



Chapter Three

Significance of the Site

It is a general principle of Management Plans that they should set out the significant elements of the World Heritage Site under consideration. From this, appropriate policies and actions can be identified to direct its protection and sympathetic adaptation for future use. This chapter expands on the outstanding qualities which justified the Site's inscription on the World Heritage List and explains Edinburgh's Outstanding Universal Values in the 'Statement of Significance' set out below.

JUSTIFICATION FOR INSCRIPTION

The nomination of Edinburgh as a World Heritage Site was submitted in 1994. An extract from the nomination document setting out the justification for inscription is in Appendix I. In February 1995 an ICOMOS expert mission visited the proposed Site. In its subsequent report to the World Heritage Committee ICOMOS declared that the outstanding qualities of the proposed Site were:

Edinburgh's unique coupling of medieval Old Town and classical New Town, each of enormous distinction in its own right, has created a town of extraordinary richness and diversity, without parallel anywhere in the world. Its aesthetic qualities are high, it had a profound influence on town planning in Europe and beyond in the eighteenth and nineteenth century and it is generally recognised to be a major centre of thought and learning. Moreover Edinburgh retains most of its significant buildings and spaces in a better condition than most other historic cities of comparable value.

In comparison with other sites the report continued:

The uniqueness of Edinburgh is expressed in the preceding paragraph [the paragraph above]. Whilst comparisons might be valid, for example, between the New Town and Bath, the claims of Edinburgh for World Heritage Status are, quite properly, based on the integration of the eighteenth and nineteenth century new planned quarters with the historic Old Town.

The Old and New Towns of Edinburgh World Heritage Site was inscribed on the World Heritage List at the 19th session of the World Heritage

Committee in Berlin in December 1995. The brief description, taken from the Committee report was:

Edinburgh capital of Scotland since the fifteenth century presents the dual face of an old city dominated by a medieval fortress and a new neoclassical city whose development from the eighteenth century onwards exerted a far-reaching influence on European urban planning. The harmonious juxtaposition of these two highly contrasting historic areas each containing many buildings of great significance is what gives the city its unique character.

The World Heritage Committee accepted that the proposed site had townscape and buildings of international acclaim set within a landscape of exceptional drama. They decided to inscribe the Site on the World Heritage List on the basis of criteria ii and iv:

- ii. Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.**
- iv. Be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.**

The decision noted that the Site 'represents a remarkable blend of the two urban phenomena: the organic medieval growth and the eighteenth and nineteenth century town planning'.



Promoting high quality workmanship

Authenticity

ICOMOS recognised that the level of authenticity in Edinburgh was high. The Site retains its historic role as the administrative and cultural capital of Scotland and has preserved, to a remarkable degree, its function as a lived-in, changing city along with its historic layout and stock of high-quality buildings.

Edinburgh's juxtaposition of distinct areas, the medieval Old Town and classical New Town, each of enormous importance in its own right, has also created a city of extraordinary richness and diversity, without parallel. The city's aesthetic qualities are high and it has had a significant influence on town planning in Europe and beyond in the eighteenth and nineteenth centuries. Moreover, Edinburgh still retains most of its significant buildings and spaces in better condition than the majority of other, comparable historic cities. The quality and state of repair of the original fabric is outstanding.

The survival of historic fabric reflects the experience gained in the last thirty years of high conservation activity in the city. A conservative approach to repair and alteration continues to influence the rehabilitation of buildings within the Site. For example, stone cleaning and its often pernicious effects have now been eliminated by adopting a policy that requires owners clearly to demonstrate the conservation benefits for their building of any proposed stone cleaning work.

It was noted that in Edinburgh the concerns for material authenticity extend beyond the fabric of buildings, to the patterns of urban form and the qualities of urban spaces. The concern for maintaining these patterns is present everywhere. In the New Town, the integrity of the street layout is a key defining factor in maintaining New Town character. In the Old Town, concern was for the 'spine and ribs pattern' of the High Street. The closes

and wynds maintained the existing – and reinstated lost – relationships within the medieval street pattern. The particular attention being paid to the integrity of the many significant open spaces (the New Town gardens, and the cemeteries) was also applauded.

This approach is taken both with the conservation of existing buildings and the design of new ones on infill sites. Conservation philosophy in Edinburgh consistently encourages approaches rooted in building values; Old Town buildings will usually retain the evidence of successive forms through conservation, while New Town buildings are more generally returned to the design coherence that informed their original architectural expression.

It is acknowledged that promoting good contemporary design which takes full account of, and understands, its surroundings, is important for a city such as Edinburgh to continue to live and grow in harmony with the past. Good contemporary design is encouraged for infill of gap sites and has given rise to a number of successful examples of modern design: the Poetry Library; Saltire Court; the Festival Theatre re-fronting; the new Parliament.

High-quality workmanship is an aspect of Edinburgh's authenticity which is extremely important to maintain. The identification and support of sources of craft expertise and the necessary traditional material needed for repair and restoration is a key challenge for the Management Plan.

Edinburgh's setting is an indispensable part of its character and is widely understood as being a key feature in the Site's authenticity. The need to maintain key aspects of the city's setting – such as the view out to Arthur's Seat, or down to the Firth of Forth, as well as many other key vistas and views that contribute to this quality, cannot be over-emphasised.

ASSESSMENT OF VALUES

This part of the Management Plan sets out an assessment of those features that give the Site its outstanding value, justifying its inscription. In the case of Edinburgh, the World Heritage Site, the city, its environment, architecture and townscape, its cultural and intellectual traditions and its wider setting are inseparable. All contribute to the character and the outstanding universal value of the Site and provide important evidence of its historical evolution.

While the descriptions above sum up the outstanding values of the Site, they are very broad. The Statement of Outstanding Universal Value in the following section looks at the Site in detail and explains more fully the nomination document's description of the individual values which embody its overall importance.

The Statement identifies what is significant and why. Chapter Five identifies how these significant characteristics may be threatened or enhanced by the challenge of change, and indicates what measures need to be taken to protect or enhance them. The identification of the significant characteristics that make the Site worthy of international recognition is therefore crucial in laying the basis for future action.



STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Landscape Setting

Edinburgh's setting amongst a volcanic landscape of steep hills and valleys is outstanding. Situated in a strategic position on the Firth of Forth, at a natural crossroads of principal routes, the landscape over which the city is built is unique. Edinburgh's northern location means that the city enjoys a changeable seasonal and daily climate with short winter days and long summer evenings. The climatic setting itself contributes significantly to Edinburgh's beauty.

1. The Topography of Hills and Valleys

The natural landscape in which central Edinburgh lies is remarkable. The city is built around the natural eminences of the Castle Rock and Calton Hill with Arthur's Seat and Salisbury Crags forming the south-western boundary of its historic centre. Edinburgh's skyline is an internationally recognised icon of the city. Northwards the landform provides views to the Firth of Forth and the hills of Fife beyond, eastwards to North Berwick Law and the Bass Rock, while to the south and south-east the considerable prominences of the Pentland and Moorfoot Hills can be seen.

This setting, with its valleys and ridges, is created by the Site's geology, especially the distinctive crag-and-tail formation on which the Castle and Old Town developed. The associated flanking valley of Nor' Loch (now containing the main railway station and Princes Street Gardens) and the South Loch (now the Meadows), provide exceptional opportunities for vistas and panoramas out of, into and within the Site.

The topography of the Site set within an ancient volcanic terrain of hills, valleys and skylines, particularly those formed by Castle Rock and Calton Hill and overlooked by Arthur's Seat and Salisbury Crags.

This creates a variety of planned and accidental views out of, within, and into the Site including; views over the Firth of Forth to Fife; views to North Berwick Law, the Bass Rock and the Lammermuir and Pentland Hills; views of the historic skyline from many parts of the wider city; and views from the hills beyond in the Lothians and from Fife.

2. Juxtaposition of the Old and New Towns

The juxtaposition of Old and New Edinburgh offers both an outstanding example of an architectural ensemble which epitomises significant stages in human history – the medieval and Renaissance city on the rock and the rationalist city on the plateau – and an exceptional example of the natural landscape setting of a city. The landscape encompasses the striking urban and the contrasting character of the Old and New Towns, clearly seen across the green valley of Princes Street Gardens.

The clear demarcation formed by the ridges and valleys of ancient glacial terrain within the Site which forms the Old Town ridge and the glacial hollows which now form the Grassmarket, Princes Street Gardens and the Waverley Valley, linked by the North and Waverley Bridges and the Mound.



Green natural landscape of the Water of Leith

3. Valley of the Water of Leith

One of the hidden treasures of the city is the valley of the Water of Leith, which offers a green environment of continuous drama and tranquillity within walking distance of the city centre. The deep river valley contains the original mill settlements of Bell's Mills, the village of Dean and part of Stockbridge.

The dramatic river valley of the Water of Leith, its green natural landscape and the old mill settlements of Bell's Mills, the village of Dean and part of Stockbridge.

Urban Form And Landscape

From an early date the city of Edinburgh strived for the highest standards of townscape and architectural design. Many generations have shared in this vision and civic pride resulting in the outstanding built heritage of today. Progress has been pursued relentlessly, with each generation both caring for, and adding to, the achievements of the past, not always with the same vigour or success.

The sources of Edinburgh New Town are familiar to all historians: Bath, for the idea of the agglomerated composition often referred to as 'palace fronting', Nancy and Richelieu (which bears a striking resemblance) for their plan. However, the idea of a 'New Town' was taken to an astonishing level in Edinburgh and its influence can be seen throughout Scotland and in the later large scale developments of London and throughout the world. Following Karl-Friedrich Schinkel's visit to Edinburgh in 1826, for example, the government of Prussia (for whom the architect worked) attempted to enforce town planning by statute. Contemporary accounts show that there was a great deal of communication between Edinburgh and America, and the idea of planning the monumental middle class and 'democratised' city – the city without palaces – is also surely present in many American towns and cities, including Philadelphia and the capital, Washington DC.



Serpentine curve of Cockburn Street overlaid in 1856 to create a more direct access to Waverley Station

4. Contrasting Character

The contrasting characteristics of the Site offer a range of experiences from the plan of the medieval Old Town and the formal geometry of the New Town to the old mill communities and grand establishments of Dean and the Water of Leith. The international icon of Edinburgh Castle stands high over the Old Town with its overlay of late eighteenth and nineteenth century 'improvement' streets on the medieval base, overlooking the elegance and discipline of the New Town which set new international standards in planning and architecture.

The contrasting characters of the planned and geometrically laid out New Town with the medieval Old Town and the contrast of the old milling communities with the grand establishments of Dean.

The most important elements include:

- **Edinburgh Castle, an international icon, the original defensible site of the city, and its most distinctive feature.**
- **The medieval street pattern centred on, around and below the Old Town overlaid by the late eighteenth century interventions and early nineteenth century 'improvement' streets with their distinctive architecture.**
- **The scale, integrity, discipline and elegance of the planned eighteenth century New Town, complemented by later phases being built into the nineteenth century, which set new standards in planning and architecture throughout the world, and which remain consistent and substantially intact.**



The Castle on its Rock stands well above its surroundings



Aerial view of West End Crescents

5. Townscape

The townscape of the Site is outstanding. In its own right, the Old Town is of great interest, its urban form overlaid with a web of late eighteenth and nineteenth century 'Improvement Streets' representing early planned neo-classical urban improvement initiatives of unusual sensitivity and success. Whereas earlier schemes, notably the huge South Bridge project or the Supreme Courts complex, sought to impose 'New Town' rationalist planning on the Old Town, similar nineteenth century schemes consciously applied of sympathetic 'Flemish' and, later, mature 'Scottish Baronial' styles to the buildings lining the new streets. Whilst the scope of such later works was as great, if not greater, the applied architecture was avowedly 'contextual'.

Below, and to the north, of the Old Town lies the neo-classical set piece of the New Town. The strict architectural hierarchy, with its separation of the uses and social classes was a considerable innovation and produced a completely different environment from the 'organic' street patterns of the Old Town with its mingling of people and functions. Equally important was the work of Robert Adam at Charlotte Square which emphatically demonstrated how grandeur could be imposed upon an otherwise plainly orthodox row of terraced houses so as to raise rationalist urban design to a new pitch of monumentality and coherence.

In both the Old and New Towns, the quality of the townscape is the result of a constant conscious control of building forms. By-laws controlling the height and materials of building were a feature as early as the seventeenth century in Edinburgh,

while the control of the development of the New Town brought this urban design tendency towards ordered capitalist development to an astonishing new pitch. Built in stages from the 1760s to the 1830s, the New Town of Edinburgh was the largest contemporary planned urban development in the world.

Finally, the Site contains the old mill communities in the Water of Leith Valley. These include Dean Village, overshadowed by Thomas Telford's magnificent Dean Bridge, and Bell's Mills upstream.



Charlotte Square

Townscape and urban street environments of the highest quality of design and construction – a result of conscious town planning over centuries.

Townscape features:

- **The relationship between the set-pieces, individual streets, individual buildings and the green spaces within the New Town and their integration through scale, consistency in style and the use of materials.**
- **The planned relationships between key buildings, statues and monuments and open spaces.**
- **The sense of place and local identity afforded by the quality, durability and consistent use of local materials for construction including local stone, Scottish slate, cast iron, wrought iron, timber and glass.**
- **The consistency of buildings and urban grain throughout the different areas of the Site.**
- **The considerable survival of high-quality hard landscape items within and of the public realm, such as setted streets, natural stone paving, whinstone kerbs, railings, platts, mounting blocks and well heads.**



The old mill community of Dean Village



Edinburgh Castle

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6. Historic Buildings

The Site abounds with architecture of the highest order and historic interest. Within the Old Town there are two early royal palaces (one within the castle itself), a medieval abbey and many early buildings. The Site also contains a wealth of important residential, institutional and commercial buildings, many of which are referred to in the history section.

This Scottish architectural tradition was powerfully re-invigorated in the nineteenth century by the city itself, whose Improvement Act tenements are important for their sociological interest as well as for their architectural quality and use of a national historical style of architecture. So also are the buildings which were the subject of Sir Patrick Geddes's pioneering experiments in town planning and conservation: early tenements re-vitalised for new and socially-sensitive uses. The results of his experiments are still there to see.



Scottish Baronial Architecture in Cockburn Street



The many outstanding individual buildings within the Site including:

- **The many significant historic buildings some ruined (Adam Bothwell's House) or much altered (Regent Moray's House).**
- **Individual buildings or groups of buildings of international importance e.g. Edinburgh Castle, the Palace of Holyroodhouse, Edinburgh University Old College.**
- **Outstanding set-pieces of neo-classical buildings throughout the New Town, e.g. Great King Street and Robert Adam's Charlotte Square.**
- **Grand tenement buildings of the Old Town from the sixteenth century and the later working class tenements of the eighteenth and nineteenth century.**
- **Scottish Baronial architecture within the Old Town, such as Cockburn Street and the Old Royal Infirmary.**



Palace of Holyroodhouse



New Town Doorway

7. Historic Interiors

The Site is recognisable instantly by its external magnificence. However, building interiors are no less important. Behind the facades and doors of both public and domestic buildings lie a wealth of internal features from staircases to chimney pieces and column screens with fine architectural detailing. The survival on such a scale of historic interiors is remarkable.

The survival of important interiors within a variety of public and domestic properties including dwelling houses such as flats, row houses and double uppers (two and three-storey houses on upper floors), within 'palace fronts' and larger compositions. The existence of elaborate architectural interiors from the seventeenth century Parliament Hall to the Signet Library, the Old College Library and, most recently, the Scottish Parliament.



National Trust for Scotland Georgian House Parlour
Photograph used by kind permission of the National Trust for Scotland

8. Statues and Monuments

The statues and monuments in Edinburgh inform the history and heritage of the Site as well as being set pieces in their own right. They form a remarkable collection, notable for their range and importance and include such varied examples as the National Monument in the Castle, the Scott Monument, and the numerous statues of celebrated local and national figures.

The outstanding statues and monuments throughout the Site which range in style from the extravagance of the Scott Monument to the intimacy of Greyfriars Bobby.



Monument to Greyfriars Bobby

9. Parks, Gardens and Graveyards

The green environment is an important part of the planned urban space throughout the Site and includes the numerous public and privately managed gardens which are a particular feature of the New Town. The Site also contains an exceptional group of historic graveyards including St Cuthbert's, Canongate, Greyfriars, Old Calton Burying Ground, and the New Calton Burying Ground.

Designed landscapes of public and private gardens and the historic graveyards of St Cuthbert's, Canongate, Greyfriars, Old Calton, New Calton and Dean.



St Bernard's Well, *Shepherd*



St Bernard's Well

HISTORY AND HERITAGE

10. Historic City and Capital of Scotland

Edinburgh represents the essence of the cultural traditions of Scotland as a European city. The city bears testimony to the growth of Scottish civilisation, to its religious faiths, its government, its culture, and to its educational and legal system.

Scotland's re-assertion of national status was formally recognised in the 1880s. In 1885, a Secretary for Scotland was appointed and the Scottish Office was established at Dover House, Whitehall in London. The Secretary for Scotland took responsibility for administering Scotland's separate legal system and the Scottish Boards for agriculture, education, local government and health. The increasing responsibilities of the Secretary for Scotland saw the post upgraded to Secretary of State in 1926, and in 1928 the Scottish Boards became departments of The Scottish Office.

In 1939, St Andrew's House in Edinburgh became the headquarters of The Scottish Office and Dover House was retained as a liaison office in Whitehall. From 1939 the country was administered directly from St Andrew's House, one of the finest and largest buildings of its period, dramatically sited near a cliff-top, as if in response to the castle which is set diagonally opposite. The building continues in use today as the home of the Scottish Executive, facing the new Scottish Parliament building also within the site.

The interwar years also witnessed a growing national cultural awareness with the creation of institutions such as the Scottish National War Memorial and the National Library, centred in Edinburgh.

Edinburgh is the home of Scotland's national museums, galleries, archives and library, and of its heritage administration. It contains Scotland's only royal palace, which is frequently inhabited by the monarch. It is the centre of the country's civil administration and contains the headquarters of the Church of Scotland and its 'parliament', the General Assembly. The city has a metropolitan Archbishopric linked with St Andrew's.

Edinburgh as a Royal and ceremonial capital city of Scotland from the fifteenth century with tangible associations expressed in the historic fabric and functions of the city.



Tourists at Edinburgh Castle.

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Shoppers at the Farmer's market.

Edinburgh City Centre Management Company

11. Communities

The Site is the living heart of the city of Edinburgh, confidently looking to the future while embracing its past. The communities who live and work within the Site reflect the complexity of the economic and social variety of the City of Edinburgh. It is a fine example of an ancient city meeting the needs of modern society, yet which has retained its residential vitality with many areas of the Site still being densely populated. The economic base of the city is underpinned by the presence of the devolved administration, the strengths of the financial services sector, the legal, educational and medical professions, the arts community, the political world, the media and the commercial sector – all heavily represented within the Site.

The city centre has been a tourist destination since at least the middle of the nineteenth century. This popularity in itself creates a management challenge for the Site. Maintaining the qualities of the Site which underpin the vibrant, living, city centre is vital for the city's continued relevance and success for present and future generations.

The city centre is home to a range of residential and professional communities which leave a tangible mark upon the fabric and authenticity of the Site. They include the world of politics, religion, legal services, financial services, retailing, education and the arts. They generate the economic and intellectual well being of the city centre, and give it its purpose.

12. Intellectual Tradition, Education and Law

Scotland is associated with many things; one of the greatest of these is the intellectual tradition which her scholars carried abroad. (For instance, between 1411 and 1560 the University of Paris had 17 rectors who were Scots.) The University of Edinburgh is the fourth of Scotland's ancient universities, and was founded in 1583 by the Town Council of Edinburgh, under general powers granted by the Charter of King James VI of Scotland. First established at Kirk O'Field, its buildings were redeveloped on the same site between 1789 and 1829. Since then it has expanded to occupy a series of precincts across Edinburgh which collectively represent a major land-holding of often important listed buildings from Robert Adam's Old College (from 1789) to Robert Matthew's David Hume tower (1960-3).



University of Edinburgh,
Shepherd

From the first the College possessed the privilege of conferring degrees. The Act of Confirmation, passed in 1621, secured to the College of James VI as it had come to be called, all the rights, immunities and privileges enjoyed by the other Universities of Scotland, and ratified this privilege. This ratification was renewed in the Treaty of Union between England and Scotland, and in the Act of Security. Gradually, in Acts of the General Assembly, of the Town Council, and of Parliament, the College of James VI came to be styled the University of Edinburgh; but it remained under the control and patronage of the Town Council until 1858 when, by the Universities Act, all the Universities of Scotland received new and autonomous constitutions.

During the eighteenth century the University became a key centre for the Scottish Enlightenment, famed for its research into the human condition, both mental and physical. It did much to give the city the philosophers and others who contributed to this 'hotbed of genius' which helped to create the intellectual and cultural environment which still exists in the city today. These achievements were not just cerebral: enlightenment thinking encompassed a respect for the old (to the extent that revived 'Old Scots' architecture is seen throughout much of the Old Town), while simultaneously pioneering the new and imagining the city itself as a monument. The Site is also associated with a list of notable individuals who have had international recognition and have left a tangible mark on the fabric of the Site or its culture.

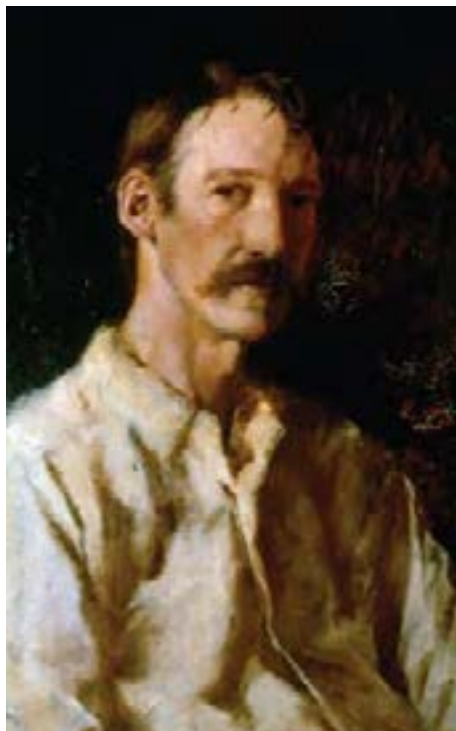
Today, The University of Edinburgh is one of the largest universities in the UK, with a worldwide reputation for excellence in research and teaching in a wide range of disciplines. The main locations of the University occupy key positions within the Site.

The Supreme Courts of Scotland are also located in the heart of the Site at Parliament Close, which has as its centrepiece the former Scottish Parliament building. Covering more than three acres, the judiciary complex developed in phases commencing with an undeveloped plan by Robert Adam and carried forward by Sir Robert Reid and with many later alterations to provide public courts along with library facilities for advocates. Under the terms of the Act of Union Scotland retained its legal system and the courts were extensively expanded in the nineteenth century. This huge classical setpiece complex – still in daily use for its original purpose – sits in contrast to St Giles Cathedral in an open precinct created around the buildings, expanding the 'piazza' of Parliament Close on levelled ground between the Cowgate and High Street. The continued accommodation of the Scottish legal profession and justice system within the Site is of great significance for its historic character.

The cultural traditions of the Site emerge from a long history of intellectual enquiry. Geology, medicine, philosophy, law, the sciences and literature as well as architecture and planning flowered in Edinburgh with their achievements bringing fame to the city and the nation. As a result the Site has a strong tradition of association with these disciplines, their achievements and with many people of world recognition associated with them, including John Napier, David Hume, Adam Smith, Robert Adam, James Hutton, Sir Walter Scott, Charles Darwin, Sir James Clerk Maxwell, Robert Louis Stevenson, Alexander Graham Bell and Sir Patrick Geddes.



Statue of David Hume



Robert Louis Stevenson



Festival crowds

13. Edinburgh – Festival City

In 1947 the first Edinburgh Festival was symbolic of a new era. To the International Festival has been added the Festival Fringe, Jazz, Book and Film festivals amongst others. At New Year, the Hogmanay celebrations are seen worldwide. The city centre has become an internationally recognised venue and backdrop for events.

Since 1947, the city centre has hosted the world famous Edinburgh International Festival which has been a showcase for the city's heritage and its cultural dynamism. Additional festivals include the Festival Fringe, Book, Film, Jazz and Science festivals and, not least, the celebrations at Hogmanay.



Edinburgh International Tattoo



Festival Fringe

Chapter Four

Management Strategy and Policy Context

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Edinburgh's management and protective mechanisms have evolved over more than 300 years and have generally been effective and well-suited to the particular circumstances of the city. Today these mechanisms fit within an overall strategy that addresses the challenges of caring for the Site in the twenty-first century. The guiding principles are:

- The Site will be managed in such a way as to ensure its survival for future generations.
- The management of the Site will promote its harmonious adaptation and enhancement as well as its protection by respecting its outstanding universal values, character, historic fabric and authenticity.
- All individuals and organisations, visiting or resident, should be encouraged to participate in the care and management of the Site and develop an understanding of its values within the context of the World Heritage Convention.

The management strategy for the Site acknowledges that change will be necessary in a dynamic urban centre. Achieving a satisfactory

balance between preservation and change lies at the heart of successful conservation management. Proposals for change should therefore be preceded by a full understanding of the Site's outstanding significance or values, consideration of the impact of change and methods for mitigating any potentially negative consequences. Proposals should recognise that the historic environment is a finite and non-renewable resource whose preservation and continued use should be encouraged so that it may be enjoyed today and passed on in good order to future generations. This supports the Scottish Executive's policy for the management of the historic environment set out in Historic Scotland's Passed to the Future (2002). As noted in National Planning Policy Guideline (NPPG) 18, maintaining and enhancing the economic and social fabric of the historic environment is vital if the variety, quality and special characteristics of this special resource are to be sustained.

Enhancement of the Site is a key objective of its management strategy. New developments, provided that they complement the character of the Site and enhance its special qualities, will play an important role. Much of the recent new



construction within the Site has shown that substantial buildings can be built to a very high quality in a way that enhances the Site. In addition, the use of masterplans, and sensitive development guidance, has facilitated the creation of award-winning contemporary architecture within a traditional urban design framework.

Everyone has a role to play in caring for the site; however, key public sector agencies, which include Edinburgh World Heritage, Historic Scotland, the City Council, SEEL and the Edinburgh City Centre Management Company, share a special responsibility. Whilst there is potential for conflict, all interests are united in their support for maintaining and enhancing a city that has worldwide recognition for the quality of its built and natural environment.

The role of Edinburgh World Heritage is particularly significant. This organisation – an agency jointly funded by the City Council and Historic Scotland – is charged with championing and co-ordinating the conservation of the Site. EWH and its partners aim to promote the better protection and enhancement of the Site, provide financial assistance for repairs to historic buildings and enhancement schemes and to promote the appreciation of the Site to as wide an audience as possible.

LEGAL PROTECTION FRAMEWORK

Change and development within the World Heritage Site is controlled and guided by a range of legislation and statutory and non-statutory guidance. These provisions provide important safeguards. The more important are described below.

In addition to legislation and statutory and non-statutory policy and guidance, the city has evolved a variety of measures aimed at managing the conservation of the Site effectively.

International Guidance

International guidance on conservation is derived from UNESCO and international charters.

The World Heritage Convention

In 1972 the member states of UNESCO adopted the Convention concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention). Its purpose was to ensure the proper identification, protection, conservation and presentation of the world's irreplaceable heritage.

Subsequently the World Heritage Committee and a World Heritage Fund were set up in 1976 and the Committee adopted Operational Guidelines for the implementation of the Convention in June 1977. These have subsequently been revised several times, most recently in February 2005.

The guidelines inform the Edinburgh World Heritage Site Management Plan, and its accompanying Action Plan, and also provide directions on monitoring and other issues which relate to the implementation of the Convention.

The Department for Culture, Media and Sport (DCMS) is the Department of the UK Government with responsibility for the heritage and represents the State Party in relation to the World Heritage Convention on behalf of the whole of the UK. Historic Scotland, on behalf of Scottish Ministers, is responsible for world heritage in relation to cultural sites in Scotland and works closely with colleagues in the DCMS on the implementation of the Convention.

Conservation Charters

International Conservation Charters set out widely recognised standards for those working with the conservation of the built heritage. Many of these documents are detailed and focus on very specialised subjects. However, there are five key charters which pertain to the conservation of Edinburgh's World Heritage Site:

- **The Nara Declaration on Authenticity (UNESCO 1994) sets out guidance for identifying and conserving authenticity in historic areas.**
- **The Washington Charter on the Conservation of Historic Towns and Urban Areas (ICOMOS 1987) sets out principles of Area Conservation.**
- **The Venice Charter for the Conservation and Restoration of Monuments and Sites (ICOMOS 1964) sets out the principles for the long-term preservation of historic monuments and heritage.**
- **Pecs Declaration on the Venice Charter (ICOMOS Hungary 2004).**
- **The Burra Charter (the Australia ICOMOS Charter for Places of Cultural Significance 1999) defines key universal conservation terms such as 'preservation' and 'restoration' and sets out principles of conservation.**

Legislation, Policy and Guidance in Scotland

Following the enactment of the Scotland Act 1998, elections to the first Scottish Parliament for almost 300 years were held in May 1999 and the Parliament met for the first time in July of that year.

The Scottish Executive, the administrative arm of Government in Scotland, has responsibility for all public bodies whose functions are devolved and is accountable to the Scottish Parliament for them. The Scottish Executive comprises the First Minister (who must be a member of the Scottish Parliament), Ministers appointed under section 47 of the Scotland Act 1998 (from among the members of the Parliament), and the Lord Advocate and the Solicitor General for Scotland.

The Scottish Ministers and the Departments of the Scottish Executive have responsibility for a wide range of functions, including the historic and built

environments, land use planning, culture and the arts, local government, economic development, transport, education, health and the civil and criminal law. As a result of policy decisions, legislation and actions since devolution was implemented in 1999, some policies and services in devolved areas are different in Scotland from those in England.

Primary sources of Scottish statutory and non-statutory guidance are contained within legislation, policy and guidance.

Legislation

Legislation which affects the management of the Site is primarily associated with planning matters. Relevant legislation includes:

- **The Town and Country Planning (Scotland) Act 1997, which defines the general planning framework for Scotland.**
- **The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 is the principal legislation concerning conservation areas, historic buildings and other built heritage in Scotland. This Act gives statutory protection to the urban form and its historic character. Policy in furtherance of its provisions encourages developers to provide high quality in design, construction and materials that takes full account of any historic context (see appendix VI).**
- **Scheduled monuments are protected under the Ancient Monuments and Archaeological Areas Act 1979. It is an offence to carry out, or permit to be carried out, any works which will lead to damage or destruction, alteration or addition, repair or removal of a scheduled monument, without prior written permission from the Scottish Ministers (Scheduled Monument Consent). There are also restrictions on the use of metal detectors in scheduled areas.**

Scheduled monuments are, by definition, of national importance and it is government policy that they are preserved in situ and within an appropriate setting. Scheduled Monuments in the Site include: Edinburgh Castle, Holyrood Abbey, the Palace of Holyroodhouse and its gardens, Abbey Strand, and parts of the Flodden and Telfer Walls.



- **Article 15 of the Town and Country Planning (General Development Procedure) (Scotland) Order 1992 (GDPO) affords Historic Scotland and Scottish Natural Heritage a formal role in commenting on any development proposals that affect sites, the setting of Scheduled Ancient Monuments, Category A Listed Buildings or sites listed on the Inventory of Gardens and Designed Landscapes.**

Policy and Guidance

National legislation is supported by a considerable amount of national policy and guidance issued or adopted by the Scottish Ministers. Currently this includes:

Scottish Planning Policies and National Planning Policy Guidelines

Scottish Planning Policies (SPPs), which are gradually replacing National Planning Policy Guidelines (NPPGs), provide statements of government policy on nationally important land use matters. The most relevant include:

- **SPP1 The Planning System (Revised November 2000) sets out the purpose and objectives of the planning system in Scotland and the contribution planning can make in achieving the wider objectives of the Scottish Executive. It updates the guidance on development plans and development control and addresses the quality of the Planning Service.**
- **Government policy on the treatment of unscheduled archaeological remains can be found in NPPG 5 on Archaeology and Planning, and an accompanying Planning Advice Note (PAN 42), Archaeology: the Planning Process and Scheduled Monument Procedures. These documents set out how archaeological remains and discoveries should be handled under the development control system. The primary policy objective is to preserve archaeological remains wherever feasible, and, where this proves not to be possible, to ensure their proper recording before destruction, and subsequent analysis and publication. Protection and management of unscheduled archaeological remains through the planning process is the responsibility of the local authority, advised by its own Archaeology Service. The care and management of unscheduled monuments is primarily the responsibility of owners.**

Most of the important archaeological remains within the Site are unscheduled.

- **NPPG 14 Natural Heritage (January 1999) sets out guidelines for protecting Sites of Special Scientific Interest (SSSIs). This designation is defined in the Wildlife and Countryside Act 1981 as areas of land or water which in the opinion of Scottish Natural Heritage (SNH) are of special interest by reason of their flora, fauna or geological or physiographical features. There are two SSSIs within the Site (Castlehill and Calton Hill /Regent Gardens and Holyrood Park /Meadowfield Park) while the Duddingston Loch /Bawsinch SSSI is just outside the boundary. SNH has a statutory duty to notify and seek appropriate protection of such sites, which are identified in accordance with guidelines developed and applied on a UK wide basis (SNH is responsible for advising central and local government on all aspects of Scotland's natural heritage and was established by The Natural Heritage (Scotland) Act 1991).**
- **NPPG 18 Planning and the Historic Environment sets out government policy for how the planning system should take account of World Heritage Sites, Listed Buildings and Conservation Areas. NPPG 18 states 'No additional statutory controls result from designation but a combination of a clear policy framework and comprehensive management plan should be established to assist in maintaining and enhancing the quality of these areas. The impact of proposed development upon a World Heritage Site will be a key material consideration in determining planning applications.'**

Planning Advice Notes

Planning Advice Notes (PANs) provide advice on good practice. Those particularly relevant to protection and development include:

- **PAN 42 Archaeology, the Planning Process and Scheduled Monument Procedures (Scottish Executive, January 1994) includes advice on the handling of archaeological matters within the planning process and on the separate controls over scheduled monuments under the Ancient Monuments and Archaeological Areas Act 1979.**

- PAN 68 Design Statements (Scottish Executive 2001) focuses on design statements, and their relevance within the Planning System.
- PAN 71 Conservation Area Management (Scottish Executive, December 2004) sets out the Scottish Executive's expectations of the planning system to deliver high standards of design and quality.

Other National Policy Documents

In addition to the above, the following are important national documents concerning conservation best practice:

- **Memorandum of Guidance on Listed Buildings and Conservation Areas (Historic Scotland 1998)** sets out Scottish Ministers' policy on these matters, as directed by Scottish Office Development Department Circular No. 13/1998.
- **British Standard No.7913: Guide to the Principles of the Conservation of Historic Buildings (British Standards Institute 1998).**
- **The Stirling Charter, Conserving Scotland's Built Heritage: Declaration of Historic Scotland's Conservation Philosophy (Historic Scotland 1999)** sets out broad principles for the conservation of built heritage in Scotland.
- **Passed to the Future (Historic Scotland 2002)** sets out Historic Scotland's policy for the sustainable management of the historic environment.
- **A Policy on Architecture for Scotland (Scottish Executive 2001)** sets out the principles that underpin the Executive's commitment to the promotion of good architecture and good building design and the objectives and actions to achieve this.
- **Designing Places: A Policy Statement for Scotland (Scottish Executive 2001)** sets out the policy context for important areas of planning policy, professional practice, and education and training in relation to shaping the built environment.
- **Creating Our Future: Minding Our Past, Scotland's National Cultural Strategy (Scottish Executive 2000)** sets out a framework of action by the Scottish Executive for Scotland's cultural life, including heritage.
- A wide range of advice is issued by the Scottish Executive which includes Historic Scotland's Technical Advice Notes (TANs) and Practitioners' Guides. Of particular relevance to the Site is 'The Performance of Replacement Sandstone in the New Town of Edinburgh'.

Local Authority Policy Framework

The local policy framework consists of guidance produced at a local level and specifically for the needs of the Site and its surrounding areas. There is a statutory requirement to take account of particular guidance produced by the local authority, for example, development must have regard to the Development Plan unless material considerations indicate otherwise. Other guidance is non-statutory but can be a 'material consideration' in determining applications for planning permission or subsequent appeals.



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Calton Hill

Statutory Guidance

Planning decisions require to be based primarily on the Development Plan in force in any particular area. In Edinburgh, this currently consists of the Edinburgh and Lothians Structure Plan 2015, approved in 2004, and a number of local plans. Policy ENV 1 C: International and National Historic or Built Environment Designations of the Structure Plan states:

Development which would harm the character, appearance and setting of the following designated built or cultural heritage sites, and/or the specific features which justify their designation, should be resisted.

- **World Heritage Sites.**
- **Listed Buildings.**
- **Scheduled Ancient Monuments.**
- **Royal Parks.**
- **Sites listed in the Inventory of Gardens and Designed Landscapes.**

Local plans include policies relating to the above, and where appropriate proposals for their protection and enhancement.

The adopted Local Plan covering the city's central areas, including the Site, is the Central Edinburgh Local Plan, 1997. A new Local Plan for the entire urban area of the city, the Edinburgh City Local Plan, is in preparation and in due course will replace all existing Local Plans, including the Central Edinburgh Local Plan.

The Management Plan in relationship to Key Policy Documents

Policies and proposals in Chapter Five of this Management Plan include many that address planning matters and development issues. They also include others that reflect or relate to other policy areas or functions of the local authority. Planning 'policies' in the Management Plan are consistent with the statutory planning position set out in the Council's development plan, and with the Council's non-statutory supplementary planning guidance currently in operation. It is not therefore proposed, nor considered necessary, that these also should be approved by the Council as supplementary planning guidance. Whilst the Plan contains a range of proposals drawn up to safeguard the Site from any threats to its Outstanding Universal Values, it also contains issues that lie outwith the planning remit. The inclusion of these policies in the Management Plan reflects the important advisory role of the EWH in relation to planning applications, and the consultative role that it will have as the new Local Plan is prepared. Every effort will be made to ensure continued consistency between the statutory and non-statutory position that the Council has adopted, or may decide to adopt in the future, and the position of the EWH in relation to its advisory role as set out in the Management Plan.

The level of detail contained in the Local Plan will not always cover the range of specific policies identified in the Management Plan. The policies contained in the Structure Plan, the Local Plan and the Management Plan should not be contradictory. For strategic planning purposes, where the Management Plan addresses planning issues, the Management Plan will be a material consideration. The aspirations of both documents are to safeguard the World Heritage Site and should coincide. The detailed policies and proposals set out in the Management Plan are therefore intended to rest within the more general policy objectives of the city plan.

Other key documents such as the Edinburgh City Centre Action Plan (prepared by the Edinburgh City Centre Management Company) should have a similar relationship with the Local Plan and should co-exist and co-support the Management Plan.



Promoting quality design

Non-Statutory Guidance

Non-statutory guidance dealing with policy matters, or providing more detailed guidance for individual sites and locations, supplements the statutory Development Plan. These tend to be more detailed in their approach than is appropriate for inclusion in a Local Plan. These may also be material considerations for the development control process.

Relevant documents include:

- **Edinburgh World Heritage Site Conservation Manifesto (City of Edinburgh Council 1996)** sets out the City of Edinburgh's commitment to conserving its World Heritage Site.
- **The City of Edinburgh Council Development Quality Handbook (City of Edinburgh Council)** sets out non-statutory planning policies that apply to details of development on the ground. These policies range from detailed guidance on new shop fronts to alterations and repairs to historic buildings. *Edinburgh City Centre – The Way Forward* (City of Edinburgh Council, May 2004).
- **Edinburgh 2007, The City of Edinburgh Council's Corporate Plan 2003-2007** (City of Edinburgh Council 2003).
- **A Vision for Edinburgh – A City Plan for the Next Five Years** (City of Edinburgh Council 1999).

- **Measuring Edinburgh's Performance – A Review of Progress on the City Plan (City of Edinburgh Council 2003).**
- **A Strategy and Action Plan for Edinburgh City Centre, April 2003 – March 2008 (ECCMC 2004).**
- **Edinburgh 2020: What do we want Edinburgh City region to be like in 20 years (City of Edinburgh Council 2003).**
- **Local Transport Strategy 2004-2007 (City of Edinburgh Council 2004).**
- **Managing Traffic in Central Edinburgh, 2000 (City of Edinburgh Council 2000).**
- **Draft Retail Strategy for the Edinburgh City Centre (City of Edinburgh Council 1999).**
- **Urban Nature Conservation Strategy (City of Edinburgh Council 1992).**
- **The Edinburgh Biodiversity Action Plan (City of Edinburgh Council March 2000).**
- **Edinburgh Streetscape Manual, ed. Colin J. Davis (City of Edinburgh Council 1995).**
- **The Tourism Action Plan 2004-2007 (City of Edinburgh Council 2004).**

Urban Wildlife Sites

These are sites which have been identified in the City of Edinburgh Council's Urban Nature Conservation Strategy and are to be protected from potentially damaging development. There are two Urban Wildlife Sites within the Site: the Water of Leith and Calton Hill. As part of the Local Plan policies, the City of Edinburgh Council also promotes the enhancement of the amenity and recreational value of the Water of Leith.

Open Spaces

Within the Site, Castlehill, Princes Street Gardens, Calton Hill and Regent Gardens, all of the New Town Gardens and the Water of Leith are all designated as Open Spaces of Outstanding Landscape Quality where no development is to be allowed. George Square Gardens, the grounds of Donaldson's School, and Holyrood Park also have this designation though the latter is, at present, just outside the boundary.

Valley of Water of Leith

