



Part One

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

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Introduction

The Stonehenge, Avebury and Associated Sites World Heritage Site was inscribed in 1986. Located in the county of Wiltshire, it is in two parts, some 40km apart, focused respectively on the great stone circles of Stonehenge and Avebury.

The Stonehenge, Avebury and Associated Sites World Heritage Site is internationally important for its complexes of outstanding prehistoric monuments. Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world, while Avebury is the largest. Together with interrelated monuments, and their associated landscapes, they demonstrate Neolithic and Bronze Age ceremonial and mortuary practices resulting from around 2,000 years of continuous use and monument building between c 3,700 and 1,600 BC. As such they represent a unique embodiment of our collective heritage.

The Stonehenge part of the World Heritage Site (WHS) covers c 2,600 hectares around Stonehenge itself, and comprises one of the richest concentrations of early prehistoric monuments in the world. Avebury covers a similar area focused on the great Henge and Stone Circles and includes Silbury Hill, the largest prehistoric man-made mound in Europe. Other key monuments include Windmill Hill and the West Kennet Long Barrow.

Stonehenge and Avebury are both popular tourist destinations with around 1,250,000 visitors a year at Stonehenge and approximately 300,000 at Avebury but the WHS is also a place where people live and work and much of it is farmed. Managing the various interests and concerns to protect and enhance the World Heritage Site and maintain its significance or Outstanding Universal Value (OUV) is a complex and challenging task.

This Management Plan sets the overarching strategy for achieving the correct balance between conservation, access, the interests of the local community and the sustainable use of the Site, whether for recreation and tourism, or for agriculture. The primary aim of the strategy is to protect the Site to sustain its OUV as agreed by UNESCO, provide access and interpretation for local people and visitors, and allow its continued sustainable economic use. The Aims, Policies and Actions table in Part Four sets out how partners will work together to achieve this aim.

The Vision for the Stonehenge and Avebury World Heritage Site

The Stonehenge and Avebury World Heritage Site is universally important for its unique and dense concentration of outstanding prehistoric monuments and sites which together form a landscape without parallel. We will work together to care for and safeguard this special area and provide a tranquil, rural and ecologically diverse setting for it and its archaeology. This will allow present and future generations to explore and enjoy the monuments and their landscape setting more fully. We will also ensure that the special qualities of the World Heritage Site are presented, interpreted and enhanced where appropriate, so that visitors, the local community and the whole world can better understand and value the extraordinary achievements of the prehistoric people who left us this rich legacy. We will realise the cultural, scientific and educational potential of the World Heritage Site as well as its social and economic benefits for the community.



Avebury Stone Circle

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Priorities for 2015–2021

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

The ongoing and overarching priority of the Management Plan is to encourage the sustainable management of the WHS, balancing its needs with those of the farming community, nature conservation, access, landowners and the local community.



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Traffic on the A303

The priorities of the 2015–2021 Management Plan are to:

1. Protect buried archaeology from ploughing and enhance the setting of sites and monuments by maintaining and extending permanent wildlife-rich grassland and managing woodland and scrub
2. Protect monuments from damage by burrowing animals
3. Reduce the dominance and negative impact of roads and traffic and ensure any improvements to the A303 support this
4. Improve the interpretation and enhance the visitor experience of the wider landscape
5. Ensure any development is consistent with the protection and, where appropriate, enhancement of the monuments and their settings and the wider WHS landscape and its setting
6. Spread the economic benefits related to the WHS to the community and wider county
7. Encourage local community engagement with the WHS
8. Encourage sustainable archaeological research and education to improve and communicate the understanding of the WHS.



© Steve Marshall

Frosty sunrise at Silbury Hill

I.0 FUNCTION OF THE WORLD HERITAGE SITE MANAGEMENT PLAN

I.1 The need for the Plan

I.1.1 World Heritage Sites are recognised as places of Outstanding Universal Value under the terms of the 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). By signing the Convention, the United Kingdom Government has undertaken to identify, protect, conserve, present and transmit such Sites to future generations (UNESCO 1972, Article 4). It is for each government to decide how to fulfil these commitments. In England, this is done through the statutory spatial planning system, designation of specific assets and the development of WHS Management Plans.

I.1.2 *UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention (2013)* say:

108. Each nominated property should have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means.

109. The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations.

I.1.3 Since 1994 it has been UK Government policy that all UK World Heritage Sites should have Management Plans.

I.1.4 In April 2014 *Further Guidance on World Heritage Sites* was issued by the Department for Communities and Local Government.¹ It states that:

Management plans need to be developed in a participatory way, fully involving all interested parties and in particular those responsible for managing, owning or administering the Site. Each plan should be attuned to the particular characteristics and needs of the site and incorporate sustainable development principles.

Given their importance in helping to sustain and enhance the significance of the World Heritage Site, relevant policies in management plans need to be taken into account by local planning authorities in developing their strategy for the historic or natural environment

(as appropriate) and in determining relevant planning applications.

I.1.5 The Stonehenge and Avebury WHS is part of a dynamic landscape which has been evolving over the last ten thousand years. The nature of the landscape, multiple ownership, the involvement of several agencies and organisations, and competing land uses create complex challenges for the management of the Site. The Management Plan must, therefore, take a holistic and strategic approach to provide a framework for management.

I.1.6 All effective conservation is concerned with the appropriate management of change. Conserving the Site is fundamental but some change is inevitable if it is to respond to the needs of present-day society. Effective management of a WHS is therefore concerned with identification and promotion of change that will respect and enhance the Site and maintain its OUV, with the avoidance, modification or mitigation of changes that might damage this. It is also necessary to develop policies for the sustainable use of the Site for the benefit of the local community and wider communities and the economy.

I.1.7 It is essential that all change is carefully planned and that competing uses are reconciled without compromising the overriding commitment to protect the Site and maintain its OUV. WHS Management Plans are intended to resolve such potential conflicts and to achieve the appropriate balance between conservation, access and interpretation, the interests of the local community, and the sustainable economic use of the Site. They must also be capable of being implemented within the means available to achieve this.

I.1.8 The first Management Plan was produced for Avebury in 1998.² The Stonehenge Management Plan was produced soon after this in 2000.³ Updated plans were produced for Avebury in 2005⁴ and Stonehenge in 2009.⁵ The 2015 Plan is the first joint Stonehenge and Avebury WHS Management Plan.

I.1.9 Much has been achieved to fulfil the objectives of the 2005 and 2009 Plans (see Section 3.0 below). However, some objectives have proved more challenging. The review process has provided the opportunity to revisit these objectives, reassess their continuing relevance and identify new approaches to achieving them. Regular review of WHS Management Plans is recommended as

best practice and a review of this Plan is scheduled for 2021.

1.2 The status of the Plan

1.2.1 Within the UK, WHS Management Plans are recommended in Government planning guidance and are a material consideration in planning decisions. Management Plans provide an advisory policy framework for guiding and influencing planned or potential management initiatives at a variety of scales and for different purposes. They depend for their effectiveness on consensus among the key stakeholders involved in the WHS and willingness on their part to work in partnership towards the achievement of the agreed objectives in these Plans. Once endorsed by the Department for Culture, Media and Sport, Management Plans are referred to UNESCO.

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

1.3 The purpose of the Plan

1.3.1 The main purpose of the Management Plan is to sustain the Outstanding Universal Value (OUV) of the WHS by ensuring the effective protection, conservation and presentation of the WHS and its transmission to future generations. The OUV, as well as the wider significance and value of the WHS, is discussed further in Section 2. It is, however, the OUV of the Site which makes it important in global terms for all humanity, and which is therefore the main focus of and reason for the Plan. To sustain the OUV, it is necessary to protect and manage all the attributes of OUV which contribute towards it. Additionally, there are a number of other aspects and values of the Site (such as ecological value) which need to be managed and/or enhanced. 'Conservation' in the context of this Plan includes not only ensuring the physical survival of the archaeological sites and monuments and/or the improvement of their condition, but also enhancing their landscape setting, increasing biodiversity and improving the interpretation and understanding of the WHS as a 'landscape without parallel'⁶. Continued research into all aspects of the WHS will be fundamental

to increasing our understanding, informing appropriate future management and enhancing its interpretation.

1.3.2 To achieve the primary aim of protecting the WHS through the maintenance of its OUV, this Plan provides an integrated approach to its management. The needs of various WHS partners and stakeholders with varying sets of values are recognised and built into a proposed holistic response. Aims and policies for achieving an appropriate balance are set out in Part Three of the Management Plan.

1.4 The structure of the Plan

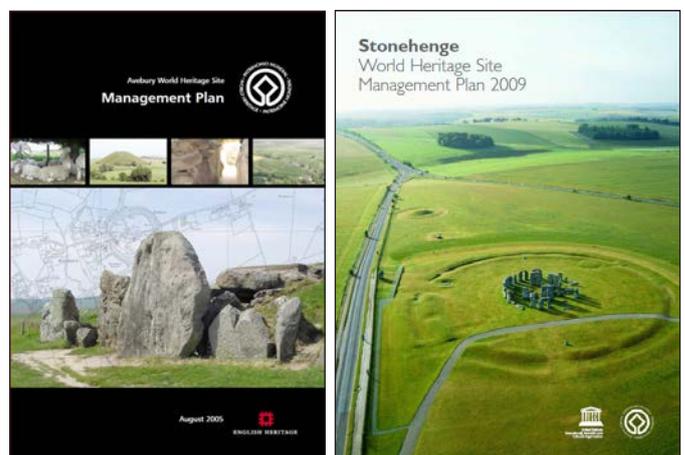
1.4.1 The structure of the Plan comprises:

- A description of the WHS, and the Statement of OUV, a description of other values; an assessment of the 2005 and 2009 Plans; the current planning and policy context; and the current management context (Part One)
- The identification of the main issues affecting the WHS and relevant opportunities and a discussion of the agreed response and actions (Part Two)
- The aims (long term), and policies (short to medium term) (Part Three)
- The approach to implementation of the aims, policies and actions and agreed actions to address the management issues (Part Four).

1.4.2 Supporting information is provided at the end of the Plan as appendices, maps and glossary.

1.5 The process of developing the Plan – combining the two Plans

1.5.1 In 2011 the Avebury WHS Steering Committee agreed to the revision of the Avebury 2005 Plan. A review of



Avebury WHS Management Plan 2005, Stonehenge WHS Management Plan 2009

the 2005 Plan was carried out from May 2012 and was completed in December 2012. The Committee signed off the resulting issues and objectives in April 2013. The review consisted of a wider stakeholder workshop followed by professional focus groups to look at the detail of the Plan, a web-based consultation and drop-in sessions held by the Avebury WHS Officer in Avebury and Marlborough. A project board was set up by the Steering Committee to oversee the review and production of the Management Plan. This was made up of a representative selection of key partners in the WHS together with community representatives.

1.5.2 In 2012 a wider review of governance of the WHS, outlined in Section 5.2 below, recommended closer working between Stonehenge and Avebury. In the spirit of this recommendation both the local Steering Committees agreed to the production of a joint management plan in April 2013.



© Brian Edwards

WHS Wider Stakeholder Workshop, Antrobus House, Amesbury May 2014

1.5.3 In September 2013 a review began of the 2009 *Stonehenge WHS Management Plan*. This followed a similar process to the Avebury review outlined above and was completed by December 2013.

1.5.4 The draft aims, policies and actions were approved by both the Avebury and Stonehenge WHS Committees in July 2014. Over the spring and summer the text for Parts One and Two were developed by the WHS Coordination Unit. The Unit is very grateful for the support and advice of the Project Board and other individuals whose expertise, knowledge and experience has helped shape the aims, policies, actions and the text of the Plan.

1.5.5 In the autumn of 2014 a draft Management Plan was circulated to key partners, the Steering Committees

as well as the Project Board to ensure accuracy and to gain agreement prior to public consultation.

1.5.6 It was agreed that the Plan would be issued for full public consultation according to the guidelines set out in Wiltshire Council's *Statement of Community Involvement*.⁷ This helps to provide further weight to the Management Plan which is recognised as a material consideration in determining planning applications.

1.5.7 The 12-week public consultation began on 8 December 2014 and closed on 1 March 2015. The Plan was revised in the light of the responses and then agreed by the two Steering Committees for submission to the Department for Culture, Media and Sport in April 2015. Once endorsed by the Secretary of State, the Plan was forwarded to UNESCO for consideration by its World Heritage Committee. Details of the extensive consultation process and outcomes can be found at Appendix E.

1.5.8 The Plan blends the aspirations, expertise and knowledge of the Avebury and Stonehenge WHS Steering Committees, comprising a wide range of partners and professionals with the considerable body of existing management information prepared for the WHS over the last 30 years. A full list of documents consulted in the preparation of the Plan is included in the Bibliography.

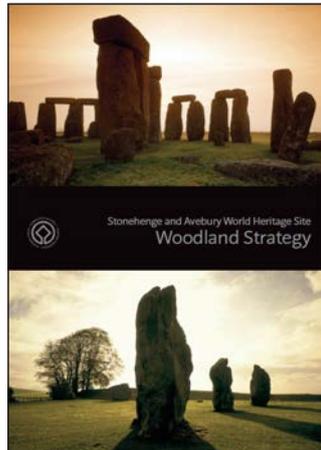
1.5.9 The Plan reflects the single Statement of OUV as well as the very similar challenges faced by both Stonehenge and Avebury. It also recognises and addresses their different characteristics and specific management requirements where appropriate. The joint Plan is in part a synthesis and update of the Avebury 2005 and the Stonehenge 2009 Management Plans and largely follows the format of the latter. The first joint Plan provides a comprehensive framework for management and a single reference document for managers, residents, students and individuals.

1.6 Data sources

1.6.1 The revision of the Management Plan has drawn on the data collected for all preceding Management Plans: the Avebury 1998 and 2005 and the Stonehenge 2000 and 2009 Plans. It has also drawn on the large amount of data collected since 2009. This includes data in the Historic Environment Record (HER) maintained by Wiltshire Council and an historic Stonehenge and Avebury Geographical Information System (GIS) held by Historic England. The GIS incorporates licensed

data which is kept up to date by other bodies. The ownership maps within this Plan (Maps 6 and 17) for example ultimately derive from data held by the Land Registry. There is work to be done to ensure that this resource is comprehensive, up to date and maintained. In principle, the Historic Environment Record (HER) held by Wiltshire Council should be the repository for all data related to the WHS. Further work is required to understand the extent of the resource and ensure that data held by Historic England is transferred to the HER. This issue is discussed in Section 12.0 (Research).

1.6.2 The Plan has also drawn on other key documents which have been published since 2009 including the *Stonehenge and Avebury WHS Condition Survey 2012*, the *Stonehenge and Avebury WHS Woodland Strategy 2015*, the *Avebury WHS Transport Strategy 2015* and the *Stonehenge and Avebury Research Framework 2015*. Archaeological surveys and reports outlined in Section 3.5 (Changes in Knowledge) have also provided valuable data.



Stonehenge and Avebury WHS Woodland Strategy

1.7 Equal opportunities statement

The World Heritage Site Management Plan has a duty under the Equality Act 2010 to:

1. ensure that in its actions and policies these have a due regard to the need to eliminate discrimination, harassment, victimisation and other conduct that is prohibited under this Act;
2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
3. foster good relationships between persons who share a relevant protected characteristic and persons who do not share it.

The Management Principles set out in Section 15.2 enshrine the way that the WHS Management Plan will work to foster good relationships between partners and the local community. In addition, all partners have a responsibility to comply with the Equality Act as it applies to their own organisation.

2.0 DESCRIPTION AND SIGNIFICANCE OF THE WORLD HERITAGE SITE

2.1 Location and boundary of the World Heritage Site

Location

Country: England, within the United Kingdom

County: Wiltshire

Parishes: Stonehenge: Durrington, Shrewton, Amesbury, Winterbourne Stoke and Wilsford cum Lake

Avebury: Avebury, Berwick Bassett and Winterbourne Monkton, Fyfield and West Overton

Name of World Heritage Site: Stonehenge, Avebury and Associated Sites (C373)

Date of Inscription on to World Heritage List: 1986, on the nomination of the UK Government

The WHS and its boundaries

See Map 1 – Stonehenge and Avebury WHS location map

2.1.1 The Stonehenge and Avebury WHS is a serial WHS made up of two landscape areas separated by c 40km. Stonehenge is in the south of Wiltshire and Avebury is in the north of the county. Each chalkland landscape covers approximately 2,600 hectares or 26 square kilometres.



© Historic England

Location of Stonehenge and Avebury WHS

See Map 2 – The Stonehenge WHS

2.1.2 The exact boundaries in both parts of the WHS follow modern or topographical features with little significance in archaeological or visual terms. They were drawn up prior to nomination in 1986 without the benefit of a detailed study which would be carried out under present day nomination requirements. The WHS boundary at Stonehenge is drawn to the north along the road known as The Packway, between Rollestone Camp and the A345 roundabout; to the east, largely along the west bank of the River Avon and along Countess Road; and to the south along field boundaries

past Rox Hill to the A360 road. The western boundary is formed by the A360 and B3086 roads.

2.1.3 The boundary of the WHS encompasses c 2,600 hectares of land containing a high density of both buried and visible ‘upstanding’ archaeological sites and monuments. In addition to Stonehenge itself, the boundary includes important ridge-top barrow groups (for example the Cursus Barrows, Normanton Down Barrows, New King and Old King Barrows, Lake Barrows and Winterbourne Stoke Barrows); Woodhenge and the henge enclosure of Durrington Walls; and the Stonehenge Avenue and Cursus earthworks. Much of the area surrounding the WHS is also of archaeological importance. A forthcoming review will consider whether a boundary extension would be appropriate to include directly related sites and monuments. The boundaries of the WHS also include the National Trust’s 827 hectare property, managed to protect a landscape rich with interrelated monuments.

See *Map 13 – The Avebury WHS*

2.1.4 The WHS boundary at Avebury relies less on roads and rivers than at Stonehenge. The original boundary appears to have been drawn up to reflect the routes of byways and field, parish and district boundaries and, to the west, the edge of a map sheet. To the north it is drawn along existing field boundaries and to the north-west it follows the previous district council boundary between Kennet and North Wiltshire. The western boundary was drawn around the base of Knoll Down in order to include the arc of land running from West Kennet Long Barrow to Windmill Hill. The eastern boundary followed field boundaries. The original southern boundary for some of its length followed the lines of the River Kennet, a byway and field boundaries.

2.1.5 In 2008 UNESCO approved a minor boundary extension enclosing an additional 304 hectares⁹ at Avebury. This rationalised the boundary in archaeological and management terms. Previously bisected Beckhampton Penning, Hemp Knoll and Fox Covert barrow complexes in the west and south were fully included. The major monument of East Kennet Long Barrow and all of the West Kennet Palisade Enclosures is now within the boundary as is the whole of the large Scheduled Monument that coincides approximately with the Fyfield Down National Nature Reserve (NNR) which was previously bisected by it.

2.1.6 As at Stonehenge, the Avebury boundary encompasses c 2,600 hectares of land containing a high density of both buried and visible ‘upstanding’ archaeological sites and monuments. In addition to the Avebury Henge and stone circles at its centre, the boundary includes important round barrow groups (for example the Overton Hill, Waden Hill and Folly Hill barrow cemeteries); Neolithic long barrows: West and East Kennet, Horslip, Beckhampton Road and South Street; the West Kennet and Beckhampton Avenues; Windmill Hill Causewayed Enclosure; the Sanctuary; Silbury Hill and the West Kennet Palisade Enclosures. The boundaries of the WHS include the National Trust’s property which makes up around a third of the WHS, around 647 hectares, and embraces many of its major monuments including the Avebury Henge and Windmill Hill.

2.1.7 Much of the area surrounding both parts of the WHS is of archaeological importance. The area between Stonehenge and Avebury contains very significant monuments such as the Neolithic henge at Marden which is almost equidistant between the two parts of the WHS.

2.2 Description of the World Heritage Site

Brief description

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

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



Peter Dunn © J050045 Historic England

Reconstruction drawing of the Stonehenge Landscape in c 1600 BC

The cultural heritage of the World Heritage Site

Monuments and landscape of the World Heritage Site

See Maps 3 and 14 – Archaeology and land use

2.2.1 Stonehenge occupies a unique position in our national heritage. Its archaeological importance is unquestionable. Together with other late Neolithic monuments such as the Avenue and Durrington Walls, it is of huge significance for our understanding of the Neolithic period. Avebury, although less well known to the public in general, is of equal archaeological importance. The scale of its monuments easily matches Stonehenge. The outer stone circle at Avebury is the largest in the world and Silbury Hill is the largest prehistoric mound in Europe.

2.2.2 The landscape that we see today in both parts of the WHS is the culmination of millennia of human activity, but the remains observed in these landscapes point to the vast scale of monumental construction and to the extensive exchange network that existed during the Neolithic and Bronze Age, indicating a highly developed

society. The WHS contains much more than the stone monuments alone. Stonehenge and the Avebury Stone Circles lie at the heart of very dense archaeological landscapes. These landscapes contain monument complexes comprising significant concentrations of long barrows and barrow cemeteries mainly of early Bronze Age date. They also include henges, earthworks such as the Stonehenge Cursus monuments and the Windmill Hill Causewayed Enclosure, and evidence of early settlements and field systems, as well as remains of later ages. The nature of the recorded archaeological evidence is varied and includes built, buried and surface remains occurring at different densities within the WHS. It is recognised that visibility of features does not always equate with importance. Some built monuments may be highly visible in the landscape, but other less well-preserved and/or buried sites may also be important for our understanding of the period.

2.2.3. Although the Avebury and Stonehenge WHS is not designated as a Cultural Landscape, it has been described as a cultural landscape for many years, as a means of recognising that individual monuments do not exist in isolation. According to the nomination document, the site comprises a number of named

and associated monuments which together form a 'landscape without parallel'.⁹ Since December 1992 the World Heritage Committee has recognised World Heritage Cultural Landscapes as a category of cultural site. This decision was made to help deal with the conceptual and practical difficulties with the assessment of rural sites which contain both cultural and natural values. The 2004 UNESCO publication *World Heritage Cultural Landscapes*¹⁰ does include this site as one of 70 nominated to the World Heritage List prior to 1992 which could be considered as a cultural landscape if it were to be re-nominated.

2.2.4 There are more than 700 known archaeological features (including find spots) recorded within the Stonehenge part of the WHS, and 175 Scheduled Monuments (many of them covering extensive areas and multiple sites) which are afforded statutory protection because of their national importance. These 175 Scheduled Monuments include approximately 415 individual archaeological items or features. At Avebury the number of features has increased since the boundary extension in 2008. There are now around 418 known archaeological sites (exclusive of find scatters). There are 74 Scheduled Monuments which include 200 individual sites or features. Given the density of known archaeology, there is considered to be great potential for new discoveries within the WHS, and the protection of the archaeology and the landscape is given a high priority in development control decisions within the WHS.

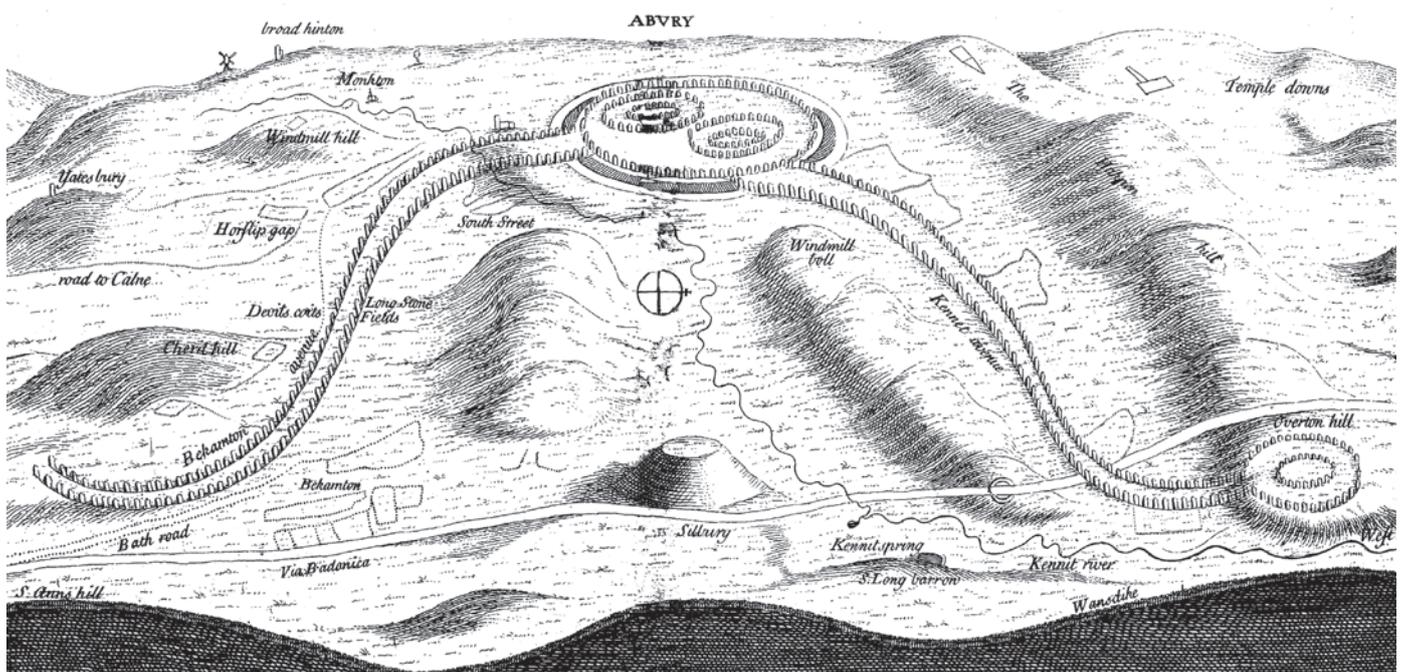
2.2.5 An appreciation of the key phases in the development of

the landscape, particularly in prehistory, is important for a full understanding of the reasons for the Outstanding Universal Value (OUV) of the WHS, the current landscape and its future management needs. A full archaeological description can be found in Appendix K.

Influence of Stonehenge and Avebury and their landscapes

2.2.6 Stonehenge in its landscape setting has long been considered to be impressive and important. Both Stonehenge and Avebury figure strongly in art, literature and the public consciousness and have elicited a range of interpretations and responses from antiquarians, artists and writers, and the media.

2.2.7 Literature and art provide an indication of how Stonehenge and Avebury have been perceived through time. Henry of Huntingdon (c 1088–c 1158) in his *Historia Anglorum* – 'Stanenges ... stones of wonderful size' – and Geoffrey of Monmouth (c 1100–c 1155) both questioned how the monument was constructed. Visitors appeared in larger numbers from the 17th century, after the survey by the architect Inigo Jones in or shortly after 1620. Antiquarians such as John Aubrey (1626–97), William Stukeley (1687–1765) and Sir Richard Colt-Hoare (1758–1838) continued the recognition of, and interest in, Stonehenge as a significant monument. Avebury too was the focus of much interest and speculation. John Aubrey 'found' the stone circle within the village in 1649 while hunting on the



Abury, a Temple of the British Druids (1743) William Stukeley



© With kind permission of Salisbury Museum

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

Marlborough Downs and recorded many details in his *Monumenta Britannica*. In 1663 he was commanded by Charles II to survey and describe the monument, which in Aubrey's words 'doth as much exceed in greatness the so renowned Stonehenge, as a cathedral doth a parish church'. In 1743 Stukeley published *Abury, a Temple of the British Druids* setting out his theories on the origin of the monument in a pre-Roman proto-Christian cult.

the 1830s it had become a favourite site for Romantic artists. Painters, including Turner, Constable and James Barry, were inspired by the 'romantic magnificence' of the monument in its landscape. Others were drawn by the stones themselves, such as the artist Henry Moore in the 20th century and the modernist painter Paul Nash who was inspired by both the Henge and West Kennet Avenue at Avebury.

2.2.8 Antiquarians also made detailed studies of aspects of the landscape, mapping out monuments such as the Cursus and the Avenue at Stonehenge and the complex of monuments at Avebury. Stukeley's innovative 'birds eye' views of the latter depicted the Avebury Henge and its avenues forming the shape of the 'divine serpent', which he associated with its origins. He recorded many details since lost to us, such as the stones at the Sanctuary. Images of those times reflect the developing architectural contribution made by Stonehenge. Inigo Jones' plans of the monument, for example, were a major influence on John Wood, who designed part of another WHS – the Circus in Bath – and talks given by Sir John Soane in the early 19th century led to a further revival of interest. By

2.2.9 A memorable scene from Thomas Hardy's novel *Tess of the d'Urbervilles* (1891) occurs within Stonehenge and evokes the strangeness and drama of the landscape. Vita Sackville West's novel *Grey Wethers* (1923), set in Avebury, draws on the layers of history and village life as well as the beauty of the downs. Examples of perceptions presented in more recent popular culture include the strangeness and threat of a village mingled with unknowable prehistory in the *Children of the Stones* produced in the mid-1970s and the mysterious and threatening Pandorica prison in the Under Henge that appeared in *Dr Who* (2010). Christopher Chippindale's *Stonehenge Complete* (2012) provides an interesting overview of changing perceptions of Stonehenge.

Summary of historic environment values

2.2.10 Although of particular natural beauty at Avebury within the North Wessex Downs AONB, the gentle and expansive rolling downland and small valleys characteristic of the WHS are similar to many other chalk landscapes in Southern England. However, the landscape of the WHS provides a remarkable amount of evidence of changing human activities and land use since the Palaeolithic period, although not all these archaeological remains are attributes of OUV. In particular, the unusually extensive survival of the densest and most varied complex of Neolithic and Bronze Age monuments in Britain is a visible part of the present day landscape. Many individual monuments are typical of their period while other types are extremely rare. Other less well-known, less visible or buried sites all contribute to our understanding of former people and the way in which they used the landscape. The potential for further research and knowledge to be gained from sites, including those yet to be discovered, is also considered to be great. As a whole, the combination of different types of site, the scale of monument construction and the concentration of both in a relatively small area is unparalleled. A more detailed description of archaeological remains within the boundary of the WHS is found at Appendix K.

The character of the WHS and its regional context

See Map 12 – Regional landscape characterisations

Regional landscape context

2.2.11 The regional Character Areas, defined on the National Character of England map and shown on Map 12, provide a useful context within which to consider the existing character of the WHS landscape. Stonehenge lies within Salisbury Plain at the heart of the extensive chalklands that give structure to the landscape of much of southern England. To the east, the North and South Downs extend through Surrey, Sussex and Kent to the channel coasts, enclosing the clays of the Low and High Weald. To the north and north-east, the Berkshire and Marlborough Downs and the Chilterns mark the northern edge of the Thames Basin Heaths, while to the south, the Dorset Downs and Cranborne Chase stretch to the coast below Dorchester. These great bands of chalk come together in Hampshire and Wiltshire, where a vast area of downland extends for some 80 kilometres. Avebury is situated on the western edge of the Marlborough Downs within the North Wessex Downs AONB.



West Kennet Long Barrow on smoothly rounded chalk ridgeline

© Steve Marshall



© Michael Goddard

River Kennet below Swallowhead Springs

Landscape character classification of the WHS and its environs

See Maps 9 and 20 – Landscape character

- 2.2.12** Though each of these areas of chalk has a distinctive regional character, they have a number of common features. These include the characteristic convex, smoothly rounded landforms, steep escarpments where the beds of chalk are exposed, dry valleys and larger river valleys which often provide a focus for modern settlement and communication routes. Historically, the high downland provided a dry and secure route for travellers, and many of the escarpments are crowned with ancient ridgeway tracks.
- 2.2.13** The landscape around the WHS exhibits many of the classic features associated with chalk. To the north of Stonehenge, many decades of military training activity have led to the survival of very extensive areas of unimproved downland where there is an absence of settlement. To the south, east and west lie chalk river valleys, characterised by a high density of historic villages and designed landscapes clustered along the sides of lush floodplains. At Avebury the WHS encompasses many of these latter characteristics related to the presence of the Winterbourne and Kennet Valley.
- 2.2.14** Landscape types have been identified within a broad study area around the WHS by the *Stonehenge WHS Landscape and Planning Study*¹¹ and at Avebury in the Landscape Assessment.¹² These are tracts of countryside with a unity of character due to broadly similar combinations of geology, landform and land cover, and a consistent and distinct pattern of constituent elements. Differences in landscape character reflect both physical and historical influences including drainage, land use and field patterns.
- 2.2.15** Within the study area at Stonehenge, nine landscape types have been identified¹³ reflecting two main principal physiographic variations in the structure of the landscape. Their broad distribution is shown on Map 9, which presents the landscape types in relation to the occurrence of recorded archaeology within the WHS and the surrounding area. They include:
- (A) Downland Landscapes
 - (A1) Dry River Valleys
 - (A2) Upper Stonehenge Dry Valley
 - (A3) Agricultural Downland
 - (A4) Downland Ridgelines
 - (A5) Unimproved Downland/Military Training Areas
 - (B) Avon Valley Landscapes
 - (B1) River Valley: Water Meadows and Floodplain
 - (B2) River Valley: Slopes
- 2.2.16** Within the study area at Avebury which included the WHS and its hinterland, nine landscape types have been identified.¹⁴ Their broad distribution is shown on Map 20, which presents the landscape types in relation to the occurrence of recorded archaeology within the WHS and the surrounding area. Short descriptions of these areas can be found in the *Avebury WHS Management Plan (1998)* Appendix A. They include:
- (A) Greensand Scarp and Lowlands
 - (B) Western Undulating Plateau
 - (C) The Winterbourne and Kennet Valley
 - (D) The Ridgeway and Ridgeway Slopes
 - (E) Marlborough, Fyfield and Overton Down
 - (F) Cherhill and Calstone Downs
 - (G) Bishops Canning Valley
 - (H) Southern Ridges and Valleys
 - (I) Vale of Pewsey
- 2.2.17** The landscape types are relatively coherent units in terms of the management issues that they raise. Landscape management guidelines for each type were

identified in the same study. These aim to conserve and enhance the area's landscape character, by maintaining the differences in land cover and vegetation which distinguish, for example, the river valley water meadows and floodplain landscape from the open downland. This broad guidance has been incorporated into the objectives of the WHS Management Plan.

Key characteristics of the landscape

2.2.18 Typically, much of the WHS is an open landscape in which the sky dominates. The undulating landform, with large fields bounded by fences and long distant views of plantations, clumps of trees, roads and upstanding archaeological features are the most distinctive characteristics of the downland plateau landscapes within the WHS. The general absence of hedgerows and buildings is also a notable feature.

2.2.19 In contrast to the expansive downland plateau areas, the enclosed and small-scale character of the Avon Valley is a significant variation in the character of the WHS. Here, just to the east of Stonehenge, the River Avon meanders through cattle-grazed water meadows, bordered by thick woodland which extends up the valley sides in places. Small riverside settlements with distinctive historic buildings follow the valley floor, complemented by the designed landscapes of old parkland. The sense of tranquillity and remoteness is enhanced by the visual containment of the wooded valley slopes. At Avebury the contrast is provided by the Winterbourne and Kennet Valley where villages of mainly detached houses with a wide variety of materials and styles are found. Large manor houses and manor farms are also present. The fields are smaller and there are areas of permanent pasture and remnant valley bottom flood meadows. Hedges and hedgerow trees are intermittent in this area in which the major prehistoric monuments such as Avebury and Silbury are prominent features. Fyfield and Overton Downs are unique within the WHS for their enclosed dry valleys and remarkable sarsen fields, most notably the train of 10,000 naturally occurring sarsens at Clatford Bottom.

Landform

See *Map 11 and 22 – Visual sensitivity*

2.2.20 The topography of the WHS landscape is rolling with a series of ridges and dry valleys. At Stonehenge the ridges include King Barrow Ridge, which extends southwards to Springbottom, the Cursus/Stonehenge Down, the Normanton Down ridgelines, the Winterbourne Stoke and Lesser Cursus ridgelines. At



Barn at Avebury incorporating local sarsen stone

© Brian Edwards

Avebury ridges and high points both within and outside the WHS are visually important providing long views to and from the monuments. They include Overton Hill and the Ridgeway, Avebury and Knoll Downs, Waden Hill, Windmill Hill, West Kennet and East Kennet Long Barrow ridgelines as well as Cherhill Down and the Wansdyke, the scarp at Monkton Down and parts of Winterbourne Monkton in the setting of the WHS. Windmill Hill in particular provides panoramic views across the whole WHS. Waden Hill provides views to the Henge and surrounding area whilst also subdividing the WHS into small enclosed visual compartments.

2.2.21 Prominent dry valleys, such as the one running northwards from Springbottom to Larkhill Plantation at Stonehenge are also distinctive features. Long, sinuous dry valleys are found at Fyfield Down in the Avebury part of the WHS. To the west of Stonehenge, the watershed between the Avon and the Till catchments marks the boundary of the Site. The valley of the River Avon along the eastern boundary at Stonehenge forms a marked transition to the downland east of the WHS. This same marked transition from downland is found in the Winterbourne and Kennet Valley at Avebury.

Modern features of the landscape

2.2.22 The current character of the WHS landscape is greatly influenced by relatively recent agricultural and forestry land-use practice. At Stonehenge much of the WHS landscape was divided into the current pattern of land holdings in the 20th century, and within these modern land parcels are many individual monuments and much surviving archaeology. Parts of today's landscape are characterised by the intensive military use of the WHS during the early 20th century, documented in a study by Wessex Archaeology in 1998.¹⁵ At Avebury the character of the WHS exemplifies the evolution of the landscape over time through the presence of its historic villages and rich built

heritage. Whether we refer to these as modern features depends on our timescale. They could however definitely be considered so in relation to the prehistoric landscape. Modern monuments such as the Lansdowne Monument at Cherhill, erected in 1845 and still a clearly visible landmark in the setting of the WHS, were designed to be prominent additions to the landscape. The WHS landscape has been subject to continuous change, with varying intensities or speed of change over different periods, and it will continue to change into the future. This will need to be carefully managed to protect the attributes of OUV.

2.2.23 Today several major intrusive elements are obvious within the rich archaeological landscape. Roads and traffic in particular dominate in a number of areas and are visibly and aurally intrusive. At Stonehenge, although considerable progress has been made by the closure of the A344, the A303 and the A360 run straight across the landscape. The traffic impacts negatively on the setting of multiple attributes of OUV including Stonehenge, the round barrow cemeteries on King Barrow Ridge and Winterbourne Stoke Barrows. In addition the A303 and the A345 sever the Stonehenge Avenue and the henge at Durrington Walls respectively in two. At Avebury the A361/4361 and A4 are major roads; the former bisects the henge monument. The A4 has a similar impact on the setting of Silbury Hill and the Sanctuary. It bisects the Overton Hill Barrow Cemetery and divides it from the Sanctuary and the two barrows to the south of the A4. The B4003 runs along and across the West Kennet Avenue detracting from its prominence as a key element leading out from the Henge.

2.2.24 To the north of Stonehenge, the large modern buildings of Larkhill Garrison dominate the rising slopes on the edge of Salisbury Plain while to the east, the buildings at Boscombe Down are prominent on the skyline. The recently constructed vast distribution centre at Solstice Park has a significant impact on views from many locations in the WHS including Stonehenge itself and Durrington Walls. At Avebury new large-scale grain stores are in some places becoming more prominent than the previous vernacular agricultural buildings. Developments to the north of the Henge along the A4361 detract from the dominance of the Henge in the landscape. In an open landscape with prominent ridgelines, fence lines, silos, masts and pylon lines are also potentially intrusive features, particularly where they appear on ridgelines, although these are largely screened by trees for much of the year.

Trees and woodlands in the landscape

2.2.25 The *WHS Woodland Strategy* (2015) provides comprehensive data on the trees, woodland and scrub at both Stonehenge and Avebury. The woodlands within

the Stonehenge part of the WHS are typically of two main types. Firstly, ridgeline clumps of mixed deciduous trees, including a high proportion of beech, were planted in the 18th and 19th centuries. Examples can be seen on King Barrow Ridge and Winterbourne Stoke Clump at Stonehenge and those planted on the Ridgeway barrows at Overton Hill, Avebury. Many of these developed originally from simpler coppices of hazel and ash. Many of the ridgeline clumps have suffered greatly from wind throw, particularly the New King Barrow Plantation and Winterbourne Stoke Clump in 1987 and 1990. Secondly, there are plantations of pine, mainly Scots and Corsican, most of which were planted at the end of the Second World War, such as the west and east Larkhill Plantations. The largest block of woodland at Stonehenge is Fargo Plantation which is a complex area of deciduous and coniferous species. This woodland, because of its size and location, is also a visually dominant feature and can be seen from most of the area as far east as the King Barrow Ridge although it has been considerably thinned as part of the Stonehenge Environmental Improvement Project. Several hundred trees were lost both in the Fargo Plantation and on MoD land following storms in the winter of 2013/14.

2.2.26 There are fewer woods in the Avebury part of the WHS. Many of them are plantations of relatively recent origin. Plantations of the older type include the beech plantation at Delling Copse on Fyfield Down, Beckhampton Plantation (ash, sycamore and beech) and Windmill Hill Plantation (ash/sycamore). At Avebury, tree planting related to villages and designed landscapes now forms significant features in the landscape. The large chestnut avenue running north from the Henge along the A4361 was removed due to disease in 2009. Lime saplings have since been planted to replace them. There is a formal planting of limes within the parkland north of Avebury Manor: a feature of landscape design. The trees on the banks of the Henge have now become a key feature particularly in the south-east quadrant where they bring their own conservation challenges. Wroughton Copse may date back to the 14th century and is an important feature on the relatively sparsely wooded Overton Down. Small copses planted as cover for shooting are beginning to appear in the landscape. One such area lies to the south-west of West Kennet Long Barrow.

Agricultural character

2.2.27 Changes in agricultural techniques and, in particular, the drive to increase agricultural production during the 20th century, have meant that large parts of the original downland have been ploughed up to allow more intensive agricultural production. As a result, much of the WHS, with the exception of the Salisbury Plain Training Area



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Beech clumps on Bronze Age barrows locally known as 'hedgehogs' beside the Ridgeway, Avebury

at Stonehenge, and Fyfield Down NNR and Silbury Hill at Avebury, is arable in character, with extensive fields occurring across a large proportion of the WHS. At Stonehenge the areas north of the A303 around Stonehenge itself and the Cursus Barrows and south of Durrington Walls have been converted from arable to pasture since the 1920s and large parts of the WHS south of the A303 have more recently been similarly converted with the aid of Defra grants. Grassland reversion has also taken place in the Avebury half of the WHS with marked gains throughout the landscape. These areas tend to be more dispersed than at Stonehenge and focus on areas of archaeological sensitivity. Although some large areas have been reverted on Waden Hill and in the Longstones Field for example, much remains arable in character. Across the WHS some small isolated fragments of chalk grassland have survived on the steeper slopes and on some protected archaeological sites.

2.3 Significance of the World Heritage Site: Statement of Outstanding Universal Value

The Outstanding Universal Value of the WHS

2.3.1 The UK Government is accountable according to the World Heritage Convention for the protection, conservation, presentation and transmission to future generations of its sites on the World Heritage List in order to sustain their Outstanding Universal Value (OUV). According to the UNESCO Operational Guidelines, OUV is 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity'. UNESCO's Operational Guidelines set out ten criteria for assessing whether or not a place has OUV.¹⁶



United Nations
Educational, Scientific and
Cultural Organization



• **Stonehenge, Avebury
and Associated Sites**
• inscribed on the World
Heritage List in 1986
•

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

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

The Statement of Outstanding Universal Value set out below at 2.3.7, is the basis for the future protection and management of the property.¹⁷

2.3.3 Past inscriptions, including that of Stonehenge and Avebury, did not include such statements. In many cases, the Committee's definition of why a site has OUV has to be deduced from the documentation (particularly the Advisory Body evaluation) submitted to the Committee at the time of inscription plus any comments made in their decision. Therefore, one of the Committee's follow-up actions to the Periodic Report on Europe, completed in 2005, was to ask each Government to prepare a short Statement of

Significance for each site inscribed before 1998. These Statements had to be based on the original Committee decision and documentation and did not allow for any changes from the Committee's views at the time of inscription. They did not cover integrity and authenticity since these were not formally assessed in the early decades of the Convention and there was therefore no evidence in Committee documentation of these aspects of the WHS. These shortened statements were known as Statements of Significance.

Statement of Significance

- 2.3.4** The World Heritage Committee agreed a Statement of Significance for the Stonehenge, Avebury and Associated Sites World Heritage Site at its meeting in July 2008 (Appendix G).¹⁸ This Statement was proposed by the UK Government following its agreement by the Avebury and Stonehenge WHS Steering Committees. The Statement of Significance now forms the first part of the Statement of Outstanding Universal Value set out below.
- 2.3.5** As well as endorsing the Statement of Significance, the Stonehenge and Avebury WHS Steering Committees also agreed the following text, in January 2008, which accompanied the Statement of Significance. The other values of the WHS are further discussed below at 2.4–2.8.

Other values

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

These are set out in the two Management Plans for Stonehenge and Avebury. They include: the archaeological and historical significance of other periods from the Mesolithic onwards, continually augmented by new discoveries, social value and local needs, educational resource, ecological value, tourism, agriculture and other economic activities. The movable artefacts from the World Heritage Site are important in developing our understanding of this prehistoric culture. Many of them are held at the nearby Wiltshire Heritage Museum in Devizes, the Salisbury and South Wiltshire Museum, Salisbury¹⁹ and the Alexander Keiller Museum at Avebury itself. At Avebury, it is important to take into consideration the needs of the local community living within and adjacent to the Henge, which creates particular issues.

Statement of Outstanding Universal Value

- 2.3.6** In 2007 the World Heritage Committee recognised the 'pivotal importance of Statements of Outstanding Universal Value (Statements of OUV) in all World Heritage processes' and urged States Parties to prepare retrospective Statements of OUV for all WHSs inscribed prior to 2007.²⁰ The Stonehenge and Avebury WHS Coordinators and the Steering Committees began work to expand the Statement of Significance into a Statement of OUV by preparing Statements of Integrity, Authenticity and Protection and Management Requirements. These were prepared in the spirit of the original nomination documents and took account of any relevant developments and changes in the management context since 1986.
- 2.3.7** Following agreement by both Steering Committees and a period of public consultation the Statement of OUV was submitted to the Department for Culture Media and Sport (DCMS) in 2010. The draft Statement of OUV was submitted to UNESCO's World Heritage Centre in Paris in February 2011 and it was adopted at the 37th Session of the World Heritage Committee in Phnom Penh, Cambodia at the end of June 2013.²¹ The Statement of OUV should now form the focus of all protection and management decisions. The term 'World Heritage property' which appears in the Statement below is an alternative term for World Heritage Site.

Statement of Outstanding Universal Value

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

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

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

Unesco criteria for inscription on The World Heritage List

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

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

Avebury prehistoric stone circle is the largest in the world. The encircling henge consists of a huge bank and ditch 1.3km in circumference, within which 180 local, unshaped standing stones formed the large outer

and two smaller inner circles. Leading from two of its four entrances, the West Kennet and Beckhampton Avenues of parallel standing stones still connect it with other monuments in the landscape. Another outstanding monument, Silbury Hill, is the largest prehistoric mound in Europe. Built around 2400 BC, it stands 39.5m high and comprises half a million tonnes of chalk. The purpose of this imposing, skilfully engineered monument remains obscure.

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

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

Unesco criteria for inscription on The World Heritage List cont.

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

Today, the property has spiritual associations for some.

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

Integrity

The boundaries of the property capture the attributes that together convey Outstanding Universal Value at Stonehenge and Avebury. They contain the major Neolithic and Bronze Age monuments that exemplify the creative genius and technological skills for which the property is inscribed. The Avebury and Stonehenge landscapes are extensive, both being around 25 square kilometres, and capture the relationship between the monuments as well as their landscape setting.

At Avebury the boundary was extended in 2008 to include East Kennet Long Barrow and Fyfield Down with its extensive Bronze Age field system and naturally occurring Sarsen Stones. At Stonehenge the boundary will be reviewed to consider the possible inclusion of related, significant monuments nearby such as Robin Hood's Ball, a Neolithic causewayed enclosure.

The setting of some key monuments extends beyond the boundary. Provision of buffer zones or planning guidance based on a comprehensive Setting Study should be considered to protect the setting of both individual monuments and the overall setting of the property.

The survival of the Neolithic and Bronze Age monuments at both Stonehenge and Avebury is exceptional and

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

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

remarkable given their age – they were built and used between around 3700 and 1600 BC. Stone and earth monuments retain their original design and materials. The timber structures have disappeared but postholes indicate their location. Monuments have been regularly maintained and repaired as necessary.

The presence of busy main roads going through the World Heritage property impacts adversely on its integrity. The roads sever the relationship between Stonehenge and its surrounding monuments, notably the A344 which separates the Stone Circle from the Avenue. At Avebury, roads cut through some key monuments including the Henge and the West Kennet Avenue. The A4 separates the Sanctuary from its barrow group at Overton Hill.

Roads and vehicles also cause damage to the fabric of some monuments while traffic noise and visual intrusion have a negative impact on their settings. The incremental impact of highway-related clutter needs to be carefully managed.

Development pressures are present and require careful management. Impacts from existing intrusive development should be mitigated where possible.

Authenticity

Interventions have been limited mainly to excavations and the re-erection of some fallen or buried stones to their known positions in the early and mid-twentieth century in order to improve understanding. Ploughing, burrowing animals and early excavation have resulted in some losses but what remains is remarkable in its completeness and concentration. The materials and substance of the archaeology supported by the archaeological archives continue to provide an authentic testimony to prehistoric technological and creative achievement.

This survival and the huge potential of buried archaeology make the property an extremely important resource for archaeological research, which continues to uncover new evidence and expand our understanding of prehistory. Present day research has enormously improved our understanding of the property.

The known principal monuments largely remain in situ and many are still dominant features in the rural

landscape. Their form and design are well-preserved and visitors are easily able to appreciate their location, setting and interrelationships which in combination represent landscapes without parallel.

At Stonehenge several monuments have retained their alignment on the Solstice sunrise and sunset, including the Stone Circle, the Avenue, Woodhenge, and the Durrington Walls Southern Circle and its Avenue.

Although the original ceremonial use of the monuments is not known, they retain spiritual significance for some people, and many still gather at both stone circles to celebrate the Solstice and other observations. Stonehenge is known and valued by many more as the most famous prehistoric monument in the world.

There is a need to strengthen understanding of the overall relationship between remains, both buried and standing, at Stonehenge and at Avebury.

Protection and Management Requirements

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

Government guidance on protecting the Historic Environment and World Heritage is set out in National Planning Policy Framework and Circular 07/09. Policies to protect, promote, conserve and enhance World Heritage properties, their settings and buffer zones are also found in statutory planning documents. The protection of the property and its setting from inappropriate development could be further strengthened through the adoption of a specific Supplementary Planning Document.

At a local level, the property is protected by the legal designation of all its principal monuments. There is a specific policy in the Local Development Framework to protect the Outstanding Universal Value of the property from inappropriate development, along with adequate

references in relevant strategies and plans at all levels. The Wiltshire Core Strategy includes a specific World Heritage Property policy. This policy states that additional planning guidance will be produced to ensure its effective implementation and thereby the protection of the World Heritage property from inappropriate development. The policy also recognises the need to produce a setting study to enable this. Once the review of the Stonehenge boundary is completed, work on the setting study shall begin. The Local Planning Authority is responsible for continued protection through policy development and its effective implementation in deciding planning applications with the management plans for Stonehenge and Avebury as a key material consideration. These plans also take into account the range of other values relevant to the site in addition to Outstanding Universal Value. Avebury lies within the North Wessex Downs Area of Outstanding Natural Beauty, a national statutory designation to ensure the conservation and enhancement of the natural beauty of the landscape.

About a third of the property at both Stonehenge and Avebury is owned and managed by conservation bodies: English Heritage, a non-departmental government body, and the National Trust and the Royal Society for the Protection of Birds which are both charities.

Agri-environment schemes, an example of partnership working between private landowners and Natural England (a non-departmental government body), are very important for protecting and enhancing the setting of prehistoric monuments through measures such as grass restoration and scrub control. Much of the property can be accessed through public rights of way as well as permissive paths and open access provided by some agri-environment schemes. Managed open access is provided at Solstice. There are a significant number of private households within the property and local residents therefore have an important role in its stewardship.

The property has effective management plans, coordinators and steering groups at both Stonehenge and Avebury. There is a need for an overall integrated management system for the property which will be addressed by the establishment of a coordinating Stonehenge and Avebury Partnership Panel whilst retaining the Stonehenge and Avebury steering groups to enable specific local issues to be addressed and to maintain the meaningful engagement of the community. A single property management plan will replace the two separate management plans.

An overall visitor management and interpretation strategy, together with a landscape strategy needs to be put in place to optimise access to and understanding of the property. This should include improved interpretation for visitors and the local community both on site and in local museums, holding collections excavated from the property as well as through publications and the web. These objectives are being addressed at Stonehenge through the development of a visitor centre and the Interpretation, Learning and Participation Strategy. The updated Management Plan will include a similar strategy for Avebury. Visitor management and sustainable tourism challenges and opportunities are addressed by specific objectives in both the Stonehenge and Avebury Management Plans.

Criteria

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

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

An understanding of the overall relationship between buried and standing remains continues to be developed through research projects such as the 'Between the Monuments' project and extensive geophysical surveys. Research Frameworks have been published for the Site and are regularly reviewed. These encourage further relevant research. The Woodland Strategy, an example of a landscape level management project, once complete, can be built on to include other elements of landscape scale planning.

It is important to maintain and enhance the improvements to monuments achieved through grass restoration and to avoid erosion of earthen monuments and buried archaeology through visitor pressure and burrowing animals.

At the time of inscription the State Party agreed to remove the A344 road to reunite Stonehenge and its Avenue and improve the setting of the Stone Circle. Work to deliver the closure of the A344 will be complete in 2013.²² The project also includes a new Stonehenge visitor centre. This will provide world class visitor facilities including interpretation of the wider World Heritage property landscape and the removal of modern clutter from the setting of the Stone Circle. Although substantial progress is being made, the impact of roads and traffic remains a major challenge in both parts of the World Heritage property. The A303 continues to have a negative impact on the setting of Stonehenge, the integrity of the property and visitor access to some parts of the wider landscape. A long-term solution remains to be found. At Avebury, a World Heritage Site Traffic Strategy will be developed to establish guidance and identify a holistic set of actions to address the negative impacts that the dominance of roads, traffic and related clutter has on integrity, the condition and setting of monuments and the ease and confidence with which visitors and the local community are able to explore the wider property.

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

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



The Stonehenge Avenue (c 2,300 BC), a processional route partly aligned on the midsummer sunrise – mid winter sunset solstitial axis. Image prior to stopping up of A344

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Woodhenge (c 2,300 BC), a timber circle set within a small earthwork henge, also aligned on the solstice axis at Stonehenge © K040326 Historic England



Durrington Walls (c 2,500) one of the largest henges in Europe some 500m in diameter © NMR_4482_16 Historic England

The Cursus (c 3,500 BC) a huge earthwork enclosure, 2.7km long © N000001 Crown Copyright Historic England



The Lesser Cursus

© nmr_1959_19 Historic England



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

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

© N930001 Historic England



The Normanton Down Barrow Cemetery, one of the finest in Britain, which includes the Bush Barrow with its famous grave goods now on display at the Wiltshire Museum. This area is now under grass



© DSC00818 Lucy Evershed





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The West Kennet Avenue (c 2,600–1,800 BC), appears to connect the Henge to the Sanctuary over 2km away to the south-east



The Longstones known locally as 'Adam' and 'Eve' are the last standing stones of the Longstones Cove (left) and the Beckhampton Avenue (right) (2,600–1,800 BC)

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Silbury Hill (c 2,425–2,300 BC) is the largest prehistoric mound in Europe. This skilfully engineered monument stands at 39.5m high and comprises half a million tonnes of chalk



The Avebury Henge and Stone Circles (c 2,600–1,800 BC), the huge bank and ditch 1.3km in circumference encircles the largest prehistoric stone circle in the world © K040333 Historic England



© K040340 Historic England

The Sanctuary (2,500–2,000 BC) is a late Neolithic monument of concentric stone and timber circles today set out with concrete markers. It is connected to Avebury by the West Kennet Avenue



The West Kennet Long Barrow constructed around 3,650 BC, an early Neolithic long barrow just over 100m long with 5 sarsen burial chambers at the eastern end © K040320 Historic England

The Overton Hill Barrow Cemetery is a good example of the many round barrows built between 2,200–1,500 BC. It is situated on a prominent ridgeline and in relationship to the Sanctuary © sleepy myf



The Attributes of Outstanding Universal Value for the Stonehenge and Avebury WHS

2.3.8 The Statement of OUV above sets out a summary of the World Heritage Committee's reasons why the Site has OUV. From this Statement, a number of attributes expressing the OUV have been identified. It is helpful to set these out in more detail to assist in the management of the Site. Attributes of OUV must now be defined to assist in the protection of all WHSs. It should be remembered however that the attributes are not themselves individually of OUV but that together they express the OUV of the Site.

2.3.9 The attributes set out below were originally prepared for the Stonehenge Management Plan 2009 but they apply across both parts of the WHS. They are derived from the single Statement of OUV and therefore ultimately from the original nomination documentation and the ICOMOS evaluation dating to 1985/6. The Avebury Archaeological and Historical Research Group (AAHRG) discussed the attributes in September 2010 and provided examples of components for the relevant attributes in Avebury.

2.3.10 It should be noted that the components of each attribute listed below are only examples and by no means represents an exhaustive list. In addition, the very high potential for future discoveries in the WHS means that any list of components could not be considered final. Further components will emerge as our understanding advances and deepens through research and the development of management tools such as the WHS Setting Study and Landscape Strategy.

Description of the Attributes of Outstanding Universal Value

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

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



President Obama on visit to Stonehenge following NATO Wales Summit 2014

The Attributes of Outstanding Universal Value of the Stonehenge and Avebury World Heritage Site

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

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

2.3.14 At Avebury the masterpieces of human creative genius include the largest prehistoric stone circle in the world. The encircling Henge consists of a huge bank and ditch 1.3km in circumference, within which 180 local, unshaped sarsen standing stones formed the large outer and two smaller inner circles. At Avebury the additional monuments that represent human creative genius are well preserved and have particularly impressive upstanding remains. Silbury Hill is the largest prehistoric mound in Europe. Built around 2400 BC, it stands 39.5m high and comprises around half a million tonnes of chalk. The purpose of this imposing, skilfully engineered monument remains obscure. Other massive monuments include West Kennet Avenue, West Kennet and East Kennet Long Barrows and Windmill Hill.

2.3.15 The physical remains of other Neolithic and Bronze Age ceremonial and funerary monuments are also considered to be attributes of OUV, and bear an exceptional testimony to a now-disappeared civilization. As well as the sites described in paragraphs 2.3.12 to 2.3.14 above, they include, at Stonehenge: Woodhenge, the Lesser Cursus and the densest concentration of Bronze Age burial mounds in Britain. Examples at Avebury include the Sanctuary, West Kennet Palisade Enclosures and Overton Hill Barrow Cemetery as well as other numerous well-preserved Bronze Age round barrows. They provide an insight into the mortuary and ceremonial practices of the period. Some of these sites and monuments have upstanding, visible remains. Others, such as the Lesser Cursus at Stonehenge and the West Kennet Palisade Enclosures at Avebury, are now ploughed flat and survive only below ground; however, they retain some of their integrity through the survival of buried archaeological remains.

2.3.16 *The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the landscape* including rivers and water is also an attribute of OUV. For example, it is now known that the monuments of Durrington Walls and Stonehenge were linked via their Avenues to the River Avon and

possibly thence to each other. At Avebury, Silbury Hill appears to have been intentionally sited at the head of the River Kennet. The Henge is also likely to have been intentionally positioned in relation to the river. Some barrow cemeteries were clearly built on prominent ridge-lines for their visual impact and in line with earlier burials. At Avebury these include the Ridgeway and Overton Hill groups. The latter appears also to relate to this river system. Similarly, Windmill Hill is sited on high ground and dominates views towards the north-west and wide views down to the Avebury complex. Whatever its original function, the Stonehenge Cursus seems to have been laid out in such a way as to link outward views over the Till and Avon valleys.

2.3.17 *The design of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to the skies and astronomy* is an attribute of OUV. A number of sites within the WHS are aligned on the midsummer sunrise and midwinter sunset axes, for example, Stonehenge, Woodhenge and parts of the Stonehenge Avenue. At Stonehenge, this factor appears to be have been an extremely important one from the earliest stages of the monument and throughout its subsequent development. The midwinter sunrise–midsummer sunset solstitial axis may also be of importance. In addition, the solstitial sightline extending south-eastwards from the southern circle at Durrington Walls is of importance as well as the northwest-southeast axis of the station-stone rectangle at Stonehenge, which remains the most plausible and striking manifestation of a possible alignment upon the moon when close to its extreme most southerly rising or most northerly setting points. There is currently no conclusive evidence of intentional solar or lunar alignment at any of the Avebury monuments, although a number of untested theories exist.

2.3.18 *The siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments in relation to each other* is an attribute of OUV. For example, from Stonehenge itself, a number of important barrow groups are visible, such as those on King Barrow Ridge and Normanton Down. These barrow cemeteries were deliberately built on prominent ridgelines and are clearly visible from Stonehenge, and indeed from each other, as well as from other monuments such as the Cursus. Other barrow groups further away, such as the Lake Barrows, would also have been visible from Stonehenge. At Avebury the barrow groups are clearly inter-visible and related to earlier monuments. The prominent barrow groups along the Ridgeway are visible from the banks of the Henge while the group at Overton Hill is sited in relation to the Sanctuary.



© Steve Marshall

Silbury Hill clearly visible from West Kennet Long Barrow

The Bronze Age barrows at Windmill Hill were placed within, and adjacent to, the earlier Neolithic causewayed enclosure.

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

2.3.20 At Avebury leading from two of the four entrances, the West Kennet and Beckhampton Avenues of parallel standing stones connected the Avebury Henge with other monuments in the landscape. The West Kennet Avenue appears to connect the Henge to the Sanctuary over 2km away and the Beckhampton Avenue leads to the Longstones Cove and may even have extended to Fox Covert barrow group although evidence of this remains to be found. East and West Kennet Long Barrows would have been inter-visible and, built at the same period, could be considered closely related. The siting of the West Kennet Palisade Enclosures also seems to be related to the two long barrows. All these monuments were clearly sited in relation to each other and to the topography of the landscape.

2.3.21 *The disposition, physical remains and settings of the Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel* are an attribute of OUV. The design, position and interrelationship of the monuments are evidence of a highly organised prehistoric society able to impose its concepts on the environment. In some parts of the WHS, monuments or groups of monuments, such as

the King Barrow Ridge barrow cemetery, Stonehenge and the Normanton Down barrow cemetery, are so well-preserved and prominent that they and their physical and topographical interrelationships form immediately recognisable parts of an archaeological landscape. At Avebury this is particularly clear due to the easily discernible prominence in the landscape of West Kennet Long Barrow, Silbury Hill and the Avebury Henge and Stone Circles. In other parts of the WHS, however, the monuments and sites have become degraded or masked and their significance and physical relationships to one another and the landscape are no longer visible to the naked eye, but are nevertheless equally attributes of the Site's OUV. There are also areas which appear to have been deliberately left empty of monuments. These are important for our constantly developing understanding of the landscape as whole.

2.3.22 *The influence of the remains of Neolithic and Bronze Age funerary and ceremonial monuments and their landscape settings on architects, artists, historians, archaeologists and others* is an attribute of OUV. For example, Stonehenge has been depicted in a number of key views by artists of the British Romantic Movement of the 18th and 19th centuries. Avebury has been a popular subject for artists over recent centuries. During the 20th century the English artist Paul Nash may have been the most famous to depict the Avebury Stone Circle. In recent years David Inshaw has been inspired to produce numerous images of Silbury Hill and its setting.

2.3.23 The WHS has been pivotal in the development of archaeology from early antiquarian investigations by Aubrey and Stukeley in the late 17th and early 18th centuries. Both the Avebury and Stonehenge parts of the WHS have continued since then as an important focus for evolving archaeological practice and techniques.



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Stained glass Avebury window commissioned by Wiltshire Museum from John Piper

Integrity and Authenticity

2.3.24 Statements of Integrity and Authenticity were agreed by the Stonehenge and Avebury Steering Committees as part of the process of producing the Statement of OUV discussed above. As defined in the Operational Guidelines, integrity is about the wholeness and intactness of the cultural heritage of the WHS while authenticity is about the truthfulness and credibility of the evidence for the Site's OUV.

Integrity

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

1. Includes all elements necessary to express its OUV
2. Is of adequate size to ensure the complete representation of the features and processes which convey the property's significance
3. Suffers from adverse effects of development and/or neglect.

2.3.26 It could be argued that some elements which might help us to better understand the significance of the Stonehenge part of the WHS are outside its boundaries. It therefore follows that it may not be of adequate size to ensure complete representation of the features which convey its OUV. There are Neolithic and Bronze Age funerary, ceremonial and communal monuments close to, but outside, the current boundary of the WHS, the remains of which, along with their physical and topographical interrelationships should be considered for inclusion in a boundary extension. The obvious candidates include the causewayed enclosure of Robin Hood's Ball and the long barrows in this general area to the north and west of the WHS, one of which is only a few metres north of the current boundary.

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

current WHS boundary. Possible reassessment of the boundary is further discussed in Part Two, Section 7.5 (Planning and Policy). At Avebury a similar boundary review was undertaken which resulted in a proposed extension to include a number of monuments and sites outside the original boundary which were integral to its significance, including the East Kennet Long Barrow, the area of the West Kennet Palisade Enclosures previously outside the boundary and the whole of Fyfield Down NNR. This extension was endorsed by UNESCO in 2008.

2.3.28 The main adverse impact of development on integrity – the major roads A303, A344, A (4)361 and the A4 – were present in 1986. At that time, the Government gave assurances that they would give serious consideration to the closure of A344 where it crossed the Avenue at Stonehenge. This was achieved in 2013. These impacts have not largely changed in form though there is now a greater impact from increased traffic. More intensive use of the roads has an impact on the visual and tranquil enjoyment of the Site. The extent of other modern development within the WHS has increased since 1986. This includes pressure for large grain stores, replacement dwellings of an increased scale and the erection of extensions. There have been applications for renewable energy schemes and small housing developments within the setting of the WHS in recent years as well as plans for significant army rebasing affecting Stonehenge. There is now also a degree of increased light pollution. The conservation of the WHS has improved thanks to the reversion of substantial areas of the Site to grassland. As well as markedly changing the character of parts of the WHS, this has also stopped further damage by ploughing to buried archaeology.

2.3.29 An additional requirement is the need to protect the setting of the WHS and its attributes of OUV. To sustain the integrity and protect the setting of the WHS and relevant monuments a comprehensive Setting Study should be carried out and adequate guidance on development management put in place as recommended in Section 7.0 (Planning and Policy).

Authenticity

2.3.30 The Operational Guidelines suggest that authenticity should be assessed through the use of general attributes such as 'form and design' or 'materials and substance'. For each of the Attributes 1–7, a brief assessment of the current position is made together with an estimate of how things have changed since the WHS was inscribed in 1986. Assessment of authenticity



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Sunset at Winter Solstice, Stonehenge

has been greatly aided by the results of the centuries of research carried out in the WHS and in particular by the amount of work carried out since 1986.

Authenticity of the Attributes of Outstanding Universal Value

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

Stonehenge itself is recognised throughout the world as a symbol of Britain as well as a masterpiece of great antiquity. This recognition has probably increased over the last two decades through the increase in access to digital media across the world, and the coverage of the recent visitor centre project.

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

The majority of known archaeological monuments and associated sites are protected by scheduling while many of the key sites are in the care of either English Heritage or the National Trust. Some attributes of OUV are currently unscheduled. Further scheduling of currently undesignated sites and new discoveries will be reviewed and undertaken as appropriate. Apart from Stonehenge, which underwent considerable works in the earlier part of the 20th century to stabilise and re-erect fallen stones, most sites other than an area of the Cursus and some round barrows remain unrestored. There have been excavations of many of the

burial mounds and some long barrows, many of which took place in the 19th century. Work was also carried out to Durrington Walls during the re-alignment of the A345 in the 1960s. The Avebury stone circles and the West Kennet Avenue were extensively restored by Alexander Keiller in the 1930s. This consisted mainly of re-erecting buried stones in their original positions or marking the original positions of stones since lost with easily distinguishable markers. Silbury Hill was extensively tunnelled in the 18th, 19th and 20th centuries but underwent a conservation programme to stabilize the chalk mound in 2007.

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

Relationships between the surviving Neolithic and Bronze Age funerary and ceremonial sites and monuments and the landscape remain at least as clear as they were in 1986. Archaeological work such as Stonehenge Landscape²³ and the Stonehenge Riverside Project²⁴ has increased our understanding of these relationships. Analysis of the extensive data arising from the recent Stonehenge Hidden Landscapes project will also add to our understanding. At Avebury this has been achieved by the Longstones²⁵ and Between the Monuments projects. Extensive geophysical survey across the WHS including recent results from the Stonehenge Hidden Landscapes project is also improving our understanding. Some visual and physical links are still impeded by the major roads in the landscape, by woodland and by modern development around Larkhill, as they were in 1986.

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

There is much debate about the way in which the design and siting of Neolithic and Bronze Age funerary and ceremonial sites and monuments relate to the skies and astronomy. It is generally agreed that the solstitial alignments of Stonehenge itself are a key element of its design. These have not been impaired by intrusive structures since the site was inscribed in 1986 (although the A303 continues to have a negative impact on the solstitial relationship of Stonehenge and the 'sun barrow' immediately north of Normanton Gorse). Some plantations also intrude on this and other solstitial alignments. At Avebury proof is still sought to show that astronomical alignments were a design feature of monuments rather than coincidental.

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

Relationships between the Neolithic and Bronze Age funerary and ceremonial sites and monuments remain as clear as they were in 1986 and can in most cases be easily appreciated. In some cases, visual and physical links are interrupted by woodland. A *WHS Woodland Strategy* has been produced to identify and address these areas.²⁶ The major roads in the landscape intrude on some relationships, for example between Stonehenge itself and its Avenue and the Sanctuary and the Overton Hill Barrow Cemetery at Avebury. This is also the case for many other key Neolithic and Bronze Age sites and monuments.

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

The largely open nature of the landscape means that the disposition, physical remains and settings of the Neolithic and Bronze Age funerary, ceremonial and other monuments and sites of the period, which together form a landscape without parallel, remain clear over much of the WHS. Relationships are less clear in the northern part of the Stonehenge landscape around the settlement of Larkhill where there is a considerable amount of modern development within the WHS. At Avebury the built environment intrudes on the setting of some monuments. This has increased on the approach to the Henge from the north. Elsewhere, in both parts of the WHS, the major roads intrude on appreciation of this landscape without parallel. Modern woodland obscures some aspects of the landscape though it also has an important screening role in some locations. The reversion of large areas of the WHS to grassland has strengthened the setting of a number of attributes of OUV since 1986.

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

This attribute is expressed most clearly in artworks and literature depicting or inspired by the WHS, many centred on the stone settings at Stonehenge or Avebury. Silbury Hill has also been represented in artworks. Many such views remain largely unaffected by modern development apart from the major roads which can of course be an aspect of the artist's or writer's response to the WHS as seen in V S Naipaul's *The Enigma of Arrival* (1987). This position has not altered since 1986 apart from the increased volume and noise of road traffic.

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

2.4 Historic environment and cultural heritage values

2.4.1 Sections 2.4 to 2.8 offer an overview and examples of the range of other values in addition to OUV that need to be taken into account in the management of the WHS. The Avebury WHS Residents' Pack book *Values and Voices*²⁷ provides an overview of these values written for the most part by those who are most closely identified with them. Section 2.4 describes the historic environment and cultural heritage values.

Rich palimpsest of history: Palaeolithic to present day

2.4.2 The WHS contains a large number of both archaeological and historic assets, many of which are important in their own right, although not attributes of its OUV. These come from both earlier and later than the period for which the WHS is listed (3700 to 1600 BC). Some are of national importance – such as, at Stonehenge, the Iron Age hillfort of Vespasian's Camp, Amesbury Abbey Park and Garden and the Larkhill Aircraft Hangars – and are protected through scheduling, listing and inclusion on the register of parks and gardens. Others of national importance remain to be listed. Still others have no legal protection, but have local or regional importance. There are 49 Listed Buildings in the Stonehenge part of the WHS.

2.4.3 The very distinct character of the Avebury part of the WHS is in largely a result of the rich palimpsest of historic assets. The attributes of OUV are experienced

in juxtaposition with small villages, designed parklands, large manor houses and vernacular buildings which create a unique historic and cultural landscape. Archaeological evidence dates as far back as the Palaeolithic and there are nationally significant Romano-British, Saxon and medieval remains. It is however the presence of historic villages and their associated rich built heritage that contributes most obviously to the character of the Avebury part of the WHS. Within the WHS the main settlements are the Conservation Areas of Avebury village, Avebury Trusloe and West Kennett as well as the village of Beckhampton. Between them they contain 81 Listed Buildings. A number of these contain sarsen stones from the local area including elements of 'recycled' monuments from the period of stone breaking in the decades around 1700.

2.4.4 Some of the most significant elements of the historic built environment are found in Avebury village, which is Saxon in origin. The church has traces of its Saxon fabric. The height of the nave is a dominant feature in the setting of the Henge. On the north side of the village, the Grade I listed Avebury Manor which has 16th-century origins and the 17th-century Great Barn and its associated buildings lie within a parkland landscape dominated by lime avenues.

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

Museum and archive collections

2.4.6 Although by definition movable objects cannot form part of a WHS, there are a number of nationally important museum and documentary archive collections which help illuminate our understanding of the Stonehenge and Avebury WHS and its archaeological context. Many artefacts, historical documents and archives of research from the 18th century onwards are held at the Wiltshire Museum in Devizes, including the famous gold objects from Bush Barrow. Other finds and records are held in Salisbury Museum, the museum which receives archaeological material from the Stonehenge part of the WHS.

2.4.7 The Alexander Keiller Museum is situated within the landscape from which its collections are drawn and houses many thousands of artefacts discovered during fieldwork at key monuments in the Avebury half of the WHS. It holds internationally significant archaeological collections including those from the Windmill Hill excavations in the 1920s which were highly influential in



Neolithic dog, Alexander Keiller Museum, Avebury

© National Trust/Ros Cleal

both the development of the discipline of archaeology in the 20th century and our understanding of the Neolithic. Today it receives archaeological material from across the Avebury part of the WHS. The museum also holds a unique collection of documents and archives relating to the archaeological excavations and restoration of the stone circles, including photographs and rare cine film from the 1920s. The Wiltshire Museum in Devizes also holds important collections from Avebury.

2.4.8 There are very important collections of data in the Wiltshire and Swindon History Centre (including the Historic Environment Record), the Historic England Archives (formerly known as the National Monuments Record) and the National Archives. These unique collections are vital for research and education, and it is essential that they continue to be well maintained and curated. A number of other institutions hold important antiquarian archives including writings, drawings and maps by John Aubrey and William Stukeley. The Research section discusses the need to facilitate access to all archives in Part Two, Section 12.7.

2.5 Landscape and biodiversity values

2.5.1 Avebury lies within the North Wessex Downs Area of Outstanding Natural Beauty (NWDAONB), a nationally designated protected landscape covering an area of 1,700 sq km between Reading and Swindon to the east and north, and Andover and Devizes to the south and west. The NWDAONB is a unique and spectacular landscape that includes tranquil open downland, ancient woodland, chalk streams and settlements.

2.5.2 Stonehenge lies within Salisbury District Special Landscape Area (SLA). The SLA policy has its roots in the early 1980s and was inherited by the District Councils from the now defunct Structure Plan. It recognises that there are areas of attractive and vulnerable landscape within Wiltshire that do not benefit from statutory designation, including Salisbury Plain and Stonehenge. The SLA policy currently exists as a saved policy alongside the Wiltshire Core Strategy. The policy will however be subject to a review to understand the criteria behind the designation and determine its relevance in the modern planning context.

Landscape Character Assessment

2.5.3 Landscape Character Assessment (LCA) is an objective method for describing landscape, based on the identification of generic landscape types (eg Open Downland) and more specific landscape character areas (eg the Marlborough Downs). The approach identifies the unique character of different areas of the countryside without making judgements about their relative worth. LCAs are classified based on sense of place, local distinctiveness, characteristic wildlife, natural features and nature of change. There are several LCAs covering the WHS including Natural England's National Character Areas, Wiltshire LCA, North Wessex Downs LCA, Kennet District LCA, Salisbury District LCA and the Army Training Estate Salisbury Plain LCA.²⁸

National Character Areas

2.5.4 The Stonehenge part of the WHS lies within Natural England's National Character Area (NCA) 132, Salisbury Plain and West Wiltshire Downs, while Avebury falls within NCA 116, Berkshire and Marlborough Downs. Despite falling into different NCAs the two parts have many similarities in terms of habitats, both sharing the characteristics related to chalk downland and a predominantly agricultural land use. The most notable habitats within the WHS are small areas of remnant unimproved species-rich chalk grassland, chalk river and associated wet grassland, woodland and arable.

Biodiversity values

2.5.5 The WHS is positioned in the heart of Wiltshire's downland. It contains and connects to a wide range of important designations and the biodiversity value of habitats within it is steadily increasing in response to agri-environment incentives. Both Avebury and Stonehenge hold good potential for enhancing biodiversity at a landscape scale in the future most

notably for wildlife-rich chalk grassland where it is making an important contribution to the national picture.

National Nature Reserves (NNRs)

2.5.6 The WHS includes one NNR, Fyfield Down, within its boundary at Avebury, while Parsonage Down and Pewsey Downs lie outside the boundary at Stonehenge and Avebury respectively and are notable for the chalk grassland that would once have existed across the downland landscape in vicinity of the WHS.

See *Maps 8 and 19 – Landscape and nature conservation designations*



Naturally occurring sarsens, the Valley of Stones, Fyfield Down National Nature Reserve

© Steve Marshall

2.5.7 Since the boundary extension at Avebury in 2008 the WHS now contains the whole of the Fyfield Down NNR (228ha). It is the finest area in Britain for naturally occurring sarsen stones which give the area a unique character. Some 25,000 sarsen stones lie where they were formed and are important not only for their geomorphological interest, but also for the lower plant communities they support.

2.5.8 Fyfield Down is considered to be the most important historic environment NNR in the South West. This is reflected in the expansion of the Avebury World Heritage Site boundary to include the NNR. The whole site is a Scheduled Monument.

2.5.9 Parsonage Down NNR lies 3km to the west of the Stonehenge part of the WHS. It is considered to be one of the most outstanding chalk downland sites in Britain. Most of the site has escaped ploughing and other agricultural improvements during the past 100 years. Grazing over the last 60 years has maintained plant and animal diversity with over 150 species of

wildflowers recorded. Pewsey Down NNR lies 2km to the south of the Avebury part of the WHS. Another iconic chalk grassland site, it is of particular importance for its orchid and early gentian populations and supports butterflies including the internationally rare marsh fritillary, the iridescent adonis blue and the chalkhill blue. Both sites are also of archaeological significance, containing several Scheduled Monuments.

Sites of Special Scientific Interest (SSSIs), Special Protection Areas and Special Areas of Conservation

2.5.10 There are many chalk grassland SSSIs in the downland landscape around the WHS but Salisbury Plain, abutting the northern edge of the Stonehenge part of the WHS is by far the most significant. The area comprises the largest expanse of unimproved chalk downland in North-West Europe and represents 41% of Britain's remaining area of this habitat. The survival of this unimproved downland is largely a consequence of Ministry of Defence ownership and use of the area for army training, which has limited intensive farming activity. The SSSI of around 13,000 hectares of chalk downland supports at least 13 species of nationally rare and scarce plants and 67 species of rare and scarce invertebrates. The importance of this area for nature conservation is further recognised at the European level by its designation as a Special Protection Area (SPA) for birds, and as a Special Area of Conservation (SAC) for its chalk grassland plant and butterfly communities. SPAs and SACs are legally protected under the Habitats Directive.

2.5.11 Two SSSIs occur completely within the Avebury part of the WHS. Fyfield Down SSSI (325ha) is notified for both its geomorphological (sarsens) and biological (lichens, semi-natural grassland and scrub) interests. The much smaller Silbury Hill SSSI (2.3ha) is designated for the chalk grassland growing on all aspects of the



Coneybury chalk grassland flora

steep slopes of this man-made prehistoric mound. The grassland includes typical chalk-loving species including round-headed rampion – a Wiltshire speciality. Silbury Hill has a long history of botanical documentation, the first survey being conducted in 1857. These studies provide a rare and valuable insight into the long-term effects of changes in land use on chalk grassland.

2.5.12 The River Avon provides the sinuous eastern boundary to the Stonehenge part of the WHS. Its valley is a mosaic of woodland and floodplain meadows of high landscape and ecological value with the river itself legally protected as part of the River Avon System SSSI/River Avon SAC. The SSSI and SAC boundaries extend 100m or so into the WHS in some areas. The River Till, whose catchment area lies within the western WHS boundary, is part of the River Avon SAC. The River Avon is one of the richest and most varied chalk streams with over 180 species of aquatic plant, one of the most diverse fish faunas in Britain including Atlantic salmon and lamprey and a wide range of aquatic invertebrates.

Phase I Habitat Survey 2014

2.5.13 A new baseline for the WHS was commissioned by English Heritage to support the Management Plan review. The survey work was carried out by Rob Large (Wildlife Sites Project Officer, Wiltshire Wildlife Trust) and field surveys were conducted in April and May 2014. The entire site (5150ha) was initially mapped from rights of way and then subject to detailed botanical surveys where conditions indicated species-rich habitats might be present. Summarising the findings, the survey showed that just over 75% of the WHS was under intensive agricultural management with 2790 hectares under arable and 1082 hectares under improved grassland. The next most abundant habitat type was calcareous grassland with a total area of 322 hectares. The majority of this (242ha) was reversion grassland which has been sown under agri-environment schemes specifically aimed at improving biodiversity. Neutral grassland was slightly less abundant with a total of 243 hectares, 158 hectares of which was reversion grassland. There were about 169 hectares of broadleaved woodland and 105 hectares of marshy grassland. The total percentage of these more biodiverse land uses was 16% (734ha) leaving 9% which was categorised as built up areas, roads, conifer and mixed plantations, scrub, acid grassland and other very minor uses.

2.5.14 The mapping provides a snapshot against which habitat change can be monitored and will enable opportunities for future integrated heritage and natural environment

conservation. Maps have also been derived of 'priority' habitats i.e. those habitats which are recognised as being of principal importance for the conservation of nature under the Natural Environment and Rural Communities Act 2006. Under this Act, public authorities have a duty to have regard to the purpose of conserving biodiversity. Protection, conservation and enhancement of these habitats is therefore a priority where this is consistent with an authority's other functions.

See Map 10 and 21 (Habitat survey maps)

County Wildlife Sites

2.5.15 There are a number of non-statutory sites designated within the WHS (see Map 8 and 19). Most County Wildlife Sites (CWS) have been designated for their chalk or neutral grassland interest with several new sites having been identified following the *Phase 1 Habitat Survey* in 2014. In addition the River Kennet is a chalk stream which flows west to east through the Avebury part of the Site and is here designated as the Rivers Kennet and Og CWS.

Priority habitats

2.5.16 The habitat map (Map 10 and 21) demonstrates the extent of habitats of principal importance. Many of the surviving examples are small and represent fragmented remnants of grasslands that were historically much more abundant. In order to conserve and enhance these areas and increase the resilience of the species that occur there, they should be enlarged and where possible, linked together, to form larger more sustainable tracts of land. Linkages should also be made with unimproved habitats outside the WHS, such as those within CWSs and SSSIs. Where wholesale reversion of fields is not possible, arable margins can be an effective way of linking biodiverse areas.

2.5.17 Considerable progress has been made in recent years to revert arable land to grassland in order to achieve the two-fold benefits of protecting the underlying archaeology and enhancing biodiversity. Reversion has been encouraged by funding from agri-environment schemes and the vision that land-owning non-governmental organisations have for the chalk downlands of Wiltshire. At Stonehenge extensive reversion of chalk grassland has occurred at Stonehenge Down and around Countess Farm on land owned by the National Trust. Overall, the National Trust's reversion work in the WHS represents one of the largest restoration schemes of its kind in

Europe. Additionally, a new RSPB reserve has been created on private land at Normanton Down to encourage breeding stone-curlew and other species of farmland birds in decline and also provide habitats for invertebrates and chalk flora. At Avebury there have been notable successes following reversion by the National Trust and a number of private landowners. Grassland reversion together with other low input arable options under the agri-environment schemes has led to a marked increase in farmland birds on land at Manor Farm, Avebury Trusloe and elsewhere. This is discussed in more detail in Part Two, Section 8.5 (Conservation).

Woodland

2.5.18 The limited, but widespread, areas of woodland in the WHS are of comparatively recent origin, and are not generally considered to be of high ecological value. The Stonehenge part of the WHS contains many planted woodlands and shelterbelts which are identified in the *WHS Woodland Strategy 2015* as being of local ecological significance only. Woodlands along the River Avon valley have greater strategic importance due to their position within the River Avon corridor. They contribute significantly to the functioning of this wildlife corridor and its wider green infrastructure role.

2.5.19 In the Avebury part of the WHS where there are fewer woods, many are plantations of relatively recent origin. Although mostly species-poor and therefore of only local value, over time these woods have developed a modest degree of structural diversity and include many mature trees. More detailed information on woodland at Avebury can be found at 2.2.26 above.

2.5.20 Some of the woodlands are considered to be of historical interest. For example, the Vespasian's Camp planting and the Nile Clumps at Stonehenge form part of the Amesbury Abbey parkland and at Avebury, Wroughton Copse at Fyfield Down may date back as far as the 14th century.²⁹ The lime trees in Avebury Manor parkland are part of designed landscape now managed by the National Trust.

2.5.21 Overall, woodlands contribute to the diversity and connectivity of habitats in the WHS and require positive management as features of the landscape. They contribute to the overall biodiversity of the WHS and function as screens to hide existing modern structures including Larkhill at Stonehenge and the mobile home park in Avebury. More detailed information is available in the *WHS Woodland Strategy*.³⁰

Protected species

2.5.22 Surveys for protected species are not comprehensive and much of the information included below is anecdotal or based on the habitat conditions. Good survey information is available for birds however, since a breeding bird survey of the WHS was carried out in 2014 to provide a baseline for the management plan review. These surveys used publicly accessible routes to sample the breeding birds across both parts of the WHS in April/May and June/July. The WHS has an unusually large number of specialist farmland birds and the surveys show that it could easily be considered to be of national importance for this community. Several species breeding in good numbers in the Site are rare or in decline nationally including stone-curlew, tree sparrow, corn bunting, yellow hammer and linnet. Altogether 12 priority species were recorded breeding. Several other farmland specialists were seen which could be encouraged to breed in future with appropriate land management.



Stone-curlew chicks

2.5.23 All birds are protected from harm while they are nesting and a few in the WHS, including stone-curlew and barn owl, have additional protection to ensure they are not disturbed during the breeding season due to their rarity.

2.5.24 At Avebury the presence of vernacular agricultural buildings and the historic built environment provides habitats for bats. The Great Barn at Avebury is home to five species of bat: Natterer's, Pipistrelle, Soprano Pipistrelle, Brown Long-eared and Serotine. Other buildings in the WHS may also be expected to contain bats given their age, design and rural location. Bats are protected under the Conservation of Habitats and Species Regulations 2010. Consequently works to any buildings in the WHS need to consider whether harm may be caused to bats or their roost sites and mitigation taken accordingly.

2.5.25 Along the River Kennet, there are abundant records for water vole. This species is protected under the Wildlife and Countryside Act 1981 (as amended) and any work to the river banks needs to ensure that harm to water voles and their burrows is avoided.

2.5.26 Badgers are abundant throughout the WHS. This species is protected under the Badgers Act 1992 which protects both badgers and their setts in order to safeguard badger welfare. The species is not rare or in decline. Conflict between badgers and archaeological remains arises because their digging causes monuments to be damaged or destabilised and underground remains to be disturbed. Badger setts can be closed down under licence but a strategic approach will be required in order to ensure any measures to control badgers are both proportionate and effective. This is discussed in more detail in Part Two, Section 8.1 (Conservation).

2.5.27 Reptiles, particularly grass snake, slow worm and common lizards, are likely to occur within the WHS. While each species has its own habitat preferences, all three occur in rough grassland near scrub and areas of rocky terrain. All reptiles are protected under the Wildlife and Countryside Act 1981 (as amended) but the habitats of these three species are not.

2.6 Educational and research values

2.6.1 Access to the WHS for recreation and amenity provides opportunities for public understanding and appreciation of prehistory in Britain through the interpretation of Stonehenge and Avebury within its local, regional, national and international contexts.

2.6.2 It is, however, recognised that our current knowledge about the prehistory of the WHS requires continuing research to improve understanding and to inform management initiatives. The WHS offers significant opportunities for pioneering research, the importance of which for archaeology is acknowledged internationally. Both parts of the WHS had their own published research agenda or framework and a joint Stonehenge and Avebury Research Framework (SARF) is due for publication in 2015. Three significant programmes of research have recently taken place in the Stonehenge part of the WHS – the Stonehenge Riverside Project coordinated by the University of Sheffield, the SPACES Project coordinated by the University of Bournemouth and the Stonehenge Hidden Landscapes Project led by the University of Birmingham and the Ludwig Boltzmann Institute. At



© Harvey Mills Photography (www.harveymills.com)

Julian Richards with school children during the Digging War Horse Project 2014

Avebury the Between the Monuments Project, a collaborative research project between the Universities of Leicester, Southampton, the National Trust and Allen Environmental Archaeology, is underway. The WHS also offers a range of research opportunities into different periods as well as from a range of different disciplines. There is also scope for community engagement in research into various aspects of the WHS. A recent example of this is the Digging War Horse Project (2014) which focused on the site of a First World War Horse Isolation Hospital within the WHS near Larkhill. These issues are discussed in more detail in Part Two, Section 12.0 (Research).

2.6.3 The educational value of the WHS for all ages is recognised. The WHS is important for children at primary level (particularly local schools), at secondary level, and is an essential component of undergraduate courses on British archaeology. Changes in the National Curriculum at primary level to include prehistory from September 2014 are encouraging the further use of the WHS for learning both in and out of the classroom. It is



© National Trust/Michele Drisse

Alexander Keiller Museum children's activities; planning a dig

also important for much post-graduate research, as well as various lifelong learning courses. A number of post-graduate taught courses use the WHS as a case study for heritage management and seek student placements with the WHS Coordination Unit. The WHS is regularly used as an exemplar for understanding the 4th–2nd millennia BC in southern Britain, and so has a universal value as a microcosm of wider archaeological issues for this period. In addition to this the WHS offers great time depth and complex layering of historical periods, most obviously at Avebury, which adds another important dimension to its educational value. Much teaching and research focuses on the WHS and this should be encouraged. The Alexander Keiller Museum with its onsite archive and study room and now the new facilities at the Stonehenge Visitor Centre offer education groups further encouragement to visit and study the WHS. These issues are discussed in more detail in Part Two, Section 10.0 (Interpretation, Learning and Community Engagement).

2.7 Social, artistic and spiritual values

Influence and inspiration

2.7.1 The focus of the rich archaeological landscape in the southern half of the WHS is the most famous prehistoric stone circle in the world. Stonehenge, together with the other principal Neolithic and Bronze Age monuments, has exerted considerable cultural and visual influence over the landscape for the past 5,000 years. Avebury and the major monuments of this part of the WHS, such as Silbury Hill, have had the same powerful influence both locally and further afield.

2.7.2 The Wiltshire Downs and Salisbury Plain have been a focus of attention since the late 17th century for antiquarians, historians, authors and artists, drawn to the area by the unique atmosphere created by the combination of open downland and visible archaeological monuments. Some of the more famous individuals inspired by the landscape are mentioned above at 2.2.6 to 2.2.9 in the section on the historic environment and cultural heritage values of the WHS. It is also a source of inspiration for less well-known artists and amateurs.

Ongoing debate

2.7.3 Stonehenge remains in many ways enigmatic despite the many facts revealed about it and increased understanding gained through the work of archaeologists. The original builders left a monument



© NI00566 Historic England

Summer Solstice, Stonehenge

that continues to puzzle and intrigue, and while theories about the reasons for its construction, the exact manner of its use and its role as a sacred place abound, these can be but speculation. Many have pointed to the astronomical significance of the design. The principal axis (marked by the Avenue and the main entrance to the monument) is aligned with sunrise on the Summer Solstice and sunset on the Winter Solstice. This may suggest that Stonehenge was the focus of sun worship, a feature of many ancient religions. The interpretation of Stonehenge which has most general acceptance is that of a temple where appropriate ceremonies would have attempted to ensure good crops, fertility and the general wellbeing of the population. Newer theories have suggested the role of Stonehenge as a centre for ancestor worship³¹ or as a cult place of healing.³²

2.7.4 Similar speculation takes place at Avebury. Although as yet no compelling evidence has been produced to prove that any of the monuments were designed to align with astronomical events, associations continue to be sought. The purpose or significance of Silbury Hill for example has been the focus of much debate. It has been excavated on a number of occasions since the Duke of Northumberland funded the exploration led by Colonel Drax in 1776 convinced there must be something of great interest or value within the 'pyramid'. In more recent times Professor Richard Atkinson led a project filmed by the BBC as part of its Chronicle series in 1968. The English Heritage-led conservation project of 2007 points to a monument built up over several generations with each phase

having a meaning to the society who added it: an extended 'Big Society' project.³³ Alternative, or what might be termed New Age, theories abound.

Spiritual resonance

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



© Beth Thomas

Walker in the Stonehenge landscape

lives of our ancestors. Avebury and its wider landscape carries this same spiritual resonance for both groups and individuals. It is not only the Avebury Henge but a number of other monuments and natural features which are considered sacred by some. Important foci include Silbury Hill, West Kennet Long Barrow and Swallowhead Springs.

Recreation and access

2.7.6 Many who visit the WHS might not be tourists or interested in spiritual values but appreciate the opportunity for recreation in the open landscape. Many returning visitors are local to the WHS and enjoy simply walking, exercising or playing with the family. Open access to the WHS landscape is an important recreational value. This is possible in much of the National Trust owned areas and where landowners have allowed open access through stewardship schemes. Open access to the monument itself at Stonehenge is not possible for such large numbers of visitors but at Avebury this is one of the most valued parts of the experience. Local residents at Stonehenge are given free access to the Visitor Centre and the monument. Much valued access to some parts of the wider landscape at Stonehenge is possible on public rights of way and where permissive access has been granted by landowners. Public access is discussed in Part Two, Section 9.5 (Visitor Management and Sustainable Tourism).

WHS as home

2.7.7 The WHS is home to many. This is particularly pertinent at Avebury where about 500 people live in the four settlements in the parish that are within the Site, and about 600 more live in adjacent parishes that are partly within the WHS. Some members of the community were born in the WHS or have lived there for many years while others have decided to move to the area. The WHS has many more personal values than simply its OUV but in addition to these it can give another layer of identity and pride. At Stonehenge the WHS has the potential to offer this to those who are posted to Larkhill or nearby barracks. As part of army rebasing many more families will arrive in the Stonehenge area and are likely to stay for extended periods. The local community in both parts of the WHS also has a key role in managing the site through involvement in working groups and committees, consultation events and the possibility to engage directly through volunteering. Many of the issues are discussed in more detail in Part Two, Section 10.0 (Interpretation, learning and community engagement).

2.8 Tourism and economic values

2.8.1 Stonehenge enjoys a particular place in modern culture. Visitor numbers have grown rapidly, from around 500,000 visitors per annum in the late 1970s to c 1.3 million in 2014. Stonehenge is perceived internationally as a 'must see' attraction and around half of its visitors come from abroad. It is one of the most popular sites in Britain for visitors; indeed it is the most visited archaeological site in Britain. The Avebury 2005 Plan states that the Site attracts around 350,000 visitors.³⁴ Visitor figures are very difficult to assess on an open site. The last attempt to calculate visitor numbers was the Bournemouth University study undertaken in 1998. The Management Plan recognises that this is an issue and there are a number of actions related to achieving a more accurate assessment of visitor numbers to the Avebury WHS in this Management Plan. This is discussed further in Part Two, Section 9.3 (Visitor management).

2.8.2 The new Visitor Centre at Stonehenge and the redisplayed galleries at the Salisbury and Wiltshire Museums provide the opportunity for visitors to stay longer in the county which if strategically and carefully managed could deliver substantial economic benefits to Wiltshire.

2.8.3 The WHS offers the opportunity of employment related to tourism and conservation and management of the historic environment, as well as visitor welcome, retail and catering roles. It could provide opportunities for apprenticeships in these areas.



Wiltshire produce at the Community Shop, Avebury

© Claire Bennett

2.8.4 A number of farms lie wholly or partly within the WHS. These have significant economic values and provide a source of income to many people. At Stonehenge the northern areas of the WHS are owned and used by the Ministry of Defence as part of the Army Training Estate (Salisbury Plain), the most important and largest training estate in the UK, and includes a garrison which is home to many.

2.8.5 In Avebury there are a number of private businesses linked closely to the WHS. Some local residents offer bed and breakfast and there are three pubs within the WHS. The Henge Shop sells books and gifts in the High Street. The Community Shop is one of the busiest in the county and helps to support local producers across Wiltshire by stocking their products which are promoted to an international market. In addition it puts all its profits back into the community, bringing social value from the economic benefits of the WHS.

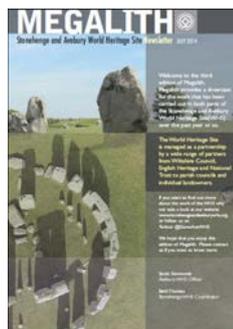
3.0 REVIEW OF PROGRESS ON WORLD HERITAGE SITE MANAGEMENT PLANS

3.1 Evaluation of the 2005 and 2009 Management Plans

3.1.1 The Management Plans at both Avebury and Stonehenge have played a central role in the way that the two parts of the WHS have been managed. They have been used in planning decisions, education and interpretation, funding prioritisation and work programmes. A great deal has been achieved in both parts of the WHS due in large part to the excellent partnership working in and around the WHS. A great number of the objectives and actions for Avebury and Stonehenge are either complete or ongoing. Outstanding actions have been brought forward where appropriate into the new joint Management Plan and the most effective way to complete them considered and updated as required.

3.1.2 Throughout the recent period work undertaken in the two parts of the WHS has been more closely coordinated and a large number of projects have been completed jointly. These include:

- Arable Reversion Opportunities Mapping project (2010/2012)



Megalith, the WHS Newsletter

- *WHS Condition Survey* (2012)
- *Megalith WHS Newsletter* (2013/14)
- Stonehenge and Avebury WHS website (2013)
- *Exploring the WHS: Stonehenge and Avebury Walkers' Map* (English Heritage 2013)
- *WHS Climate Change Risk Assessment* (2014)
- *WHS Woodland Strategy* (2015)
- *Stonehenge and Avebury WHS Research Framework* (2015)

3.1.3 A major achievement for the Stonehenge and Avebury WHS was the development of the Statement of Outstanding Universal Value (Statement of OUV, 2013). This followed the development of the Statement of Significance agreed for both parts of the WHS in 2008. This document provides a comprehensive overview of the value of the Stonehenge and Avebury WHS and underpins the management of the WHS as a whole. It will be invaluable in determining planning applications and shaping future projects and schemes across the WHS.

3.1.4 Both parts of the WHS have enjoyed developing relationships with educational institutions at primary, secondary and tertiary level. English Heritage and the National Trust have worked closely to provide the tremendously popular 'Stones and Bones' Discovery Visit for primary school children. Also at primary level, the 'Avenue to Learning' project developed by members of the Avebury Archaeological and Historical Research Group (AAHRG) was a great success which needs to be built on during the life of this Management Plan. At the secondary level, students from Sheldon School and Salisbury and South Wiltshire Grammar School have taken part in the UNESCO youth summits at Lyme Regis and Greenwich. Students from the Institute of Archaeology at University College London and Bath Spa University have undertaken placements in the Avebury WHS. It is hoped that this work can be developed further during the lifetime of this Management Plan.

3.1.5 The value of ongoing good relationships and dialogue between individuals and organisations working and living in the WHS is evident in the excellent progress made in both parts of the Stonehenge and Avebury WHS.

3.1.6 Both parts of the WHS have seen a loss in both staff and financial resources with the closure of the Stonehenge Curatorial Unit in English Heritage and the downturn of the economy affecting the budgets of both public sector and charitable bodies. At the current time both Wiltshire Council and Historic England are

committed to continuing the funding of the WHS Coordination Unit and the two Coordinator posts. An adequately staffed Coordination Unit is essential if the progress in the management of the WHS and the implementation of the actions in the Management Plan are to continue.

3.2 Evaluation of the Avebury WHS Management Plan 2005

- 3.2.1 The 2005 *Avebury WHS Management Plan* contained 26 objectives and a further 45 strategies for completion within the lifetime of the Plan. Of these, just four remained ‘outstanding’ at the time of the *Avebury WHS Management Plan* review in 2012.

Monuments and their landscape setting

- 3.2.2 One of the major achievements since 2005 has been the Silbury Hill Conservation Project which took place in 2007/8. English Heritage engaged Skanska Construction to carry out works to stabilise the Hill. This work not only conserved and protected the Hill which was at risk but also gathered a huge amount of archaeological evidence which has led to a re-evaluation of dating and construction phases and provided valuable environmental data from the monument.³⁵

- 3.2.3 The joint Stonehenge and Avebury WHS Condition Survey for the first time included monuments encompassed by the Avebury WHS Boundary Review. Work to protect vulnerable monuments from damage caused by badgers and other burrowing animals is ongoing and will be a priority in this Plan.

- 3.2.4 The Countryside Stewardship Special Project of 2002 which was developed in partnership between the Department for Environment, Food and Rural Affairs (Defra), English Heritage and the National Trust led to considerable creation of semi-natural species-rich grassland areas within the WHS. At Avebury, 140 hectares were put back to grassland and major gains included the protection of key monuments such as Longstones Cove and Beckhampton Avenue, Beckhampton Hill barrow cemetery, the extensive Bronze Age field system and settlement complex adjacent to the Ridgeway, large sections of the West Kennet Palisade Enclosures, the southern portion of Waden Hill and Horslip and West Kennet Long Barrows.

- 3.2.5 The extension to the Avebury part of the WHS boundary of around 300 hectares was approved by the UNESCO World Heritage Committee in 2008³⁶ and



Overton Hill before and after the undergrounding project to remove intrusive overhead electricity cables, 2010

© Sarah Simmonds

brought into the WHS key monuments such as East Kennet Long Barrow and the whole of the National Nature Reserve (NNR) at Fyfield Down, one of the few places remaining where naturally occurring sarsen stones can be found in situ. The area also includes impressive Bronze Age field systems. The extension rationalised the boundary where in a number of places it bisected important barrow cemeteries.

- 3.2.6 A significant improvement to the setting of Overton Hill Barrow Cemetery, the Sanctuary and West Kennet Avenue as well as the wider WHS landscape was achieved in 2010 through the undergrounding of electricity poles and cables on the ridgeline at the eastern gateway of the WHS beside the A4. This attracted around £220,000 of private sector funding from Scottish and Southern Electricity (SSE). The project represented excellent partnership working between the WHS, the National Trust, English Heritage, the North Wessex Downs AONB and local landowners and farmers. Undergrounding work completed at Bray Street opened up views to Silbury Hill and improved views from Windmill Hill to the north beyond the boundaries of the WHS but within its setting. Further undergrounding supported by SSE is planned under the West Kennet Palisade Enclosures during the life of this Management Plan. There may be scope to propose further stretches if funding is available.



Photomosaic by Eddie Lyons @Historic England

Silbury Hill Conservation Project, 2007

3.2.7 From 2007 to 2009 an exercise was carried out with WHS partners to identify target areas for the expansion of grassland reversion in the Avebury part of the WHS. The working group looked at all land parcels within the WHS and scored them on an agreed set of criteria including vulnerability to ploughing, site survival, integrity, significance and potential as well as assessing how they contribute to the attributes of OUV of the WHS. This information will be invaluable in assisting Natural England and others when assessing applications for the Countryside Stewardship Schemes which begin in 2016. The model was repeated for Stonehenge in 2012.

3.2.8 In 2008/9 a map was produced by members of AAHRG incorporating the results of a detailed survey work carried out on the Ridgeway for the Ridgeway Surface Protection Group led by Wiltshire Council. This data will be invaluable in both the strategic planning of appropriate and sensitive route maintenance on the Ridgeway National Trail as well as its implementation on the ground.

3.2.9 Another key achievement over the life of the 2005 Plan has been the continuation of the Local Management Agreement (LMA) between English Heritage and the National Trust for the management of those monuments in the Guardianship of the State. A further agreement was made in 2014 for three years. The agreement makes provision for shared, targeted funding for the Guardianship monuments at Avebury and is a key factor in the ongoing management of these monuments.

Planning and policy framework

3.2.10 The demands for change created by a living and working community within the Avebury part of the WHS requires sensitive management. A number of planning applications have been influenced by the policies set out in the Management Plan and advice of the WHS Officer and other WHS partners. Some cumulative development has taken place and future trends and pressures need to be carefully monitored. The protection of the WHS and its attributes of OUV feature in the Core Strategy for Wiltshire Council.

3.2.11 The main outstanding action from the 2005 Plan is the development of a Setting Study for the WHS and the publication of a Supplementary Planning Document (SPD) or relevant guidance for planners and developers. This will be undertaken for both parts of the WHS in the lifetime of this Plan.

Traffic and parking management

3.2.12 The major progress achieved during the Plan period has been the production of the *Avebury WHS Transport Strategy 2015* which takes an holistic approach to road and traffic issues within the WHS. Many of the objectives and strategies set out in the initial 1998 Avebury Management Plan were carried forward to the updated version in 2005 and continued to be difficult to deliver. Although measurable progress was made against some objectives, more fundamental improvements were difficult to achieve. The Transport Strategy has established an approach and recommended schemes within the WHS agreed by delivery partners, curators, managers and representatives

of the local community to balance the concerns of all parties and safeguard the WHS while retaining a viable transport network. It includes a set of design principles and specific outline schemes. Its recommendations are included in this Management Plan and further discussed in Part Two, Section 11.0 (Roads and Traffic).

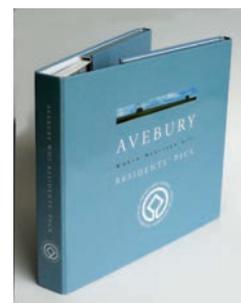
- 3.2.13 Traffic and parking have an immediate impact on the community living in the Avebury area. In 2007 the National Trust carried out a feasibility study and consultation regarding camping and parking for solstice and other pagan observances which considered possible alternative locations. Due to the many constraints in the WHS it was decided that the status quo – the main National Trust car park and overflow – was the best alternative.
- 3.2.14 In 2009 the National Trust reviewed the feasibility of a northern car park on the west of the A4361 but it was considered unworkable for a number of reasons including landscape impact, logistics and minimal benefits to be gained. Policy TR9 of the Kennet Local Plan to retain parking capacity at existing levels remains in force having been saved alongside the Wiltshire Core Strategy.

Public access and sustainable tourism

- 3.2.15 At the time of the 2005 Plan there was considerable focus on the carrying capacity of Avebury and the impact of visitors on the community. The identification of ‘carrying capacity’ is no longer recognised as best practice. There are too many variables such as climate and ground conditions which could affect any notional carrying capacity and too many issues beyond the control of managers of sites such as Avebury. A Limits of Acceptable Change (LAC) model was called for. This Aim has been carried forward into the updated Plan. The LAC model should be re-examined and if possible a simple workable system developed across the WHS.
- 3.2.16 In 2007 ‘drapes’ were installed at each end of the south-east quadrant of the Henge where there is particularly heavy visitor footfall. These are not universally popular due to their visual impact but they have reduced potential loss of archaeology by erosion at this location. It is encouraging that the *WHS Condition Survey* published in 2012 noted that damage by visitors was reduced and the regular monitoring of conservation work at Avebury through the LMA between English Heritage and the National Trust has seen more targeted investment in managing erosion caused by footfall at key locations such as the Henge.
- 3.2.17 Access for pagan observances such as at Summer and Winter Solstices and the Spring and Autumn Equinoxes continues to be managed well through the

partnership of the Sacred Sites Forum (SSF) led by the National Trust and the Solstice Operational Planning meetings which includes representatives of the relevant WHS partner organisations and the local community. Attendance at pagan observances continues to grow and this and any resulting impact on the monuments should be monitored during the lifetime of this plan.

- 3.2.18 The Avebury Tourist Information Centre located in the United Reformed Church Chapel on Green Street was closed due to the withdrawal of funding by Wiltshire Council in 2010/11 following public sector cuts by central government. The loss of this facility to provide information on accommodation, facilities and other attractions in the county is felt strongly by some. Actions related to this are noted in this Management Plan in Part Two, Section 9.0 (Visitor management and sustainable tourism).
- 3.2.19 A major achievement for Avebury was the publication of the *Avebury WHS Residents’ Pack*. This highly participative project ran from 2007 to 2008 and culminated in the publication of *Values and Voices*³⁷ which gave a platform for professionals working in the WHS and those living in it to voice how and why they valued the WHS. This project resulted in a wider involvement of those living in the locality with the WHS and greater community engagement. The current Plan includes an action to review the possibility of refreshing the project and extending it to Stonehenge.



Avebury WHS Residents’ Pack 2008

- 3.2.20 Monitoring indicators for both parts of the WHS were established in 2003. However their implementation has not been consistent. A more streamlined approach is recommended in this Plan and a review of the indicators. Since 2005, two Periodic Reports have been completed for UNESCO: the first in 2006 and the second in 2013.

Archaeological research

- 3.2.21 The pioneering *Avebury Archaeological Research Agenda* produced in 2001 has helped to focus research on the key gaps in our knowledge of the WHS. AAHRG has acted as a focus for discussion and information exchange. Following a review of the Research Agenda it was agreed to produce a joint Research Framework for both parts of the WHS due to be published in 2015. The expansion of AAHRG to include researchers with

an interest in Stonehenge to form the Avebury and Stonehenge Archaeological and Historical Research Group (ASAHRG) is a welcome development which took place in 2014.

3.2.22 Since 2005 the following projects have taken place in Avebury: Between the Monuments (2013 – ongoing); Silbury Hill (2007) – the monograph detailing this work has recently been published;³⁸ geophysical surveys and excavations focusing on the Romano-British settlement adjacent to Silbury Hill³⁹ were undertaken as part of the Later Silbury Project; a new programme of dating six long barrows in southern Britain included West Kennet Long Barrow;⁴⁰ extensive geophysical survey in the Avebury Landscape by Darvill and Leüth undertaken during 2013; and results of the ‘Negotiating Avebury Project’ (1999–2004) which were published in 2008.⁴¹ Further details can be found below in Section 3.5 (Changes in knowledge).

3.3 Evaluation of the Stonehenge WHS Management Plan 2009

3.3.1 The *Stonehenge WHS Management Plan 2009* was produced after the failure of the Countess Road visitor centre proposals owing to the decision by Department of Transport that it could not fund the proposed road scheme for the A303 at Stonehenge. Margaret Hodge, the then Minister for Culture, Creative Industries and Tourism asked English Heritage to produce an updated management plan and review the location of a new visitor facility at Stonehenge with the aim ‘to deliver environmental improvements to Stonehenge, including new visitor facilities, in keeping with its status as a world heritage site by the beginning of 2012.’ Barbara Follett, the then Minister for Culture, noted in the Foreword to the 2009 Plan that it would provide a ‘strategic framework for environmental improvements, including the closure of the junction of the A303 and A344 and the relocation and upgrading of the current visitor facilities’.⁴²



© Historic England

Site visit with then Stonehenge Director Loraine Knowles to the Visitor Centre under construction by the Wiltshire and Salisbury Museums and the Visit Wiltshire Directors, 2013

3.3.2 There were seven priorities identified in the *Stonehenge WHS Management Plan 2009*. The 2009 Plan priority to ‘enhance the visitor experience by 2012 by providing improved interim facilities’ was achieved in December 2013 alongside significant enhancement of the setting and integrity achieved through the closure of the A344. Others have been partly addressed or are ongoing remaining priorities in the current Plan period. Some key outstanding priorities are the minor extension to the Stonehenge WHS boundary and the reduction of the impact of the A303.

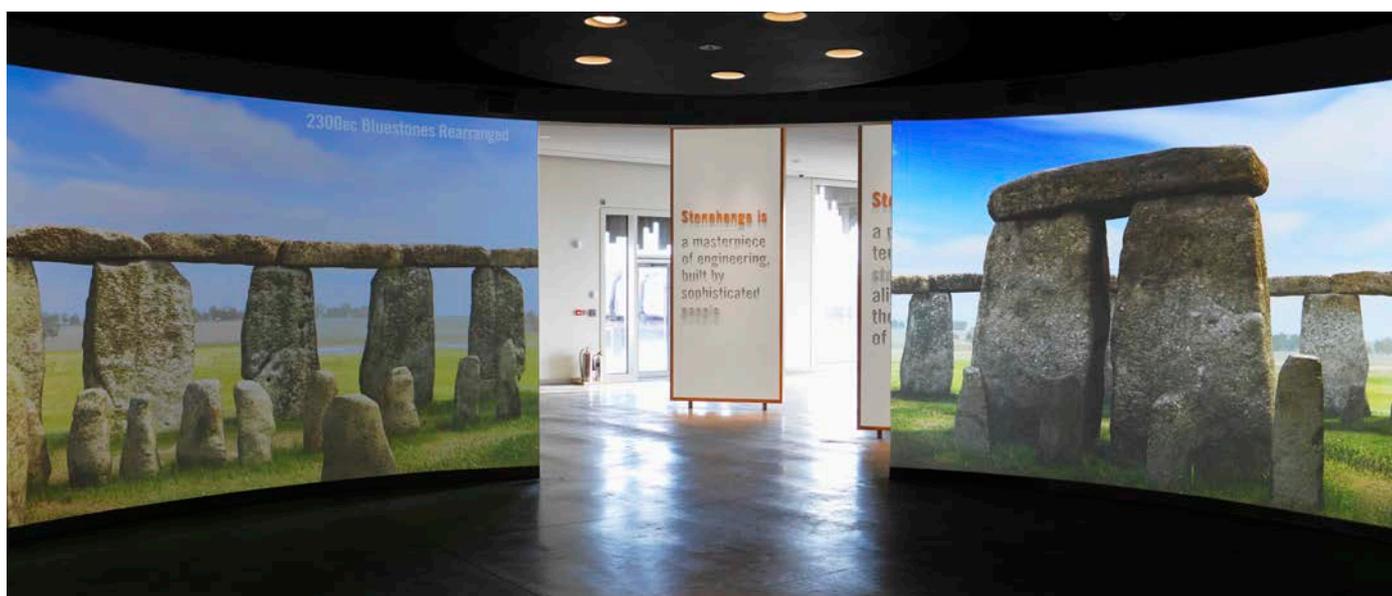
Stonehenge Environmental Improvements Project

3.3.3 The Management Plan has been of assistance to the Stonehenge Environmental Improvements Project Team, led by English Heritage, in achieving its task. The Plan was a key reference during the planning process for the visitor centre and Inquiries into the Stopping Up of and Traffic Regulation Order on the A344. Whilst the byways within the WHS were not closed to motorised vehicles following the public inquiry held in 2011, the A344 was partially stopped up and the Visitor Centre finally opened to the public in December 2013. Stonehenge now has visitor facilities appropriate for this iconic World Heritage Site.



James O Davies © DPI 63152, Historic England

Stonehenge Visitor Centre completed in December 2013



© DPI 63172 Historic England

360 degree experience of the stone circle in the Visitor Centre

3.3.4 The A303 continues to have a detrimental visual and aural impact on the World Heritage Site and its integrity, effectively cutting the Site in two, and is causing considerable frustration at certain times to both local residents and travellers using the road. A Government announcement on upgrading the A303 was made on 1 December 2014 and further discussion on a proposed way forward will take place between relevant bodies and stakeholders. DCMS has informed UNESCO'S World Heritage Committee of the Government's intention and they have passed this on to ICOMOS their advisers on cultural WHSs.

Planning policy

3.3.5 Development pressure could be perceived as less intense in the Stonehenge part of the WHS because the monuments are set away from residential areas. However, Stonehenge is far from immune from the impacts of development. Changes in agricultural practice, the Ministry of Defence Rebasing 2020 project and the need for an increase in housing generally could all have impacts on the WHS. As at Avebury good working relationships between all parties have resulted in generally positive outcomes for the WHS as the discussions throughout 2013 and 2014 on future developments at Larkhill Garrison demonstrate.

Interpretation and learning

3.3.6 The new Visitor Centre has achieved a number of the interpretation and learning goals of the 2009 Plan. The *Stonehenge WHS Interpretation, Learning and Participation Strategy* (2011) was an essential part of the development of a new interpretation scheme not

just for the Visitor Centre but for English Heritage and the National Trust working in partnership for the landscape around the Stones and the developments at the Wiltshire (2013) and Salisbury Museums (2014). The link between the Stones and the landscape around them has never been made clearer to visitors. The English Heritage and National Trust Stonehenge Landscape websites have been updated to include a number of online resources including a revised interactive map and downloadable walks.

3.3.7 A new education room provides undercover facilities for at least some of the more than 45,000 educational visitors to Stonehenge each year. The Education Room provides audio visual facilities and houses interactive exhibits which can bring the development and history of Stonehenge to life for learners of all ages. New Discovery Visits have been developed and within the first year numbers have already increased substantially,⁴³ partly due to the inclusion of prehistory in the primary curriculum from September 2014. The Stonehenge Learning and Outreach Coordination Group (SLOCG) has provided welcome peer support for staff working for English Heritage, the National Trust, Salisbury and Wiltshire Museums and Wessex Archaeology on Heritage Lottery Funded programmes. The group meets around four times a year and has held a number of joint events, including volunteer recruitment days and valuable volunteer social events where different aspects of the WHS and its management are explored.

Archaeological research

3.3.8 A number of archaeological research projects have

taken place since 2009 or are ongoing all of which add to our growing understanding of the Stonehenge part of the WHS and the prehistoric environment. Projects that have been undertaken in recent years include: Stonehenge full laser scan and analysis; Stonehenge Hidden Landscapes geophysics project; Feeding Stonehenge; Sounds of Stonehenge; English Heritage Stonehenge Landscape Project; dating causewayed enclosures and the Blick Mead Project at Vespasian's Camp which is ongoing. There have also been a number of projects focusing on museum collections or fieldwork outside the WHS, including The Stones of Stonehenge; bluestone petrological analysis and Normanton Down Barrows research. The updating of the Stonehenge WHS Research Framework⁴⁴ as part of a combined Stonehenge and Avebury WHS Research Framework is a welcome initiative.

Conservation within the WHS

3.3.9 The ecological value of the WHS continues to be strengthened with continuing initiatives such as the stone-curlew reserve at Normanton Down managed by the RSPB. The reserve was extended in 2014 by a further 34 hectares to complement the Higher Level Stewardship Schemes of Natural England. In preparation for establishing a clearer understanding of the ecological value of the WHS, a *Phase 1 Habitat Survey*⁴⁵ and a bird survey, focusing on presence and abundance of species, were carried out in 2014 and these will provide base line surveys for both parts of the WHS to inform future work and mapping of ecological value. Stonehenge and Avebury WHS is inscribed as a cultural WHS but the conservation of the natural environment plays a crucial role in the successful management of the historic environment.

3.3.10 Since 2009 the planned areas of grassland reversion at Stonehenge have been completed. Further gains are hoped at both Stonehenge and Avebury through a more targeted approach based on both bio-diversity and historic environment values. The Arable Reversion Opportunities Mapping carried out in 2012 used the same methodology as that used at Avebury to identify priority areas for grassland reversion and protection.

3.4 Changes in governance of the Stonehenge and Avebury WHS

3.4.1 The Stonehenge and Avebury WHS governance review of 2012 has resulted in a coherent approach to managing the Stonehenge and Avebury WHS. In addition to the two local Steering Committees, a

Stonehenge and Avebury WHS Partnership Panel led by an Independent Chair enables a consistent approach across the whole WHS. This development together with the setting up of the WHS Coordination Unit hosted by Wiltshire Council and jointly funded by Wiltshire Council and Historic England strengthens the ability of the WHS to implement the actions of the Management Plan. This is discussed further in Section 5.0 (Current Management Context).

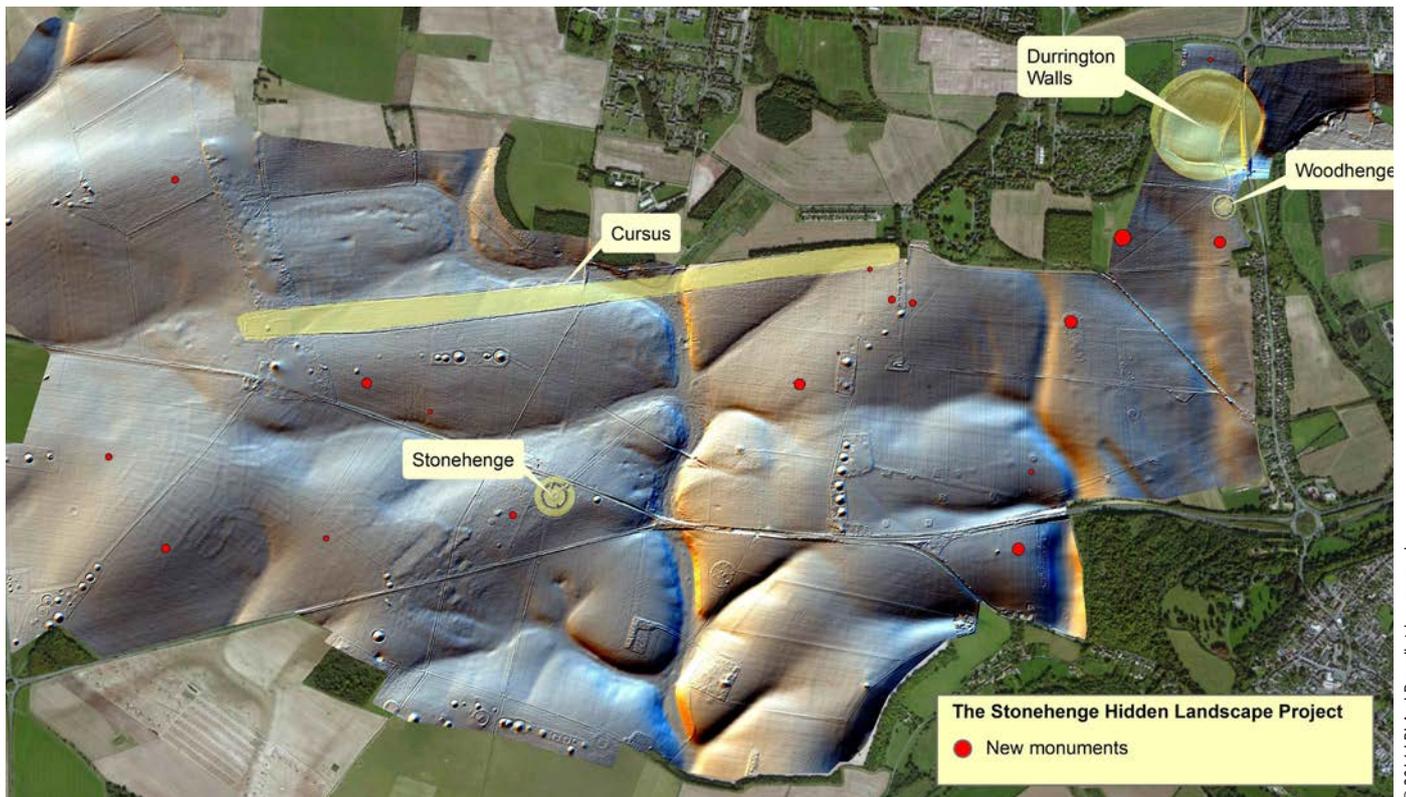
3.5 Changes in knowledge since 2005/2009

3.5.1 Since the last Plans were published in 2005 (Avebury) and 2009 (Stonehenge), the WHS has seen a significant amount of archaeological research, including excavations, non-intrusive surveys and desk-based studies. The Stonehenge *Research Framework*⁴⁶ and the *Archaeological Research Agenda for the Avebury World Heritage Site*⁴⁷ have continued to provide stimuli to new research in the area, influencing a number of ongoing research projects within the WHS and the curatorial decisions taken in response to research proposals.

Stonehenge

3.5.2 In the Stonehenge area, the fieldwork phase of the Stonehenge Riverside Project (SRP), led by Mike Parker Pearson, was completed in 2009. Discoveries included a Late Neolithic settlement at Durrington Walls, a roadway or avenue leading from the Southern Circle to the River Avon, and sockets for what was probably once a small stone circle and henge monument at West Amesbury adjacent to the junction between the Stonehenge Avenue and the River Avon.⁴⁸ The latter site also revealed a Mesolithic presence. Other excavations have provided new radiocarbon dates for the Stonehenge Cursus,⁴⁹ for Amesbury 42 Long Barrow, and for several other monuments, including new information on the cremations at Stonehenge. The post-excavation and writing up of this project is ongoing, and it has led to two further projects, 'Feeding Stonehenge' and the 'Stones of Stonehenge' (see below). There are plans for three monographs to be published detailing all the results of the SRP project.

3.5.3 The SPACES project (the Strumble Preseli Ancient Communities and Environment Study), led by Geoffrey Wainwright and Timothy Darvill, included excavations at Stonehenge in 2008. An interim report was published⁵⁰ and post-excavation work is still underway.



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Hidden Landscape Project Stonehenge: new monuments distribution. Prof. Vincent Gaffney, University of Bradford

3.5.4 Again in the Stonehenge area, seasonal excavations have taken place since 2006 at Blick Mead, near a spring at Vespasian's Camp. Led by David Jacques, these excavations have revealed an important Mesolithic home-base site. Excavations are continuing at this site each summer.

3.5.5 Within the Stonehenge part of the WHS, there have been several non-intrusive archaeological survey projects, all of which have improved our knowledge of this landscape. A team from English Heritage has conducted detailed archaeological earthwork surveys of all of the monuments in the Stonehenge WHS, including most of the barrow cemeteries and the Stonehenge Cursus. Also as part of this project there was a geophysical survey of the Stonehenge triangle and monument; new analysis of aerial photographs, particularly in relation to the military remains in the area and laser scanning of Stonehenge itself (see below). This project has published at least 20 reports,⁵¹ and an overarching monograph is to be published in 2015.

3.5.6 In the Stonehenge landscape a large-scale geophysical survey has been undertaken by two teams: one led by Timothy Darvill and Fritz Leüth has covered 200 hectares of the northern half of the WHS⁵²; the other, the Stonehenge Hidden Landscapes Project led by Vince Gaffney as part of a University of Birmingham/

Ludwig Boltzmann Institute project, has covered a larger area totalling 14 square kilometres.⁵³ Their discoveries, which are yet to be fully analysed, include several new suggested monuments, two pits within and a number of entrances to the Stonehenge Cursus and, in 2014, the remains of a timber structure beneath the long barrow immediately to the south of the Cuckoo Stone. In addition a line of pits were discovered under the bank at Durrington Walls that may contain either recumbent stones or once have held wooden posts.

3.5.7 In 2011, a laser survey of the standing remains of Stonehenge was undertaken by English Heritage. This was followed in 2012 by a detailed archaeological assessment of the megaliths, which identified traces of stone working on nearly every stone, revealing new evidence for how the stones were shaped.⁵⁴ In addition, numerous new Bronze Age carvings were found, bringing the total of known carvings to 115. There has also been new petrological analysis of the bluestones from Stonehenge, led by Richard Bevins, which has led to more accurate knowledge about the specific outcrops within the Preseli Hills which were the origins of the bluestones at Stonehenge. This work is ongoing but different aspects have been published in several academic papers. Excavations by Mike Parker Pearson were undertaken in 2013 and 2014 at one of these sites, Craig Rhos-y-felin at Pont Saeson, where there appears to have been a bluestone quarry. This is



© Beth Thomas

Between the Monuments Project: West Kennet Avenue excavation 2013

part of the Stones of Stonehenge Project, which has also included excavations and survey work at Clatford and the Kennet Valley. There has also been a review of the radiocarbon dates and chronology of Stonehenge, leading to a new published sequence for the site.⁵⁵ Finally there is a new project proposal to look at the origins of sarsen stones led by David Nash and Timothy Darvill, which may provide fruitful results indicating the origins of the sarsen stones at both Stonehenge and Avebury.

Avebury

3.5.8 In the Avebury area, geophysical surveys and excavations (in 2013 and 2014) were undertaken at the middle Neolithic occupation site identified by Alexander Keiller part way along the West Kennet Avenue. This work is part of the Between the Monuments Project, a collaborative project between the Universities of Southampton and Leicester, the National Trust and Allen Environmental Archaeology, which aims to investigate the evidence for occupation and landscape inhabitation in the Avebury landscape in the 4th to 2nd millennia BC. A precursor to this project in 2007 recovered evidence for middle Neolithic occupation at Rough Leaze immediately to the east of Avebury Henge.⁵⁶

3.5.9 In addition, a major conservation project at Silbury Hill was led by English Heritage in 2007, including archaeological survey, excavation and recording. This work has revealed the complex multi-phase archaeology within the hill and has provided new radiocarbon dates for its construction. Subsequently the Later Silbury Project investigated the Roman settlement to the south of Silbury Hill that had been revealed as part of the geophysical investigations undertaken in preparation for the conservation programme. The monograph detailing this work was published in 2013.⁵⁷

3.5.10 The results of the Negotiating Avebury Project (1999–2004) were published in 2008.⁵⁸ This project confirmed the existence of the Beckhampton megalithic avenue (on the western side of the Henge monument), a Cove consisting of a four-stone setting at the terminus of the Beckhampton Avenue and Falkner's Circle, as well as discovering a new Neolithic enclosure in Longstones Field, Beckhampton.

3.5.11 Between 2012 and 2014 Timothy Darvill and Fritz Leüth embarked on a campaign of extensive geophysical survey in the Avebury Landscape.⁵⁹ Areas covered so far include Windmill Hill, Waden Hill, parts of the West Kennet Avenue and the interior of Avebury Henge.

Stonehenge and Avebury

3.5.12 Several large-scale projects focusing on existing museum collections have had, or will have, an impact on our understanding of both parts the WHS. The first of these is the Beaker People Project, a study into mobility, migration and diet in the Early Bronze Age. This project included the study of many human remains from the WHS. Another is the Ritual in Early Bronze Age Grave Goods Project, which has re-examined and re-assessed many artefacts from round barrows in the WHS, including Bush Barrow.⁶⁰ The final publications of these two projects are expected imminently. Thirdly, the Gathering Time dating causewayed enclosures project has provided us with new radiocarbon date estimates for the different phases of both Robin Hood's Ball and Windmill Hill, setting these within a wider context of both British causewayed enclosures and the early Neolithic in general.⁶¹ The Histories of the Dead team undertook a new programme of dating of six long barrows in southern Britain including West Kennet Long Barrow.⁶²

3.5.13 Finally, research at two sites outside the WHS may also shed new light on the monument complexes at Avebury and Stonehenge. At Marden in the Vale of Pewsey, excavations in 2010 by English Heritage led to the discovery of a small building on the bank of a small henge within the larger henge enclosure, as well as a roadway through one of the entrances leading towards the River Avon. Further excavation work is planned for other nearby monuments identified through aerial photography and geophysical survey.⁶³ The archaeology at Marden is important for understanding the links between Stonehenge and Avebury, and for our knowledge about large henge enclosures and monument complexes. Recent fieldwork that has conclusively demonstrated that the Marlborough

mound is of Neolithic date, has implications for our understanding of Silbury Hill as well as the wider landscape context within which the Avebury portion of the WHS is situated.⁶⁴

3.5.14 Many other archaeological books about the Stonehenge and Avebury World Heritage Site have also been published since 2005/2009, which are detailed in the Bibliography.

4.0 CURRENT POLICY CONTEXT

4.1 UNESCO policies and guidance

UNESCO's Mission and Strategic Objectives

4.1.1 The Convention Concerning the Protection of the World Cultural and Natural Heritage (1972) is one of a family of UNESCO Conventions dealing with heritage. As such, it figures strongly in UNESCO's overall objectives and policies. UNESCO's mission is:

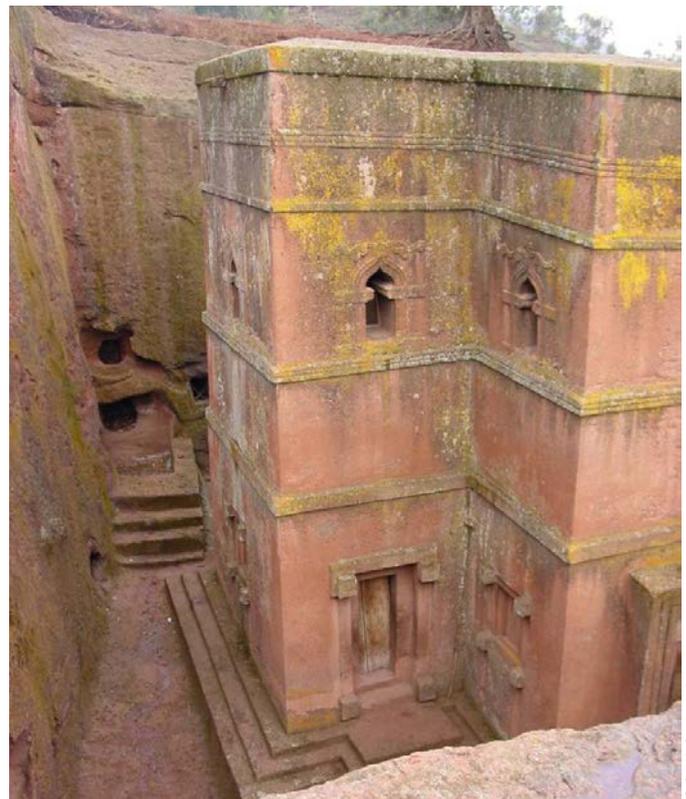
'As a specialized agency of the United Nations, UNESCO contributes to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information'.

4.1.2 UNESCO's current Medium Term Strategy (2014 to 2021) is structured around two overarching objectives:

- Peace – Contributing to lasting peace
- Sustainable Development – Contributing to sustainable development and the eradication of poverty

4.1.3 These objectives are translated into nine Strategic Objectives (SO):

- SO 1: Developing education systems to foster quality lifelong learning opportunities for all
- SO 2: Empowering learners to be creative and responsible global citizens
- SO 3: Shaping the future education agenda
- SO 4: Promoting the interface between science, policy and society and ethical and inclusive policies for sustainable development
- SO 5: Strengthening international science cooperation for peace, sustainability and social inclusion
- SO 6: Supporting inclusive social development and promoting intercultural dialogue and the rapprochement of cultures



Rock Hewn Churches Lalibela WHS, Ethiopia

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- SO 7: Protecting, promoting and transmitting heritage
- SO 8: Fostering creativity and the diversity of cultural expressions
- SO 9: Promoting freedom of expression, media development and universal access to information and knowledge

4.1.4 The most directly relevant of these Strategic Objectives for the Management Plan is SO 7: Protecting, promoting and transmitting heritage. A summary of expected outcomes for this objective is listed below:

- Cultural and natural heritage as a driver for sustainable development integrated into the post-2015 agenda
- Heritage management and safeguarding strengthened and promoted at national levels, in particular in Africa
- Access to and preservation of documentary heritage in all its forms enhanced
- A new mechanism developed to monitor and assess the intentional destruction and damage to cultural heritage
- Cultural dimensions included in country level disaster risk reduction policies and crisis responses
- Reconciliation processes enhanced through global and regional initiatives and curriculum support
- Engagement of youth strengthened in heritage preservation and safeguarding as well as peace building initiatives.

4.1.5 These internationally-agreed strategic objectives should be reflected in Member-States' policy, procedural and management approaches to WHS, down to the level of individual Sites where practicable. This accords with the UK Government's aims for UNESCO. The UNESCO Strategic Objectives are at some level pertinent to the overall approach to protecting and managing Stonehenge and Avebury and are reflected in the aims, policies and actions throughout this Plan. The updated Management Plan includes aims, policies and actions which reflect the spirit of the following UNESCO expected outcomes: sustainable development; strengthened heritage safeguarding; access and preservation of documentary heritage; disaster risk reduction; and the engagement of youth through education and apprenticeships.

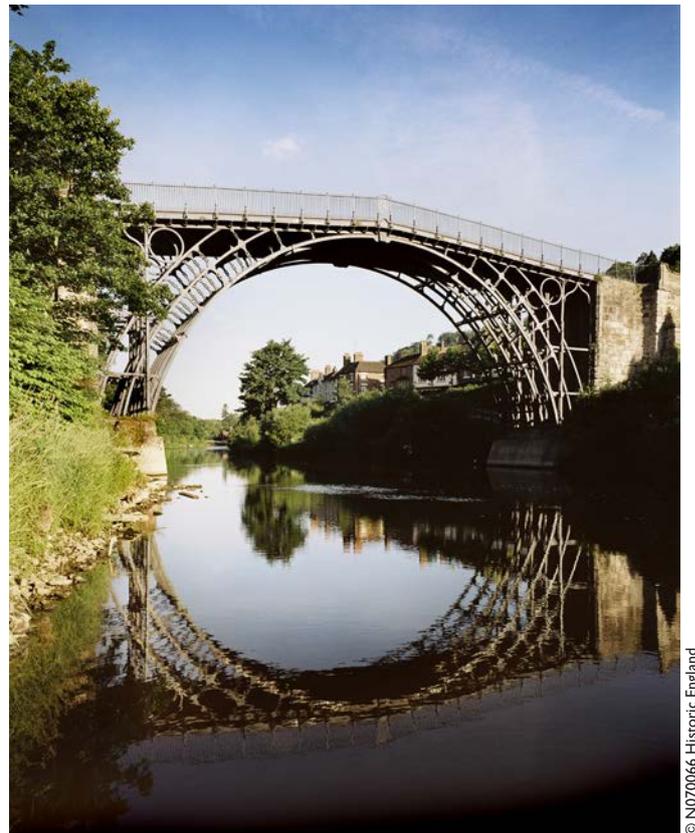
Benefits of WHSs to the UK

4.1.6 Signing the Convention is not simply a matter of meeting UNESCO obligations and aspirations. In fact World Heritage Sites provide a number of important opportunities for the UK to:

- Maintain and enhance UK standards in management and promotion
- Promote sustainable tourism
- Gain sustainable economic benefits for the UK
- Support cultural diversity and community identity, and citizenship
- Promote capacity building particularly for young people in both the UK and in developing countries
- Address climate change and sustainability challenges
- Meet UK Government's commitments to the developing world – especially Africa.

4.1.7 The UK National Commission for UNESCO (UKNC) was set up by Government to advise on all matters concerning UNESCO and to act as a focal point between the Government, civil society and UNESCO. In the recent report *The Wider Value of UNESCO to the UK 2012–2013*, UKNC concluded that there are major benefits to UNESCO membership including its contribution to the UK's development agenda in education, science, heritage and culture and support for the UK foreign policy priorities of human rights and freedom of expression. In addition the financial benefit of UNESCO membership to the UK's 180 UNESCO-affiliated organisations is an estimated £90 million per year. Available data suggests that World Heritage designation contributes c £61.1 million of this benefit.

4.1.8 The UKNC views WHSs as key focal points and catalysts for change on a truly global scale focusing on people and



Ironbridge Gorge, one of 28 UK WHSs

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their environments. Such globally recognised sites:

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

The aims, policies and actions set out in the updated Management Plan reflect all of the above roles and opportunities related to WHS status identified by UKNC.

World Heritage Convention obligations

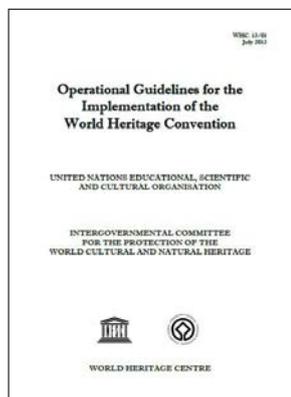
4.1.9 The basic definition of UK responsibilities for its World Heritage Sites is set out in Article 4 of the World Heritage Convention (1972). This says:

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

In addition Article 5 requires that the WHS 'give the cultural and natural heritage a function in the life of the community'. Article 27 requires education and information programmes to strengthen appreciation and respect for cultural and natural heritage. These requirements along with the others set out in the Convention are reflected in the relevant sections of the Management Plan.

WHS management system and plan

4.1.10 The World Heritage Committee has adopted *Operational Guidelines for the Implementation of the World Heritage Convention*. These are periodically revised, most recently in July 2013 when minor non-substantive changes were made to the 2012 edition. The 2005 *Operational Guidelines* (108–112) for the first time spelled out what was meant by a management system and how it should work:



UNESCO Operational Guidelines, 2013

- Each nominated property should have an appropriate management plan or other documented management system which should specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means
- The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations

- An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context. Management systems may vary according to different cultural perspectives, the resources available and other factors. They may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal
- In recognising the diversity mentioned above, common elements of an effective management system could include:
 - a) A thorough shared understanding of the property by all stakeholders
 - b) A cycle of planning, implementation, monitoring, evaluation and feedback
 - c) The involvement of partners and stakeholders
 - d) The allocation of necessary resources
 - e) Capacity-building; and
 - f) An accountable, transparent description of how the management system functions
- Effective management involves a cycle of long-term and day to day actions to protect, conserve and present the nominated property.

4.1.11 This section of the *Operational Guidelines* gives much greater clarity to the requirements of the World Heritage Convention and the World Heritage Committee. In particular, it makes clear that the primary purpose of the management of a WHS is to protect and conserve the Site in order to sustain its OUV. This aligns with developing UK practice on values-led management of the historic environment as set out in English Heritage's *Conservation Principles* (2008).

Monitoring the WHS

4.1.12 The 2008 *Operational Guidelines* contained further guidance on the ways in which the World Heritage Committee monitors the state of conservation of individual WHSs. There are two processes:

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

(see *Operational Guidelines* paras 169–198).

- **Periodic Reporting** is the process by which the World Heritage Committee reviews all World Heritage Sites on a cyclical basis (see *Operational Guidelines* paras 199–201). This process was first carried out for Europe in 2004 and 2005. The second European round was completed in 2013. The Periodic Report for Stonehenge, Avebury and Associated Sites provided a useful opportunity to review the overall state of both parts of the WHS. The next round of Periodic Reporting may fall within the lifetime of this Plan.

Statement of Outstanding Universal Value

- 4.1.13** In July 2008 the World Heritage Committee agreed the Statement of Significance for Stonehenge, Avebury and Associated Sites WHS (Decision 32 COM 8B.93). The Statement was drawn up and agreed by the Steering Committees for both Stonehenge and Avebury based on the documentation submitted at the time of inscription and any comments made by evaluators. The Statement of Significance was included in the *Stonehenge WHS Management Plan (2009)* as a guide to how the Site should be protected and managed.
- 4.1.14** The 2005 revision of the *Operational Guidelines* (paras 154–5) introduced the requirement for a Statement of Outstanding Universal Value (Statements of OUV) for all new World Heritage Sites which became operational in 2007. Further to this, in 2007 the World Heritage Committee recognised the ‘pivotal importance of Statements of Outstanding Universal Value in all World Heritage processes’ and urged States Parties to prepare them for all WHSs inscribed prior to 2007 (Decision 31 COM 11D.1).
- 4.1.15** Statements of OUV are made up of several elements – brief description, Statement of Significance, Statement of Authenticity, Statement of Integrity and a section describing how the WHS is protected and managed as well as challenges in these areas. Statements of OUV are key references for the effective protection and management of WHSs, the main objective of which should be to sustain its OUV.
- 4.1.16** The original nomination and evaluation documents and the Statement of Significance agreed in 2008 formed the basis of the Statement of OUV for Stonehenge, Avebury and Associated Sites WHS. Following agreement by both Steering Committees and a period of public consultation the Statement of OUV was submitted to the Department for Culture Media and Sport (DCMS) in 2010. The draft Statement of OUV was submitted to

UNESCO’s World Heritage Centre in Paris in February 2011 and it was adopted at the 37th Session of the World Heritage Committee in Phnom Penh, Cambodia at the end of June 2013 (Decision 37 COM 8E). Issues and opportunities related to the UNESCO policy context are discussed in Part 2 Section 7.0 (Planning and Policy).

4.2 Planning and policy framework

Protection of the WHS

- 4.2.1** Article 4 of the World Heritage Convention requires States Parties to protect World Heritage Sites. In the UK, World Heritage Sites as a whole are protected primarily through the planning system. This system depends on a hierarchy of the National Planning Policy Framework (NPPF) and Local Plans which include Core Strategies and other relevant Development Planning Documents including Neighbourhood Plans. These documents set out policies according to which local authorities determine planning applications. It should be remembered that although the policy framework may have changed as discussed below, legal obligations remain in force, such as the Ancient Monuments and Archaeological Areas Act 1979 which protects individual Scheduled Monuments within the Site through the Scheduled Monument consent system and the World Heritage Convention itself.

Changes in the planning system

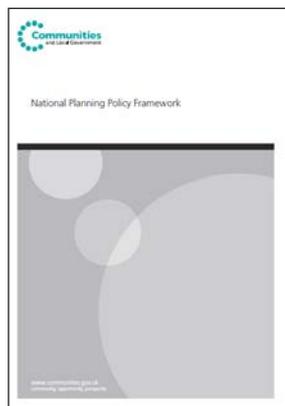
- 4.2.2** There have been a substantial number of important changes to the planning system since the publication of the Avebury and Stonehenge Management Plans in 2005 and 2009 respectively. The Localism Act 2011 contained a wide range of measures including reforms to the planning system. It enabled many of these reforms to occur by making changes to the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning Act 1990. It also allowed for new secondary legislation to be introduced, such as The Town and Country Planning (Local Planning) (England) Regulations 2012.
- 4.2.3** The main changes to the previous system are:
- The abolition of Regional Spatial Strategies
 - The way new Local Plans are made
 - The introduction of ‘Neighbourhood Planning’ to enable local communities to shape and influence where they live or work by having a say in where new development should go

- The introduction of a 'duty to co-operate', meaning neighbouring local authorities, or groups of authorities, must work together on planning issues where relevant.

4.2.4 Under the 2004 Act local planning authorities were required to have a *Local Development Framework*. The Government is streamlining the plan preparation process. Local planning authorities will now be required to have a Local Plan. As with Local Development Frameworks, Local Plans may be made up of a number of different Development Plan Documents (DPDs). Local planning authorities need prepare only one plan, and they can decide what it should contain. It must however consist of a Core Strategy which includes general development management policies. The local authority can choose to prepare other DPDs but must have a good reason to do so. These may include Neighbourhood Plans and Supplementary Planning Documents (SPDs). SPDs cover a range of issues, both thematic and site specific, which may expand policy or provide further detail to policies in a development plan document. It is essential that SPDs are directly related policies in the Core Strategy.

National Planning Policy Framework

4.2.5 The NPPF was published in March 2012. It replaces most of the existing national policy documents. It sets out the Government's national planning policies and how these are expected to be applied. At the heart of the NPPF is the presumption in favour of sustainable development. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.



National Planning Policy Framework 2012

4.2.6 However, despite the apparent blanket presumption in favour of development, both the Courts and the Secretary of State have confirmed that due to footnote 9 of the NPPF this does not hold in some areas which include designated heritage assets, Sites of Special Scientific Interest and Areas of Outstanding Natural Beauty. WHSs, as designated heritage assets, are therefore not subject to this presumption.

4.2.7 The NPPF recognises at para 132 that in considering

'the impact of a proposed development on the significance, of a designated heritage asset, great weight should be given to the asset's conservation'. It recognises that this is particularly important in relation to heritage assets such as World Heritage Sites which are described as designated heritage assets of the highest significance. 'The more important the asset, the greater the weight should be.' The NPPF also states that not all elements of a World Heritage Sites contribute to its significance and that some development within these areas may be acceptable. In addition this recognises that inappropriate development within the setting of heritage assets has the potential to have a negative impact on their significance: an asset's 'significance can be harmed or lost through ... development within its setting'.⁶⁵ It states that developments that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

4.2.8 The Planning Circular 07/09 on the Protection of World Heritage Sites was revised to align with the NPPF in March 2014. The revised Planning Practice Guidance (PPG) is entitled *Further Guidance on World Heritage Sites* and can be found on the website of the Department for Communities and Local Government Planning Practice Guidance in the section *Conserving and Enhancing the Historic Environment*.⁶⁶

4.2.9 Despite these changes to the planning system a substantial number of key themes have been retained from Planning Policy Guidance and Statements under the previous system. The revised PPG retains most of the former advice and in addition articulates the relationship of the terminology used in the UNESCO World Heritage Convention to that in the NPPF. It clarifies that the concept of significance employed in the NPPF aligns with OUV:

'...the description of the Outstanding Universal Value will be part of the World Heritage Site's heritage significance and National Planning Policy Framework policies will apply to the Outstanding Universal Value as they do to any other heritage significance....'(para 031).

The NPPF encompasses the protection of the WHS and its attributes and components as defined for each WHS. At paragraph 029 it confirms that Statements of OUV are 'key reference documents for the protection and management of each Site and can only be amended by the World Heritage Committee'.

4.2.10 Notably the NPPF PPG underlines the principles that need to be satisfied by policy frameworks at all

levels including Local Plan policies and in any decisions including: protecting the WHS and its setting from inappropriate development; striking a balance between the various other values associated with the WHS including its sustainable economic use; protecting the WHS from the cumulative impacts of minor changes; enhancing the WHS and its setting through positive management; and protecting the WHS from climate change but ensuring mitigation measures do not harm its integrity or authenticity. In addition the PPG advises on the appropriate content for a WHS management plan including long-term and day to day actions. A participatory approach to the plan's development is advised and the need to adhere to the principles of sustainable development articulated.

Environmental Impact Assessment and Heritage Impact Assessment

4.2.11 The general approach to assessing the impact of development is set out in the NPPF PPG. It requires that sufficient evidence is provided by developers to assess the impact on the WHS and its attributes of OUV. This might include visual impact and other methods of assessment. Reference is made to the ICOMOS Heritage Impact Assessment Guidelines and English Heritage's Setting Guidance (2011). To underpin this document Historic England has produced additional guidance: 'Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets' (2014). WHSs are considered sensitive areas for the purposes of Environmental Impact Assessments (EIA) and therefore the threshold for which a full EIA is required is much lower and should be related to a development's likelihood to have a harmful impact on the WHS and its attributes of OUV. Any EIA should include a chapter on the heritage implication and this should use the ICOMOS Heritage Impact Assessment (HIA) methodology. Where an EIA is not triggered a Design and Access statement is required at a lower threshold within a WHS. Additional WHS planning guidance will outline the necessary assessments required. This is discussed further in Part Two, Section 7.2 (Planning and Policy).

Developments likely to affect OUV

4.2.12 The PPG underlines that the World Heritage Committee *Operational Guidelines* ask governments 'to inform it at an early stage of proposals that may affect the Outstanding Universal Value of the Site' before any decisions are made. Planning authorities should consult English Heritage in such a case at an early stage. Changes to the call-in procedures are discussed in more detail below at 4.4.5 below.

4.3 Relationship to other statutory and non-statutory management plans and strategies

4.3.1 The designation of the area as a WHS and the existence of the Management Plan are significant in terms of the protection they afford to an extensive area, helping to protect the future character and quality of the landscape and sustain its OUV. The Stonehenge and Avebury WHS Management Plan serves a different purpose from a number of other existing management, strategic and statutory plans which cover the WHS. These plans have been taken into account in the drafting of the current Plan which dovetails with and supports them.

4.3.2 Statutory plans include the Wiltshire Community Strategy 2011–2026; the Wiltshire Joint Strategic Assessment; the Amesbury Community Plan and the evolving Neighbourhood Plans at both Amesbury and Shrewton. In addition to these statutory Plans there are wide range of relevant strategic and management plans which include local Joint Strategic Assessments; the Green Infrastructure Strategy (Wiltshire Council), the North Wessex Downs AONB Management Plan (2014); the Integrated Rural Management Plan for the Army Training Estate Salisbury Plain (MoD/DE); the Natural England Fyfield Down National Nature Reserve Management Plan; the National Trust's Land Use Plan (National Trust 2001); the National Trust's Property Management Plan; the RSPB Normanton Down Management Plan (RSPB 2009); Stonehenge World Heritage Site Management Strategy for Stone-curlew (RSPB 2008); Countryside Access Improvement Plan (Wiltshire Council 2014); Wiltshire Council Cycling Strategy 2011–2026; Marlborough Down Nature Improvement Area Plan. In addition there are various farm management and other privately produced plans that relate to land within the WHS and its setting. The most significant of these plans are discussed further at 7.3 in Section 7.0 (Planning Policy) alongside related issues and opportunities.

4.3.3 It is important that these plans take account of each other as far as is practicable, and that their major policies support the protection of the WHS.

4.4 Legal protection of the WHS

Heritage Protection Bill

4.4.1 The Stonehenge Management Plan 2009 discussed the proposed reform of the Heritage Protection

System in England set out in the White Paper on Heritage Protection in the 21st Century published by the Department for Culture, Media and Sport in March 2007. The Bill was not included in the legislative programme for 2009 as expected due to the global financial crisis and not taken forward by the Coalition Government of 2010.

- 4.4.2 Although all of its provisions have not been realised in a single Bill, a number of them have been enacted through changes in the planning system and other legislation. Although WHSs are not formally recognised as statutory designations they are now included alongside them in the category of most highly designated assets to which harm should be ‘wholly exceptional’ (NPPF para 132).

Heritage Partnership Agreements

- 4.4.3 The concept of Heritage Partnership Agreements included in the Bill came into force in April 2014 but this was limited to Listed Buildings and Conservation Areas rather than Scheduled Monuments. As such they are only indirectly relevant to the protection and management of the WHS and its attributes of OUV.



West Kennet Long Barrow interior

- 4.4.4 The original White paper also announced three changes to planning policy advice. These were a change to call-in regulations and the inclusion of WHSs in Article 1(5) Land in the Town and Country Planning (General Permitted Development) Order 1995 (GPDO). The development of a new planning circular was proposed which would further recognise in national policy the need to protect WHSs as sites of OUV, and to make more prominent the need to create a management plan for each WHS, and where needed, delineate a buffer zone.

Call-in Regulations

- 4.4.5 The Call-in Regulations were published in the *Communities and Local Government Circular 02/2009* and came into force in April 2009. Changes to the call-in procedures require local authorities to inform the Secretary of State for Communities and Local Government if they are minded to grant permission for a development in the WHS or its setting ‘to which English Heritage maintains an objection and which would have an adverse impact on the Outstanding Universal Value, integrity, authenticity and significance of a World Heritage Site or its setting’.

WHS Article 1(5) Land

- 4.4.6 From 1 October 2008 changes to the General Permitted Development Order (GPDO) extended the protection afforded to AONBs, National Parks and other protected areas to WHSs through their re-categorisation as Article 1(5) land. Previously this applied only to Avebury which was within the North Wessex Downs AONB. It now applies to the whole of the Stonehenge and Avebury WHS. Article 1(5) of the GPDO restricts certain permitted development rights within areas it covers. It restricts the size of extensions to houses and industrial buildings which can be built without specific planning consent. It also covers matters such as cladding of buildings.

Article 4

- 4.4.7 The current Stonehenge Article 4 Direction Area places height restrictions on permitted development rights for buildings related to agricultural and forestry operations within an area of seven and a half square miles around the Stonehenge monument. The Direction has been in place since 1962, originally made under Article 3 of the Town and Country Planning (General Permitted Development) Order 1950 (now Article 4 of the 1995 Order). At Avebury there are two Article 4 Directions in place. The first relates to development of land surrounding Avebury Manor and was put in place in 1988. The second put in place in 2009, removes the permitted rights related to fencing in the open countryside around the former BT Repeater Station below Overton Hill. Details of the Article 4 Directions are at Appendix I.
- 4.4.8 In addition to the Article 4 directions a Concordat has been in place since 1970 between the MOD and Ministry of Public Works on the Future of Building Work at Larkhill. This Concordat stipulated that there will be no development south of the Packway within the WHS. This can be found at Appendix J.

Environmental Impact Assessment Sensitive Area

4.4.9 WHSs have a specific status with regard to EIAs. They are included within Schedule 2 for sensitive areas of the EIA regulations along with designations including AONBs. This means that EIAs for development proposals within WHSs should consider the impact of the proposal on the WHS and its attributes of OUV. Location within the WHS should also be a matter taken into account by local authorities when screening development proposals for the need for EIA. The Forestry Commission operates a separate system of EIA for all proposals for afforestation and deforestation within WHSs if they might have a significant environmental impact.

Design and Access Statements

4.4.10 Development proposals within WHSs require Design and Access Statements.

4.4.11 Taken as a whole the changes in national planning policy and advice relating to WHSs should have a significant impact on the procedures for the protection of the Stonehenge and Avebury WHS. It is important that curators and managers are aware of these changes.

4.5 English Heritage Conservation Principles

4.5.1 English Heritage's *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (English Heritage 2008)⁶⁷ recognises four values related to heritage: Evidential, Historical, Aesthetic and Communal. The main purpose is to strengthen the credibility and consistency of decisions taken and advice given by English Heritage staff. Since English Heritage is the Government's principal adviser on the conservation of the historic environment, including the application of the World Heritage Convention, the Principles are of importance in shaping English Heritage's future involvement in the values based management of the Stonehenge and Avebury WHS.

Conservation

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

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

Historic England

4.5.3 These principles will continue to inform the involvement of Historic England which will take on the statutory element of the English Heritage role once the proposed New Model for English Heritage is put in place on 1 April 2015.

4.6 Historic environment designations

See Maps 7 and 18 – Heritage designations for Stonehenge and Avebury

4.6.1 The Stonehenge, Avebury and Associated Sites World Heritage Site was placed on the World Heritage List in 1986.

4.6.2 Scheduled Monuments are monuments and sites included on a Schedule in accordance with the Ancient Monuments and Archaeological Areas Act 1979 by the Secretary of State for Culture, Media and Sport (DCMS) which recognises the national importance of such monuments. Scheduled monuments are afforded statutory protection and require Scheduled Monument Consent for works affecting them. There are 180 Scheduled Monuments within the Stonehenge part of the WHS and 74 in Avebury.

4.6.3 Guardianship Sites under the 1979 Act for nationally important monuments and adjoining land have been taken into the care and/or ownership of the State (or nation). Stonehenge, Woodhenge and parts of Durrington Walls are in Guardianship. English Heritage manages these sites on behalf of the State. At Avebury, Avebury Henge and Stone Circle, West Kennet Avenue, the Sanctuary, West Kennet Long Barrow, Windmill Hill and Silbury Hill are in Guardianship. These monuments (except for Silbury Hill) are managed by the National Trust on behalf of English Heritage. In addition, the Stables Gallery of the Alexander Keiller Museum and its collection is in the guardianship of the State and managed by the National Trust.



Avebury Manor and Stables beside St James Church



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

4.6.4 Conservation Areas are areas of special local or regional architectural or historic interest and character. The designation, preservation and enhancement of Conservation Areas are the responsibility of the local planning authority. Conservation Area status recognises the importance of collections of historic buildings and their settings as critical assets of our cultural heritage which should be conserved for future generations. The following Conservation Areas lie either partly or wholly within the WHS: Amesbury, West Amesbury, Wilsford cum Lake at Stonehenge; and at Avebury the villages of Avebury including part of Avebury Trusloe and West Kennett.

4.6.5 Listed Buildings are buildings of special architectural or historic interest designated by the Secretary of State for Culture, Media and Sport. Listed Buildings are afforded statutory protection, and are classified in grades (Grades I, II* and II) according to their relative importance. Any works must be authorised via an application for listed building consent (LBC) made to the local planning authority. There are 84 Listed Buildings within the WHS in Avebury. Many buildings within Conservation Areas along the Woodford Valley in the Stonehenge part of the WHS are listed, as are some milestones.

4.6.6 Parks and Gardens of Special Historic Interest are included on a Register compiled by English Heritage to draw attention to the importance of these as an essential part of the nation's heritage. Two such parks lie within the WHS: Amesbury Abbey, a Grade II* historic park and garden, and Lake House at Wilsford cum Lake, a Grade II historic park and garden. This status does not currently provide any form of statutory protection; however, the local planning authority will encourage the conservation, restoration and maintenance of historic parks and gardens within the Plan area, and 'registered status' is a material consideration within the planning process.

4.6.7 The Stonehenge Regulations 1997. Under the 1979 Ancient Monuments and Archaeological Areas Act, these regulations set out prohibited acts, such as climbing on the Stones and accessing the monument without the permission of English Heritage. The full regulations are set out in Appendix M.

4.7 Landscape and nature conservation designations

See Maps 8 and 19 – Landscape and nature conservation designations

4.7.1 North Wessex Downs Area of Outstanding Natural Beauty (AONB) was designated in 1972 by the Countryside Commission (now Natural England) under the National Parks and Access to the Countryside Act 1949. The AONB designation confers formal recognition by the Government that the natural beauty of the landscape in the area identified is of national importance. The Avebury WHS lies wholly within the North Wessex Downs AONB.

4.7.2 Sites of Special Scientific Interest (SSSIs) are designated by Natural England (formerly English Nature) under the provisions of the Wildlife and Countryside Act 1981 (as amended) to protect features of national importance for nature conservation. At Stonehenge the WHS is bordered by the River Avon System SSSI on its eastern side while three high profile calcareous grassland sites: Parsonage Down, Porton Down and Salisbury Plain SSSI lie to the west, east and immediately north respectively. At Avebury, Fyfield Down and Silbury Hill are both designated as SSSI. Fyfield Down and Parsonage Down are also designated as **National Nature Reserves (NNRs)** and managed by Natural England. Fyfield



© Natural England, © Chris Gomersall, RSPB-images.com

Nature conservation and enhancing biodiversity: Lapwing, Common Blue Butterfly, Pyramidal Orchid

Down is managed in partnership with the landowner who is responsible for the management required under the HLS agreement.

4.7.3 Special Protection Areas (SPAs) are strictly protected sites classified in accordance with Article 4 of the EC Birds Directive,⁶⁸ which came into force in April 1979. They are classified for rare and vulnerable birds (as listed on Annex I of the Directive), and for regularly occurring migratory species. Salisbury Plain SSSI has been designated as an SPA for its populations of quail, hobby, hen harrier and stone-curlew.

4.7.4 Special Areas of Conservation (SACs) are strictly protected sites designated under the EC Habitats Directive. Article 3 of the Habitats Directive requires the establishment of a European network of important high-quality conservation sites that will make a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Directive (as amended). The listed habitat types and species are those considered to be most in need of conservation at a European level (excluding birds). Salisbury Plain SSSI has been designated as an SAC for its calcareous grassland, juniper scrub and populations of marsh fritillary butterfly. The River Avon and its tributaries together form the River Avon SAC which is designated for four species of fish including salmon, Desmoulin's whorl snail, water crowfoot and other specialist aquatic vegetation.

4.7.5 The Wiltshire Biodiversity Action Plan (2008) and A Landscape-scale Framework for Conservation in Wiltshire and Swindon (2012) identify action for conserving and enhancing habitats and species which are listed under Section 41 of the Natural Environment and Rural Communities Act 2006 as being of principal importance for the conservation of nature. The WHS contains many fragments and some larger areas of

such habitats and the Wildlife Sites Partnership has recognised many of these as **County Wildlife Sites**. Although surveys are not comprehensive, the WHS also contains several species of principal importance. These sites, species and habitats are recognised and protected in the Wiltshire Core Strategy and links can also be made to saved policies in the Salisbury and Kennet District Local Plans. Earlier versions of the WHS Management Plans recognised Areas of High Ecological Value (AHEV) but this designation has been superseded by the more recent national policy outlined here.

4.7.6 The Special Landscape Area policy has its roots in the early 1980s and was inherited by the District Councils from the now defunct Structure Plan. It recognises that there are areas of attractive and vulnerable landscape within Wiltshire that do not benefit from statutory designation, including Salisbury Plain and Stonehenge. At the time of writing the SLA policy is saved but subject to a review.

4.7.7 As part of the Wiltshire Wildlife Sites Survey and Nature Conservation Strategy, a database of sites of potential county nature conservation interest was



Martin James 2005 © Natural England

The River Avon is designated as a Special Area of Conservation

compiled by English Nature (now Natural England) and the Wiltshire Wildlife Trust. These sites were also referred to within the District Council Local Plan, and it is anticipated that this protection will be included in the new Local Area Agreements within the revised planning system. There are six County Wildlife Sites within the Stonehenge WHS and eight in the Avebury WHS which are under active management.

4.7.8 Marlborough Downs Nature Improvement

Area – The Natural Environment White Paper (NEWP) *The Natural Choice: Securing the Value of Nature* (2011) enabled the setting up of partnerships between local authorities, local communities and landowners, the private sector and conservation organisations to establish new Nature Improvement Areas (NIAs), based on a local assessment of opportunities for restoring and connecting nature on a significant scale. Marlborough Downs NIA was one of England's first twelve NIAs and initiated on 1 April 2012 for a period of three years. Marlborough Downs NIA is unique in that it has been designed solely by farmers. It is believed that this farmer-led, bottom-up approach will lead to far greater and more wide-reaching benefits as a result of the 'ownership' conferred by this project. An initial survey of farmers has confirmed an extremely high level of commitment.

5.0 CURRENT MANAGEMENT CONTEXT

5.1 Developments since the 2005 and 2009 Management Plans

5.1.1 Since the Avebury 2005 and Stonehenge 2009 plans there have been a number of major changes in the management context of the Stonehenge and Avebury WHS. Until 2014 the two parts of the WHS were managed to a large extent independently and each had its own Management Plan. Despite this, a number of joint initiatives were completed and the Stonehenge WHS Coordinator and Avebury WHS Officer worked closely together. In many cases the same members of staff from WHS partner organisations such as English Heritage, the National Trust and Natural England were involved at both Stonehenge and Avebury.

5.2 The Stonehenge and Avebury WHS governance review

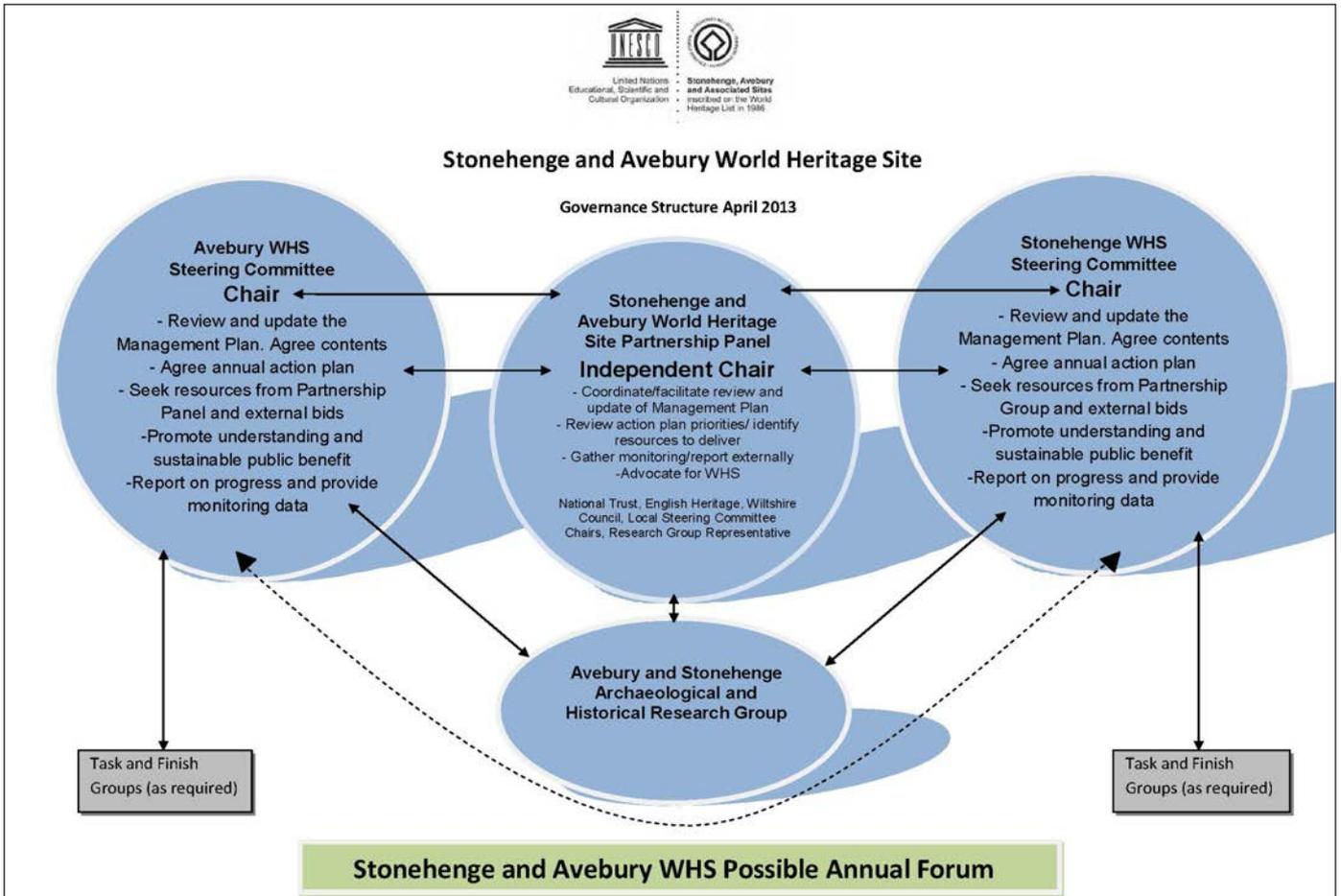
5.2.1 In 2011 the Stonehenge and Avebury WHS Committees agreed to undertake a review of the

governance across both parts of the WHS. There were three main drivers for this review. First, UNESCO in its Operational Guidelines recommends that in 'the case of serial properties, a management system or mechanisms for ensuring the co-ordinated management of the separate components are essential ...'⁶⁹ Secondly, there was a need to consider how recent changes in the management context, such as the formation of the Wiltshire Council Unitary Authority in 2009 and the introduction of a General Manager of Wiltshire Countryside managing both parts of the National Trust property within the WHS, might affect its management. Thirdly, there was an impetus to identify the most efficient way of working following the downturn sparked by the global economic crisis in 2007 and consequent cuts in public sector funding.

5.2.2 These drivers created a desire to look at the governance, coordination and management of the World Heritage Site to create a more streamlined arrangement that avoided duplication for the Coordinators and those organisations involved in both parts of the WHS. It was therefore agreed by the local Steering Committees in 2011 to undertake a review of the governance structure of the WHS which would consider opportunities for a joint approach to coordination and management of the WHS.

5.2.3 In 2012 Egeria Heritage Consulting began the governance review and produced recommendations for a more coordinated approach. The report concluded that in general the current arrangements worked well and any new ones should seek to maintain the excellent partnership working and coordination demonstrated up until that point. Egeria Heritage Consulting's main recommendations⁷⁰ were as follows:

- The two parts of the WHS should have an overarching Committee made up of the three main funders (NT, EH and Wiltshire Council) together with local representatives
- This committee should have an Independent Chair
- The Steering Committees at Stonehenge and Avebury should be maintained to ensure that the local engagement which has been so successful continues
- The two Coordinators should work together on a formal basis as a WHS Coordination Unit hosted by one partner and supported financially and in kind by the other key partners. A minimum of 2.5 staff were recommended to undertake the work of the Coordination Unit.



Governance structure diagram

5.2.4 Both local Steering Committees broadly agreed with these recommendations and in the autumn of 2012 a working group consisting of members of these committees was formed to consider how best to implement them. The recommendations were further refined after discussions with the local Committees and terms of reference were developed. These can be found at Appendix A.

5.2.5 The diagram below was developed as a result of the deliberations of the working group and reflects the relationships between the local Steering Committees, Avebury and Stonehenge Archaeological and Historical Research Group (ASAHRG) and the Stonehenge and Avebury WHS Partnership Panel.

5.3 The local Steering Committees

5.3.1 The membership of the two local Steering Committees includes employees of the main WHS partner organisations responsible for aspects of management and representatives of local communities and amenity groups. A list of members can be found at Appendix A

Stonehenge

5.3.2 The Stonehenge WHS Committee was formed in December 2000 from the *Stonehenge WHS Management Plan* Implementation Group. It meets every four months to oversee the implementation of the Management Plan and to take decisions on priorities, strategies and funding. It is composed of key partners with responsibilities for planning and land management in the WHS, including key landowners, local authorities and statutory agencies. The Stonehenge WHS Committee was chaired until 2014 by Lady Elizabeth Gass who had been both a Commissioner of English Heritage and a member of the National Trust Wessex Committee.

5.3.3 As a result of the governance review of 2012 a revision of the membership was undertaken. This resulted in an increase in local parish councils represented and the inclusion of the Amesbury Society amenity group. A full list of membership can be found at Appendix A. In addition a new Chairman was nominated by the members in 2014 for a period of three years. The role is currently held by the representative of Amesbury Town Council.

5.3.4 The Stonehenge WHS Advisory Forum was created in 2001 as a wider consultative group. It was composed of all the bodies and individuals who took part in the preparation of the original 2000 Management Plan along with various others. Its role was to provide advice on the management of the WHS, including the periodic revision of the Management Plan, and to act as a channel of communication between those carrying out work in the WHS and the wider stakeholder group. The Forum generally met once a year and more often when needed. The governance review recommended that some members were invited to join the Stonehenge WHS Steering Committee and that the remaining members joined a wider stakeholder group for both parts of the WHS. This wider stakeholder group was consulted during the development of the Stonehenge and Avebury WHS Management Plan at a series of three workshops.

Avebury

5.3.5 The Avebury WHS Steering Committee was formed in 1999 from a Working Party which met from 1989 to oversee the development of the first Management Plan. Its membership mirrors that at Stonehenge and includes representatives from bodies with statutory functions within the WHS as well as landowners and managers, three parish councils and local amenity societies. A full list of membership can be found at Appendix A. Until 2014 it was chaired by the English Heritage South West Regional Director and latterly by its Planning and Conservation Director.

5.3.6 Avebury until recently had two sub-groups established in 1992 and 1993 respectively to deal with archaeological and historical research (AAHRG) and traffic and visitor management (TVM). AAHRG was an informal group of academics and archaeologists who met to coordinate and encourage research within the WHS and who produced the Avebury WHS Research Agenda in 2001. The TVM Group met three to four times a year and was chaired by the National Trust.

5.3.7 Following the governance review a new Chair of the Steering Committee was nominated in 2014 and the position is currently held by the Chair of Avebury Parish Council. This is for a period of three years. The TVM group has been replaced with an agreement to establish 'task and finish' groups to take forward individual projects.

5.4 Avebury and Stonehenge Archaeological and Historical Research Group

5.4.1 The Avebury and Stonehenge Archaeological and Historical Research Group (ASAHRG) was formed in 2014. It developed from the Avebury Archaeological and Historical Research Group (AAHRG) which was formed in 1992. This change fulfils a long held ambition to establish a Stonehenge research group and was a recommendation of the governance review. ASAHRG is an informal group of academics, archaeologists and historians who meet to coordinate and promote research with the WHS and oversee the update of the WHS Research Framework. They issued revised Terms of Reference in 2014 (see Appendix C). The role of the group is discussed in greater detail in Part Two, Section 12.0 (Research).



The last meeting of AAHRG in October 2013 before its expansion to include Stonehenge and become ASAHRG in 2014

© Brian Edwards

5.5 The WHS Coordination Unit

5.5.1 The Stonehenge WHS Coordinator is employed by English Heritage. The Avebury WHS Officer is employed by Wiltshire Council. From March 2014 the Stonehenge Coordinator was seconded to Wiltshire Council to form the WHS Coordination Unit with the Avebury WHS Officer. The Unit is based in the Wiltshire and Swindon History Centre in Chippenham with the County Archaeology Service housed within the Heritage and Arts Team of Wiltshire Council.

5.5.2 The role of the two Coordinators is to manage the programme set out in the Management Plan and facilitate the delivery of the actions, working closely with the many stakeholders involved in the Stonehenge and Avebury WHS. In addition the Coordinators lead on the review and update of the Plan. They work across both parts of the WHS, each responsible for specific themes such as planning or education. The role of the Coordination Unit is set out in Appendix D. The Unit is

currently made up of two full-time WHS Coordinators. The National Trust's Stonehenge and Avebury Archaeologist provides additional advice and support to the Unit.

- 5.5.3 With greater resources the work of the Coordination Unit could be expanded and opportunities to increase the capacity of the Unit with appropriate paid or volunteer support should be considered. This might include administrative support, social media, fund raising, grant applications and events assistance.

5.6 Stonehenge and Avebury WHS Partnership Panel

- 5.6.1 The WHS Partnership Panel first met in February 2014. The role of the Partnership Panel is to coordinate actions affecting both parts of the WHS and to oversee the work of the Coordination Unit. An important role for this group is to ensure sufficient funds are available to support the Coordination Unit and implement projects arising from the Management Plan. It is led by an Independent Chair.

- 5.6.2 This group represents both parts of the WHS and is made up of three key partners (English Heritage, the National Trust and Wiltshire Council), the chairs of the two local Steering Committees and a representative from ASAHRG. The secretariat is carried out by the Coordination Unit and both Coordinators attend together with the National Trust WHS Archaeologist to report to the Partnership Panel and respond to any queries.

5.7 Chair of the Stonehenge and Avebury WHS Partnership Panel

- 5.7.1 The role of the Independent Chair of the WHS Partnership Panel is to chair the Partnership Panel meetings, champion the WHS and raise awareness and understanding of its OUV. The Independent Chair was appointed in November 2013 for a period of three years. The role of the Chair can be found at Appendix B.

5.8 Working groups and liaison with key partners

- 5.8.1 A number of small and informal working groups have been set up to progress specific projects and foster partnership between the stakeholders. These groups help to build consensus and ownership of projects

while making effective use of the expertise, skills and experience of partners to achieve exemplary and innovative management outcomes. Since the production of the last Plans, working or 'task and finish' groups have been set up to oversee and advise on the implementation of a number of projects including the *WHS Condition Survey*, the *WHS Woodland Strategy*, the Stonehenge and Avebury Research Framework and the *Avebury WHS Transport Strategy*. These groups normally report through the relevant WHS Coordinator or another member of the group to the local Steering Committee. The group is disbanded on the completion of the project. Further consultation on projects is carried out when relevant through informal individual meetings with partners, the circulation of drafts for comment, presentations to other groups and other appropriate methods.

- 5.8.2 In addition, the WHS Coordination Unit maintains a close working relationship with key partners through regular meetings or informal contact. A regular monthly liaison meeting is held with Historic England, the National Trust and Wiltshire Council.

5.9 Funding arrangements for the WHS Coordination Unit

Stonehenge

- 5.9.1 Funding for the Stonehenge Curatorial Unit following its creation in 2001, was mostly provided by English Heritage. In past years there have been additional smaller contributions from the National Trust, Salisbury District Council and from Amesbury Town Council. However, since 2009 funding has been provided by English Heritage alone. This covered the salary costs of a full-time Coordinator and a part-time administrative assistant until 2011 when the part-time assistant role was made redundant. The Unit which consisted of an additional full-time archaeologist and research assistant post was funded by English Heritage until 2011. Currently English Heritage funds the Stonehenge Coordinator post which has been seconded to the Coordination Unit based in Wiltshire Council. It also provides a small additional budget for projects. This role is now associated with Historic England.

Avebury

- 5.9.2 The post of Avebury WHS Officer was part-funded by English Heritage and Kennet District Council until 2009. The post was transferred to Wiltshire Council in 2009. The Council now funds the salary costs of the Officer and provides a small budget for projects.

WHS Coordination Unit funding

5.9.3 The WHS Coordination Unit was formed in March 2014 and is hosted by the Archaeology Service of Wiltshire Council at the Wiltshire and Swindon History Centre. Wiltshire Council provides accommodation, administrative support and day to day management support.

Project funding

5.9.4 Funding has also been obtained by previous and current WHS Coordinators for specific projects from a variety of sources including Natural England/Defra (grassland reversion, Woodland Strategy and capital items to protect archaeological features); English Heritage (Silbury Hill Conservation Project, WHS Condition Surveys, revised WHS Research Framework, archaeological surveys and aerial photography); and Wiltshire Council and North Wessex Downs AONB (*Avebury WHS Transport Strategy*). In addition, many projects are carried out directly by the various WHS partners such as the National Trust and RSPB. Substantial private sector funding has also been obtained for the undergrounding by Scottish and Southern Electricity of intrusive electricity cables in the Avebury part of the WHS.

5.10 Ownership and management roles

See Maps 6 and 17 – Land ownership

5.10.1 The Stonehenge and Avebury WHS is characterised by diversity of ownership, management agencies and land use. The WHS boundary includes a number of different farm estates and land holdings. No one organisation is entirely responsible for the management of the WHS. The key organisations and individuals with ownership and statutory responsibility manage the WHS through the governance structure outlined above coordinated by the WHS Coordination Unit.

5.10.2 Several government departments, agencies and other public bodies have statutory or management responsibilities in the WHS. These are set out in Appendix F, List A. There are likely to be changes to this range of bodies during the lifetime of this Plan.

Stonehenge

5.10.3 Much of the Stonehenge part of the WHS is now owned or managed by conservation bodies although no single body has responsibility for the whole Site. The majority of the land is used for farming, including areas

predominantly cultivated regularly for arable crops, and is therefore subject to the macro-economic influences of the European Union's Common Agricultural Policy. Smaller parts are managed for conservation and public access while the northern part of the site is part of the Ministry of Defence Estate.

5.10.4 Stonehenge and 15 hectares of land around it were given to the nation in 1918 by the last private owner, Cecil Chubb, and are now in the freehold ownership of the Secretary of State for Culture, Media and Sport. They are managed on the Secretary of State's behalf by English Heritage. English Heritage also has in care Woodhenge and a very small part of the Durrington henge; these are sites in state guardianship.

5.10.5 In 1927, 587 hectares of the surrounding land (about a fifth of the Stonehenge part of the WHS) were purchased by public subscription through the Wiltshire Archaeological and Natural History Society and vested in the National Trust following a national public appeal. More recently, the National Trust has made a series of sizeable acquisitions within the WHS: 172 hectares at Countess Farm in 1999, a large part of Durrington Walls in 2001 and, in 2003, land at Greenland Farm including the Lesser Cursus. The National Trust now owns a total of 827 hectares.

5.10.6 Apart from the land in the care of English Heritage, that owned by the National Trust, and Larkhill and the surrounding farmland owned by the Ministry of Defence, the majority of the WHS is owned by six private owners and is used for farming. At Amesbury, Durrington and along the Woodford Valley, there are a number of private houses within the WHS boundary. A further development since 2000 has been the Management Agreement between a private landowner and the RSPB regarding land adjoining, and including some of, the Normanton Down Barrow Group to establish a chalk grassland nature reserve to protect breeding and roosting stone-curlews.

5.10.7 The visitor facilities at Stonehenge are owned and operated by English Heritage on land to the west of Stonehenge at the junction of the A360 and B3086 leased from the Druids Lodge Estate and Manor Farm. This includes the new Visitor Centre housing an exhibition, café, education facility and shop and a car and coach park, alongside an ancillary building for offices and services.

Avebury

5.10.8 At Avebury, the National Trust is the largest single owner in the WHS owning around one third of the area or approximately 647 hectares much of which it acquired in 1943 from Alexander Keiller. Much of this land is farmland and let on secure Agricultural Holdings Act tenancies and is therefore not managed in hand by the Trust. There are around 15 different farm estates and land holdings within the WHS. Fyfield Down is a National Nature Reserve leased from the landowner and managed by Natural England. In addition there are a large number of individual householders within the Avebury WHS, mostly concentrated in the settlements of Avebury, Avebury Trusloe, Beckhampton and West Kennett.

5.10.9 The responsibilities of English Heritage and the National Trust are closely interlinked at Avebury. Six prehistoric sites and the Alexander Keiller Museum and much of its collection are in the Guardianship of the State. However, since 1994 the prehistoric sites, apart from Silbury Hill, have been managed on a day to day basis by the National Trust through a Local Management Agreement (LMA) with English Heritage. The Alexander Keiller Museum and much of its collection are owned by the Department of Culture, Media and Sport (DCMS) and are managed under a 25-year LMA. This will need to be renegotiated during the lifetime of this current Management Plan. These two LMAs ensure the continued protection and conservation of key attributes of OUV and the internationally important collection. The current regime has been working well and regular liaison meetings ensure good cooperation and monitoring of conservation works taking place at Avebury.

5.11 The Local Authority

5.11.1 In 2009 a unitary authority, Wiltshire Council, was established replacing the County Council and the five district councils including Kennet District Council and Salisbury District Council which were the district councils in which Avebury and Stonehenge are situated. The Avebury WHS Officer, previously jointly funded by Kennet District Council and English Heritage, is now funded by Wiltshire Council. Following the governance review, Wiltshire Council has agreed to host the WHS Coordination Unit which is now based at the Wiltshire and Swindon History Centre in Chippenham in the County Archaeology Service in the Heritage and Arts Team.

5.11.2 Wiltshire Council plays an extremely important role in a number of areas affecting the protection and management of the WHS. As the local planning

authority the Council prepares planning policy including the Wiltshire Core Strategy and implements this through development management. Wiltshire Council is the highways and traffic authority for the County and as such responsible for the public vehicular highways and public rights of way contained within the WHS (the Highways Agency is responsible for the A303 which is a national strategic road). The County Archaeology Service gives advice on the protection of the historic environment and maintains the Historic Environment Record. In addition the Council supports VisitWiltshire, the destination management organisation responsible for the marketing of Wiltshire as a tourism destination as well as a wide range of museums and heritage and arts organisations. The Arts Service is responsible for arts development across the County and the Museums Advisory Service gives both direct and indirect assistance to local museums.

Working in partnership with

Wiltshire Council
Where everybody matters

5.11.3 Wiltshire Council uses Community Area Boards as means of enabling local decision making. They are a formal part of Wiltshire Council that tries to find solutions for local issues such as road repairs, traffic problems and speeding in villages, litter, facilities for young people and affordable housing. People who work with the area boards include councillors, community area managers and democratic service officers together with one member of the council's top decision-making committee, the Cabinet. It also includes the local NHS, fire and emergency services, police, town and parish councils, community area partnerships and many other groups. By working in partnership with local communities, the Council hopes to achieve more than it can on its own. A representative of each Board sits on the relevant local WHS Steering Committee.

5.11.4 Wiltshire Council is responsible for a small area of land at Durrington Walls and for the Larkhill Primary School Site.

5.11.5 Council members represent their communities on the local WHS Steering Committees and the Cabinet Member for Heritage and Arts represents Wiltshire Council on the Stonehenge and Avebury WHS Partnership Panel.

5.12 Historic England

5.12.1 Historic England came into being as a non-departmental government body grant-aided by DCMS in April 2015. Until then it had been part of English Heritage which came into being in 1984 under the terms of the 1983 National Heritage Act. Under the direction of the Historic Buildings and Monuments Commission for England, it is the main advisory body to the Government on all matters concerning the conservation of England's historic environment including WHSs. Through a range of identification work, grant programmes and advice, Historic England seeks to ensure the protection and enjoyment of cultural heritage. The statutory function is retained as a non-departmental government body grant-aided by DCMS and known as Historic England. It has been instrumental in developing management plans for all cultural WHSs in England.



Historic England

5.12.2 Historic England has the following role:

- **Curatorial:** advising Government on the designation of heritage assets of national importance, for example the addition of assets to the schedule of monuments; advising Government and local authorities on applications for Scheduled Monument consent, planning consent, listed building and Conservation Area consent and other planning and development proposals including those affecting WHSs, registered historic parks and gardens and battlefields, and also providing pre-application advice to owners and developers; and support to owners of heritage assets. This role is carried out by the Inspector of Ancient Monuments (IAM) based at the English Heritage South West Office in Bristol. The IAM is supported by a number of other colleagues working within the National Planning and Conservation Group of Historic England.
- **World Heritage:** acting as the Government's official advisor on matters relating to the World Heritage Convention.
- **World Heritage Site Management Plan:** supporting the work of the WHS Coordination Unit which coordinates the implementation and periodic revision of the World Heritage Site Management Plan. Until 2014 the Stonehenge WHS Coordinator was based within the Stonehenge management team.

5.12.3 The Planning and Conservation Director (South West) of Historic England currently represents the organisation on the Stonehenge and Avebury WHS Partnership Panel.

5.13 English Heritage

5.13.1 English Heritage came into being in 1984 under the terms of the 1983 National Heritage Act. In April 2015, some of its functions were transferred to a new body, Historic England. A new charity was formed which retained the name English Heritage and its responsibility for the conservation, documentation and interpretation of 420 historic properties and 500,000 objects in their collections. The new charity remains under the direction of the Historic Buildings and Monuments Commission for England.

5.13.2 English Heritage is responsible for the national heritage collections in the care and guardianship of the Secretary of State. These include 420 sites and monuments with their collections and archives. The areas of responsibility include: curation; conservation and maintenance; presentation; education; interpretation; access programmes; development; property investment; historic properties; commercial activities; collections care; fundraising and marketing.

5.13.3 Specifically for the Stonehenge and Avebury WHS, its areas of responsibility are:

- **Conservation:** English Heritage (EH) is responsible for the conservation and long-term guardianship of Stonehenge and part of the Avenue, Woodhenge, and part of Durrington Walls. Similarly at Avebury EH is responsible for Avebury Henge and Stone Circle, West Kennet Avenue, West Kennet Long Barrow, the Sanctuary, Windmill Hill, Silbury Hill and the Alexander Keiller Museum. The Property Curator advises on all conservation issues at Stonehenge in conjunction with the Landscape Manager, the Conservation Maintenance Manager and the Facilities Manager. Similarly at the Avebury sites EH is responsible for major conservation projects while the general maintenance is carried out by the National Trust (see below). The Senior Collections Curator is responsible for the collections relating to the sites held by EH. The Property Curator is responsible for the Conservation Plan which informs the sustainable management of the site.
- **Development:** in partnership with Government, public bodies and the National Trust, delivering the Stonehenge Environmental Improvement

Programme. This included the new Visitor Centre and the closure of the A344 from the junction with the A303 to the Roundabout on the A360. The team is based in Bristol and Stonehenge.

- **Operations:** managing the guardianship sites on behalf of Government. At Stonehenge, these consist of Stonehenge and Woodhenge (together with a small part of Durrington Walls). The Operations team is based on site. At Avebury, there are six sites (Avebury Henge and Stone Circle, West Kennet Avenue, West Kennet Long Barrow, the Sanctuary, Windmill Hill and Silbury Hill) and the Alexander Keiller Museum. All (with the exception of Silbury Hill) are managed by the National Trust for English Heritage through Local Management Agreements.

5.13.4 The General Manager of Stonehenge currently sits on the Stonehenge WHS Steering Committee.

5.14 The National Trust

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

- Cultural Heritage: the National Trust cares for a wide range of prehistoric monuments and sites as well as more recent archaeology
- Natural Heritage: around 112 hectares of arable land have been reverted to species-rich grassland
- Landscape: the National Trust manages its land at Stonehenge and Avebury to conserve a landscape in which a wide range of monuments and sites can be interpreted and appreciated.

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

5.14.3 One of the key changes since 2005 and 2009 is the reorganisation of the National Trust at local level so that the Trust land in both parts of the WHS is managed by its General Manager of Wiltshire Landscape. This provides for the first time an integrated approach to the management of both parts of the WHS. The National Trust General Manager (Wiltshire Landscape) represents the organisation on the Stonehenge and Avebury WHS Partnership Panel.

5.14.4 The National Trust employs a full-time archaeologist for the Stonehenge and Avebury WHS and from 2014 this role was expanded to enable the National Trust to support the WHS Coordination Unit. The National Trust employs a full-time curator for the Alexander Keiller Museum.

5.14.5 The National Trust employs a team that includes a ranger team at both Avebury and Stonehenge, a Visitor Experience Officer for the Stonehenge Landscape and a Visitor Services team, a Museum Curator and Curatorial Assistant at Avebury, all of whom work together to deliver a wide range of events and to conserve and protect the National Trust estate.

5.15 Natural England

5.15.1 Natural England contributes very significantly to the protection, presentation and management of the WHS. The Natural Environment and Rural Communities Act 2006 created Natural England and brought together, for the first time in one body, the protection of wildlife and landscapes and the enjoyment and environmental education of people. Natural England is the government's adviser on the natural environment whose remit is to ensure sustainable stewardship of the land and sea so that people and nature can thrive and that England's rich natural environment can adapt and survive intact for future generations to enjoy. Natural England's responsibilities that relate to the WHS and the aims of its Management Plan include:

- Managing England's green farming schemes/agri-environment agreements
- Promoting nature conservation and reversing the decline of biodiversity. Working with partners to deliver Biodiversity 2020 objectives and landscape-scale integrated conservation
- Managing National Nature Reserves (NNRs)
- Working with landowners and land managers to maintain SSSIs in favourable or recovering condition
- Promoting and supporting more access to and engagement with the environment

- Providing advice to planners and developers to ensure the natural environment is conserved and enhanced through the planning system
- Advising on wildlife management and licensing especially in relation to the protection of Scheduled Monuments and burrowing animals.

5.15.2 Perhaps the key role for the WHS is their management of the green farming or agri-environment schemes that have helped protect sensitive archaeology from damage through cultivation. This will remain a key priority for the WHS for the foreseeable future. This is discussed further below at 5.22 below. Natural England has also provided support funding and support for landscape-scale projects such as the *WHS Woodland Strategy* (2015).

5.15.3 Natural England manages the Fyfield Down NNR and is responsible for SSSIs in both parts of the WHS. It is represented on both local Steering Committees.

5.16 North Wessex Downs Area of Outstanding Natural Beauty

5.16.1 The Avebury part of the WHS lies completely within the North Wessex Downs AONB. This is a nationally protected landscape, designated in 1972 under the National Parks and Access to the Countryside Act 1949 and recognised also as a Category V landscape by the International Union for the Conservation of Nature. The AONB is a key partner with many similar aims to the WHS. The primary purposes of the AONB designation are to conserve and enhance the natural beauty of the landscape. This includes the historical and cultural associations as well as geological and physical characteristics of the area, the flora and the fauna and the scenic views. Under s.85 of the Countryside and Rights of Way Act 2000, all 'relevant authorities' have a statutory duty to have regard for these purposes. The Act also requires the nine local authorities concerned to produce and implement statutory AONB Management Plans. An AONB staff unit leads this work on behalf of the governing North Wessex Downs AONB Partnership. The NWDAONB provides an additional layer of statutory protection for the WHS as well as support through working in partnership and the provision of funding for relevant projects. The NWDAONB provided 50% of the funding for the *Avebury WHS Transport Strategy* and supported the production of the *Avebury WHS Residents' Pack*. The Director of the NWDAONB is a member of the Avebury local Steering Committee.



Hewetson Memorial restoration project 2012. Working in partnership with the military.

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5.17 The military

5.17.1 The north of the Stonehenge WHS includes a large part of Larkhill Garrison and is part of the Army Training Estate, Salisbury Plain. The Army was originally drawn to the Salisbury Plain over a hundred years ago by the expanse of lightly settled chalk downland and one of the largest unpopulated areas in the country, thereby providing a suitable tract of land for military training. The residents of Larkhill form the largest population group within the WHS and some former Army houses are now privately owned. Many of the local communities depend economically on the presence of the military sites in the area.

5.17.2 The Larkhill Garrison has seen significant and sustained investment by the army over a considerable period. The Ministry of Defence's (MoD) Army Basing 2020 programme is currently underway.⁷¹ This aims to relocate troops currently stationed in Germany back to the UK by 2020. The Salisbury Plain Training Area is earmarked for around 4,300 additional troops and their dependants which will require 1,400 additional homes in the wider area. Larkhill and its associated military infrastructure are likely to remain as features in the landscape for the foreseeable future and the development of any additional infrastructure must involve all relevant partners.⁷²

5.18 The Royal Society for the Protection of Birds

5.18.1 In 2004, the RSPB established a nature reserve for chalk grassland at Normanton Down at Stonehenge to enhance and protect the population of breeding and roosting stone-curlews. The RSPB have a management agreement with the landowner which was recently extended by 34 hectares to over 80 hectares of land

south of, and including part of, the Normanton Down Barrow Group. They have established two breeding plots for stone-curlews, which are also used as roost sites in the autumn by large numbers of these birds. They have also greatly improved the conservation of the barrows in their care by removing scrub and old fencing from them and introducing sheep. The RSPB now aims to work with the landowner to enhance the chalk flora to provide conditions suitable for a wider range of downland butterflies and invertebrates, and make Normanton Down a 'stepping stone' for wildlife in the wider Chalk Country landscape. Although (as before) there is no public access to this privately owned site, the RSPB has promoted access through a controlled number of escorted group visits each year.

5.19 Museums

5.19.1 Wiltshire Museum (WM) and Salisbury Museum (SM) contain important collections of archaeological artefacts from the WHS designated by the Government as pre-eminent collections of national and international importance, and feature new high-quality interpretative displays. They are repositories for archaeological archives from the WHS and SM is the museum where new material from the Stonehenge part of the WHS is archived. However, both museums have closed their storage to new items because they have no more space for new additions. This is of serious concern and is addressed at a number of places below including in Section 12.0 (Research).

5.19.2 The Alexander Keiller Museum mentioned above at 5.10.9 holds one of the most important prehistoric archaeological collections in Britain. The Stables Gallery and Barn Gallery contain a unique collection of many thousands of artefacts discovered during excavations in the Avebury part of the WHS. The artefacts from the Windmill Hill Causewayed Enclosure in particular are nationally significant as it was one of the first to be excavated, becoming a classic 'type site', important in the development of the discipline of archaeology in the 20th century. The Museum buildings and part of the collections are in the freehold ownership of The National Trust and in English Heritage guardianship on behalf of the Secretary of State for the DCMS; the museum collection is in state ownership and is on loan to the National Trust from English Heritage. The commitment of these organisations and exemplary partnership working is essential for the long-term success and support of this valuable resource.

5.20 The local community

Stonehenge

5.20.1 A number of villages and settlements are located within and around the WHS, which together comprise the homes of several thousand people. The five main settlements are parts of the Larkhill Garrison, parts of Amesbury, West Amesbury, Wilsford cum Lake. The Local Development Plan includes a number of areas of growth for housing in the area.

5.20.2 Although these settlements are not at the heart of the Stonehenge part of the WHS, as at Avebury, the existence of the WHS is an important factor for their residents. On the positive side, it can bring additional funding and other improvements. Similarly, the large number of visitors to the WHS can have a positive impact on the local economy but can also have adverse effects, for example, by increased traffic flows or parking in local settlements. There are no additional statutory planning restrictions but applicants for planning permission will need to consider how their development will impact on the WHS and its attributes of OUV.



HRH Princess Anne with David Dawson, the Director of the Wiltshire Museum, at the opening of the new Prehistoric Wiltshire Galleries

5.20.3 The frequent congestion along the A303 at busy times of the day and year is a cause of frustration for local residents, particularly as a number of schemes have been proposed and withdrawn over many years. Some Wiltshire Council members and local residents are active in campaigns to improve the road network in the locality of Stonehenge and at Winterbourne Stoke just west of the WHS boundary. WHS status can be seen as a barrier to development and this can cause negative feelings regarding the WHS.

5.20.4 Generally, the existence of Stonehenge is a source of local pride as well as social benefits for the community. The site is used, for example, by the local schools for educational purposes. There are opportunities for further community engagement and this joint Management Plan builds on previous work to expand such projects over its lifetime. This is discussed further in Section 10.0 (Interpretation, Learning and Community Engagement).

Avebury

5.20.5 A number of villages and hamlets are located within and adjacent to the WHS which together comprise the homes of about 1,100 people. The Parish of Avebury

(about 500 people) lies entirely within the WHS, and parts of Winterbourne Monkton (160 people), Fyfield (160 people) and West Overton (300 people) also fall within its boundary.

5.20.6 Avebury village itself lies at the heart of the WHS and can be viewed in some ways as an archetypal English village in terms of its development and component parts. It comprises a small village of Saxon origins, with old houses clustered around the church and High Street. The juxtaposition of the village with a large monument of international renown, however, creates an atypical identity, especially with the influx of visitors to the Henge and village on an almost daily basis. Avebury is thus both an archaeological site and a village. In many ways their histories are so intertwined, as they have been for centuries, that the management of the two cannot be separated.

5.20.7 The modern settlement of Avebury comprises Avebury village and Avebury Trusloe, a community of around 175 households. Avebury village is composed of mainly period residential houses oriented along the High Street and Green Street, and includes a mobile home park just to the north of the village. A number of local amenities are also located in the village: the church, the local pub, social



The Cove at Avebury. Much of Avebury village lies within the Henge monument

© Steve Marshall

centre, Avebury Social Club, nursery school, community shop and post office. There are also a number of small local businesses, most of which cater for the needs of tourists as well as locals. Avebury Trusloe to the west across the River Kennet is a more secluded part of the village with its mixture of 20th-century council houses many of which are now privately owned, individual cottages and farmhouses and a manor house.

5.20.8 The Avebury community is diverse, displaying a range of social characteristics. The residents comprise a mixture of 'old families' who have been in residence for several generations, and more 'recent' arrivals. The local community expresses its views about the monuments and the identity of the village through the Parish Council and the Avebury Society both of which are represented on the WHS Steering Committee. The *Avebury WHS Residents' Pack* produced in 2008 which included the *Values and Voices* project was invaluable in allowing residents to work with experts and professionals to articulate what is important to them about Avebury and the WHS.

5.20.9 The prominence and interrelationship of the monuments with the local settlements provides a strong sense of identity for residents of the Avebury part of the WHS. It can also bring some challenges. At busy times villagers can experience disruption to their normal lives including issues related to parking and obstruction in the High Street. The pagan observances that take place throughout the year have in the past created some challenges for the village which is at the heart of celebrations. This is particularly true at Summer Solstice when a large number of visitors with very different lifestyles to most residents arrive and stay overnight. Generally WHS partners work together to successfully manage such challenges.

5.20.10 As at Stonehenge, there are no additional statutory restrictions on development, however the sensitivity of the WHS may mean that more detailed evidence is required to accompany planning applications and greater mitigation required.

5.21 Agriculture

See Maps 3 and 14 – Archaeology and land use

5.21.1 Farming has been a constant, albeit changing, feature in the landscape of the WHS over the last six millennia. The chalk downland landscape is productive arable farmland, and it is agriculture, as much as the visible archaeology, that gives the WHS landscape its particular characteristics. Equally important, it is continued agricultural use that maintains the structure and appearance of the landscape, and it is

farmers who are the primary 'managers' of the majority of the WHS. Farmers themselves are in turn subject to the wider influences of national and European agricultural policies and economics as well as the global market. The majority of land within the WHS is under agricultural management. In addition the farms within the WHS, some of which have been occupied over several generations, are home to many farming families and their employees. The attitude and approach of landowners and tenant farmers towards the management of the WHS, their ability to gain an acceptable income, and maintain their family homes, is of fundamental importance.

5.21.2 At Avebury in addition to agricultural land use, there is a large racing yard at Beckhampton, with gallops in the western part of the WHS. There are also gallops in the east of the WHS on Fyfield Down, Clatford Down and Manton Down. There are two smaller racing yards at North Farm and East Kennett and many of the farms offer livery accommodation.

Land tenure

5.21.3 There is generally no constraint over the way in which farming is carried out in the vast majority of the Site, although an increasing number of farms have entered into agri-environmental schemes which require the land to be managed in a certain way. At Stonehenge, most farms include land both within and outside the WHS. At Avebury, two farmers have all their land within the WHS boundary.

Size of farms

5.21.4 At Stonehenge, farm sizes vary from 650 to 2,300 hectares, holding land both in and outside the WHS boundary. At Avebury, farms with land in the WHS have a mean average of 490 hectares. Around 60% of the WHS is in arable cultivation.

Farming systems

5.21.5 Farms are predominantly mixed arable, growing mainly cereals in rotation with temporary grassland. There is very little land which does not have arable potential. There are few steep slopes and only the water meadows in the Avon and Kennet valleys are restricted to non-arable use, although some of these water meadows have some arable potential.

5.21.6 There are a few areas of relict permanent grassland where there are protected monuments, SSSIs/NNRs or on steep slopes, but these are relatively insignificant in geographical terms. Arable farming is the dominant



© National Trust/Lucy Evershed

Farming has been a constant but changing feature in the WHS for millennia. Coneybury Henge

land use, with cereal crops rotated with temporary grassland or 'leys'. The rotational grassland is utilised variously by beef cattle, dairy cows and sheep. Cattle buildings are generally located on the fringes of the WHS. With large fields and easy-working soils, labour utilisation is efficient, using large machinery. At Avebury a number of large grain drying buildings have been given permission within the WHS in recent years which reflects changing agricultural practices.

outwintering of livestock, though the exposed nature of the land does not allow full advantage to be taken of this property. Thus the type of farming is confined to the major agricultural commodities, with little scope for diversification into higher value products such as fruit or vegetable production.

Agricultural land quality constraints

5.21.7 Land quality is typically classified as Grade 3 by Defra with generally shallow topsoil, often with a high stone content. The soils are inherently suitable for large-scale production of combinable crops, though falling organic matter contents under continuous arable systems predispose to the inclusion of grass in the rotation. However, grass yields are not high with a pronounced mid-season reduction in yield as a result of moisture deficits. This places an added reliance on conserved grass for feeding at times of shortage, and careful management of grass by control of grazing is highly desirable. The free-draining nature of most soils allows

5.22 Agri-environmental schemes

See Maps 4 and 15 – Grass reversion since 2000

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

ecological value of the area. Advisers from the Rural Development Service (now Natural England) worked closely with WHS Coordinators to promote and implement the special project on the ground. It proved very successful, and over 340 hectares were signed up to be reverted from former arable land to pasture at Stonehenge, protecting and enhancing the landscape setting of 75 ancient monuments. Most of the priorities for grass reversion identified in 2002 have been covered by the agri-environment agreements signed to date, but further areas have been identified for future reversion. At Avebury a total of 140 hectares was converted to grass, protecting around 50 monuments.

5.22.2 In March 2005, the CSS grant was replaced by the Environmental Stewardship Scheme, which offered similar and higher payments for grass reversion and new opportunities to protect archaeological features. Although enhanced special project area payments could no longer be made under European Union rules, the Stonehenge and Avebury WHS was identified as one of the target areas for the Higher Level Stewardship (HLS). The Natural England adviser worked closely with the WHS Coordinators, English Heritage, landowners including the National Trust, and other partners, focusing on the remaining priorities for grass reversion, scrub removal, protection of monuments from burrowing animals, tree surgery, chalk grassland reversion and recreation and conservation of farmland birds/other wildlife.

5.22.3 This Environmental Stewardship Scheme ended in 2014 and at the time of writing details of its replacement the new Countryside Stewardship Scheme are just emerging. Natural England will maintain a focus on the WHS for targeted partnership projects. There is some concern that the funds available through the new Countryside Stewardship scheme may not be sufficient to encourage farmers to renew existing schemes or enter into new agreements to protect fragile archaeological remains. This issue is discussed further below at Section 8.0 (Conservation).

5.23 Woodland and forestry management

5.23.1 Woodland within the Stonehenge and Avebury WHS accounts for 8% and 4.3% of land cover, respectively. There are 84 discrete areas of woodland or scrub within Stonehenge and 105 within Avebury. Through the analysis of woodland type/historic function, it is clear the nature of woodland cover is very different within each part of the WHS.⁷³

5.23.2 Little or none of the woodland on the light chalk soils is managed or harvested for its timber value. Four main functions characterise the historic woodland landscape:⁷⁴

- **Agrarian** – part of the agricultural landscape and boundaries
- **Aesthetic** – designed landscape and formal pleasure planting
- **Estate** – utilisation for business and leisure (eg shooting)
- **Screening** – visual or environmental (wind break) barriers.

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

Stonehenge

5.23.4 Woodlands of several types are to be found in the Stonehenge part of the WHS. These include: impressive broadleaf plantations such as the beech copses at the Lake Barrow Group; former hazel/ash coppices at Fargo, Normanton Gorse and Seven Barrows; game copses such as Luxenborough; and mixed or coniferous plantations associated with Larkhill, the military training area and parts of Fargo Plantation. Mature woodland is found on Vespasian's Camp (part of an historic park and garden) and along the Avon Valley. Of the total woodland surveyed by the *WHS Woodland Strategy* 37% is estate planting, 24% aesthetic woodland, 17% agrarian planting and 22% screening.⁷⁵

Avebury

5.23.5 Agrarian woodland within Avebury WHS accounts for 55% of planting. This is the combination of valley enclosure mainly along the River Kennet, roadside hedges, Wroughton Copse on Fyfield Down and the distribution of scrub and brush across the unenclosed downland. Estate planting is the next largest contributor to Avebury woodland character and accounts for 38% of trees. The broad distribution of estate planting is around the edges of the WHS, for instance around Fyfield Down, Beckhampton Penning, Fox Covert, Windmill Hill and Avebury Down Barn.⁷⁶ The remainder of woodland is screening and aesthetic planting such as the beech trees on the barrow clumps known locally as 'hedgehogs'.