 12 minutes and London 90 minutes, with frequent services on week days. Bath is also linked by rail to the South Coast ports of Weymouth Portsmouth and Southampton, the last two via the historic city of Salisbury.

¹⁴ Figures taken from Bath Transport Package summary document

5.5.6 In 2007 the Council worked with four other historic European cities to submit a bid to the European Commission's CIVITAS Plus programme. The successful bid secured €3.975m to implement new transport options in Bath. With the Council's own contribution and partner funding, the programme will invest £5.15m into the city. The four year programme began in September 2008, and includes several projects. A freight trans-shipment depot will be set up on the edge of Bath to consolidate the shipment of retail goods and reduce heavy goods vehicles entering the city. Hybrid vehicles will be introduced in the City Car Club as well as cycle hire initiatives such as park and cycle involving conventional and powered bikes. A trial for 'green' fuel hybrid buses will be introduced, as will demand management of goods and other vehicles entering the city centre. An area of the central shopping street will be improved as a demonstration project, and a study into a personal rapid transit system for the centre will be undertaken. Finally, satellite bus-tracking technology designed to provide real-time information using EC Galileo technology will be introduced.

Public Transport

5.5.7 Improved public and integrated transport can help alleviate traffic congestion in Bath. Public Transport planning for Bath is covered by the Joint Local Transport Plan (JLTP)¹⁵, produced by the local authorities of B&NES, Bristol City, North Somerset and South Gloucestershire Councils. The current JLTP was produced in March 2006 and extends until 2011. The five aims of the JLTP are to tackle congestion, improve road safety for all users, improve air quality, improve accessibility and improve the quality of life. There are a number of initiatives developed from the JLTP which address public transport provision within the site.

5.5.8 Bus travel is the logical choice for public transport provision in Bath. One major initiative coming out of the JLTP is the Greater Bristol Bus Network (GBBN)¹⁶. B&NES Council, together with JLTP partners have worked with bus operator First Group to develop this major bus improvement scheme. Funding of £69.8 million has been secured, made up of £42.3m from the Department for Transport, £20m from First Group, £1.8m from local authority contributions and £5.7m from developer contributions. 10 bus route corridors are to be improved, including two (the A4 Bath – Bristol and the A367 Bath – Radstock) serving Bath. Improvements recently completed include the widening of the A367 Wellsway in Bath, and work to improve bus stops with raised kerbs and new shelters is on-going. The on-going actions of the GBBN address action 24 of the Action Plan.

5.5.9 A second initiative under the umbrella of the JLTP is the £54m Bath Package scheme. The package includes expanding the City's three existing Park & Rides and creating a new Park & Ride to the east of the City, thereby increasing Park & Ride capacity from 1,990 to 4,510 spaces. It will create a Bus Rapid Transit (BRT) route, including a 1.4km section of "off-street" dedicated bus route which will remove Park & Ride buses from congestion for a significant amount of their journey. In the city centre, a more pedestrian and cyclist-friendly environment will be created through the introduction of access changes on a number of streets and the expansion and enhancement of pedestrian areas. Nine bus routes will be upgraded to Showcase standard, including raised kerbs for better access, off-bus ticketing to speed up boarding and real-time electronic information for passengers. Finally, an active traffic management with real-

¹⁵ <http://www.travelplus.org.uk/our-vision/joint-local-transport-plan-2>

¹⁶ <http://www.travelplus.org.uk/>

time information to direct drivers to locations where parking spaces are available will be introduced.

5.5.10 The Bath Transportation Package will deliver major benefits. The reduction of cars entering the city is estimated at 1.5 million a year, with a reduction of 5 million kilometres in car travel undertaken within the city each year. Public transport journeys will increase by 2.2 million per annum, with an annual emission savings of 1,500 tonnes of CO². Park and Ride parking spaces will increase by 125%, and 321 accidents are predicted to be avoided over the next 60 years, including 3 fatalities and 35 serious casualties.

5.5.11 The programme for implementation of the Bath Transportation Package requires Department for Transport funding, and is currently on hold pending the Government's spending review. The Government will aim to provide a firm indication on the way forward later in 2010 once the spending review is complete, and Bath and North East Somerset Council remains committed to the proposal.

5.5.12 There are proposals for electrification of the main Bristol – London rail line passing through Bath, which are likely to be progressed during the life of this plan. This would bring benefits of decreased journey times and a cleaner energy source, but it may bring pressures on the appearance of some of the architecturally important infrastructure and will require careful management possibly including a live rail solution rather than overhead wires through the World Heritage Site.

Pedestrians and Cycling

5.5.13 The best way to explore and appreciate the Site, and the many details which make it so special, is on foot. Walking should be a safe and enjoyable experience, but the intrusion of traffic often spoils this.

5.5.14 Cycling in Bath, despite the steep hills, is a viable transport alternative. National Cycle Route 4 passes through the city, and makes use of the river corridor, along with the Bristol and Bath Railway Path and Kennet and Avon Canal Route. These east-west routes are to be supplemented by a southern route using disused railway tunnels. The 'Two Tunnels' project is part of a national initiative by the charity Sustrans, supported by B&NES Council. The new walking and cycling route will use the Combe Down tunnel, the longest unventilated tunnel in the UK at 1 mile, 69 yards long, and the 447 yards long Devonshire Tunnel. This flat route will open up a recreational and commuter route between Bath and settlements to the south.

Access for All

5.5.15 Bath is not an ideal city for those with differing mobility requirements. Steep hills, sensitive historic buildings and street environments, busy through-routes and traffic throughout the city can impede the ability of people to explore widely.

5.5.16 The provision of adequate facilities can conflict with the need to protect the appearance of historic buildings and sensitive streetscapes. A balance must be achieved between meeting the needs for physical access and protecting the values of the Site.

5.5.17 This has been successfully achieved at the Roman Baths where improvements to physical access in recent years include the installation of two new lifts and a ramp providing access to roughly 60% of the site below ground level, including the Great Bath.

The ground floor is now fully accessible. New hand rails have been installed throughout large parts of the site. These have been designed for use by people with reduced mobility, as well as children. A power operated door has been installed for better wheelchair access with improved lighting wheelchair friendly circulation. A British Sign Language tour of the Roman Baths, for use on personal mobile devices, has also been introduced, and a loop system for the hard of hearing was installed when the main shop was refurbished.

5.5.18 One of the aims of this plan is to 'improve physical access and interpretation, encouraging all people to enjoy and understand the Site' (see 1.2.3). The historic environment is often constructed of steps, uneven surfaces and muted colours. Enabling access for less mobile people in such an environment can often be challenging.

Travel Planning and Awareness

5.5.19 Bath has worked with the three other World Heritage Sites in the region - Cornwall and West Devon Mining Landscape, the Jurassic Coast, Stonehenge and Avebury - and with South West Tourism to promote more sustainable transport. The partnership has created a website (www.worldheritagesouthwest.org.uk) to help residents and tourists to visit all Sites using more sustainable transport. The website features an interactive Google map showing train, bus and cycle routes, itineraries, walks, information about 'green' accommodation and nearby attractions, and there is potential to expand upon this work.

Physical Access Objectives

5.5.20 Physical Access issues are addressed primarily through objectives 19, 20, 21, 22, 23, 24, 25 and 26.

Objective 19: Ensure that all traffic, transport and pedestrian management schemes enhance the values of the Site

Objective 20: Work to reduce volumes of vehicular traffic and associated pollution through and around the Site, and develop alternative schemes in consultation with all stakeholders (local, regional and visiting)

Objective 21: Work with coach and tour bus operators to reduce negative impacts on the Site, surroundings and local community, and to enhance the experience for users

Objective 22: Work with public transport providers to improve services, both within and around the Site, and to increase the use of public transport

Objective 23: Ensure that new developments minimise the impacts of additional traffic and transport requirements, and provide appropriate services and measures to protect and enhance the Site's values and accessibility

Objective 24: Work to develop a more integrated, sustainable transport network in and around the Site, and provide efficient, affordable access without detracting from the Site's values or setting

Objective 25: Work to increase the safety, accessibility and enjoyment of the Site for pedestrians and cyclists, and give them priority over motorised traffic

Objective 26: Work to provide appropriate, high quality access for all mobility needs, without compromising the Site's values

5.6 Visitor Management Issues and Objectives

Visitor Management Issues

Issue 48: There is an opportunity to enhance the quality of environments at entrance points to the Site, and provide better information

Issue 49: There is an opportunity to disperse visitors around the site beyond current concentrations in the central area

Issue 50: There is a need to manage the heavy impact which all forms of visitor traffic, including coaches, has upon the Site

Issue 51: There is a need to manage the impacts on the Site of the number, type, and length of stay of visitors

Issue 52: There is a lack of consensus on the marketing value of WH status

5.6.1 This section is concerned with the relationships between tourism management, the need to protect and conserve the Site and the needs of Bath's resident and business communities. The main themes are:

- Welcome and Facilities
- Dispersal & Travel
- Impact
- Marketing

5.6.2 Tourism is a major contributor to the economy of the South West Region of England, with a total of 118.7 million trips worth £9.3 billion in 2007. The area of Bath and North East Somerset (B&NES) had a total of 4.4 million trips worth £349 million. The area has 7,834 jobs related to tourism, which is about 8% of total employment. The City of Bath is the main focus for tourism in the B&NES area.¹⁷

Welcome and Facilities

5.6.3 There are excellent visitor facilities and attractions for certain elements of the Site. However, there is a need to make other less well-understood elements more accessible.

5.6.4 When providing visitor facilities and attractions, it is important to regard local communities as potential visitors to the World Heritage Site. Museums, attractions, tours,

¹⁷ The State of the South West 2010, South West Observatory; Value of Tourism Report, 2007, South West Tourism; Economic Impact Survey 2007, South West Tourism; Visit Bath <http://visitbath.co.uk/site/media/information-sheets/statistics-and-facts-on-bath>

exhibitions and other visitor facilities are not solely of interest to people who travel to Bath from other parts of the country or world.

5.6.5 However, local communities also have requirements, such as local needs shopping (rather than souvenirs or gifts), short stay or on-street parking, affordable properties and appropriate access. There is a need to balance the provision of visitor facilities with those supporting local cultural or economic activities.

5.6.6 The current road signs to the City (and Site) are over-loaded with information and would benefit from renewal. The opportunity should be taken here to welcome visitors to the Site, and help fulfil interpretation actions. This opportunity should also be realised at public transport arrival points, and major walking and cycling routes.

Dispersal & Travel

5.6.7 Tourism is heavily concentrated in the city centre, and consists mainly of day or overnight visits to a few major attractions and the central retail area. Visitor reception and information is provided in the city centre by a Tourist Information Centre, but information at entry points and other key places is limited. The Civitas funding has also allowed new interpretation signage to be designed and trialled (See para 5.5.6).

5.6.8 In 2010 a new self-guided City Trail was published which explains why Bath is a World Heritage Site. Copies are distributed free to visitors via hotels etc. This World Heritage Walking Trail was produced and funded by the World Heritage Enhancement Fund. It is the latest in a range of city trails, but the first to be based on Outstanding Universal Values. This is a relatively low cost option to increase interpretation, promote walking above vehicle travel, and has the potential for expansion to take visitors to less well visited parts of the site, connecting with other initiatives such as the Combe Down Heritage Group trail covering the stone mine community of Combe Down. The National Trust 'Sky-line Walk' has also proved very popular, as has the Jane Austen downloadable audio tour, which has had nearly 40,000 downloads since being introduced in 2007.

5.6.9 Projects instigated by the Enhancement Fund include initiatives such as the repair of historic milestones. Such projects achieve the dispersal of the benefit of World heritage beyond the historic core.

Impact

5.6.10 Tourism provides access to the Site for a wide domestic and international audience. It is generally beneficial and provides support to the local economy which in turn provides funds for conservation.

5.6.11 Tourism can have detrimental impacts. The greatest pressures in Bath are felt through traffic. Coach parking, especially for specific events such as the Christmas Market, needs to be carefully managed. Coach day trip tours bring visitors for a stay of only several hours which cause congestion without bringing the wider economic benefit of an overnight stay. There is a need for greater long stay tourism.

Marketing

5.6.12 Generally, Bath's World Heritage Site status has low visibility on visitor literature, signs around the city and at certain visitor attractions, and it is still possible for visitors to be unaware of WH status. Works are underway to address this, such as the erection of a

second sign in Abbey Churchyard in 2010. Further works are needed, including works to entrance signs on both road and rail approaches. The official tourism web site for Bath (www.visitbath.co.uk) has been revised in 2010 to include a section on World Heritage and associated education initiatives.

5.6.13 In South West England, the four World Heritage Sites (Bath, Stonehenge/Avebury, Dorset and East Devon Coast, Cornwall and West Devon Mining Landscape) have worked together to pilot a joint marketing project. Starting with a general awareness raising leaflet, the project progressed into the creation of an interactive web based application using Google maps which enables the user to explore the sites and discover ways of reaching them via sustainable transport - train, bus, boat (where applicable), bike and walk. (www.worldheritagesouthwest.org.uk) By its very nature, the website is raising awareness of the sites but at the same time, it is reinforcing important sustainability messages and encouraging people to think differently about how they travel. A project to investigate if this initiative could be rolled out across all UK World heritage Sites is currently being developed.

Visitor Management Objectives

5.6.14 Visitor Management Objectives are addressed primarily through objectives 27, 28, 29, 30, 31 and 32.

Objective 27: Work to provide appropriate, high quality and welcoming environments and information for visitors at the main entry points to the Site

Objective 28: Work to encourage visitors to explore the wider Site, both intellectually and physically, and extend the necessary infrastructure and visitor management safeguards to currently under-visited areas

Objective 29: Work to encourage visitors to use more sustainable forms of transport when travelling to and in the Site

Objective 30: Ensure that opportunities to incorporate the use of the World Heritage Site status and logo in promotion and marketing are maximised

Objective 31: Work to encourage long-stay visitors, and increase the contribution all visitors make to the Site in relation to the demands they make on its resources

Objective 32: Ensure that visitor facilities and information are high quality, and reflect the status of the Site

6 IMPLEMENTATION AND ACTION PLAN

6.1 Introduction

6.1.1 This section of the Management Plan sets out the recommended mechanisms and resources required for achievement of the objectives shown in the previous chapter, plus actions made in response to the UNESCO/ICOMOS mission. There is a direct flow through the plan from issues to objectives and to actions. This programme lists actions against objectives in order to demonstrate this progression.

6.2 Implementation

Responsibilities and Administration

6.2.1 The management and governance of World Heritage in Bath is set out in section 3. Implementation of actions in this programme will involve the full range of partners formerly involved in Site management, plus others whom it is not possible to identify individually. Overall responsibility for the Plan lies with the Steering Group, although in practice the Council carries out most of the actions, and in formally adopting the Plan has acknowledged responsibility for this.

Funding and Resources

6.2.2 It is impossible to quantify the exact extent of staff and financial resources concerned with the protection and presentation of the Site. There are several reasons for this, predominantly (as repeated throughout this Plan) that the Site is large and complex, covering an entire City of 89,000 people and in multiple ownerships (see section 3.3). Also it is not possible to separate out those actions necessary to protect and promote the City as a World Heritage Site from those which would be required in any other historic city.

6.2.3 There are some areas which can be identified. The majority of expense falls upon the Council, and this is demonstrated by the high proportion of actions in this chapter for which the council is responsible. No core funding specifically earmarked for World Heritage is received by the Council from government or other bodies.

6.2.4 Amongst the key cultural assets listed in Appendix 4 are the Roman Baths. This complex presents the sole visible remains of Roman Bath, and is therefore a key component of the Outstanding Universal Value. The Council's Heritage Services business unit, which manages the Roman Baths and Pump Room complex as well as the Council's other museums and historic public buildings, returns a net surplus to the Council of £3.3 million per annum. The Council is also responsible for the public realm, much of which is historic and contributes to the authenticity of the Site. The cost of maintenance can be far in excess of maintaining modern materials.

6.2.5 Other key cultural and natural assets are funded by charities, including Bath Preservation Trust and the National Trust.

6.2.6 The World Heritage Manager is a full-time post funded solely by the Council, together with a small operating budget. Whilst no other staff are directly employed under the heading of World Heritage, staff in Planning and Heritage Services regularly contribute

to the wider agenda, together with periodic contributions across the range of Council departments.

6.2.7 The Steering Group Chairman is paid an annual stipend (by the Council) although the current Chairman donates this money to the Enhancement Fund.

6.2.8 The Enhancement Fund is a small scale grant fund established in 2009. The main Contributors to the fund are the Council and Bath Preservation Trust. Other sources of funding are also being sought, and this Fund benefits from being able to target funding that the Council could not. In contributing to projects such as the repair of historic features in the Site, the fund would generally expect to attract contributions from other sources, thus generating further funding.

6.2.9 In terms of large scale projects which involve bidding for funds from national or international bodies, World Heritage has been influential in attracting funding. It is difficult to quantify, as it is often hard to ascertain how much influence World Heritage status had in successful bids, but the CIVITAS bid (€3.975 million of European Commission (EC) funding) is thought to have benefited, and the Combe Down Stone Mine Stabilisation Project (in excess of £150 million of English Partnerships funding) secured provision for heritage interpretation alongside the main funding.

6.2.10 A final important element of funding and resource is volunteer time. The World Heritage Volunteer initiative was established by the current Steering Group Chairman in 2009, and parties of around 25 volunteers have undertaken works to repair city centre street furniture, and provide stewarding at events. The Mayor's Guides, described in 5.4.8, guide 30,000 visitors a year and rely on over 50 highly trained voluntary staff. The charities named in 5.4.11 are also reliant on volunteer staff, with Bath Preservation Trust having around 120 volunteers with an estimated value of £70,000.

Monitoring

6.2.11 Monitoring is central to the implementation of the Plan and successful comprehensive management of the Site (see 3.4.5). The two branches of monitoring, namely those of the condition of the Site and the implementation of the Management Plan, are of equal importance.

6.2.12 Monitoring measures are written into the action plan alongside each action. This is essential to judge achievement, and also essential in order to progress actions. Without direct financial control over most of the actions, the principal method the Steering Group employs to ensure implementation is to monitor progress and draw attention to any inaction. The main mechanism for monitoring will be by collation of all information relating to monitoring indicators on an annual basis by the World Heritage Manager, and collation of this data into an annual report to the Steering Group. It is envisaged that this report will also form the basis of the annual newsletter.

6.3 Actions to Achieve the Objectives

6.3.1 Building on experience of the 2003 Plan, changes have been made to the programme of action designed to ensure a greater level of achievement. Extra columns have been inserted into the tables below to show where responsibility for the action lies,

and where the funding will come from. As explained in the section on monitoring above, this is essential information as the Steering Group works mainly through influence rather than financial control, and there is therefore a requirement to know where responsibility lies.

6.3.2 Actions may be implemented by a single partner or by multiple partners. The 2003 plan listed 'a suggestion of possible key organisations' against each action. Again, this Plan aims to be more specific as a choice of possible partners is a recipe for nobody taking the lead. There may however be more partners involved in implementation than is possible to identify at this stage.

6.3.3 Where possible, time scale has been given as accurately as can be foreseen. The 2003 Plan gave short, medium and long term labels to actions, but in attempting to tighten up delivery this ambiguity has been reduced. Some actions, by their nature, will be on-going.

6.3.4 Funding is also as specific as possible. The Action Plan clearly distinguishes between those actions which are funded and those for which funding must be found. Inclusion of unfunded items is warranted, an example being improvement of the city archives in Bath Record Office. Although funding is not in place, the objective of improvement remains valid and the action is to attempt to secure this. Actions such as this were seen in the 2003 plan as being a promise of delivery, but the plan must strike a balance between being visionary and deliverable, and inclusion of an issue cannot constitute a promise of delivery.

6.3.5 The programme is intended to be as comprehensive as possible but is not definitive as it is expected that new projects will arise and existing ones will be revised according to changes in circumstances. The actions are numbered sequentially and are not prioritised by order. It is envisaged that the Action Plan can be updated within the life of the plan without need to re-write.

6.3.6 Public consultation on the draft of this plan resulted in a large number of comments. The Steering Group developed main themes from these responses in order to focus on key priority areas. The six key priorities (together with a seventh 'other' category) are listed below. The six priorities closely match recommendations from the 2008 UNESCO Mission Report. In order to effectively direct limited resources to the topics of highest need, the Action Plan has been organised around these priority themes.

Priorities:

- 1 WH Funding and Management
- 2 Transport
- 3 Buffer Zone/Setting
- 4 Planning Policy
- 5 Public Realm
- 6 Interpretation
- 7 Other/ Cross – Cutting actions

6.3.7 Most of the headings are self explanatory, but funding and management and planning policy require brief explanation. Funding and management refers to the way that WH is administered in Bath, and in particular the ability to ensure that WH is at the heart

of decision making in the City. Different models of governance exist across UK WH sites and improvements to the current Bath system are worthy of investigation. Planning policy provides the framework within which development in the site is managed. Some of the UNESCO Mission Report issues concerning new development can be addressed through planning policy, and the production of clear guidance such as tall buildings guidance or the WHS Setting Study.

Abbreviations used in the Action Plan:

B&NES	Bath and North East Somerset Council
EH	English Heritage
OUV	Outstanding Universal Value
PRMP	Public Realm and Movement Programme
SPD	Supplementary Planning Document
WHS	World Heritage Site

Key to prioritisation

Bold	Priority Funded Actions
Normal	Normal Funded Actions
<i>Italic Bold</i>	Priority Unfunded Actions
<i>Italic Normal</i>	Normal Unfunded Actions

Managing Change Actions

Objectives	Actions	Responsibility for delivery	Resources	Timescale	Monitoring Indicator
1 Ensure that management & administrative arrangements are appropriate for the effective implementation of the Plan, encourage community involvement, enable partnership working & secure the required funding	1a Review the WHS Management arrangements with a view toward potentially moving to a new model placing OUV at the centre of decision making & unlocking new sources of funding	B&NES Council, Steering Group	Further funding may be required	2011-2012	Review undertaken
	1b Continue to hold regular Steering Group meetings	WHS Manager/ Steering Group Chairperson	Allocated budget	Bi-annual as a minimum	Regular meetings held

Priority: Funding and Management	1c Develop an annual work programme for WH	WHS Manager	Existing allocated budget	Annually	Programme developed & implemented, results reported to Steering Grp
	1d Produce an annual WHS report/ newsletter	WHS Manager	Existing allocated budget/possible sponsorship	Annually from 2011	Newsletter produced
	1e Continue to identify funding sources to include contributions from visitor attractions &/or local tax	All Steering Group members	No budget likely to be required	On-going	Results reported annually to Steering Group
	1f Maintain links with appropriate local, national & international bodies which support WH management & funding	All Steering Group members	WH Manager has a limited budget for memberships	On-going	Evidence reported annually to Steering Group
2 Ensure that risk management plans for the protection of the Site, including the fabric & relevant archives, are undertaken & periodically updated, & resulting actions identified & undertaken Priority: Funding and Management	2a <i>Undertake & engage partners in a review of the risks facing the site, & evaluate how these are being addressed</i>	WHS Manager/ all relevant partners	No budget allocated	2011/12	Review reported to Steering Group & published
	2b Progress, adopt & implement the emerging Flood Risk Management Strategy	Environment Agency, B&NES	Allocated budget for strategy production – further funding required for implementation	Adoption 2010 – actions on-going	Strategy completed & adopted. Actions undertaken. Incidents of Flooding monitored.

<p>3 Ensure that research & information about the Site is produced, collected, archived & analysed, & made available to partners in ways that assist implementation of the Plan</p> <p>Priority: Interpretation</p>	<p>3a Support proposals for better facilities for the Council's archives</p>	<p>B&NES Culture, Leisure & Tourism</p>	<p>No budget allocated</p>	<p>On-going</p>	<p>Evidence that opportunities are being sought.</p>
	<p>3b Complete & publish the revised list of Listed Buildings for Bath</p>	<p>EH, B&NES Historic Environment Team</p>	<p>EH/B&NES (notifications to owners, etc) – may need extra budget</p>	<p>2010/2011</p>	<p>New list published</p>
	<p>3c Maintain publicly accessible Historic Environment Record (HER) library and archive</p>	<p>B&NES planning</p>	<p>Greater public access only possible following appointment of HER Officer</p>	<p>Late 2010 or early 2011</p>	<p>Comprehensive HER maintained & available</p>
	<p>3d Establish a WHS Research Group with a remit to identify existing research & research opportunities</p>	<p>Bath Spa Uni/ Bath Uni</p>	<p>Universities & partners, plus opportunity for funding bids</p>	<p>2010 onwards</p>	<p>Research Grp meetings held, papers published, results fed back to Steering Grp.</p>
<p>4 Ensure periodic monitoring of the condition of the site</p> <p>Priority: Funding and Management</p>	<p>4a Identify suitable processes & partners to develop processes to assess the condition of the OUV</p>	<p>WH Manager/ partners</p>	<p>Existing allocated budgets</p>	<p>2011-12</p>	<p>Partners, processes & criteria established</p>
	<p>4b Establish & implement annual monitoring system</p>	<p>WH Manager/ partners</p>	<p>Existing allocated budgets</p>	<p>2012 onwards</p>	<p>Monitoring in place, reported to Steering Grp</p>

<p>5 Ensure that the Site & its setting are taken into account by all relevant planning, regulatory & policy documents (statutory & non-statutory) & by any future changes to the planning system</p> <p>Priority: Planning Policy</p>	5a Include WH policies & references in the emerging Core Strategy	B&NES Planning Policy Team	Existing allocated budgets	Public Consult. Dec 2010	Adopted Core Strategy which protects the OUV of the WHS
	5b Complete Building Heights Study & take this forward as a SPD	Consultants/ B&NES Major Projects, B&NES Planning Policy Team	£40k committed for completion of study. No budget currently identified for progression to SPD	Dependent upon resources. Not currently in the Local Development Scheme	Production of Study, adoption as SPD
	5c <i>Produce a summary of the WHS Management Plan & adopt this as a SPD</i>	WH Manager/ B&NES Planning Policy Team	Further funding may be required	Not currently on Local Development Scheme programme - target 2011-12	Production & adoption of SPD
	5d Provide general support to Planning Development Management on the use of WH policies	WH Manager/ B&NES Environment Team	Existing budgets	On-going	Record of support given reported to Steering Group
	5e Provide training as required to elected members & officers on WH issues	WH Manager/partners/ specialists as required	Existing allocated budgets	On-going	Record of training undertaken reported to Steering Group
	5f Review the Bath Conservation Area boundary & produce character appraisals	B&NES Planning Service	No resource identified	Dependent upon resources	Reviewed conservation area

	<i>5g Produce a local list SPD as encouraged by Planning Policy Statement 5</i>	B&NES Planning Service	No budget currently identified	Dependent upon budget	Production & adoption of a local list
6 Ensure that the Site is taken into account in all relevant decisions taken by the Local Authority & other management partners Priority: Funding & Management	6a Review all major plans & strategies affecting the WHS & ensure account has been taken of potential impacts on OUV	WH Manager/ partners	No budget required	On-going	All plans & strategies affecting the site take account of impacts on OUV
	6b <i>Ensure web sites & links are appropriate & in place</i>	All Steering Group partners	<i>Budgets may be required for web site changes</i>	Periodic review of sites	All web sites linked & up to date
7 Ensure that architecture, which enhances the values of the site, is encouraged Priority: Funding & Management	7a Explore development of training for planners, elected members etc. on architecture	B&NES Planning Service	Existing training budgets	Periodic	Training undertaken Results reported to Steering Group
	7b Encourage preservation societies to clearly state their policy on contemporary architecture	Bath Preservation Trust	No budget required	Late 2010	Trust to launch its own design principles for new architecture
8 Ensure that adaptation to address climate change is made & promoted, with any harm to the heritage asset	8a Undertake partnership work to seek consensus & guidance	Bath Preservation Trust with Centre for Sustainable Energy, B&NES and other partners as required	DCLG grant obtained under Empowerment Fund	2010-11	Detailed guidance produced, route to SPD adoption identified

balanced against the public benefit					
Priority: Planning Policy					

Conservation Actions

Objectives	Actions	Delivery Partners	Resources	Timescale	Monitoring Indicator
9. Ensure that owners & users of historic properties/sites within, or impacting upon, the WHS & its setting, are aware of requirements for care & maintenance, & have access to appropriate guidance, advice & craft skills	9a <i>Produce a list of guidance required (including information for building owners), prioritise this & include production in the annual WH work programme</i>	B&NES Planning Service/Bath Preservation Trust	No resource required for initial identification – <i>resource will be required for production of guidance</i>	2011 (<i>depend. On resources</i>)	Work programme of required guidance
Priority: Planning Policy	9b Continue to offer a range of lectures & other learning opportunities for owners related to OUVs	B&NES, BPT, Universities	Existing resources	On-going	Programme of educational opportunities
10 Encourage the use of, & where appropriate prepare, programmes for planned maintenance,	10a <i>Embed maintenance requirements into procurement of all capital works</i>	B&NES Highways, Developers, Planning Dept. (Section 106 agreements)	Ensure funding is in place when development occurs	2010-2015	Records of Financial & other arrangements from individual schemes.

management &/or conservation					
Priority: Other/ Cross – Cutting					
11 Ensure that damaged & disused structures within the Site are monitored, repaired, maintained &, where appropriate, re-used	11a <i>Continue to monitor & address listed Buildings at Risk (& other assets carrying OUV), & act accordingly</i>	B&NES Planning Services, with possible outside assistance	Dependent upon adequate resources to undertake this above statutory duties. Within the framework of existing resources	On-going as the need arises	Up to date Buildings at Risk register maintained Number of buildings on the list Evidence of active management of neglected structures
Priority: Other/ Cross – Cutting	11b <i>Act quickly to remove Council owned properties from the Buildings at Risk register</i>	B&NES Property Services	B&NES Property budgets – extra resource may be required	On-going	Evidence of active management of Council owned Buildings at Risk Number of Council owned properties at risk
	11c Instigate a Streetscape at Risk Register to identify non-building elements of the historic environment under threat	World Heritage Manager/Bath Preservation Trust	Existing budgets/ volunteer assistance PRMP	2011	Register produced Assets identified within Bath Pattern Book & enhance. delivered within each spatial project

	11d Continue to progress enhancement & conservation works through the WHS Enhancement Fund /seek new funding	WH Enhancement Fund	Continued funding from existing & new partners/contributors is required	On-going	Annual report of completed projects
12 Ensure that landscape & natural elements of the Site & its setting, including heritage sites & their associated remains, are protected, acknowledged, understood & managed alongside the Site Priority: Buffer Zone/Setting	12a Bring forward the information paper Bath WHS Setting Study (Oct 2009) as a SPD, & ensure SPD identifies key views	B&NES Planning Service	Further funding required	Dependent upon resource availability	Study adopted as a SPD
	12b Continue to monitor the effectiveness of existing setting protection & consider the necessity of applying a formal buffer zone	B&NES Planning Service	Within existing budgets	On-going	Monitoring undertaken, evidence base gathered & reported to Steering Group
	12c Include protection of the hot springs within the emerging Core Strategy	B&NES Planning Service	Within existing budgets	2010-11	Policy protection included in adopted Core Strategy
	12d <i>Produce a Trees & Woodlands Strategy for the WHS</i>	B&NES Parks/ Planning Service/ other partners	No budget identified	No current timetable	Strategy produced & adopted by B&NES

	12e <i>Continue to progress possible transfer of Beechen cliff from the Council to the National Trust</i>	National Trust/ B&NES	Budget for preliminary investigation identified, no B&NES budget for transfer of land	Target 2011	Investigation completed Ownership & management transferred to the National Trust.
13 Ensure that awareness & understanding of the archaeological remains are increased, & improve the range & accessibility of the associated artefacts & information Priority: Interpretation	13a <i>Publication of 'Bath Urban Archaeological Assessment' research and planning tool</i>	B&NES Planning/EH	To be identified	2011	Publication and official launch of document
	13b <i>Revision of Archaeology in Bath SPG as new Supp. Planning Document</i>	B&NES Planning	Only possible if Archaeological Officer's time is freed up by appointment of HER Officer	2011/12	Publication and official launch of document
	13c <i>Revision of B&NES Archaeology web pages to reflect changes in national guidance (PPS5) for the management of archaeology</i>	B&NES Planning	Only possible if Archaeological Officer's time is freed up by appointment of HER Officer	2011/12	Launch of new B&NES Archaeology web pages
14 Ensure that the public realm is seen as, & understood to be, a significant, historic &	14a PRMP to provide pattern book for landscape features in public realm to manage asset &	B&NES Major Projects	Budget in place as part of PRMP - £680k to deliver all public realm preparatory projects	2010-2011	Compliance with pattern book. Environmental improvement

cultural element of the Site & that alterations are of a high standard to take this into account Priority: Public Realm	inform material choices for all future improvement work				
	14b Produce a street lighting strategy for the WHS as part of PRMP pattern book	B&NES Highways/ PRMP	PRMP budgets - £680k for preparatory works	2010-2015	Production & adoption of a strategy/ programme
	14c PRMP adopted & programme of works identified to achieve incremental improvement	B&NES Major Projects	Initial PRMP funding in place. Street improvement projects for Union/Stall St, Bath Street funded to £1.6m	2010-2015	Development & execution of projects

Interpretation, Education & Research Actions

Objectives	Actions	Responsibility for Delivery	Resources	Timescale	Monitoring Indicator
15 Ensure that the current provision of interpretation is established, & provide high quality, accessible facilities & materials that present a comprehensive view of the Site's values & management issues Priority: Interpretation	15a Complete Interpretation Strategy for the WHS	B&NES Heritage Services/ WH Manager	None identified	2011-12	Interpretation strategy in place
	15b <i>Continue to explore the feasibility of a City Museum/WHS Interpretation Centre</i>	All partners	None identified	On-going	Evidence of discussions, project proposals
	15c <i>Investigate development of an improved WHS website</i>	Steering Group	None identified	2011 – dependent upon resource	Web site in place

<p>16 Ensure that the Site is used widely & effectively as a resource for learning in all sectors & phases of education & training</p> <p>Priority: Interpretation</p>	16a <i>Continue to use UNESCO WH day as an opportunity for learning & celebration</i>	Steering Group/ B&NES Heritage Services/ Bath Preservation Trust/ Museums	No permanent budget	Annually in April	Numbers attending/ positive publicity
	16b <i>Continue to promote the use of the WH Education pack in schools & refresh as necessary</i>	Bath Preservation Trust, B&NES Education	No budget	Periodically as required	Continued take up & use of the pack/ feedback from teachers
	16c <i>Continue to train 'visitor ambassadors' in WH matters</i>	World Heritage Manager, B&NES Heritage Services	No budget	Periodically as required	Consistent message rolled out to visitors – examples monitored.
	16d Implement City information system & heritage interpretation within the suite of PRMP outputs	B&NES Major Projects	Funded under PRMP programme: CIVITAS & Growth Point funding to £2m	2011	Information system in place User satisfaction/ feedback
	16e <i>Provide annual outreach event(s) to promote the HER and archaeology in the district</i>	B&NES Planning and Heritage Services	Only possible following appointment of HER Officer	2011	Evidence that event has been held and number of attendees

Physical Access Actions

Objectives	Actions	Responsibility for Delivery	Resources	Timescale	Monitoring Indicator
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17 Ensure that all traffic, transport & pedestrian management schemes enhance the values of the Site Priority: Transport	17a Bring forward a Comprehensive Traffic Management Plan for the Site	B&NES Transport	None identified	unknown	Production of the plan
	17b CIVITAS package includes Cycle hire scheme, City Car Club, Wayfinding scheme, Freight Management Distribution	B&NES Transport	CIVITAS funding	2011-2015	Vehicle traffic volumes Usage of cycle hire and car club
18 Work to reduce volumes of vehicular traffic through the Site including coaches, & develop alternative modes of transport in consultation with all stakeholders (local, regional & visiting) Priority: Transport	18a Implement establishment up of a freight trans-shipment depot outside Bath	B&NES Transport	Funding secured under CIVITAS programme	2011	Depot established. Monitor HGV numbers passing through site
	18b Progress the Closure of key streets and spaces to vehicular traffic	B&NES Transport, Bus operators	Investigative works are within existing PRMP resources via proposed programme for street scape improvements	2011-2015	Street closures implemented
	18c Support the City Car Club initiative	B&NES Transport	CIVITAS Funding	2010-2011	Provision of new hybrid vehicles. Monitoring of usage.

<p>19 Work with public transport providers to improve services, both within & around the Site, & to increase the use of public transport</p> <p>Priority: Transport</p>	<p>19a Continue to implement the Greater Bristol Bus Network provisions, including A367 route & A4 scheme</p>	<p>B&NES Transport</p> <p>First Bus Group</p>	<p>Joint funding by Dept. of Transport, First Group, Local authorities (x 4), developers. Total package £69.8m</p>	<p>2010 onwards</p>	<p>Bus patronage Figures. User satisfaction survey. Bus reliability & punctuality. Percentage of population within 45 minutes journey time of Bath centre.</p>
	<p>19b Implement Bath Transport Package provisions of Park & Ride expansions, Bus Rapid Transit construction, city centre improvements, showcase bus route upgrade & active traffic management measures</p>	<p>B&NES Transportation</p>	<p>Govt. funding currently on hold pending spending assessment</p>	<p>Subject to Government spending assessment Autumn 2010</p>	<p>Implementation of measures.</p> <p>Traffic flow figures.</p> <p>User satisfaction surveys.</p> <p>Park & Ride usage.</p>
<p>20 Work to increase the safety, accessibility & enjoyment of the Site for pedestrians & cyclists, & give them priority over motorised traffic</p> <p>Priority: Transport</p>	<p>20a. Implement 'Two Tunnels' project</p>	<p>Sustrans, B&NES, Heritage Lottery Fund</p>	<p>£1.9m</p>	<p>Due to open at the end of 2011</p>	<p>Route open for use. User numbers</p>
	<p>20b Implement Bath Rapid Transport route with cycle path provision</p>	<p>B&NES Transport</p>	<p>Part of the £53m Bath Transport Package</p>	<p>Depend. Upon outcome of Dept. for Transport funding bid process</p>	<p>Route open for use. User numbers</p>

21 Work to provide high quality access for all those with mobility needs, without compromising the Site's values Priority: Other/ Cross – Cutting	21a Continue to identify & implement opportunities to make the historic environment more accessible	B&NES Highways, Building Control, Accessibility Groups	Generic action - Budgets to be identified on a individual project basis	On-going	Individual projects to be reported back to Steering Group in annual report
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Visitor Management Actions

Objectives	Actions	Responsibility for Delivery	Resources	Timescale	Monitoring Indicator
22 Work to provide appropriate, high quality & welcoming environments & information for visitors at the main entry points to the Site Priority: Public Realm	22a <i>Instigate replacement & upgrade of the roadside City entrance signs</i>	B&NES Highways, Major Projects Steering Group.	None identified – PRMP budgets to be investigated	Target 2011	Signs replaced
	22b <i>Seek to provide WHS welcome signs in Bath Spa Railway Station, & other locations as appropriate</i>	Bath Tourism Plus, Rail Operator	Resources required for potential signage & any fee. No identified budget.	2010 – 11	Signage incorporated at the station
23 Work to encourage visitors to explore the wider Site, both intellectually & physically, & extend the necessary infrastructure & visitor	23a <i>Continue the WH City Trail, evaluate success & repeat or extend as appropriate</i>	WH Enhancement Fund	£1,000 Re-print of 6,000 in 2010. Further resources will be required for future re-prints	On-going	Uptake of leaflet. Feedback on leaflet.

management safeguards to currently under-visited areas Priority: Interpretation	23b Participate in Year of the Museum which will include a World Heritage Trail	Bath tourism Plus/Bath Preservation Trust	Budget under discussion	2010-11	Podcast trail downloadable
24 Work to encourage visitors to use more sustainable forms of transport when travelling to & in the Site Priority: Transport	24a Progress joint SW WH sites marketing scheme	WH Manager. Stonehenge, Avebury, Dorset & East Devon Coast , Cornwall & West Devon Mining Landscape WH Sites	Total project cost approx £42,000. B&NES contribution £500 (subject to budget process) Funding provisionally identified	2011 – pre Cultural Olympiad	Enhanced web-site with wider coverage Web site hits
	24b Introduce trial hybrid fuel low carbon park & ride buses	First Group, B&NES Transport	Funding secured under the CIVITAS project	Late 2010	Trial bus operating in bath
	24c Introduce new map base & wayfinding system	B&NES Major Projects	PRMP budgets	2011-2012	New system in place
25 Ensure that visitor facilities & information are high quality, & reflect the status of the Site Priority: Other/ Cross – Cutting	25a Promote co-ordination between visitor attractions through the Visitor Attraction Forum	Bath Tourism Plus, Independent Museums & attractions	Budgets to be identified on a individual project basis	On-going	Review actions on an annual basis in report to the Steering Group
	25b Encourage opportunities to use WHS status & logo in promotion, marketing &	All partners	Should not require further budgets	On-going	Record actions on an annual basis & report to Steering Group

	civic signage within UNESCO guidelines				
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