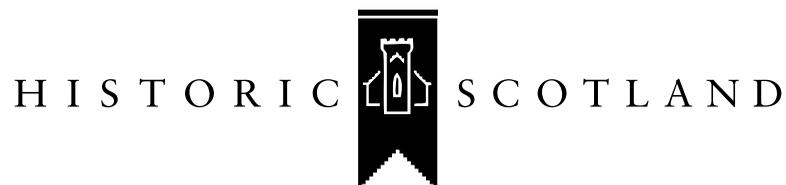




THE HEART *of*  
NEOLITHIC ORKNEY  
WORLD HERITAGE SITE  
MANAGEMENT PLAN

MARCH 2001



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### Sources of further information

Enquires about this Management Plan and how World Heritage status affects monuments in Orkney should be directed to Dr Sally Foster (see below).

For information on general World Heritage issues in Scotland contact Malcolm Bangor-Jones of Historic Scotland. Tel: 0131 668 8810.

E-mail: malcolm.bangor-jones@scotland.gov.uk

*Nomination of The Heart of Neolithic Orkney for inclusion in the World Heritage List* is available from Historic Scotland (£10 plus p&p).

For all Historic Scotland publications:

Telephone: 0131 668 8752.

E-mail: catherine.mackenzie@scotland.gov.uk

### A number of web sites can be accessed:

Information about the WHS:

<http://www.unesco.org/whc/sites/514.htm>

Information on the World Heritage Convention:

<http://www.unesco.org:80/whc/>

Information about individual sites in Orkney (and anywhere else in Scotland):

<http://www.rcahms.gov.uk>

<http://www.scran.ac.uk>

Information about Historic Scotland:

<http://www.historic-scotland.gov.uk>

The local Sites and Monuments Record, maintained by the Orkney Archaeological Trust, is another source of information about individual sites and for advice on unscheduled monuments in general.

Historic Scotland's booklet, *The Ancient Monuments of Orkney* (£4.95, Historic Scotland) provides an accessible introduction to the main archaeological visitor attractions on Orkney, including the WHS. See also Anna Ritchie's *Prehistoric Orkney* and Patrick Ashmore's *Neolithic and Bronze Age Scotland* (£15.99, Batsford/Historic Scotland). Official Souvenir Colour Guides exist for Maes Howe and Skara Brae (£2.50 each).

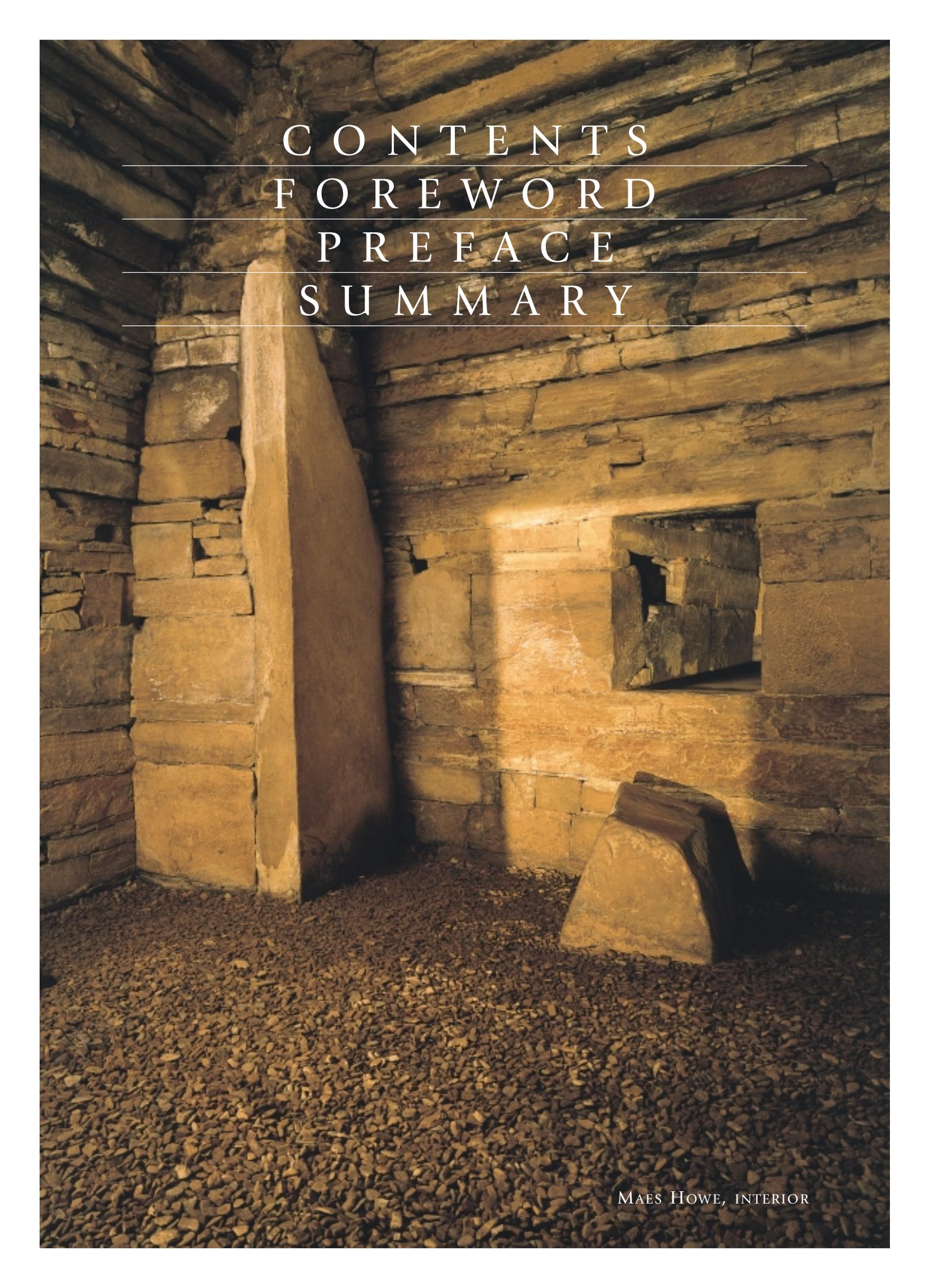
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C O N T E N T S  
F O R E W O R D  
P R E F A C E  
S U M M A R Y

MAES HOWE, INTERIOR

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Select Bibliography

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## FOREWORD

The Heart of Neolithic Orkney is Scotland's first archaeological World Heritage Site, an accolade of which the local community and the country as a whole can be proud. This achievement was marked by the ceremony at Skara Brae in March 2000 attended by the then First Minister, the late Donald Dewar, and the Deputy First Minister, local MP and local MSP, Jim Wallace, when a Statement of Intent was signed and a plaque unveiled. That Skara Brae, Maes Howe, Ring of Brogar and the Stones of Stenness survive in such an excellent condition owes much to the Orcadians who, long before laws were promulgated to protect these important sites, took steps to ensure their survival. For example, at the beginning of the 19th century, when the Stones of Stenness were threatened, it was the local people who prevented their destruction.

All elements of the World Heritage Site are now cared for by Historic Scotland on behalf of the Scottish Ministers. Responsibility for ensuring their protection and promoting their understanding and enjoyment rests with us. But the individual components of the Site have to be seen in their broader context, both present and past, and managed as such. This Management Plan has been produced in consultation with representative organisations and the local community. It identifies how Historic Scotland and others should work together to achieve a common vision, ensuring that these priceless archaeological remains are managed in terms of the highest conservation standards whilst ensuring that visitors can best appreciate and explore them.



Graeme Munro  
Chief Executive, Historic Scotland

Orkney is very proud of its archaeological heritage and justifiably so. Words like oldest, biggest, best preserved, unique and most significant seem to be common themes in the descriptions of our standing collection of monuments. 5,500 years of human habitation of these islands, coupled with little development pressure, have allowed the retention of a well contexted Neolithic landscape worthy of the accolade of World Heritage Site.

Orkney Islands Council is pleased to be one of the signatories to the intention to manage and protect the World Heritage Site in the future. Our new Development Plan takes heed of the Site, and we are enthusiastic about our future role in developing its interpretation and visitor management. I hope that this particular project with Historic Scotland, Orkney Archaeological Trust, The Royal Society for the Protection of Birds and Scottish Natural Heritage, one of several initiatives arising since Inscription of the Site, will prove to be an example of best practice, to the long-term benefit of Scotland's first archaeological World Heritage Site.



Alistair Buchan  
Chief Executive, Orkney Islands Council

# PREFACE

## Status and context of Site

At its 23rd session in Marrakesh, Morocco (2 December 1999), the World Heritage Committee of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) inscribed The Heart of Neolithic Orkney on the World Heritage List on the basis of criteria (i), (ii), (iii) and (iv) deemed to be of outstanding universal value:

*The monuments of Orkney, dating back to 3000-2000 BC, are outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe.*

This happened because the UK Government put forward The Heart of Neolithic Orkney for inscription on the World Heritage List compiled by the UNESCO. UNESCO, in accordance with the 1972 *Convention concerning the Protection of the World Cultural and Natural Heritage*, then acted on an assessment made by the International Committee on Monuments and Sites (ICOMOS), the expert body which advises it. World Heritage Sites (WHS) are places or buildings of outstanding value (cultural and/or natural) which deserve protection for the benefit of humanity.

The WHS of the Heart of Neolithic Orkney includes Maes Howe, Skara Brae, the Stones of Stenness and adjacent standing stones and the Ring of Brogar<sup>1</sup> together with adjacent standing stones and burial mounds. The first three of these monuments were built before, and used before and during, the first half of the 3rd millennium BC. The Ring of Brogar took over their pre-eminent role around the middle of the 3rd millennium BC. All these monuments are exceptionally fine and authentic: relics of the period when great civilisations started to arise across the world. If civilisation amounts to something more than just large numbers of people living in close association, then there is a very small number of ancient centres of this period. The Heart of Neolithic Orkney is one of them. The architectural achievements of the people living there speak for a level of architectural sophistication which matches that of the centres in Mesopotamia and North Africa. There is a piquant contrast between the small absolute size of the Orkney community 5000 years ago and its exceptional cultural vigour.

One of 630 WHS, The Heart of Neolithic Orkney is ranked with some of the most famous heritage sites in the world including Stonehenge and Avebury in Europe, the Pyramids in Africa, the Great Wall of China in Asia, Uluru (Ayers Rock) in Australia, the Head-Smashed-in Buffalo Jump Complex in North America and the Maya Site of Copan in South America.

World Heritage status does not add any controls to those which already exist. All four sites are in the care of the Scottish Ministers, through Historic Scotland.

The World Heritage Committee encourages the inclusion of Buffer Zones around WHS to protect them from intrusive elements that diminish cultural values. Maes Howe, Stones of Stenness and Brogar are in the Brodgar<sup>2</sup> Rural Conservation Area which, together with the adjacent Site of Special Scientific Interest of the Lochs of Harray and Stenness and the candidate Special Area of Conservation of the Loch of Stenness, creates an Inner Buffer Zone for the three discrete sites and the isolated standing stones in the immediate vicinity of the Stones of Stenness. An Outer Buffer Zone is formed by the Hoy and West Mainland National Scenic Area. An Inner Buffer Zone for Skara Brae is provided by a large scheduled ancient monument area around it and an Outer Buffer Zone by its proximity to a listed building, Skaill House.

WHS status is a key material factor which must be taken into account by Orkney Islands Council in making planning decisions and Historic Scotland in its management of the monuments included in the Site. Any development proposals should continue to be assessed for their impact on visible and invisible archaeology, as well as their impact on the setting of protected sites. Orkney Islands Council should also ensure that negative threats of all types are prevented or strictly controlled in the Buffer Zones.

## The aims of the Management Plan

UNESCO requires preparation of a Management Plan to conserve the important cultural heritage assets of the WHS. This encompasses its interpretation and promotion as a cultural asset, its preservation, enhancement of the character and appearance of the area and fostering of the local economy.

This Management Plan aims to provide a vision and framework for an integrated and consensual approach to dealing with the issues faced by Historic Scotland and other bodies, groups and individuals in Orkney. It addresses the issues which are relevant from the date of inscription. It has no legal standing and will not be prescriptive or binding, but it signifies a willingness to join with other interests to achieve optimum management for the Site. Historic Scotland must also regularly monitor the condition of the Site and contribute reports to UNESCO which update information about *The Heart of Neolithic Orkney* and record changing circumstances and state of conservation. This Plan will also provide a framework for this.

<sup>1</sup> In Ordnance Survey naming conventions the Ring of Brogar is consistently spelt without a 'd' and the Bridge of Brodgar and the Brodgar Rural Conservation Area are spelt with a 'd'.

Historic Scotland prepares individual site plans for its routine internal use. This published Plan integrates the whole, with particular reference to the issues in the Buffer Zones which link the individual sites.

A small Steering Group with national and local representatives has been formed to influence and assist with the implementation of the Management Plan. To enable even wider involvement, a Consultation Group has also been formed. A Historic Scotland leaflet, *The Heart of Neolithic Orkney World Heritage Site Management Plan Proposals* was distributed in Orkney in March 2000.

This Management Plan has been prepared within the context of existing legislative and planning frameworks, and cultural and natural heritage designations, and embraces management plans for the component parts of the Site. It provides a basis for consultation with local and national interest groups. Its overall aims are:

- to safeguard the important cultural (and natural) heritage elements of the Site by identifying conservation and enhancement works and projects within a sustainable and beneficial approach
- to inform people about the cultural and educational value of the Site
- to increase their enjoyment of the Site
- to identify how the economic and cultural benefits of inscription of the Site can be used to the advantage of the Orkney community and businesses.

In Parts 1 and 2 the Site is described and evaluated so that the significance of the cultural assets, their relationship to their surroundings and the need to conserve them can be understood. Then the objectives for overall site management and prescriptions for overall site management are set out in Part 3. Appendices include information about the planning, legislative and designatory framework within which management must be carried out.

The first draft of this plan was prepared by Patrick Ashmore and submitted with the nomination in May 1998, which he also took the lead in preparing. Orkney Islands Council, Scottish Natural Heritage and Orkney Archaeological Trust were consulted at this stage. A revised and updated version was produced by Dr Sally Foster following consultation with the Steering Group and Historic Scotland colleagues. Mrs Lily Linge wrote Appendix 2.4.1.

Issued for formal external consultation in June 2000, this further revised Plan is the final agreed version for submission to UNESCO. It follows UNESCO's preferred format for a Management Plan and will be formally reviewed at least once every five years.

# SUMMARY

The Management Plan is a framework document for achieving the conservation of the cultural heritage assets of the WHS. It aims:

- 1: to ensure that consensus is achieved on changes within the Site and its environs wherever possible.
- 2: to ensure that the details of the Management Plan are directed towards ensuring the conservation and presentation of the Site as a whole, and the constituent parts of it.
- 3: to increase people's recognition, understanding and enjoyment of the Site and their understanding and enjoyment of Orkney and the rest of Scotland's past.
- 4: to ensure that management of the Site is guided and informed by appropriate knowledge of development of the Site and its surroundings through time.
- 5: to agree administrative arrangements for the Consultation Group.
- 6: to obtain agreement to a version of this Management Plan.
- 7: to meet the UK's obligations under World Heritage Conventions in relation to effective management of the Site.
- 8: that WHS status should be reflected in any future statutory and other plans for the area. Also, existing designations and their boundaries should be kept under review by the relevant authorities to ensure that the highest levels of statutory and planning protection are in place to ensure the preservation of the cultural heritage assets of the WHS.
- 9: that policies be directed towards positive measures for the enhancement of the Site and its Buffer Zones so that they benefit in character, appearance and setting, while continuing to support the economy of Orkney and the social well being of those living there.
- 10: to encourage appropriate and sympathetic land uses in the Buffer Zones in order to protect monuments from degradation and from potentially damaging works that do not require planning permission, and to protect and enhance their setting.
- 11: that policies recognise that cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones.
- 12: to establish an accurate picture of the condition and vulnerability of all monuments in the Site and Inner Buffer Zones.
- 13: that all activities on the Site and all activities affecting the natural heritage in the vicinity of the Site should be based on principles of environmental sustainability.
- 14: that every effort should be made to integrate and enhance the interests of the cultural and natural heritage, balancing the respective needs of each.
- 15: that policies for development on the Site and adjacent to it should reflect the international importance and the sensitivity of the Site and its setting.
- 16: to ensure that policies for development on the Site and adjacent to it should lead to benefits for the economy of local people and of Orkney as a whole.
- 17: to help develop sustainable tourism by encouraging dispersal of visitors to more of the various visitor attractions in Orkney, and by evening out the concentrations of numbers at particular times and locations.
- 18: to ensure that policies relating to visitors to the Site emphasise quality tourism and encourage longer stays and higher spending in Orkney.
- 19: to ensure that there are good facilities for people with disabilities by including provision for their needs in all schemes for enhancement at the Site.
- 20: to ensure that adequate account is taken of the needs of the agricultural industry in and around the Buffer Zones not to be unnecessarily delayed in the going about of its business, particularly at such times as ploughing, silage cropping and harvesting.
- 21: to ensure that people in the community living to either side of the Buffer Zone should not be unnecessarily delayed in travelling through it.
- 22: to ensure that arrangements for visitors to the Site do not create traffic hazards for the visitors or for others such as those in the farming industry and commuters.
- 23: to ensure that the opportunities for reducing conflict between pedestrian, cycle and motor traffic are taken into account in all future schemes for enhancement of the Site and adjacent areas.

In order to fulfill the above, the main recommendations, categorised under the headings of Urgent, Necessary and Desirable and in date order, are as follows (see details and breakdown by Project in Part 3).

# URGENT

Project	Action	Frequency and Date
Primary aims and administrative arrangements	Agree remit, function and membership of Steering Group and its administrative arrangements	OO Nov 99
Primary aims and administrative arrangements	Agree remit, function and membership of Consultation Group and its administrative arrangements	OO May 2000
Primary aims and administrative arrangements	Prepare and issue Q and A briefing/Press Release	OO Nov 2000
Skara Brae	Replace worn site signage	OO April 2000
The statutory and policy context	Review implications for World Heritage status in forthcoming Structure and Local Plans	OO May 2000
Primary aims and administrative arrangements	Agree revised Management Plan	Q Dec 2000
<ul style="list-style-type: none"> <li>• The environment and natural heritage</li> <li>• Farm, community and visitor traffic</li> <li>• The environment and cultural heritage</li> </ul>	Prepare access and interpretation strategy	OO July 2001

**Key:** OO One off    W Weekly    M Monthly    A Annual    Q Quinquennial

# NECESSARY

Project	Action	Frequency and Date
Maes Howe and Tormiston	Review 1999 Solstice sunset video arrangements	OO Dec 99
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• Skara Brae</li> <li>• The Stones of Stenness</li> </ul>	Erect World Heritage Markers	OO March 2000
Skara Brae	Improve site access for visitors with disabilities	OO April 2000
Primary aims and administrative arrangements	Draft and issue public information leaflet	OO May 2000
<ul style="list-style-type: none"> <li>• The statutory and policy context</li> <li>• Farm, community and visitor traffic</li> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• The Brodgar Rural Conservation Area</li> <li>• The Stones of Stenness</li> </ul>	Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones	OO May 2000
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• Skara Brae</li> <li>• The Stones of Stenness</li> </ul>	Monitor and address impact of visitors on the fabric of the monument	A May 2000
Primary aims and administrative arrangements	Timetable and cost implementation of parts of Management Plan	A Sep 2000
<ul style="list-style-type: none"> <li>• The statutory and policy context</li> <li>• The environment and cultural heritage</li> <li>• The Brodgar Rural Conservation Area</li> <li>• Skara Brae</li> </ul>	Regularly monitor, assess and report on the condition of Scheduled Ancient Monuments in the Inner Buffer Zones	A Dec 2000
Skara Brae	Compare visitors at Skara Brae Visitor Centre and Skail House to those at Skara Brae to assess if this is minimising the clumping of visitors at Skara Brae itself	OO Dec 2000
Maes Howe and Tormiston	Continue to monitor traffic hazard	A Dec 2000
Maes Howe and Tormiston	Review fencing above entrance	OO Dec 2000
The economy and tourism	Prepare a plan for dispersal of visitors and for evening out the concentrations of numbers	OO/A Mar 2001
Maes Howe and Tormiston	Investigate issue of moisture within tomb and devise appropriate course of action	OO Mar 2001

Key: OO One off    W Weekly    M Monthly    A Annual    Q Quinquennial

Project	Action	Frequency and Date
SSSI, Special Area of Conservation and National Scenic Area management	Consult early on proposals to mitigate traffic problems and change parking arrangements for the Ring of Brogar area	OO Mar 2001
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> </ul>	Prepare Condition Survey	OO Mar 2001
The statutory and policy context	Review the description of the character or appearance of the Brodgar Rural Conservation Area which it is desirable to preserve or enhance and the mechanisms for enabling this (e.g. Landscape Carrying Capacity Study; Conservation Area Appraisal)	OO April 2001
The environment and cultural heritage	Consult about preparation of a co-ordinated conservation approach to the Brodgar Rural Conservation Area	OO April 2001
The statutory and policy context	Monitor and review effectiveness of Management Plan	A March 2002
<ul style="list-style-type: none"> <li>• The environment and natural heritage</li> <li>• Skara Brae</li> </ul>	Monitor, assess and address coastal erosion, consulting SNH on opportunities for environmental enhancement	OO Dec 2001
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• Skara Brae</li> <li>• The Stones of Stenness</li> <li>• The economy and tourism</li> </ul>	Monitor satisfaction with facilities for people with disabilities	M/A Dec 2001
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• The Stones of Stenness</li> </ul>	Prepare Interpretation Plan	OO April 2002
<ul style="list-style-type: none"> <li>• Skara Brae</li> <li>• The Stones of Stenness</li> </ul>	Prepare Condition Survey	OO Mar 2003
The environment and natural heritage	Review the implications of the Management Plan for the natural heritage	OO March 2003
The economy and tourism	Promulgate the principles set out in various international agreements and <i>The Stirling Charter</i>	W/M/A
The economy and tourism	Continue to monitor quality issues at HS sites	M/A
Skara Brae	Review Interpretation Plan	OO Tbc

Key: OO One off    W Weekly    M Monthly    A Annual    Q Quinquennial

# DESIRABLE

Project	Action	Frequency and Date
Primary aims and administrative arrangements	Draft and arrange for signing of Statement of Intent	OO Feb 2000
Primary aims and administrative arrangements	Arrange public lectures/meetings to mark Launch	OO Mar 2000
Primary aims and administrative arrangements	Signing of Statement of Intent/Ministerial Launching of WHS	OO 24 Mar 2000
Primary aims and administrative arrangements	Training for all staff in relevant organisations regarding implications of Site and its Buffer Zones	OO/A May 2000
Primary aims and administrative arrangements	Consider setting up HS web-page	OO May 2000
Primary aims and administrative arrangements	Encourage the formation of a Research Co-ordination Committee	OO Dec 2000
The statutory and policy context	Optimise use of agri-environment schemes and other grants to promote integrated, sustainable and appropriate land management practices	A Dec 2000
<ul style="list-style-type: none"> <li>• The environment and cultural heritage</li> <li>• The environment and natural heritage</li> </ul>	Agree a common approach to sustainability and the built and natural heritage	OO Dec 2000
The Brodgar Rural Conservation Area	Investigate possibilities for management of Ring of Bookan	OO Dec 2000
The environment and cultural heritage	Explain to a wider audience how the cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones	OO Mar 2002
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• The Stones of Stenness</li> </ul>	Review most appropriate vegetation cover and management for nature conservation	OO Mar 2002
Primary aims and administrative arrangements	Consider educational options for Orkney schools in consultation with Orkney Heritage	OO/A Mar 2003
The Stones of Stenness	Review landownership, fencing and grazing policy	OO Mar 2003
The environment and cultural heritage	Research the traditions and beliefs of the local community	Q Mar 2004
Skara Brae	Explore and develop options for experimental house	OO Dec 2004
The statutory and policy context	Review the Site boundaries	OO Mar 2005
<ul style="list-style-type: none"> <li>• Maes Howe and Tormiston</li> <li>• The Ring of Brogar</li> <li>• Skara Brae</li> <li>• The Stones of Stenness</li> </ul>	Routine site maintenance	W/M/A

Key: OO One off    W Weekly    M Monthly    A Annual    Q Quinquennial

# DESCRIPTION

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SKARA BRAE, INTERIOR

## PART 1: DESCRIPTION OF THE SITE

### 1.1 GENERAL INFORMATION

#### 1.1.1 Description

The Site comprises four discrete areas which fall into two complexes - Skara Brae and Maes Howe/Stones of Stenness/Ring of Brogar – each of which has Inner and Outer Buffer Zones (see maps in Appendices 1.5.1 and 1.5.2).

#### 1.1.2 Location and boundaries of Site

Maes Howe is at National Grid Reference (NGR) HY 318127. The protected area at Maes Howe covers an area of slightly less than 1 hectare.

The Stones of Stenness are at NGR HY306125. The protected area covers an area of 0.8 hectares. **The Watch Stone** (NGR 305126) and **the Barnhouse Stone** (NGR HY 312121) are outliers of the Stones of Stenness and are also protected.

**The Ring of Brogar** is at NGR HY 294133. The Ring of Brogar is part of a monument with an area of 13 hectares.

Skara Brae is situated at NGR HY231187 in the Bay of Skaill, Mainland, Orkney about 6.5km north-west of the Brodgar Rural Conservation Area as the crow flies. The settlement on display at Skara Brae covers an area of about 0.5 hectares.

#### 1.1.3 Boundaries of Buffer Zones

The extremes of the Brodgar Rural Conservation Area which forms the dry land part of the **Inner Buffer Zone** for Maes Howe, Stones of Stenness and Ring of Brogar are at NGR HY 278144 (north-west), NGR HY 290146 (north-east), NGR HY 308118 (south-west) and NGR HY 322128 (south-east) (see map in Appendix 1.5.1). The area is bounded to the west by the Loch of Stenness and to the east by the Loch of Harray, which together are a Site of Special Scientific Interest, and the parts of those Lochs adjacent to the Brodgar Rural Conservation Area extend the Buffer Zone eastward and westward to their far shores. The Loch of Stenness is also a candidate Special Area of Conservation. The southernmost limits of this Inner Buffer Zone are defined by the A965 (Stromness to Kirkwall) and to the north by the farm buildings of Bockan and Buckan). The Brodgar Rural Conservation Area covers an area of 2.5 square kilometres; the parts of the two Lochs adjacent to it add some 10 square kilometres.

**The Outer Buffer Zone** provided by the Hoy and West Mainland National Scenic Area extend to the horizons as seen from the Stones of Stenness and Ring of Brogar (see map in Appendix 1.5.2). The National Scenic Area which provides an Outer Buffer Zone is 148 square km in area.

Skara Brae is surrounded by an **Inner Buffer Zone** created by a scheduled area of about 10 hectares (see map in Appendix 1.5.2). This area is located at NGR HY228187 (north-west), NGR HY233188 (north), NGR HY234187 (east) and NGR HY233185. It is bounded to the north by the coastline of the Bay of Skaill, to the south-east by the drive of Skaill House and to the south-west by the farm road to Skaill Home Farm.

Skaill House, adjacent to the scheduled area is a Listed Building of Category A, and through the protection which that status provides for its surroundings it creates an Outer Buffer Zone for Skara Brae.

### 1.2 CULTURAL INFORMATION

#### 1.2.1 Background

Although people may have been farming in Scotland from the middle of the 5th millennium BC, none of the tombs, settlements and ceremonial sites so characteristic of the farmers has been securely dated to before 4000 BC. Farming reached Orkney before the middle of the 4th millennium BC. Over the next thousand years many tombs and ceremonial structures were built on the islands.

The survival of remains of this Neolithic period in Orkney is exceptionally good, both in the sense that many tombs can still be seen and in the sense that much detailed information can be retrieved from them through excavation.

#### 1.2.2 Social hierarchies around 3000 BC and subsequently

Skara Brae, the Stones of Stenness and Maes Howe were created slightly before 3000 BC, in an exceptionally dynamic period of prehistory when great chambered tombs were built and rings of tall timbers and stones were set up. The construction of large ceremonial earthwork enclosures seems to have begun in Britain around this time. Those with a single entrance causeway, like the one round the Stones of Stenness, are in general earlier than those which, like the ditched enclosure at the Ring of Brogar, have two opposed entrance causeways. They quite often have pottery like that from Skara Brae in their primary deposits, placing them firmly in the late Neolithic.

The tall stone rings at Calanais in the Western Isles and Machrie Moor on Arran are clearly of much the same date and of similar character to the Stones of Stenness and with other centres in Scotland and England suggest that this deepening of social hierarchies was accompanied by the growth of powerful religious or magical ideas about the world and the place of people in it.

Most large ceremonial enclosures with two entrance causeways, like that at Ring of Brogar, seem to have been used or even built about 2500 to 2200 cal BC. It is highly likely that the builders of Ring of Brogar were the direct descendants of those who constructed Stones of Stenness, lived in settlements like Barnhouse and Skara Brae and disposed of the bodies of their dead in Maes Howe. Ring of Brogar is the last great expression of the way of life to which those monuments bear testimony. These monuments are particularly important because they provide evidence of a significant range of human activity carried out at the same time and such evidence is rare in prehistory (see 1.2.7).

### 1.2.3 Maes Howe

The mound at Maes Howe is 35 m across and over 7 m high. It is built on a partly artificial platform into which at least one socket for a very large standing stone has at some time been set. Round the platform is a ditch which was originally nearly 14 m wide by 2 m deep. The bank outside is now mostly of relatively recent date, but excavation has shown that in some places it overlies the remains of a substantial prehistoric wall. Inside the mound are a passage and chambers made of stone slabs weighing up to 30 tonnes. The tomb was designed to be closed up: two metres from the present entrance a stone door surround survives and next to it, in the north side of the passage, there is an alcove which houses a large blocking-stone. This arrangement makes it clear that people inside the tomb sealed themselves in, rather than people outside closing the tomb. From here the passage slopes gently upwards for 9 m to the central chamber. The main chamber is 4.6 m square. At each corner is a buttress flanked by a huge vertical slab and supporting the roof. The roof stones lapped in over one another until the remaining gap could be covered by slabs, but people broke in through the top, and the modern roof at just under 4 m above the chamber floor is somewhat lower than it once was. There are entrances to large side chambers in the middles of the main chamber walls and by them lie tapered blocking stones. Each chamber is roofed by one great slab.

Incidentally, Maes Howe also contains the largest collection of 12th-century AD Norse runes to be found in one monument. Recent researchers have recognised that the tomb also contains more Neolithic carvings than had previously been appreciated.

### 1.2.4 Skara Brae

Skara Brae is a multiperiod settlement of around half a dozen houses, and ancillary structures, which was built within a century or so of 3100 BC and was abandoned within a century or so of 2500 BC. It was thus in use for about 600 years, to within a century or so, or between 16 to 32 generations. During that time the houses of the settlement were rebuilt several times on much the same plots of ground. The houses in the first settlement were roughly square and had one entrance. Looking from the entrance, the houses had alcoves built into the left and right walls, presumably for beds, a central hearth and, opposite the door, a dresser. There were usually cells built into the walls, presumably for storage. By the end of the settlement there were no bed alcoves. Instead the beds were built of slabs in the main floor space. Apart from this change of style the internal layout was unchanged. Round some of the houses, beyond their structural walls, were casement walls; the area between was filled with midden. Between them were passages. One house was different. It was oval and did not have beds, nor a dresser. It had a complex history of minor modifications. It seems to have been used as a workshop.

The lower levels of the site were waterlogged and wet middens of both early and late date survive together with organic remains of considerable importance. To the south of the main settlement, beyond the old interpretation centre, excavation has shown the presence of walls and of a slaughtering floor and it is very likely that importance remains survive elsewhere in the vicinity of the visible structures.

### 1.2.5 The Stones of Stenness and adjacent standing stones

Around 3000 BC twelve great stones were set up. The stones, the tallest over 5.7 m high, stand in a 30 m by 32 m ellipse pointing  $20^\circ \pm 10^\circ$  west of north. Round them is a ditch 6 m wide and about 2.3 m deep. Outside it is a bank of similar width and unknown height. There is an 8 m wide causeway across the ditch on the northern side of the ring, and a similar gap in the bank.

The causeway and the alignment of excavated internal features are on different lines from the centre. The causeway was probably originally wider, and was made more narrow only at some later stage by digging out its west side. Both the original causeway and the excavated internal features will have lain pretty well due north from the centre. In the centre of the ring a wooden post was set up. Subsequently a roughly 2 m square setting of stone slabs was made where the post had been. Two large stones were set up to its north. A small wooden structure was built to the north of the two stones. The large structure of three slabs visible to the north again of the centre is comparable to structures in

other great stone rings and here belongs to the period of original use. Pottery, cremated bone and evidence of fire were found in the small central slab setting. The bones may have come from animals or people. They may represent offerings or burial ceremonies.

During the Iron Age pits were dug inside the ring of stones. By 1851 three stones remained, one prostrate, and the bank had been largely ploughed out in its southern quadrant. The present remains reflect conservation undertaken between 1906 and the present.

The Watch Stone, a monolith 5.5 m tall, stands by the Bridge of Brodgar at the south end of the causeway between the Lochs of Harray and Stenness.

The Barnhouse Stone, a monolith about 3 m tall, stands to the south of the Stones of Stenness on the line of the distant passage of Maes Howe.

#### **1.2.6 The Ring of Brogar and the area containing associated ritual and funerary monuments**

The stones of the Ring of Brogar form a true circle 104 m wide. Originally there were sixty tall stones erected on it. The outer edge of the ditch around it is on a circle about 130 m across. The ditch is now about 10 m wide, but its edges have weathered back since it was built; its original width was 5 to 6 m and its depth 3 m. The interior of the circle of stones has never been excavated. Because it has two entrance causeways rather than one, the monument is more likely to date somewhat after 2500 BC than before it.

Around the Ring of Brogar and forming part of the same monument is an area of about 10 hectares in which there are at least thirteen burial mounds and a stone setting. Most of them were sampled by unsystematic excavation in the 18th and 19th centuries.

Four large mounds were probably built for burials between 2500 and 1500 BC. Salt Knowe measures 40 m north-west/south-east by 33 m across and is nearly 6 m high. On the south edge of its flat top was a burial cist 2.6 m long divided into two parts by a transverse slab. The South Mound measures 18 m across and is 1.8 m high. Fresh Knowe measures 38 m north-west/south-east by 26 m across and up to 5.7 m tall. It was carefully built but no more is known about it. The Plumcake Mound is nearly 3 m tall and measures up to 22 m across. It contained two stone cists, one with a pot and the other with a steatite urn. Both vessels had cremated bones in them.

There are at least nine small mounds in a group to the south of the Ring. At some time in the past they have been damaged by cultivation and rabbits, and now vary in diameter between 4.5 and 12.8 m, by up to 1.1 m high.

Most of them were probably built for burials between 1500 and 500 BC.

The Comet Stone, 1.75 m tall, and the stumps of two other stones stand on a platform which originally measured about 14 m across. At some time in the past it has been damaged by cultivation and rabbits.

The area between and around these monuments is highly likely to contain numerous other remains.

#### **1.2.7 Connecting Maes Howe, Skara Brae and Stones of Stenness**

The evidence of sophisticated architecture and distinctively styled artefacts allows connections to be drawn between these buildings even though they were seemingly created for very differing reasons.

The people who built Maes Howe are represented by a string of tombs running across the middle of Mainland Orkney, and by a few examples on other islands of the archipelago. These tombs seem to have been built by people with a similar culture to those who lived at Skara Brae and conducted ceremonies at the Stones of Stenness. By far their finest expression is at Maes Howe.

The layout of the early houses at Skara Brae is remarkably reminiscent of the chamber plan at Maes Howe, and an engraving on the south-west corner pillar of Maes Howe chamber is almost identical to carvings at Skara Brae. If the Skara Brae houses were for the living, Maes Howe may be a house of the dead.

Barnhouse settlement in the Buffer Zone near Stones of Stenness and Maes Howe contains a similar carving, and was built by people who used the same kind of pottery and other artefacts as those in the earliest excavated village at Skara Brae. Some of the details of the hall at Barnhouse settlement are remarkably like those in the nearby Stones of Stenness. Such rich connections between exceptional 5000 year old monuments with different functions is difficult to parallel elsewhere.

#### **1.2.8 Connecting Maes Howe, Stones of Stenness and Ring of Brogar**

All the main monuments in the Brodgar Rural Conservation Area are visible from each other. Those living in the settlement of Barnhouse would have seen the Stones of Stenness to their west and Maes Howe to the east-south-east. The Ring of Brogar was subsequently built in a position from which the Stones of Stenness and Maes Howe could be seen.

The deep, wide ditch round Maes Howe is probably related to the ditches round the Stones of Stenness and

the Ring of Brogar. That round the Stones of Stenness, with its external bank, forms a ceremonial enclosure of a distinctive British type. That round the Ring of Brogar is unusual in that the material taken from the ditch appears to have been carried to some other part of the area. The two rings of tall standing stones are unique within Orkney; the Ring of Brogar probably supersedes the ceremonial functions of Stones of Stenness while the mounds round it may represent an evolution of the funeral traditions which gave rise to Maes Howe under the influence of changes which took place elsewhere in Europe.

Ring of Brogar is an exceptionally fine monument. It has been argued that some of the mounds around the Ring of Brogar were placed where they are as part of a lunar observatory about 1600 BC. Whatever the truth of this, the remarkable concentration of burial mounds and standing stones round Ring of Brogar shows the continued ritual and funerary importance of the land now embraced by the Brodgar Rural Conservation Area for, at the very least, 1000 years after the Ring of Brogar was built.

#### **1.2.9 Other monuments close to the Site**

The Inner Buffer Zone contains many less well known, but very fine, monuments (Appendix 1.5.4). The settlement at Barnhouse in the Brodgar Rural Conservation Area, near Stones of Stenness, is of the same date as the first settlement at Skara Brae and is important in its own right and in helping to link together the components of the Site. It includes several houses, a double-sized house in which stone artefacts were made and an unusually large house or hall with interior features both like those inside the nearby Stones of Stenness and like those in the other houses of the settlement. It is only its high degree of incompleteness, due to heavy agricultural ploughing, which prevents it being of a similar calibre to Skara Brae.

There are four major monuments round Bookan, to the north of Ring of Brogar, including a chambered cairn, a probable henge, and two large Bronze Age barrows. They probably form a third ritual and ceremonial centre, and if current theories about tomb typologies are correct, the chambered cairn is the earliest of the upstanding monuments in the Brodgar Rural Conservation Area. Between the Bookan complex and the Ring of Brogar are a Bronze Age figure-of-eight house (previously interpreted as a pair of robbed cairns) and a disc barrow (a burial mound surrounded by a ditch and bank). There is also a prehistoric land boundary of unknown age, about 7 m across and up to 1 m high, which may have demarcated the ritual area in which Brogar lies, although it is perhaps more likely to have been a late prehistoric or early medieval

territorial boundary. It was subsequently used as the parish boundary.

Nationally important though all these sites are in their own right and as part of the landscape surrounding the major monuments, it is Maes Howe, Stones of Stenness and associated standing stones, and the Ring of Brogar with its mounds, together with Skara Brae, that stand out as internationally fine and important.

### **1.3 ENVIRONMENTAL INFORMATION**

#### **1.3.1 The Orkney archipelago**

The Orkney archipelago lies about 15 km north of the coast of Scotland, across the perilous Pentland Firth. It became isolated from the mainland some time after the end of the last ice age, about 11,600 years ago. It is now made up of about 40 islands and numerous islets of which only 17 are occupied today. They are mostly formed by rocks of Middle Old Red Sandstone age, apart from the hills of Hoy which consist of Upper Old Red Sandstone rocks. The sandstones and flagstones split easily into neat slabs which both aided the development of a tradition of fine dry stone building very early in the islands' history and (because new stone was always readily available) helped preserve existing sites. The landscape is predominantly gentle and rounded but with high cliffs along the west and north coasts.

When Maes Howe, Stones of Stenness and Skara Brae were built the climate was slightly warmer and wetter than it is today. The sea level around Orkney was lower four to five thousand years ago. The edges of the Lochs of Stenness and Harray may have been further away from Stones of Stenness and Ring of Brogar than they are now. The islands were never densely forested but consisted of wide open grasslands, ideal for grazing, with somewhat more light alder, birch and willow woodlands in the sheltered hollows than is evident today.

#### **1.3.2 The setting of Maes Howe, Stones of Stenness and Ring of Brogar**

The modern setting of Maes Howe, Stones of Stenness and Ring of Brogar is exceptionally fine. They lie in the Hoy and West Mainland National Scenic Area which extends to the horizons as seen from Stones of Stenness and Ring of Brogar. Immediately to the west of the monuments is the brackish water Loch of Stenness which connects to the sea well to the south-west of the monuments. To the east of Stones of Stenness and Ring of Brogar, and west of Maes Howe is the freshwater Loch of Harray, which runs northward for several miles. The hills of Hoy provide a dramatic backdrop looking west and the gently rounded hills of mainland Orkney encompass the area on every side.

### 1.3.3 The setting of Skara Brae

Skara Brae looks out over the Bay of Skail. The Bay is deeply incised into the coast and erosion continues. There is a fine sandy beach below the site. Its hinterland is pasture on top of the old sand links, at the eastern edge of which is Skail House, a Category A Listed Building. Much of the area between Skara Brae and Skail House is a Scheduled Ancient Monument because of the prehistoric remains which will lie under the sand.

## 1.4 INTERESTS

### 1.4.1 Land use economic interests

The area from Maes Howe to Stones of Stenness is intensively farmed, with arable crops and improved grazing. Thus it helps support Orkney's agricultural industry. That from Stones of Stenness to Ring of Brogar is in general more lightly farmed. Parts of it are ploughed fairly often, although others are in semi-permanent pasture. At several times during the year it is important to the farming community in and to either side of the Brodgar Rural Conservation Area to be able to take quick advantage of weather windows, or to obtain spare parts for agricultural machinery at short notice. Thus well maintained and safe roads are a priority for them.

### 1.4.2 Other economic interests

Tourist surveys show that the main attraction for visitors, other than those whose primary purpose was to visit friends and relatives, was the archaeological sites, especially Skara Brae. Anecdotal evidence and analysis of visitors at Maes Howe and Skara Brae strongly suggests that most visitors to the Ring of Brogar come by cruise liner and short sea crossing coaches. The Ring of Brogar now rivals Skara Brae as the icon for Orkney cultural tourism.

Skail House, which lies close to Skara Brae, is open to the public in the summer. It has joint ticketing arrangements with Skara Brae.

Some people come to Orkney primarily to watch birds, which are also of interest to many other visitors. The area round Stones of Stenness and Ring of Brogar is used by many species, and there is a hide on the shore of the Loch of Harray. Both lochs are used for recreational fishing.

### 1.4.3 Natural heritage interests

As described in section 1.3, the natural heritage of the area round the monuments is of an exceptionally high standard. The Lochs are important for various reasons, predominantly because of the variable semi-salinity of the Loch of Stenness. The landscape value is recognised through its designation as a National Scenic Area. The wetland to the north of Ring of Brogar is an important breeding area for birds.

### 1.4.4 Cultural Heritage Interests

As described in Section 1.2.9 there are many monuments near to the Site. Almost all the upstanding ones have been scheduled as of national importance. The Site and its Inner Buffer Zones have long been of interest to researchers from a wide range of disciplines.

### 1.4.5 The main legal and administrative interests

Historic Scotland (Longmore House, Salisbury Place, Edinburgh EH9 1SH) is the executive agency within The Scottish Executive responsible for administering the laws concerning the protection and management of ancient monuments (buildings, ruins and archaeological sites) and the management and presentation of the monuments in its care. The main pieces of legislation to which it works are the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

Orkney Islands Council (Council Offices, School Place, Kirkwall, Orkney KW15 1NY) is (amongst many other duties) responsible for Structure and Local planning, and for development control in Orkney. It also has powers under the Ancient Monuments and Archaeological Areas Act 1979 and powers and duties under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

**Scottish Natural Heritage** (12 Hope Terrace, Edinburgh EH9 2AS) is an agency with responsibility for administration of the Wildlife and Countryside Act 1981 and thus for Sites of Special Scientific Interest. It is a statutory consultee with respect to developments that are proposed within National Scenic Areas. It is the competent authority with respect to Special Areas of Conservation as explained in Scottish Executive Circular 6/1995.

1.5 APPENDICES TO PART 1

1.5.1 Map of the boundaries of the Site and Inner Buffer Zone in the Maes Howe/Stones of Stenness/Ring of Brogar area (Brodgar Rural Conservation Area) (Crown copyright)



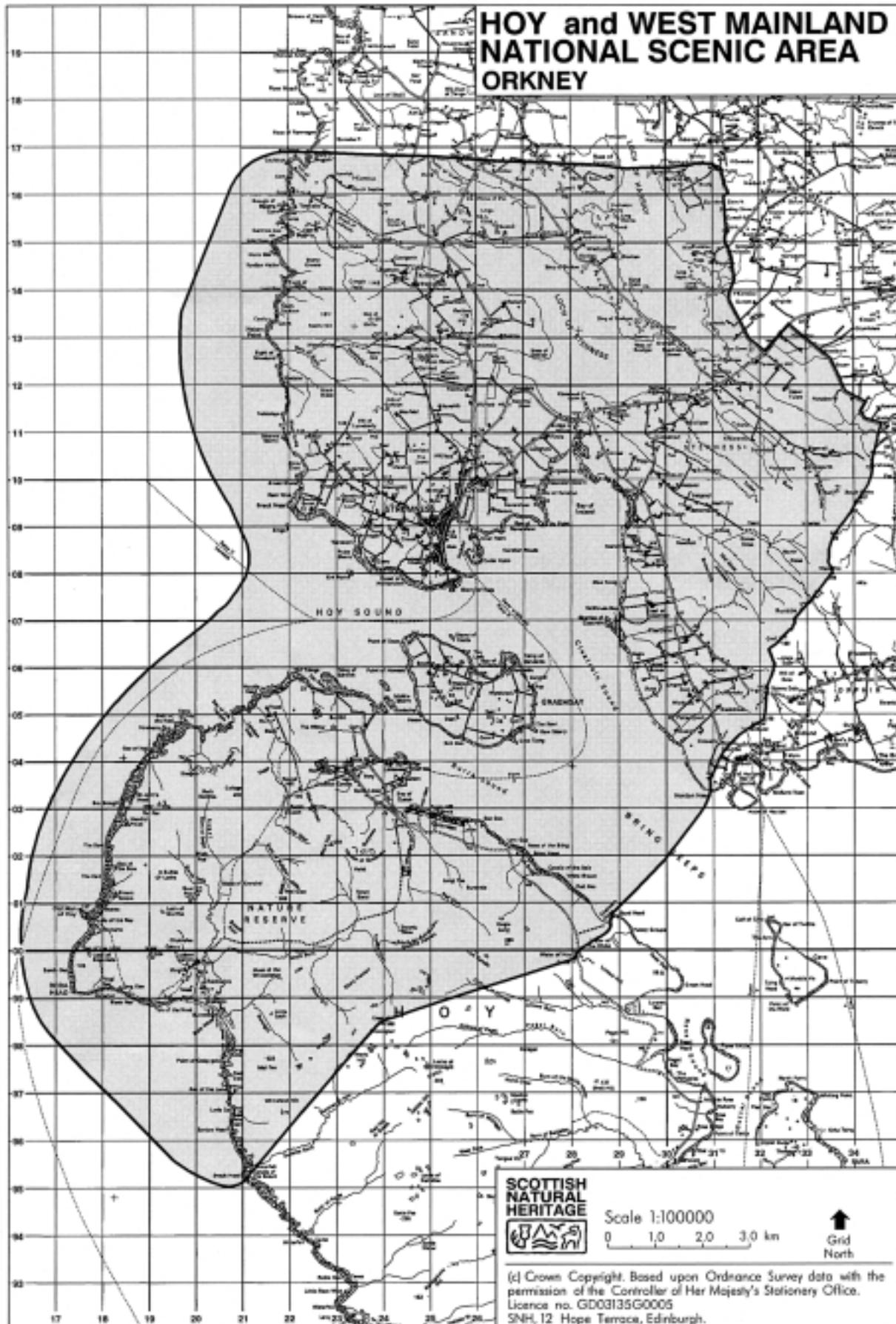
The designated areas round Maes Howe, Stenness and Brogar

1.5.2 Map of boundaries of the Site and Inner Buffer Zone at Skara Brae (Crown copyright)



*The designated areas round Skara Brae*

1.5.3 Map of boundary of West Mainland National Scenic Area (copyright Scottish Natural Heritage)



1.5.4 Summary of all known archaeological sites and find spots recorded within the Buffer Zones of the Brodgar Rural Conservation Area and the scheduled area at Skara Brae

NMRS <sup>2</sup>	NGR	Legal Status and Index Number	Name of Monument	Description
<b>BRODGAR RURAL CONSERVATION AREA</b>				
<b>Maes Howe</b>				
HY31SW1	HY 318127	PIC <sup>3</sup> Scheduled 90209	Maes Howe	Chambered cairn
HY31SW21	HY 317128		Maes Howe	Mounds
HY31SW26	HY 319128		Maes Howe	Cist
<b>Stones of Stenness Standing Stones near Stenness</b>				
HY31SW2	HY 306125	PIC Scheduled 90285	Stones of Stenness	Henge (Class II)
HY31SW11	HY 305126	PIC 90285 Scheduled 8177	Watch Stone	Standing stone
HY31SW12	HY 312121	PIC Scheduled 90341	Barnhouse Stone	Standing stone
HY31SW40	HY 306126	Scheduled 8177	Stone of Odin	Standing stone
<b>Barnhouse settlement</b>				
HY31SW61	HY 306124	Scheduled 8177	Barnhouse	Settlement, stone axes, mace head, flints
<b>Ring of Brogar and adjacent mounds</b>				
HY21SE1	HY 294133	PIC Scheduled 90042	Ring of Brogar	Henge (Class II) monument incorporating a stone circle, bounded by a well-preserved ditch
HY21SE42	HY 295134	PIC Scheduled 90042	Ring of Brogar	Find spot: cheroot arrowhead, flint implement
HY21SE12	HY 296133	PIC Scheduled 90042	Fresh Knowe	Cairn
HY21SE13	HY 296133	PIC Scheduled 90042	Comet Stone	Standing Stone
HY21SE14	HY 292132	PIC Scheduled 90042	Salt Knowe	Cairn
HY21SE11	HY 295134	PIC Scheduled 90042	Plumcake Knowe	Barrow; cists
HY21SE15	HY 294132	PIC Scheduled 90042	South Mound	Cairn
HY21SE16	HY 295132	PIC Scheduled 90042	Ness of Brodgar	Cairns
HY21SE21	HY 294131	PIC Scheduled 90042	Ness of Brodgar	Cairn
HY21SE53	HY 293133	PIC Scheduled 90042	Ness of Brodgar	Find spot: flint arrowhead

<sup>2</sup> National Monuments Record of Scotland - see <http://www.rcahms.gov.uk>

<sup>3</sup> Property in care (in 'guardianship' or state care)

## THE MONUMENTS AROUND BOOKAN

NMRS	NGR	Legal Status and Index Number	Name of Monument	Description
HY21SE7	HY 283145	Scheduled 1370	Ring of Bookan	Henge monument with a series of internal stone settings or a cairn
HY21SE3	HY 288137	Scheduled 7700	Bookan	Disc barrow
HY21SE4	HY 280145		Bookan	Cairns or burial mounds
HY21SE8	HY 282144	Scheduled 1379	Skae Frue	Barrow
HY21SE9	HY 285142	Scheduled 7857	Wadbuster	Cairns
HY21SE10	HY 286141	Scheduled 1243	Bookan	Chambered cairn
HY21SE18	HY 288138	Scheduled 7700	Bookan	Bronze Age houses
HY21SE19	HY 288139		Wasbister	Cairn (possible)
HY21SE20	HY 289137		Wasbister	Burnt mound (possible)
HY21SE24	HY 285142		The Brecks, Wadbister	Cairn (possible); cists (possible)
HY21SE46	HY 286143		Wasbister	Find spot: stone amulet
HY21SE55	HY 289140		Wasbister	Enclosure (possible)
HY21SE68	HY291137	Scheduled 7855	Wasbister	Earthwork

### Lochview and adjacent parts of Brodgar Farm

HY31SW10	HY 303128	Scheduled 7647	Lochview, Brodgar Farm	Standing stones, cairn
HY31SW20			Farm	
HY31SW25	HY 302129		Brodgar Farm	Incised stone; cists
HY31SW3	HY 301129		Brodgar Farm	Runic inscribed stone

### Other monuments in the Brodgar Rural Conservation Area

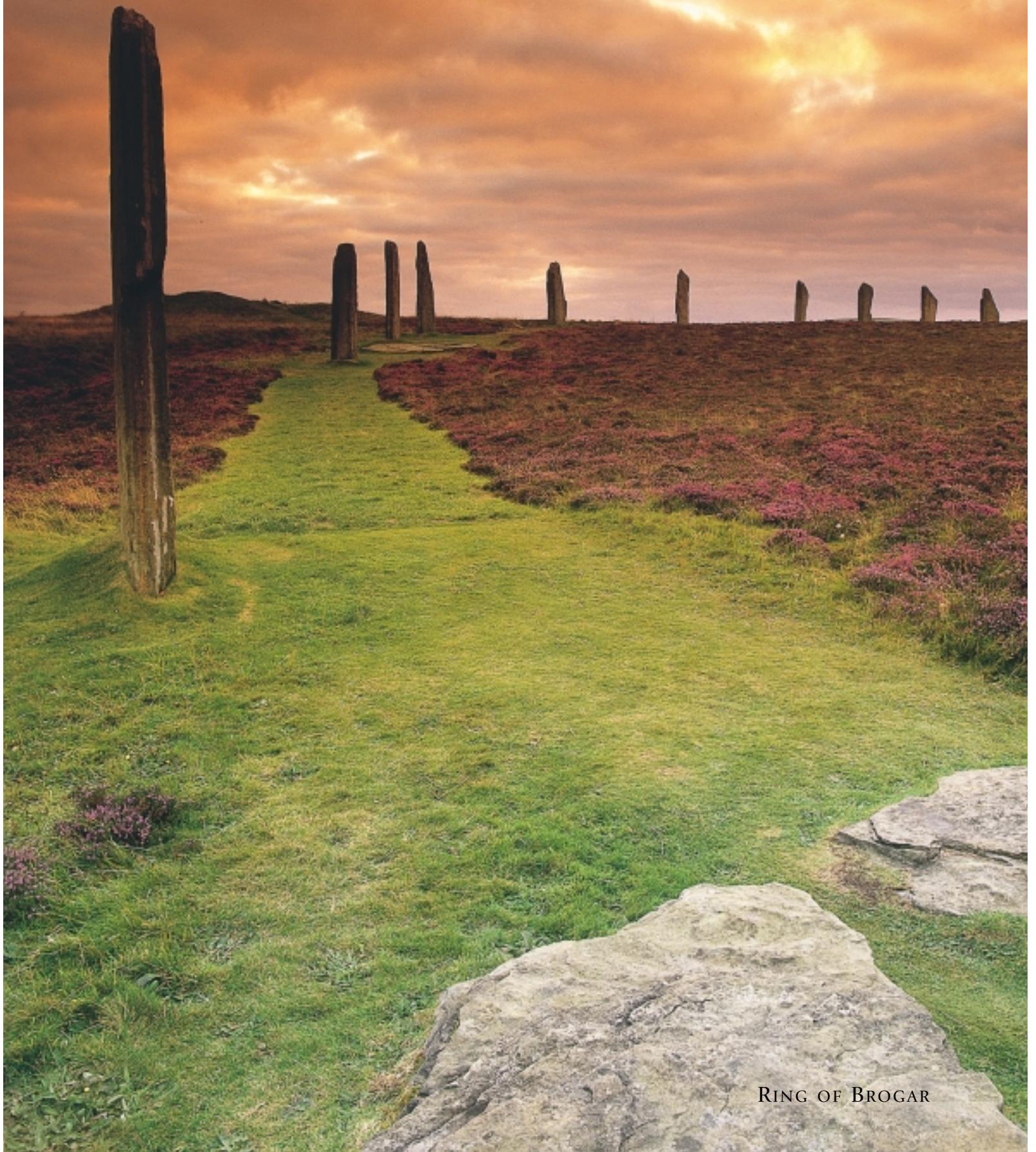
HY31SW31	HY 308124		Big Howe	Broch
HY31SW19	HY 310124	Listed C(S)	Stenness Church	Church

### SKARA BRAE

HY21NW12	HY 231187	PIC Scheduled 90276	Skara Brae	Settlement
HY21NW16	HY 234187	Scheduled 4591	Skaill House	Mound
HY21NW30	HY 229187	Scheduled 4591	Skaill	Settlement; wall
HY21NW12.1	HY 231187		Skara Brae	Find spot: Rune stone
HY21NW12.2	HY 230187		Skara Brae	Find spot: Animal remains; stone knives; hearth
HY21NW12.3	HY 230187		Skara Brae	Find spot: Burial; midden
HY21NW13	HY 229187		Bay of Skaill	Find spot: Burial; long cist; spearhead; bone comb

# EVALUATION AND OBJECTIVES

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RING OF BROGAR

## PART 2: EVALUATION AND OBJECTIVES

This part of the Management Plan sets out the significance of the Site. The first section looks at the conservation status of the Site, cross-referencing where appropriate to other parts of this Plan. The second section looks at the assets themselves, and includes the justification for inscription of the Site according to the criteria set out in the UNESCO guidelines.

### 2.1 CONSERVATION STATUS OF THE SITE

#### 2.1.1 World Heritage status

At its 23rd session in Marrakesh, Morocco (2 December 1999), the World Heritage Committee of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) inscribed The Heart of Neolithic Orkney on the World Heritage List on the basis of criteria (i), (ii), (iii) and (iv) deemed to be of outstanding universal value (see definitions in 2.2.2):

*The monuments of Orkney, dating back to 3000-2000 BC, are outstanding testimony to the cultural achievements of the Neolithic peoples of northern Europe.*

As described by UNESCO:

*The Heart of Neolithic Orkney (C i, ii, iii, iv). The group of Neolithic monuments on Orkney consist of a large chambered tomb (Maes Howe), two ceremonial stone circles (the Stones of Stenness and the Ring of Brogar), and a settlement (Skara Brae), together with a number of unexcavated burial, ceremonial and living sites. The group constitutes a major relict cultural landscape graphically depicting life in this remote archipelago north of the coast of Scotland five thousand years ago.*

#### 2.1.2 Historic status

The monuments forming the Site have been cared for by Historic Scotland and its predecessors for many decades. They are in generally good condition. Historic Scotland is the main source of funding for both routine maintenance and for projects, but where possible it enters into partnerships with other organisations for large projects such as the new visitor centre at Skara Brae Visitor Centre for Skara Brae.

#### 2.1.3 Responsible agents

Overall responsibility for the Site, under Historic Scotland's Chief Executive, lies with the Director for Properties in Care at Historic Scotland in Edinburgh. Day-to-day management is the responsibility of the Director for the North Region, currently Mr R. McIlwraith, Historic Scotland,

Fort George, Ardersier, Inverness, Scotland, United Kingdom (Tel. 01667 462777; Fax 01667 462698; e-mail bob.mcilwraith@scotland.gov.uk). Day-to-day work is specified by the District Architect and supervised by a Works Manager. It is carried out by staff based at Hatston, Kirkwall, Orkney.

#### 2.1.4 Measures for preservation and enhancement

Preservation and enhancement is secured by national legislation and designations and planning documents. The main relevant Acts, Guidance, Orders and Plans (see further details in 2.4.1) are:

- *The Ancient Monuments and Archaeological Areas Act 1979*
- National Planning Policy Guideline *Archaeology and Planning* (NPPG 5), 1994 and associated Planning Advice Note *Archaeology - the Planning Process and Scheduled Monument Procedures* (PAN 42), 1994
- *Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997*
- *Memorandum of Guidance on Listed Buildings and Conservation Areas 1998*
- *Planning and the Historic Environment* (NPPG 18)
- *Natural Heritage* (NPPG 14)
- *Town and Country Planning (General Permitted Development) (Scotland) Order 1992 and its Amendment (No2) Order 1994*
- *Farm and Forestry Buildings* (PAN 39)
- Environmental Impact Assessment for projects required by EC Directive 85/337/EEC, as amended by Directive 97/11/EC: Scottish Executive Development Department Circular 15/1999 *The Environmental Impact Assessment (Scotland) Regulations 1999*, Scottish Statutory Instruments 1999 No. 1, and Planning Advice Note *Environmental Impact Assessment* (PAN 58), 1999
- *Wildlife and Countryside Act 1981*
- Scottish Executive Development Department Circular 6/1995 *Conservation (Natural Habitats & C) Regulations 1994* implementing Council Directive 92/43/EC on the conservation of natural habitats and of wild fauna and flora
- *Agriculture Act 1986* (section 17)
- *Council Regulation (EC) No 1259/99, establishing common rules for direct support schemes under the common agricultural policy.*
- National Scenic Areas Order (1980) of the Scottish Ministers
- Orkney Islands Council *Structure Plan* (1994)

In addition the following reports are relevant (see further detail in 2.4.2):

- Historic Scotland's *Mission Statement and Corporate Plan*
- Historic Scotland's *The Stirling Charter, Conservation Plans* and forthcoming statement on *Sustainability, the Built Heritage and Historic Environment*.
- *The Brodgar Visitor Management Plan* (see 2.4.3)
- Orkney Tourist Board *Visitor Survey* (1996) and *Orkney Tourism Strategy* (1998)
- In 2000 Scottish Natural Heritage drafted a *Site Management Statement* for the SSSIs near Maes Howe, Stones of Stenness and Ring of Brogar and will base its management of the proposed Special Area of Conservation there on *Scotland's Seas and Habitats Directive: Proposed Special Areas of Conservation in the Marine Environment - June 1996*.

#### 2.1.5 Resources for conservation

- Historic Scotland provides all the funding for routine maintenance and management of the Site. Funds for specific projects are procured through a bidding process based on five-year plans, supplemented by partnerships such as that which helped Historic Scotland to create the new Skara Brae Visitor Centre. Thus the funds available for specific properties vary greatly from year to year depending on what is to be achieved. The figures given here relate to 1997/8 and have been rounded.
- In addition to the wages of staff at local, Regional and Central locations, sums ranging from £500 to £5000 were allocated for purchases and specific pieces of work at each monument in 1997/8, adding up to £7500.
- The cost of capital works for the new Skara Brae Visitor Centre, officially opened in June 1998, was £1.3 million. The visitor centre cost £932000 of which £316300 grant aid was contributed by the European Regional Development Fund, and £60000 from European Leader II/Scottish Cultural Resource Access Network Programme. Carpark, access roads and environmental works cost £414000 with funding support of £176000 from ERDF, £122500 from Orkney Islands Council and £54000 from Orkney Enterprise.
- Capital works have been undertaken at Tormiston Mill, the visitor centre near Maes Howe, to improve visitor safety. Their estimated final cost was around £10000.
- Orkney Islands Council contributed £2500 towards the visitor and traffic management plan referred to above and Historic Scotland and Scottish Natural Heritage each contributed £2000.

In addition management of development in Orkney and especially within the Brodgar Rural Conservation Area, together with the safeguarding of unscheduled ancient monuments, historic buildings and their amenity, is carried out by Orkney Islands Council. In addition to the costs of staff, the following amounts are contributed:

- Orkney Islands Council supports the County Archaeology Service, as implemented by a Service Agreement through the Orkney Heritage Society and Orkney Archaeological Trust, contributing £20000 net.
- The voluntary sector provides considerable free time and resources, notably through the Orkney Heritage Society and Orkney Archaeological Trust. Elf Exploration UK PLC contributes £8000 through Orkney Islands Council and the Orkney Heritage Society and Orkney Archaeological Trust towards the archaeological service.

## 2.2 EVALUATION OF SITE FEATURES AND POTENTIAL

### 2.2.1 Assessment of the values of the cultural assets

Together, Maes Howe, Skara Brae, Stones of Stenness and Ring of Brogar proclaim the triumphs of the human spirit away from the traditionally recognised early centres of civilisation, during the half millennium which saw the first mastabas of the archaic period of Egypt, the brick temples of Sumeria, and the first cities of the Harappa culture in India.

Maes Howe is a masterpiece of Neolithic peoples. It is an exceptionally early architectural accomplishment. With its almost classical strength and simplicity it is a unique survival from 5000 years ago. It is an expression of genius within a group of people whose other tombs were claustrophobic chambers in smaller mounds. Stones of Stenness is a unique and early expression of the major ritual customs of the people who buried their dead in tombs like Maes Howe and lived in settlements like Skara Brae. They bear witness, with an extraordinary degree of richness, to a vanished culture which gave rise to the World Heritage Sites at Avebury and Stonehenge in England.

The Ring of Brogar is the finest known truly circular late Neolithic or early Bronze Age stone ring and a later expression of the spirit which gave rise to Maes Howe, Stones of Stenness and Skara Brae.

Skara Brae is northern Europe's best preserved visible Neolithic village: buildings, stone-built furniture and a fine range of ritual and domestic artefacts all survive. Its remarkable preservation allows a level of

interpretation which is unmatched on other excavated settlement sites of this period in Europe.

Together, Skara Brae Stones of Stenness and Maes Howe and the monuments associated with them demonstrate the domestic, ritual and burial practices of a now vanished 5000-year-old culture with exceptional completeness.

### 2.2.2 Justification for inscription on the World Heritage List

This Site has satisfied the following criteria of the UNESCO Operational Guidelines of 1999:

24 (a) (i) in that the monuments represent masterpieces of human creative genius;

24 (a) (ii) in that they exhibit an important interchange of human values during the development of the architecture of major ceremonial complexes in Britain;

24 (a) (iii) in that they bear unique or exceptional testimony to an important indigenous cultural tradition which flourished over a period of between a millennium and half a millennium but disappeared by about 2000 BC;

24 (a) (iv) as an outstanding example of a type of architectural ensemble and archaeological landscape which illustrates that significant stage of human history during which the first large ceremonial monuments were built.

### 2.2.3 Authenticity

All the monuments nominated here are authentic and have considerable integrity. All have had the benefit of maintenance to differing degrees since the latter half of the 19th century. In the late 19th and early 20th century some restoration, in the sense used in the Venice Charter of 1971, took place. At Maes Howe the uppermost part of the roof, through which archaeologists had broken in 1861, and the damaged outermost part of the entrance to the tomb, were made good. At the Ring of Brogar and the Stones of Stenness some fallen stones were replaced in the built-stone sockets from which they had come - anastylosis in almost its original sense. At Stones of Stenness, following excavation, a small internal stone setting has been adjusted (reversibly) to correspond with its most likely original arrangement and a protective cover of earth has been put over the remains of the bank as recorded in detail in 1851. Some minor Victorian restoration at Skara Brae was followed by a programme of archaeological excavation, consolidation and where essential for conservation, replacement of stones.

In all work at all sites, authentic materials were used wherever possible. Where it was not possible, material of a similar origin and character was used where essential to conserve the structures. New work was

distinguished from old. Current maintenance and conservation policies are fully compliant with the Venice Charter.

## 2.3 IDENTIFICATION AND CONFIRMATION OF IMPORTANT FEATURES

### 2.3.1 Ideal management objectives

Twenty-three overall aims for Site management can be identified. These are discussed below under the headings of primary aims, administrative arrangements, the statutory and policy context and key issues.

### 2.3.2 The primary aims of the Management Plan

The Management Plan is a framework document for achieving the conservation of the cultural heritage assets of the proposed WHS. Historic Scotland has in law sole management responsibility for the sites themselves under the Scottish Ministers.

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*Aim 1: ensure that consensus is achieved on changes within the Site and its environs wherever possible.*

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This will be achieved by ensuring a high level of consultation when developing and implementing the Plan. In developing, and in making major modifications to the Management Plan, Historic Scotland will take into account the views of a Steering Group and Consultation Group. Details of membership are provided at 3.4.1 and 3.4.2

The legitimacy of any proposals which affect the Buffer Zones will be subject to the various statutory conditions applying to these areas and to the views and requirements of the owners.

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*Aim 2: ensure that the details of the Management Plan are directed towards ensuring the conservation and presentation of the Site as a whole, and the constituent parts of it.*

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This will be achieved by establishing a revisable programme of actions to safeguard, improve the maintenance, interpretation and amenity of the cultural heritage assets. *The Stirling Charter. Conserving Scotland's Built Heritage* will apply (Historic Scotland 2000).

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*Aim 3: increase people's recognition, understanding and enjoyment of the Site and their understanding and enjoyment of Orkney and the rest of Scotland's past.*

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This will be achieved by improving site interpretation and co-operating with partners to disseminate information about the Site through a variety of media, particularly for those who are unable to visit the Site. Information will be made more attractive and useful for

school parties and other educational users. Historic Scotland will also encourage research into the Site and its surroundings.

To promote further understanding of the Site, Historic Scotland will maintain close liaison with universities and other bodies and individuals with a research interest in the Site.

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*Aim 4: ensure that management of the Site is guided and informed by appropriate knowledge of development of the Site and its surroundings through time.*

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This will be achieved by Historic Scotland ensuring that it has, maintains and enhances the appropriate knowledge on which to base management decisions. In particular, it will encourage the formation of a Research Co-ordination Committee. This will aim to identify which issues demand research and how this should be managed. Historic Scotland will use its authority to ensure that such research is sustainable and carried out to appropriate standards.

### **2.3.3 Administrative arrangements**

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*Aim 5: agree administrative arrangements for the Consultation Group.*

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Historic Scotland, Scottish Natural Heritage and Orkney Islands Council were closely involved in the submission for World Heritage Inscription and this Management Plan closely follows the arrangements which this described. Orkney Archaeological Trust was also consulted. Historic Scotland invited these bodies to form a Steering Group to take forward the monitoring of this Management Plan. It first met in November 1999.

The Steering Group members recognise the importance of consultation with other bodies, groups and individuals, particularly those who live and work within the Inner Buffer Zones (see, for example, the Brodgar Visitor Management Plan). A Consultation Group has been set up to facilitate this.

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*Aim 6: obtain agreement to a version of this Management Plan.*

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Historic Scotland has sought the views of the Consultation Group and incorporated any necessary revisions to this Plan.

### **2.3.4 The statutory and policy context**

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*Aim 7: meet the UK's obligations under World Heritage Conventions in relation to effective management of the Site.*

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This will be achieved through implementation, monitoring and regular review of this Management Plan.

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*Aim 8: WHS status should be reflected in any future statutory and other plans for the area. Also, existing designations and their boundaries should be kept under review by the relevant authorities to ensure that the highest levels of statutory and planning protection are in place to ensure the preservation of the cultural heritage assets of the WHS.*

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This will be achieved by liaison between statutory bodies and interest groups, to ensure that those framing future legislation, orders and designations are aware of the importance of the Site and of the issues relating to it and its management. The various laws, orders and designations which apply at present take various forms and are listed and described in 2.4.1.

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*Aim 9: policies be directed towards positive measures for the enhancement of the Site and its Buffer Zones so that they benefit in character, appearance and setting, while continuing to support the economy of Orkney and the social well being of those living there.*

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This will be achieved within the framework of:

- the national policies of Historic Scotland
- the national and local policies of other bodies including Scottish Natural Heritage, Orkney Islands Council, Orkney Tourist Board and Orkney Enterprise together with consultation between interested parties.

The results of Historic Landscape Assessment and Landscape Character Assessment will be taken into consideration.

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*Aim 10: encourage appropriate and sympathetic land uses in the Buffer Zones in order to protect monuments from degradation and from potentially damaging works that do not require planning permission, and to protect and enhance their setting.*

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This will be approached mainly through discussion with Scottish Natural Heritage, Orkney Islands Council, landowners and users, SERAD and the local FWAG and SAC, together with appropriate agreements. The framework for such agreements is provided by SERAD's agri-environment schemes and the grants and payments which Historic Scotland can offer through its Management Agreements and Ancient Monument Grant schemes.

The Scheduled Ancient Monuments and their owners and occupiers will be regularly visited by Historic Scotland's Monument Warden who will seek to encourage appropriate land use and can advise on the grants available to assist with this.

### 2.3.5 Key issues

The key issues are the environment (both the cultural and natural heritage), the economy and tourism, and farm, community and visitor traffic.

#### Issue 1a: The environment and cultural Heritage

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*Aim 11: policies should recognise that cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones.*

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There are three main reasons for this:

- there is a lot of invisible archaeology in the area.
- there are intangible interconnections between the sites whose coherence could be damaged by unsympathetic treatment of the areas between them.
- The knowledge, traditions and beliefs of the local community have a right to be respected within the contexts where they are applicable.

This will be approached through consultation and educational initiatives. *The Brodgar Visitor Management Plan* will take Aim 11 into account.

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*Aim 12: establish an accurate picture of the condition and vulnerability of all monuments in the Site and Inner Buffer Zones.*

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In the case of the Properties in Care, this will be achieved through the preparation by Historic Scotland of Condition Surveys for each site. In the case of the Scheduled Ancient Monuments in the Inner Buffer Zones, these will be regularly visited and reported upon by the Historic Scotland Monument Warden.

#### Issue 1b: The environment and natural heritage

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*Aim 13: all activities on the Site and all activities affecting the natural heritage in the vicinity of the Site should be based on principles of environmental sustainability.*

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*Aim 14: Every effort should be made to integrate and enhance the interests of the cultural and natural heritage, balancing the respective needs of each.*

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This will be achieved through consultation primarily with Scottish Natural Heritage but also through the Steering Group and Consultation Group.

The Statement of Intent between Historic Scotland and Scottish Natural Heritage and Historic Scotland's forthcoming statement on *Sustainability, the Built Heritage and Historic Environment* will apply. Training and educational initiatives will also play a role. *The Brodgar Visitor Management Plan* takes Aim 14 into account. An interpretation plan for Maes Howe, Ring of Brogar and Stones of Stenness should seek to integrate all interests. A further safeguard is provided by the provisions of planning legislation for consultation of interested parties including statutory consultees.

#### Issue 2: The economy and tourism

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*Aim 15: policies for development on the Site and adjacent to it should reflect the international importance and the sensitivity of the Site and its setting.*

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This will be achieved through adherence to the principles set out in various international agreements as described in the Historic Scotland publication *International Conservation Charters* (Technical Advice Note 8, 1997).

All proposals for Site management and promotion will recognise that careful visitor management is key to balancing the requirements of protecting the site whilst facilitating visitor access and enjoyment.

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*Aim 16: ensure that that policies for development on the Site and adjacent to it should lead to benefits for the economy of local people and of Orkney as a whole.*

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This will be achieved within the framework of the

- national policies of Historic Scotland
- the national and local policies of other bodies including Scottish Natural Heritage, Orkney Islands Council, Orkney Tourist Board and Orkney Island Enterprise

together with consultation between interested parties.

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*Aim 17: help develop sustainable tourism by encouraging dispersal of visitors to more of the various visitor attractions in Orkney, and by evening out the concentrations of numbers at particular times and locations.*

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Appropriate visitor management will be achieved largely through liaison between Historic Scotland and cruise ship operators and organisers, coach tour representatives and tour guides. Historic Scotland will continue to promote its Orkney ticket to encourage visitors to go to all the paying Orkney sites, at an attractive discount, as well as its 7 and 14 day Scottish Explorer tickets and Friends membership.

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*Aim 18: ensure that policies relating to visitors to the Site emphasise quality tourism and encourage longer stays and higher spending in Orkney.*

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This will be approached through ensuring that the emphasis at Historic Scotland sites is on quality, and through consultation between Historic Scotland and various interests including, notably, Orkney Islands Council and Orkney Tourist Board. All of Historic Scotland's paying sites are inspected under the Scottish Tourist Board quality assurance scheme. Historic Scotland also monitors visitor satisfaction throughout its estate in an annual visitor survey which takes in Skara Brae and Maes Howe/Tormiston.

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*Aim 19: ensure that there are good facilities for people with disabilities by including provision for their needs in all schemes for enhancement at the Site.*

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This will be achieved through continuing implementation of Historic Scotland operational policy which implements national policies on this issue.

### **Issue 3: Farm, community and visitor traffic**

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*Aim 20: ensure that adequate account is taken of the needs of the agricultural industry in and around the Buffer Zones not to be unnecessarily delayed in the going about of its business, particularly at such times as ploughing, silage cropping and harvesting.*

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*Aim 21: ensure that people in the community living to either side of the Buffer Zone should not be unnecessarily delayed in travelling through it.*

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*Aim 22: ensure that arrangements for visitors to the Site do not create traffic hazards for the visitors or for others such as those in the farming industry and commuters.*

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*Aim 23: ensure that the opportunities for reducing conflict between pedestrian, cycle and motor traffic are taken into account in all future schemes for enhancement of the Site and adjacent areas.*

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The Brodgar Visitor Management Plan takes Aims 20 to 23 into account. Its recommendations reflect wide consultation. Initial consultation over a draft proposal (May 1998) suggest that there are ways in which all of the identified problems can be mitigated in ways which will be satisfactory to a wide range of interests.

## 2.4 APPENDICES TO PART 2

### 2.4.1 Implications of legislation and planning guidance

Status: “The World Heritage Convention adopted by UNESCO in 1972 provides for the identification, conservation and preservation of cultural and natural sites of outstanding universal value for inclusion in a world heritage list... Responsibility for the nomination and subsequent protection and management of sites lies with national governments. 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 WHS will be a key material consideration in determining planning applications”. **National planning Policy 18, Planning and the Historic Environment.**

#### EXISTING CONTROLS FOR ITS PROTECTION WITHIN THE PLANNING SYSTEM

##### 1. NATIONAL POLICY

- **National Planning Policy Guidelines (NPPGs)** provide statements of Government policy on nationally important landuse.
- **Status:** Statements of Government Policy contained in NPPGs and Circulars may, so far as relevant, be material considerations to be taken into account in development plan preparation and development control.

#### POLICY FOR THE ARCHAEOLOGICAL HERITAGE

National Planning Policy Guideline *Archaeology and Planning* (NPPG 5), published by the Scottish Office (now Scottish Executive) in January 1994 sets out the Government’s planning policy on how ancient monuments and archaeological sites should be handled under the development plan and development control systems. Policy is based on the broad principle that “archaeological remains are a finite and non-renewable resource and should therefore be regarded as part of the environment to be protected and managed. The primary policy objectives are that they should be preserved wherever feasible and that where this proves not to be possible procedures should be in place to ensure proper recording before destruction and subsequent analysis and publication.” In applying these principles it accepts that all sites are not of equal status and the weight which should attach to their preservation will vary, depending particularly on their

statutory status. Two broad categories can be distinguished:

#### Scheduled Monuments

- Most of the known monuments in the Brodgar Rural Conservation Area, and a large area around and including Skara Brae, are scheduled under the *Ancient Monuments and Archaeological Areas Act 1979*, as monuments of national importance. Under section 2(1) of the 1979 Act it is a criminal offence to execute, or cause or permit to be executed, any works to a Scheduled Ancient Monument without the prior written consent of Scottish Ministers (known as Scheduled Monument Consent). This applies to any works which will lead to damage, demolition or destruction of the monument, any works of repair, removal or alteration and addition, and any flooding or tipping. The use of metal detectors also requires consent. Scottish Ministers also have powers under this Act to maintain, manage and present to the public monuments in their care – and the core WHS fall into this category.
- The discrete monuments at the heart of the WHS are thus both scheduled and in the direct care of Scottish Ministers, and are managed and promoted as visitor attractions on their behalf by Historic Scotland. Their scheduled areas may be greater in extent than the area in state care.
- The provisions of the *Ancient Monuments and Archaeological Areas Act 1979* apply only within the areas designated as scheduled. The protection of their **setting** is a material consideration in the planning process: NPPG 5 stresses that the integrity of the setting of archaeological sites should be safeguarded in addition to the site itself.
- **The primary national policy which applies to scheduled monuments is: “Scheduled monuments are of national importance and it is particularly important that they are preserved in situ and within an appropriate setting. Developments which would have an adverse effect on scheduled monuments or the integrity of their settings should not be permitted unless there are exceptional circumstances”.**
- Although not a formal part of this guidance, Historic Scotland has offered, as a working definition of “exceptional circumstances” at several PLIs, that it implies a demonstrable and overriding requirement for the development in the national interest, that the development otherwise accords with the Government’s other strategic aims (including other planning, economic and environmental policies) and that there is clear proof that there is no alternative location.

- All applications for Scheduled Monument Consent are determined in accordance with this policy. This applies equally to development proposals by Historic Scotland itself, where parallel Scheduled Monument Clearance procedures will continue to apply to all Crown Development whilst Crown Immunity from planning and other formal consents remains in place (Circular 21/1984). The Government has indicated a clear intention to remove Crown Immunity in the near future.

#### Unscheduled Archaeology

- The appropriate protection of unscheduled archaeological sites and their setting is a matter for Scotland's Councils through appropriate use of their powers under *The Town and Country Planning (Scotland) Act 1997*. NPPG 5 requires that archaeological factors are as thoroughly considered as any other material factor in both the development planning and development control processes. There will be a wide scatter of unscheduled archaeological sites within the buffer zones of the WHS.
- unscheduled archaeological remains are deemed to be of **regional/local** importance and the main principle of **national policy which applies is :** **“Many significant archaeological sites recorded in Sites and Monuments Records will not merit scheduling under the criteria for national importance but may nevertheless be of importance in a regional or local context. Such sites should be defined and justified through development plan policies with priority also given to their preservation within an appropriate setting, although the strength of protection will not be as high as that given to sites of national importance. In circumstances where it is considered appropriate to approve a planning application which would result in damage or alteration to a site, provision must be made for the recording of any part of the site which is affected”.**

[NPPG5 and its accompanying **Planning Advice Note, Archaeology - the Planning Process and Scheduled Monument Procedures** (PAN 42) give further details on the application of these policies for both scheduled and unscheduled archaeology.]

#### POLICY FOR THE WIDER HISTORIC ENVIRONMENT

National Planning Policy Guideline *Planning and the Historic Environment* (NPPG 18), published by the Scottish Office (now Scottish Executive) in April 1999 sets out the Government's planning policies in relation to the historic environment with a view to its protection, conservation and enhancement. It deals

primarily with listed buildings, conservation areas, world heritage sites, historic designed gardens and their settings and complements NPPG 5.

#### Listed Buildings:

- The presence of the category A listed Skaill House is specifically recognised in the nomination documentation for The Heart of Neolithic Orkney, as a defining feature of the Outer Buffer Zone which will enhance the protection of Skara Brae. Other listed buildings will be scattered throughout the Buffer Zones at Maes Howe / Stones of Stenness / Ring of Brogar.
- Section 1(1) of the *Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997* directs Scottish Ministers to compile or approve lists of buildings of special architectural or historical interest. Historic Scotland is responsible for the compilation of the lists on behalf of Scottish Ministers and also for administering Scottish Ministers' policy on listing buildings (see Historic Scotland's *Memorandum of Guidance on Listed Buildings and Conservation Areas 1998* for details). There are 3 categories of listed building, A (which is of **national or international importance**), B (of **regional or more than local importance**) and C(S) (of **local importance**).
- Where a structure is both scheduled and listed, scheduling takes priority. Scheduling and listing have complementary strengths; in particular listing has for many years provided better protection for the setting of a building. However, recent planning guidance has increased the protection of the setting of scheduled ancient monuments and the overlap between scheduling and listing is being rationalised.
- **National policy requires that “In the determination of an application for listed building consent or for planning permission for development affecting a listed building or its setting, the planning authority is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses”.**

#### Conservation areas

- The landward area of the Inner Buffer Zone of the Maes Howe / Stones of Stenness / Ring of Brogar elements of the WHS is defined by the Brodgar Rural Conservation Area, originally designated by the Council in 1976, primarily to offer adequate and continued protection to the archaeological sites which are now inscribed on the World Heritage List. The continuing protection of the Rural Conservation area is confirmed by Policy P.45 b) in the current Orkney Islands Structure Plan, approved in 1994.

- Statutory provision for the designation of Conservation Areas - areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance is contained in Part II of the *Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997*. Designation is carried out by the planning authority, although Scottish Ministers do have reserve powers to designated conservation areas
- **National policy requires that “in the determination of any application for planning permission for development affecting a conservation area, the planning authority is required to pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area”.**
- The main practical implication of designation is that consent will be required for specific types of development which would not normally require it, and this level of control can in certain circumstances be further extended through the introduction of an Article 4 Direction suspending certain permitted development rights. No such Direction currently applies to the Brodgar Rural Conservation Area.
- Planning authorities are increasingly being encouraged to undertake Conservation Area Appraisals in order to better define the special interest of the area and the key elements that contribute to its character and appearance. These will subsequently assist in the assessment of development proposals and their impact upon character and appearance. They will also provide an important management tool for identifying opportunities for further action by planning authorities and others in, for example, preparing enhancement schemes or determining issues which can be better addressed through suspension of permitted development rights by Article 4 Direction.
- Thus **national policy also requires that “Planning authorities should prepare a character appraisal when reconsidering existing conservation designations, promoting further designations or formulating enhancement schemes, and should consider preparing character appraisals for all conservation areas within their area on a priority basis”.** No formal Appraisal has yet been undertaken for the Brodgar Rural Conservation Area, but OIC has a commitment, at Policy LP/B3 g) in their consultative draft Orkney Wide Local Plan (December 1999), to carrying out appraisals/audits of all their conservation areas.
- Scottish Ministers, along with local authorities have powers to provide grants or loans for the promotion, preservation or enhancement of conservation areas. In practise, the conservation

area must be declared “outstanding” to qualify for government grant. The Brodgar Rural Conservation area does not currently have outstanding status.

#### **POLICY FOR THE NATURAL HERITAGE**

National Planning Policy Guideline *Natural Heritage (NPPG 14)* published by the Scottish Office (now Scottish Executive) in January 1999 gives guidance on how the Government’s policies for the conservation and enhancement of Scotland’s natural heritage should be reflected in land use planning. NPPG 14 deals with the combination and interrelationship of landform, habitat and landscape It encompasses both physical attributes and aesthetic values and, given the long interaction between human communities and the land in Scotland, has important cultural and economic dimensions. Although the Heart of Neolithic Orkney has been inscribed on the World Heritage list primarily for its cultural heritage significance, the following controls which derive essentially from legislation and policies within the broad “natural” heritage remit of Scottish Natural Heritage (SNH).

#### **Sites of Special Scientific Interest (SSSI)**

- The Lochs of Harray and Stenness SSSI which adjoins the edge of the Brodgar Conservation area to both east and west, extends the Inner Buffer Zone for the Maes Howe / Stones of Stenness / Ring of Brogar elements of the WHS to the furthest shores of both lochs.
- SSSIs are defined in the *Wildlife and Countryside Act 1981*, as areas of land and water which, in the opinion of SNH, are of special interest by reason of their flora, fauna or geological or physiographic features. They are national designations and SNH has a statutory duty to notify SSSIs and seek their appropriate protection. The 1981 Act also places a statutory requirement on owners and occupiers to consult SNH before carrying out any changes of land use which may affect the features of special interest. To act without consultation with SNH may result in a fine.
- **National policy recognises that the presence of protected species or habitat is a material consideration in the assessment of development proposals. It requires that “development which would affect a designated area of national importance should only be permitted where: the objectives of designation and the overall integrity of the area will not be compromised; or any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social or economic benefits of national importance.**

The SSSI system is currently under review.

### International Designations - Ramsar Sites and Special Areas of Conservation

- Ramsar sites are designated under *The Ramsar Convention on Wetlands of International Importance, especially as Waterfowl Habitat* (Cm 6464). The application of the Ramsar site label to an SSSI indicates that it is a wetland site of international importance, usually because of its value to migratory birds. The Lochs of Harray and Stenness SSSI has been identified as a candidate Ramsar Site because of its importance for waterfowl.
- The Loch of Stenness is also a candidate Special Area of Conservation (SAC) under the *Conservation (Natural Habitats &c.) Regulations 1994* as a saline lagoon. These regulations implement *EC Council Directive on the Conservation of Natural Habitats and Wild Fauna and Flora (92/43/EC)* - The Habitats Directive - which requires Member States to take measures to maintain or restore the conservation status of natural habitats or species across their territories. All sites require to be designated by 2004.
- SACs (together with Special Protection Areas (SPAs) – which are not relevant here) are intended to form a Community-wide network of protected areas designed to maintain or restore the distribution and abundance of species and habitats of Community interest, to be known as Natura 2000. The same statutory regime applies to both SACs and SPAs and the Government has also decided, as a matter of policy, to accord the same level of protection which applies to both potential SPAs, SACs also to sites which only qualify for designation under the Ramsar Convention.
- The 1994 Regulations place a statutory duty on planning authorities to meet the requirements of the Habitats Directive (Circular 6/1995). In addition, in order to secure the protection of the interests for which the area has been designated, the need for appropriate assessment of development proposals which affect sites designated under the Habitats Directive also extends to developments outwith the boundary of the designated area.
- **National policy requires that “A development which would have an adverse effect on the conservation interests for which a Natura 2000 area has been designated should only be permitted where: there is no alternative solution; and there are imperative reasons of over-riding public interest, including those of social and economic nature.**

Where a priority habitat or species (as defined in Article 1 of the Habitats Directive) would be affected, prior consultation with the European Commission is required unless the development is necessary for public health or safety reasons.”

- Scottish Ministers must be notified if an authority proposes to permit a development which would have an adverse effect on a Natura 2000 area.

### National Scenic Areas (NSAs)

- The Hoy and West Mainland National Scenic Area provides the Outer Buffer Zone for the Maes Howe / Stones of Stenness / Ring of Brogar elements of the WHS - in the words of the nomination “the outer buffer zone provided by the Hoy and West Mainland NSA extends to the horizons as seen from Stenness and Brogar”.
- NSAs are areas of national importance for their scenic quality. They were established by Order of the (then) Secretary of State under planning legislation. The 40 NSAs were identified by the Countryside Commission for Scotland and are defined in its publication *Scotland’s Scenic Heritage*, as areas of “national scenic significance ... of unsurpassed attractiveness which must be conserved as part of our natural heritage”. A stricter development control regime, described in Circulars 20/1980 and 9/1987, applies.
- Planning authorities are required to take particular care to ensure that new development in or adjacent to a NSA does not detract from the quality or character of the landscape. Scale, siting and design should also be appropriate and design and landscaping must be of a high standard.
- National policy is as for SSSIs - **“Development which would affect a designated area of national importance should only be permitted where: the objectives of designation and the overall integrity of the area will not be compromised; or any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social or economic benefits of national importance.**

The issue of landscape designation, including the selection of NSAs, is currently under review.

## 2. REGIONAL AND LOCAL POLICY - THE ORKNEY DEVELOPMENT PLAN

- The approved Structure Plan and the adopted Local Plan together make up the statutory development plan for an area. Structure Plans set the strategic policy framework. They are prepared by Councils and must be approved by Scottish Ministers. Within the strategic policy framework set by the Structure Plan, Local Plans convey the essential local development guidance as the basis for development control. Local Plans are prepared and adopted by Councils.
- **Status:** Section 25 on the *Town and Country Planning (Scotland) Act 1997* requires that “Where in making any determination under the planning acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise”.

The current Structure Plan is the Orkney Islands Structure Plan, approved by the then Secretary of State in 1994. This plan formally recognises the “inestimable value” of Orkney’s archaeological heritage and the Council submitted the view that the Islands are regarded as an area of special archaeological significance. Amongst other things, policies require that strict controls are exercised, wherever possible, to safeguard the archaeological environment from injurious development; the status and significance of the Brodgar Rural Conservation Area was confirmed and it was proposed that consideration would be given to the designation of additional Rural Conservation Areas to ensure the protection and enhancement of key areas within the archaeological environment. The Plan also contains policies for the protection and enhancement of listed buildings and the natural heritage.

- A replacement Structure Plan is currently at consultative draft stage. This gives opportunity to review and, where appropriate amend and update policy in the light of current national policy. The inscription of the WHS will be an issue which requires to be addressed. Formal submission of the finalised plan to Ministers is projected in 2001.
- Orkney has never had an adopted series of Local Plans; some have previously been started but none has been seen formally adopted. An Orkney Wide Local Plan is currently at consultative draft stage. Again this presents an opportunity to ensure appropriate protection and where appropriate, enhancement of the built and natural heritage and landscape, and extend appropriate recognition to the WHS.

## 3. DEVELOPMENT CONTROL

The following development control issues and procedures are likely to be most relevant to the WHS and its Buffer Zones.

### Relationship of Planning Consent to Scheduled Monument Consent

- Both consent systems are quite separate.
- Proposals which constitute “development” under section 26 of the *Town and Country Planning (Scotland) Act 1997* and also constitute works to a scheduled monument under section 2(2) of the *Ancient Monuments and Archaeological Areas Act 1979* require **both** planning and Scheduled Monument Consent (two separate and unrelated consent regimes).
- As the planning authority is not responsible for exercising control over scheduled monuments, it cannot frame planning conditions which address scheduled monument matters: those will be matters for Historic Scotland to address through Scheduled Monument Consent conditions (Circular 1/1998, paras 20-22: NPPG5, para 28).
- Forms of development which are permitted under the *Town and Country Planning (General Permitted Development) (Scotland) Order* still require Scheduled Monument Consent where scheduled monuments are affected (NPPG 5, para 30).
- The impact of development proposals on **the setting** of scheduled monuments is not addressed in the 1979 Act but it is a material consideration in the planning system.

### General Development Procedure Order (GDPO)

- Section 15(1) (j) of the *Town and Country Planning (General Development Procedure) Scotland Order 1992*, as amended by Section (5) of the *Town and Country Planning (General Development Procedure) (Scotland) Amendment (No2) Order 1994*, requires planning authorities, before granting planning permission for development in specific cases, to consult with identified authorities or persons. Those identified authorities include Scottish Ministers for certain cases which raise national issues and these include built heritage issues. Of those, the following are likely to be most relevant to the WHS:
  - development which may affect the site of a scheduled monument or its setting
  - development which may affect a category A listed building or its setting
  - development which consists of or includes the winning and working of peat other than for the domestic requirements of the applicant.

- As Historic Scotland is the Executive Agency of the Scottish Executive responsible for discharging Scottish Ministers functions in relation to the built heritage (para 1.3 of Historic Scotland's 1994 *Framework Document*) in practice, consultations under the GDPO for the above built heritage issues, are referred by planning authorities to Historic Scotland for comment.
- SNH is also an identified authority for consultation on the following natural heritage issues:
  - development which may affect an SSSI
  - development which consists of or includes the winning and working of peat other than for the domestic requirements of the applicant.

#### Notification of Applications (circular 4/1997)

- The *Town and Country Planning (Notification of Applications) (Scotland) Direction 1996* sets out various circumstances in which planning authorities must notify cases to Scottish Ministers before issuing consent. In essence these are applications which raise national issues. The following notification requirements would apply specifically to designated sites within the WHS and its Buffer Zones:
  - **Scheduled Monuments and A listed Buildings:** Development which has been the subject of consultation with the Secretary of State under article 15(1)(j)9v) or (vi) of the *Town and Country Planning (General Development Procedure) (Scotland) Order 1992* where Scottish Ministers have advised against the granting of planning permission or have recommended conditions which the planning authority do not propose to attach to the permission.
  - **Nature Conservation:** Development affecting an SSSI; a site proposed or designated as a SAC; a Ramsar site designated by Scottish Ministers, where SNH on being consulted by the planning authority has indicated that the development will adversely affect such a site and has advised against granting planning permission, or has recommended conditions which the planning authority do not propose to attach to the planning permission.
- The *Town and Country Planning (Notification of Applications) (National Scenic Areas) (Scotland) Direction 1987* requires planning authorities to consult SNH about certain types of development which would affect a **National Scenic Area**. It also requires planning authorities to notify Scottish Ministers about planning applications which SNH have advised against granting or have recommended conditions which the planning authority do not propose to attach (Circular 9/1987).

#### General Permitted Development Order

- Certain classes of development set down in the *Town and Country Planning (General Permitted Development) (Scotland) Order* are permitted development and have deemed planning consent. These can raise problems where they affect the site and setting of heritage resources which would normally be controlled through planning consent. Where classes of permitted development are subject to prior notification with the Council this should be used as an opportunity to assess and address impacts on the heritage.

For example: -

- The vast majority of **agricultural and forestry buildings** are permitted development under class 18. However, this also introduces a notification regime which allows planning authorities to consider the visual effects of the proposed development on the landscape "as well as the desirability of preserving ancient monuments and their settings, known archaeological sites, the setting of listed buildings and sites of recognised nature conservation value such as SSSIs" (Circular 5/1992, annex C). Planning Advice Note, *Farm and Forestry Buildings* (PAN 39) flags the importance of establishing the relationship to "a scheduled monument or archaeological sites, a category A listed building ... or an SSSI" when assessing possible sites for a new building.
- **Water and sewerage:** works by the Water Authorities and their authorised contractors under class 43A require prior notification to the planning authority. One specific aim of prior notification highlighted in Circular 42/1996 is that "planning authorities should have information on environmentally sensitive areas, archaeological sites and proposals for development, etc which would be essential to the sewerage authority in planning their works".
- **Telecommunication masts:** masts and towers up to 15 m in height are permitted development under class 67, but the *Telecommunications Act 1984* requires prior notification with the planning authority. The procedures governing the development of telecommunication masts are under review and await the outcome of the recent inquiry by the Scottish Parliament.
- Planning authorities could consider including policy governing prior notification in Local Plans. For example, the recent Finalised Harris Local Plan has included the following amongst its development control policies: "Policy DC4: Prior Notifications: In considering Prior Notifications for agriculture, forestry or utilities development, the Comhairle

will seek to ensure that the proposed development:

- (i) has no harmful visual effect on the landscape, and,
- (ii) has no adverse effect on Scheduled Ancient Monuments, Listed Buildings, Archaeological Sites or their settings as well as sites of designated nature conservation value such as SSSIs.”

- As already noted, permitted development rights do not override the need for Scheduled Monument Consent. In addition certain permitted development rights within conservation areas - or indeed any other specified area - can be suspended by Article 4 Direction, though this requires Scottish Ministers approval.

#### **Landscape Character Assessment/Historic Landuse Assessment**

- *The Orkney Landscape Character Assessment* (Land Use Consultants 1998) was produced as part of SNH's national programme, carried out in partnership with local authorities and other agencies. “It provides a detailed assessment of the landscape character of Orkney; considers the likely pressures and opportunities for change; and includes guidelines indicating how landscape character may be conserved, enhanced or restructured as appropriate.” It incorporates assessment of both cultural and natural influences on the landscape.
- Although it is intended specifically to inform SNH staff responding to planning and landuse related casework it is of wider planning relevance and its findings, for example, have been incorporated into the draft Orkney Development Plan. It will be a useful tool for assessing the potential impact of pressures for development/landuse change within the WHS Buffer Zones.
- In the latter context the more recent report *Landscape Capacity Study: Mainland Orkney* produced, for SNH, by David Tyldesley in February 2000, addresses the impact of new development, particularly small scale housing in rural settings, larger scale urban expansion and occasional domestic scale wind turbine generators on a range of landscape zones. It includes consideration of their impact on the landscape, setting and visual experience of the WHS. It also assesses capacity in a number of other zones within the National Scenic Area – i.e. the Outer Buffer Zone to Maes Howe / Stones of Stenness / Ring of Brogar. A follow-up Stage 2 report for SNH and HS defines an hierarchical series of settings for the WHS and assesses in detail their capacity for development (David Tyldesley, 2001 forthcoming *Landscape Studies of the Heart of Neolithic Orkney World Heritage Site*).

- Mainland Orkney is also one of the pilot areas covered by Historic Scotland's Research Report *Historic Landuse Assessment (HLA): Development and Potential of a Technique for Assessing Historic Landuse Pattern: Report of the Pilot Study 1996-98*. HLA maps the impact of people on the landscape and identifies the anthropogenic and historical elements of the landscape at 1:25000 scale. The dataset forms part of an interactive GIS and its main value lies in its potential for ensuring the incorporation and due consideration of built heritage issues/concerns in the management of landuse change. It could be downloaded to the Council or its agents, but it is fair to say that further work is still required on the detailed interpretation of the data in the archaeological context, and an understanding of the archaeological database, and its shortcomings, is a prerequisite for its informed use. Its relationship to the two SNH studies would also merit further study.

#### **Environmental Impact Assessment (EIA)**

- EIA is a process which identifies the environmental effects (both positive and negative) of development proposals. It aims to prevent, reduce and offset any adverse impacts. Its origins lie in European Community Environmental Legislation and its principles are binding on all member states.
- The original statutory requirement for EIA, set out in EC Directive 85/337/EEC, has recently been amended by Directive 97/11/EC and this has now been transposed into Scottish law through various sets of Regulations, including, for projects in the planning sphere, *The Environmental Impact Assessment (Scotland) Regulations 1999*. Full details of EIA and its procedures are given in circular 15/1999 and Planning Advice Note, *Environmental Impact Assessment* (PAN 58), but of particular note in the present context is the inclusion of WHS in the definition of “sensitive areas” which require special consideration in the case of schedule 2 projects. For the Orkney WHS these special considerations would also apply in the case of scheduled monuments, the SSSI and the international natural heritage designations.
- Both SNH and Historic Scotland (through Scottish Ministers) are statutory consultees under the Regulations

#### 4. NON PLANNING TOOLS

##### **Agri-environment schemes:**

Various EC Regulations (EC 1257/99 and EC 1259/99, the successors of EC 2078/92) create the framework for European funds to contribute towards agri-environment schemes in the Member States. The Countryside Premium Scheme, to be replaced by the Rural Stewardship Scheme in late 2001, contains General Environmental Conditions for the protection of archaeological and historic features, as well as optional measures for the management of such sites.

##### **Management agreements:**

Under section 17 of the *Ancient Monuments and Archaeological Areas Act 1979*, Scottish Ministers (in practice Historic Scotland) and local authorities may enter into agreements with owners/occupiers of ancient monuments for the maintenance and preservation of the monument and its amenities. In this context “ancient monument” refers to any scheduled monument and any other monument. There are also provisions in the *Wildlife and Countryside Act 1981* for SNH to enter into management agreements for SSSIs.

#### 2.4.2 Implications of other relevant reports

Historic Scotland's *Mission Statement* emphasises its commitment to conserve what is important about the historic built environment, to educate people about it and to help them enjoy it. Each year it publishes a three-year *Corporate Plan* with a report on what it has done. These documents provide a background to the management plans, and each year the Regional Architect prepares a forward plan for work at the properties.

*The Stirling Charter* sets out the broad principles for the conservation of the built heritage (Historic Scotland 2000). It has been informed by, and builds on, the body of international charters already in being. *Conservation Plans* offers guidance on the contents and preparation of conservation plans (Historic Scotland 2000). Historic Scotland is also preparing a statement on *Sustainability, Built Heritage and the Historic Environment*.

The *Brodgar Visitor Management Plan* (Ironside Farrar Ltd, December 1998; Appendix 2.4.3) is a report on an integrated visitor and traffic management plan for the Brodgar Rural Conservation Area. It was commissioned by Historic Scotland, Scottish Natural Heritage and Orkney Islands Council. There was considerable local consultation with an emphasis on the formulation of a consensus view in this study. The recommendations of this report have been used by Historic Scotland, the Steering Group and Consultation Group as the basis for further discussion about options for visitor management in this area. Most, but by no means all, of the recommendations have been accepted.

Orkney Tourist Board, the statutory body charged with promoting Orkney Tourism, conducted a *Visitor Survey* in 1996 which showed that archaeology was the main reason for tourists coming to Orkney. In 1981 the Orkney Tourist Survey<sup>4</sup> showed that the main attraction for main holiday visitors other than those whose primary purpose was to visit friends and relatives were Sightseeing (91%), History /Archaeology (88%) and Walking (67%), while for touring visitors Sightseeing (87%), Walking (87%) and History Archaeology (75%) were the main attractions. Shopping averaged 53.5% and Bird watching 28% for these two groups. The 1996 survey painted a slightly different picture, perhaps reflecting slightly different questions. The main reason for visitors to come to Orkney, other than those whose primary purpose was to visit friends and relatives, was the archaeological sites, especially Skara Brae. The majority of visitors to archaeological sites come by coach. Coach tours can be divided into three types: small parties in mostly small, locally owned and operated coach, cruise liner coach tours and short sea crossing coach tours. Coach visitors who do not stay in

Orkney overnight bring little or nothing to Orkney. Anecdotal evidence and analysis of visitors at Maes Howe and Skara Brae strongly suggests that most visitors to the Ring of Brogar come by cruise liner and short sea crossing coaches. The latter include Day tours and shorter Highlights tours.

Orkney Tourist Board commissioned a further *Visitor Survey* in 2000. For 2000, it was estimated that just over 81,000 people visited Orkney between May to end September, indicating a fall in visitor numbers for the main season from 1996-2000 of around 1%. Total visitor departures for 2000 is estimated at 110,000. 30% of visitors to Orkney in 2000 were from Scotland whilst 37% were from elsewhere in the UK, the remaining 32% coming from overseas. 71% of visitors to Orkney were on holiday, 18% were visiting friends and relatives and 8% were on business.

59% of visitors described visiting archaeological sites as one of their activities whilst in Orkney (this remains the most popular activity although it has fallen by 14% since 1996) whilst 23% of visitors described archaeology as their main activity (no change since 1996). Walking was another popular activity among 45% of the visitors to Orkney in 2000.

The top six attractions are topped by Ring of Brogar (66%) and include Skara Brae (65%), the Stones of Stenness (61%) and Maes Howe (46%). With the exception of Maes Howe, the percentage of visits has increased since 1996, particularly at the Ring of Brogar (10% rise), despite the fact that overall awareness of certain attractions has apparently dropped (86% of visitors having heard of Skara Brae in 1996, 63% in 2000, for example). 97% of visitors described visitor attractions as 'very good' or 'quite good' although signposting to places of interest and to various parts of the islands were rated average or less than average by 35% of visitors.

The key market segments for Orkney are the 45-54 (24%) age group and those aged 55+ (37%). The youth and young adults market made up 21%. 57% of visitors fell into the ABC1 socio-economic groupings.

An *Orkney Tourism Strategy* was commissioned by the Board, Orkney Enterprise and Orkney Islands Council and completed in 1998. It recognised that archaeology is the most popular attraction for visitors. It identified strategic objectives, including preservation of the island's culture and environment, with the overall aim of establishing and developing Orkney as a high quality tourism destination by building on its history, culture, environment and the hospitality of its people.

<sup>4</sup> Orkney Tourist Survey 1981. The Director, Dept. of Physical Planning and Development, Orkney Islands Council, Kirkwall. 7th June 1982

In 2000 Scottish Natural Heritage prepared a new *Site Management Statement* for the Lochs of Stenness and Harray, the Site of Special Scientific Interest which forms part of the Outer Buffer Zone, in accord with a national programme. It sets out objectives for management of the Lochs, including appropriate research and monitoring. The Loch of Stenness is a candidate Special Area of Conservation under the EC Habitats Directive as a saline lagoon and will be managed in accordance with advice from the Scottish Executive (as explained in *Scotland's Seas and Habitats Directive: Proposed Special Areas of Conservation in the Marine Environment - June 1996*).

### 2.4.3 Brodgar Visitor Management Plan, written by Mark Steele for Ironside Farrar Ltd: Executive Summary

*NB: the text of the full report (electronic or hard copy) and copies of the A1 plan accompanying it are available upon request from Historic Scotland.*

Ironside Farrar Ltd have been commissioned by Orkney Islands Council, Historic Scotland and Scottish Natural Heritage to prepare a Visitor and Traffic Management Plan for the Brodgar Rural Conservation Area in general and the Ring of Brogar in particular.

The aim of this study is to resolve the seemingly irreconcilable dilemma which arises when an area of exceptional archaeological, landscape and ecological quality attracts more visitors than it is able to sustain.

In addition the proposed solution should seek to improve road safety and ease traffic flow.

The following potential solutions had been proposed prior to the commissioning of this study:

- Deny coach access to the Brodgar Peninsula;
- Impose charges for parking and / or access to the Ring of Brogar;
- Realignment of the road along the Loch shore (to improve road safety and traffic flow).

Following initial consultation and site assessment the following more comprehensive solution was proposed:

- Relocation of Ring of Brogar car park to an area of land owned by the Spence family;
- Provision of access from the new car park via a safe crossing point and a sympathetic approach to the Ring of Brogar;
- That coach access be allowed from the north only by prohibiting coaches from passing over the Bridge of Brodgar in a northerly direction;
- That coaches be denied access to the relocated car park;
- That coaches may park at the Ring of Bookan (which would be opened to the public);
- The quality of experience for visitors to the Stones of Stenness and Barnhouse would be improved through the removal of intrusive stock fences and the undergrounding of sections of overhead telephone and power lines;

- Include the position of the Odin Stone as part of a potential pedestrian route;
- Improve car park at Stones of Stenness.

This 'preferred' solution formed the basis of a circular which was sent to a comprehensive consultee list.

Responses were received from 24 of the 46 consultees, which may be summarised as follows:

- There was a general rejection of the previously proposed solutions;
- The relocation of the car park has general support particularly if it were to be located on the Dyke O'Sean Croft previously owned by the Spence family (the existing car park and coach layby would be removed);
- It should be noted that in recognition of the merit of and general support for the concept of relocating the car park to the Dyke O'Sean Croft, Orkney Islands Council had taken the opportunity to purchase the land during the preparation of this study.
- The Orkney Trout Fishing Association and Ivan Craigie agreed in principal to footpath access across their land between the proposed car park and the Ring of Brogar;
- Consideration of a photo stop in the vicinity of the Comet Stone as an alternative for coach parties opting not to walk to the monument;
- There was general support for the proposed improvements to the Stones of Stenness area;
- Increased access to the Ring of Bookan was supported (the landowner has agreed in principal), however, those involved in the tourist industry did not accept it as a viable alternative to the Ring of Brogar;
- There was support for sensitive 'gateway' signage at entry points to the Conservation Area as well as the use of traffic calming measures or a speed limit on the B9055;
- Restrictions on coach access were the most consistently rejected aspects of the preferred solution due to their impact on tour co-ordination. These concerns were shared by the Orkney Tourist Board.

A staged approach to coach management is, therefore, proposed which would include the following:

- Monitoring and recording of current visitor numbers and consequent wear on the Ring of Brogar to provide baseline data;
- Continued monitoring following relocation of the car park to see whether the desired reduction of visitor numbers and consequent wear had been achieved;
- If this monitoring process demonstrates that visitor numbers and damage exceeds a sustainable level then future action will be necessary. However, proposals affecting coach tours should only be implemented on the completion of a holistic study of coach tours in Orkney.

# P R E S C R I P T I O N F O R M A N A G E M E N T

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THE STONES OF STENNESS

## PART 3: PRESCRIPTION FOR OVERALL SITE MANAGEMENT

### 3.1 Projects

The project programmes can be found in 3.2.

**requirements** are strengthening of existing consultation arrangements and ensuring that they happen early in the formulation of major projects.

#### 3.1.1 Administration of the Site

**Legally, Historic Scotland (HS) has responsibility** for administration and management of the Site itself but implementation of the Management Plan in the Buffer Zones requires the support and participation of many other organisations and individuals. **The main general**

A Steering Group and Consultation Group have been set up. The role, administrative arrangements and membership of each is described in Appendices 3.4.1 and 3.4.2 respectively.

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>• The remit, function and membership of the Consultation Group</li> <li>• Mechanisms for monitoring, review and update of the Management Plan</li> <li>• Identifying issues demanding research and how such research should be managed</li> </ul>	<ul style="list-style-type: none"> <li>• Establish Consultation Group and agree mechanisms, etc</li> <li>• Encourage formation of Research Co-ordination Committee</li> </ul>	<ul style="list-style-type: none"> <li>• Steering Group</li> <li>• Consultation Group</li> <li>• Orkney College of University of the Highlands and Islands</li> </ul>

#### 3.1.2 Skara Brae and Skara Brae Visitor Centre

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>• Coastal erosion of Skail Bay</li> <li>• Inadequate knowledge of wave and wind data and sediment movements.</li> <li>• Inadequate model of erosion.</li> <li>• Bunching of visitors in coach parties and management of numbers on the site.</li> <li>• Shortness of the main visitor season.</li> <li>• Vulnerability of site to large numbers of visitors</li> <li>• Fragility of high technology display elements.</li> <li>• Commissioning of experimental house at Skara Brae Visitor Centre.</li> <li>• Publication of recent excavations</li> <li>• Worn site signage</li> <li>• Inadequate road signage</li> </ul>	<ul style="list-style-type: none"> <li>• Agreement to a scheme for mitigating coastal erosion<sup>5</sup></li> <li>• Develop external interpretation elements at Skara Brae Visitor Centre</li> <li>• Improve programming of coach party arrivals</li> <li>• Improve access for all</li> <li>• Monitor impact of visitors on site</li> <li>• Replace and improve site signage</li> </ul>	<ul style="list-style-type: none"> <li>• HS</li> <li>• Major M Macrae, owner of the Site, the Buffer Zone, beach and Skail House</li> <li>• The tenant farmer</li> <li>• SNH (beach, coastal dune systems, landscape)</li> <li>• OIC (planning authority; coastal protection authority)</li> <li>• OTB</li> </ul>

<sup>5</sup> In 1994 HS commissioned a study of coastal erosion and possible defences at Skara Brae. The report identified the increased width of the mouth of Skail Bay, quarrying of beach material and a change in wave direction as the main reasons for erosion at Skara Brae. The preferred option for defence was an artificial rock beach, supported by rock groynes and a rock revetment. Consultants worked up this suggestion but it was felt that the data used for wave and tide levels was inadequate, and not enough was known about the long term maintenance costs and effectiveness of the proposed solution.

### 3.1.3 Maes Howe and Tormiston

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>• The hazard represented by the proximity of the coach and car park to the main road</li> <li>• The hazard represented by the need to cross the main road to get to the Site.</li> <li>• Road improvements</li> <li>• Perceived deterioration of carvings, whether or not that perception is justified</li> <li>• Lack of space for interpretation of Maes Howe at Tormiston Mill</li> <li>• Lack of space for interpretation of Tormiston Mill in its own right</li> <li>• Toilet facilities for the disabled</li> <li>• Affects of damp in Maes Howe chamber on the stone and the clay bonding it</li> <li>• Large numbers of visitors waiting to enter the passage and chamber, balancing the otherwise closer than ideal proximity of interpretation boards to Maes Howe</li> <li>• Bunching of visitors in coach parties and management of numbers in the chamber</li> <li>• Vulnerability of the site to large numbers of visitors</li> <li>• Shortness of the main visitor season</li> <li>• Unsightly protective fence above potential hazard of sharp drop above entrance to passage</li> <li>• Unsightly storage of silage bales</li> <li>• Oral communication between Tormiston and Maes Howe chamber</li> <li>• The vegetation cover of Maes Howe is not adequately recorded. Nor is the vegetation and wildlife in and by the sides of the lade.</li> <li>• Sheep grazing and defecation on site</li> <li>• Rabbit damage on site</li> <li>• Publication of recent excavations</li> <li>• Invisible archaeology</li> <li>• Use of video cameras/internet link in chamber for solstice record</li> <li>• Inadequate road signage</li> </ul>	<ul style="list-style-type: none"> <li>• Resolve traffic hazards</li> <li>• Monitor proposals to change road</li> <li>• Improve programming of coach party arrivals</li> <li>• Review condition of interior of tomb</li> <li>• Make provision for appropriate levels of visitor access in the light of the above</li> <li>• Review success of Solstice video record</li> <li>• Review and improve interpretation</li> <li>• Ensure a high standard of management of vegetation and other wildlife at Maes Howe and Tormiston</li> </ul>	<ul style="list-style-type: none"> <li>• HS</li> <li>• OIC Planning and Transport</li> <li>• OTB</li> <li>• Cruise ship operators and organisers, coach tour representatives and tour guides.</li> <li>• The owner of the area surrounding Maes Howe, Mr N Sclater</li> <li>• NFU</li> </ul>

### 3.1.4 The Stones of Stenness and adjacent stones

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>• Potential use of site to reduce pressure on Ring of Brogar</li> <li>• Poor articulation with nearby Barnhouse settlement in ownership of OIC</li> <li>• Sheep grazing and defecation on site</li> <li>• Marker for nearby Odin Stone proposed by OIC</li> <li>• Erosion of vegetation cover and implications of increased visitors</li> <li>• Inadequate road signage</li> </ul>	<ul style="list-style-type: none"> <li>• Improve articulation with Barnhouse</li> <li>• Determine the most appropriate vegetation cover</li> </ul>	<ul style="list-style-type: none"> <li>• HS</li> <li>• OIC, the adjoining landowner</li> <li>• The landowner, currently Mr Mitchell</li> <li>• SNH because of proximity to the Loch of Stenness and Harray and because of the sensitive landscape</li> <li>• OTB</li> </ul>

### 3.1.5 The Ring of Brogar and the area containing associated ritual and funerary monuments

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>• Erosion of turf with the potential to cause damage to the authentic remains on the Site by the large numbers of visitors; appropriate path surfaces; vegetation management in general</li> <li>• Siting of present car park in the Site next to Plumcake Knowe</li> <li>• Use of lay-by by coaches and increased hazard to visitors and drivers</li> <li>• Poor sightlines from both directions, but from the S in particular</li> <li>• During the summer parked coaches can impede farm traffic</li> <li>• Landscape and visual intrusions, including parked cars and buses; unsightly structures; unsympathetic signage and obtrusive notices</li> <li>• Poor provision for safe access by foot</li> <li>• Inappropriate approach from the car park to the Ring of Brogar (the site is best approached from the north or south, towards the authentic causeways across the ditch)</li> <li>• No particular provision for the disabled, except a wide gate</li> <li>• The continuing well being of local low key recreational activities, including fishing, bird watching, walking and associated sightseeing</li> <li>• The possibility of disturbance to nesting birds in the wetland to the north of the Ring of Brogar during the nesting season</li> <li>• Condition of the stones, including their carvings</li> <li>• Inadequate road signage</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce vehicular traffic hazard to visitors</li> <li>• Ameliorate road congestion caused by parking and volumes of traffic</li> <li>• Manage visitor numbers and patterns of use at the Ring of Brogar</li> <li>• Take full account of the importance of the natural heritage</li> <li>• Reach agreement with SNH on the most appropriate vegetation cover for the site.</li> <li>• Gain the support of local, regional and national organisations and the local community</li> <li>• Take account of the opportunities to make use of visitor attractions at Barnhouse and Stones of Stenness in order to reduce pressure on the ring of Brogar</li> <li>• Improve pedestrian access</li> <li>• Improve access by bicycle</li> </ul>	<ul style="list-style-type: none"> <li>• HS</li> <li>• OIC</li> <li>• OTB</li> <li>• SNH</li> <li>• RSPB</li> <li>• SERAD</li> <li>• NFU</li> <li>• Landowners and tenants</li> <li>• Cruise ship operators and organisers, coach tour representatives and tour guides</li> <li>• Community council</li> </ul>

### 3.1.6 The Brodgar Rural Conservation Area

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"><li>• Poor recognition of the area and its importance</li><li>• Vehicles travelling in opposite directions on the narrow road between the Bridge of Brodgar and the crest of the hill at the north end of the Conservation Area present a threat to the safety of road users</li><li>• During the summer parked coaches can impede farm traffic</li><li>• Traffic sightlines near the Ring of Brogar and near the Bridge of Brodgar are sub-optimal</li><li>• Landscape and visual intrusions, particularly in the vicinity of the main monuments, including parked cars and buses; unsightly structures; unsympathetic signage and obtrusive notices</li><li>• Poor provision for safe access by foot and bicycle</li><li>• Poor provision for safe access for the disabled</li><li>• The continuing well being of local low key recreational activities, including fishing, bird watching, walking and associated sightseeing</li><li>• Disturbance to birds in the wetland to the north of the Ring of Brogar during the nesting season</li><li>• Vulnerability of invisible archaeology to a range of activities, including insertion of utilities into the ground, new fencing, deep ploughing and changes in the road line</li></ul>	<ul style="list-style-type: none"><li>• Take forward recommendations of <i>Brodgar Visitor Management Plan</i></li></ul>	<ul style="list-style-type: none"><li>• HS</li><li>• OIC</li><li>• SNH</li><li>• OTB</li><li>• Consultation Group</li></ul>

### 3.1.7 SSSI and Special Area of Conservation management

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>Physical pollution of the Lochs through dust or debris during any nearby works (for instance to straighten a road or to prepare a car park)</li> <li>Any physical impingement of any works into the Lochs</li> </ul>	<ul style="list-style-type: none"> <li>HS will avoid damage</li> </ul>	<ul style="list-style-type: none"> <li>HS</li> <li>SNH</li> </ul> <p>For other issues which may affect the Lochs, but which do not arise from activities closely related to the cultural heritage at the Site or in its environs:</p> <ul style="list-style-type: none"> <li>FWAG</li> <li>NFU</li> <li>OIC</li> <li>SAC</li> <li>SERAD</li> </ul>

### 3.1.8 National Scenic Area management

Issues/potential issues	Objectives	Agencies
<ul style="list-style-type: none"> <li>Visual intrusions due to cultural heritage activities in the Brodgar Rural Conservation Area, including activities to mitigate traffic problems and any proposed changes to parking arrangements</li> </ul>	<ul style="list-style-type: none"> <li>To avoid visual intrusions in attempts to mitigate traffic and visitor management problems</li> </ul>	<ul style="list-style-type: none"> <li>HS</li> <li>OIC</li> <li>SNH</li> </ul> <p>For other issues which may affect the Lochs, but which do not arise from activities closely related to the cultural heritage at the Site or in its environs:</p> <ul style="list-style-type: none"> <li>FWAG</li> <li>NFU</li> <li>SAC</li> <li>SERAD</li> </ul>

## **3.2 Work Schedule**

### **3.2.1 Annual Work Plan**

What follows is a summary. The headings either relate to the twenty-three aims of the Management Plan or individual work programmes defined on the basis of the components of the Site and its Inner Buffer Zones.

NB The Consultation Group (CG) includes OAT, OIC and SNH.

Funding indicates anticipated sources of funding (actual if project completed).

### 3.2.2 Primary aims and administrative arrangements (aims 1-6)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Prepare and issue Q and A briefing/Press Release	•					HS	***	OO Nov 1999	Done Dec 1999
Agree remit, function and membership of Steering Group and its administrative arrangements	•	•	•	•		HS/OIC	***	OO Nov 99	Done Nov 1999
Draft and arrange for signing of Statement of Intent	•	•	•	•		HS	*	OO Feb 2000	Done Feb 2000
Signing of Statement of Intent/Ministerial Launching of WHS	•					HS	*	OO 24 Mar 2000	Done 24 Mar 2000
Arrange public lectures/meetings to mark Launch	•		•			HS/OIC	*	OO Mar 2000	Done 5 May 2000
Agree remit, function and membership of Consultation Group and its administrative arrangements	•					HS/OIC	***	OO May 2000	Done May 2000
Consider setting up HS web-page	•					HS	*	OO May 2000	
Draft and issue public information leaflet	•	•	•	•		HS	**	OO May 2000	Done 24 Mar 2000
Training for all staff in relevant organisations regarding implications of Site and its Buffer Zones	•	•	•	•		HS/OIC	*	OO/A May 2000	Done Mar-Apr 2000
Timetable and cost the implementation of parts of the Management Plan	•		•			HS/OIC	**	A Sep 2000	Ongoing
Encourage the formation of a Research Co-ordination Committee	•	• UHI					*	OO Dec 2000	In progress
Agree revised Management Plan	•	•	•	•	•	HS	***	Q Dec 2000	Done Dec 2000
Consider educational options for Orkney schools in consultation with Orkney Heritage	•				•		*	OO/A Mar 2003	

**Key:**

Priority            \*\*\* Urgent            \*\* Necessary            \* Desirable

Frequency        OO One off            W Weekly            M Monthly            A Annual            Q Quinquennial

### 3.2.3 The statutory and policy context (aims 7-10)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Agree policy proposals for World Heritage status in forthcoming Structure and Local Plans	•		•			HS	***	OO May 2000	In progress
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones	•				•	HS OIC	**	OO May 2000	In progress
Regularly monitor, assess and report on the condition of Scheduled Ancient Monuments in the Inner Buffer Zones	•					HS	**	A Dec 2000	Done
Optimise use of agri-environment schemes and other grants to promote integrated, sustainable and appropriate land management practices	•			•	•		*	A Dec 2000	
Review the description of the character or appearance of the Brodgar Rural Conservation Area which it is desirable to preserve or enhance and the mechanisms for enabling this (e.g. Landscape Carrying Capacity Study; Conservation Area Appraisal)	•	•	•	•		SNH HS OIC	**	OO April 2001	Stage 2 Landscape Carrying Capacity Study May 2000>
Monitor and review effectiveness of Management Plan	•	•	•	•	•	HS	**	A Mar 2002	
Review the Site boundaries	•						*	OO Mar 2005	

**Key:**

Priority            \*\*\* Urgent            \*\* Necessary            \* Desirable

Frequency        OO One off            W Weekly            M Monthly            A Annual            Q Quinquennial

### 3.2.4 The environment and cultural heritage (aims 11-12)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Agree a common approach to sustainability and the built and natural heritage	•	•	•	•			*	OO Dec 2000	Statement of Intent
Regularly monitor, assess and report on the condition of Scheduled Ancient Monuments in the Inner Buffer Zones	•					HS	**	A Dec 2000	Done
Consult about preparation of a co-ordinated conservation approach to the Brodgar Rural Conservation Area (see 3.2.3, above)	•	•	•	•			**	OO April 2001	In progress
Prepare access and interpretation strategies	•		•	•		HS, OIC RSPB, SNH	***	OO July 2001	In progress
Explain to a wider audience how the cultural heritage is more than the visible upstanding structures in the Site and Buffer Zones	•	•				HS	*	OO Mar 2002	Public lecture 5 May 2000
Research the traditions and beliefs of the local community (see 3.2.2, Research Co-ordination Committee)	•	•					*	Q Mar 2004	

**Key:**

Priority            \*\*\* Urgent        \*\* Necessary        \* Desirable

Frequency        OO One off        W Weekly        M Monthly        A Annual        Q Quinquennial

### 3.2.5 The environment and natural heritage (aims 13-14)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Agree a common approach to sustainability and the built and natural heritage (see 3.2.4, above)	•	•	•	•			*	OO Dec 2000	Statement of Intent
Monitor, assess and address coastal erosion, consulting SNH on opportunities for environmental enhancement	•			•			**	OO Dec 2001	
Prepare access and interpretation strategy	•		•	•		HS, OIC, SNH, RSPB	***	OO July 2001	In progress
Review the implications of the Management Plan for the natural heritage	•			•			**	OO Mar 2003	

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.6 The economy and tourism (aims 15-19)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Promulgate the principles set out in various international agreements and <i>The Stirling Charter</i>	•	•	•	•		HS	**	W/M/A	Ongoing
Continue to monitor quality issues at HS sites	•					HS	**	M/A	Ongoing
Prepare a plan for dispersal of visitors and for evening out the concentrations of numbers	•				•	HS	**	OO/A Mar 2001	Seminar with tour operators 8 May 2000. Ongoing
Continue to monitor use of and satisfaction with facilities for people with disabilities	•					HS	**	M/A Dec 2001	Ongoing

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.7 Farm, community and visitor traffic (aims 19-22)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones. Consult widely. Draw up programme.	•				•	HS, OIC	**	OO May 2000	In progress
Prepare access and interpretation strategy (see 3.2.4)	•		•	•		HS, OIC RSPB, SNH	***	OO July 2001	In progress

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.8 Skara Brae and Skara Brae Visitor Centre (Project 3.1.2)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Routine site maintenance	•						**	W/M/A	Ongoing
Erect World Heritage Marker	•					HS	**	OO Mar 2000	Done Mar 2000
Improve site access for visitors with disabilities	•					HS	**	OO April 2000	Done April 2000
Replace worn site signage	•					HS	***	OO April 2000	Done
Monitor and address impact of visitors on the fabric of the monument	•						**	A May 2000	Ongoing
Compare visitors at Skara Brae Visitor Centre and Skaill House to those at Skara Brae to assess if this is minimising the clumping of visitors at Skara Brae itself	•					HS	**	OO Dec 2000	Done
Regularly monitor, assess and report on the condition of the Scheduled Ancient Monument in the Inner Buffer Zone	•				•	HS	**	A Dec 2000	Done
Monitor, assess and address coastal erosion, consulting SNH on opportunities for environmental enhancement	•		•	•	•		**	A Dec 2001	Done
Monitor satisfaction with facilities for people with disabilities	•					HS	**	M/A Dec 2001	Ongoing
Prepare Condition Survey	•			•		HS	**	OO March 2003	
Explore and develop options for experimental house	•					HS	*	OO Dec 2004	
Review Interpretation Plan	•				•	HS	**	OO Tbc	

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.9 Maes Howe and Tormiston (Project 3.1.3)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Routine site maintenance	•					HS	**	W/M/A	Ongoing
Review 1999 solstice sunset video arrangements	•					HS	**	OO Dec 1999	Done
Erect World Heritage Marker	•					HS	**	OO Mar 2000	Done Mar 2000
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones	•				•		**	OO May 2000	In progress
Monitor and address impact of visitors on the monument	•						**	A May 2000	Ongoing
Continue to monitor traffic hazard	•		•			HS OIC	**	A Dec 2000	Ongoing
Review fencing above entrance	•					HS	**	OO Dec 2000	
Investigate issue of moisture within tomb and devise appropriate course of action	•					HS	**	OO Mar 2001	In progress
Prepare Condition Survey	•					HS	**	OO Mar 2001	
Continue to improve and monitor use of and satisfaction with facilities for people with disabilities	•					HS	**	M/A Dec 2001	Ongoing
Review most appropriate vegetation cover and management for nature conservation interests	•					HS	*	OO Mar 2002	
Prepare Interpretation Plan	•					HS	**	OO April 2002	

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.10 The Stones of Stenness and adjacent stones (Project 3.1.4)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Routine site maintenance	•					HS	**	W/M/A	Ongoing
Erect World Heritage Marker	•					HS	**	OO Mar 2000	Done Mar 2000
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones. Ensure that if the Stones of Stenness is used to mitigate the problems at Ring of Brogar it does not itself suffer	•				•	HS OIC	**	OO May 2000	In progress
Monitor and address impact of visitors on the monument	•						**	A May 2000	Ongoing
Continue to monitor use of and satisfaction with facilities for people with disabilities <sup>6</sup>	•						**	OO Dec 2001	Ongoing
Review most appropriate vegetation cover and management for nature conservation interests	•			•		HS	*	OO Mar 2002	
Prepare Interpretation Plan	•				•	HS	**	OO April 2002	
Review landownership, fencing and grazing policy	•		•				*	OO Mar 2003	In progress
Prepare Condition Survey for each site	•					HS	**	OO Mar 2003	

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

<sup>6</sup> District Stewards monitor this at present.

### 3.2.11 The Ring of Brogar and the area containing associated ritual and funerary monuments (Project 3.1.5)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Routine site maintenance	•					HS	**	W/M/A	Ongoing
Erect World Heritage Marker	•					HS	**	OO Mar 2000	Done Mar 2000
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones. Consult widely. Draw up forward programme. Consult OIC on monitoring of the road hazard.	•				•		**	OO May 2000	In progress
Monitor and address impact of visitors on the monument	•						**	A May 2000	Ongoing
Prepare Condition Survey	•					HS	**	OO Mar 2001	Done
Continue to improve and monitor use and satisfaction with facilities for people with disabilities	•					HS	**	M/A Dec 2001	Ongoing
Review most appropriate vegetation cover and management for nature conservation interests	•			•			*	OO Mar 2002	Ongoing
Prepare Interpretation Plan	•					HS	**	OO April 2002	

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.12 The Brodgar Rural Conservation Area (Project 3.1.6)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Review the implications of the <i>Brodgar Visitor Management Plan</i> and investigate opportunities for the enhancement of the Site and its Buffer Zones.	•				•		**	OO May 2000	In progress
Investigate possibilities for management of Ring of Bookan	•	•					*	OO Dec 2000	In progress
Regularly monitor, assess and report on the condition of Scheduled Ancient Monuments in the Inner Buffer Zones	•					HS	**	A Dec 2000	Done 2000

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.2.13 SSSI, Special Area of Conservation and National Scenic Area management (Project 3.1.8)

Action	Agencies					Funding	Priority	Frequency and Date	Action
	HS	OAT	OIC	SNH	CG				
Consult early on proposals to mitigate traffic problems and change parking arrangements for the Ring of Brogar area	•		•	•	•		**	OO Mar 2001	In progress

**Key:**

Priority      \*\*\* Urgent      \*\* Necessary      \* Desirable

Frequency      OO One off      W Weekly      M Monthly      A Annual      Q Quinquennial

### 3.3 Costs and staging of works

See 3.2 above.

Historic Scotland annual works will be confirmed, following its usual procedures, through its programme of annual works audits (Spring/Summer), followed by an internal bidding process (autumn) for works to take place in the following financial year (April onwards). Partnership projects will be identified and explored, as appropriate.

Progress will be reviewed during the course of the year by the Historic Scotland Regional Team and the Steering Group.

### 3.4 Appendices

#### 3.4.1 Remit, administrative arrangements and membership of the Steering Group

Legally, Historic Scotland has responsibility for administration and management of the Site itself. The main general requirements are strengthening of existing consultation arrangements and ensuring that they happen early in the formulation of major projects affecting the buffer zones and their interface with the Site. The Steering Group is formed of the key players who can influence and assist with the implementation of the Management Plan and monitor its implementation. There will also be the opportunity for Historic Scotland to inform the Group of its conservation and other work on the Site itself. If the Group has any views regarding the Site these will be fed to the Historic Scotland Properties in Care Regional Team.

Membership comprises appropriate representatives from the following organisations:

- Historic Scotland
- Orkney Archaeological Trust
- Orkney Islands Council
- Scottish Natural Heritage

The Group met initially as required, but the presumption is that this will now be no more than twice a year. Historic Scotland provides the necessary secretariat, with local administrative support from members of the Steering Group.

### **3.4.2 Remit, administrative arrangements and membership of the Consultation Group**

Legally, Historic Scotland has responsibility for administration and management of the Site itself. The main general requirements are strengthening of existing consultation arrangements and ensuring that they happen early in the formulation of major projects affecting the Buffer Zones and their interface with the Site. The Consultation Group is designed to be the basis for consultation with local and other interest groups. There will also be the opportunity for Historic Scotland to inform the Group of its conservation and other work on the Site itself. If the Group has any views regarding the Site these will be fed to the Historic Scotland Properties in Care Regional Team.

In addition to the Steering Group, the following have been asked to send appropriate representatives to the Consultation Group:

- Community Councils for the areas concerned (LCC)
- Cruise ship operators and organisers, coach tour representatives and tour guides.
- Farming and Wildlife Advisory Group (FWAG)
- National Farmers Union (NFU)
- Orkney Archaeological Trust (OAT)
- Orkney Heritage Society (OHS)
- Orkney Natural History Society
- Orkney Islands Council, including Orkney Heritage (OIC)
- Orkney Enterprise (OE)
- Orkney Local Biodiversity Action Plan Co-ordinator
- Orkney Tourist Board (OTB)
- Royal Society for the Protection of Birds (RSPB)
- Scottish Agricultural College (SAC)
- Scottish Landowners Federation (SLF)
- Scottish Natural Heritage (SNH)
- Scottish Executive Rural Affairs Department (SERAD)
- Trout Fisher's Association (TFA)
- Local primary and secondary schools

All individuals living and working in the Inner Buffer Zones have also been invited to join the Group. Membership is not intended to be exclusive, and others with a relevant interest will be welcome to seek to join.

Sub-groups will be formed, as appropriate.

It is anticipated that the Group will meet at least once a year. Dialogue in writing will be welcomed at any time. Historic Scotland provides the necessary secretariat, with local administrative support from members of the Steering Group.

### 3.4.3 Text of the Statement of Intent

The outstanding universal significance of the archaeological sites and monuments of The Heart of Neolithic Orkney (Skara Brae, Maes Howe, Stones of Stenness, Ring of Brogar and associated monuments) has been recognised by its Inscription as a World Heritage Site by UNESCO. In recognition of this,

We the signatories of this document state our intent to:

- Work together to conserve and enhance The Heart of Neolithic Orkney and its buffer zones.
- Work together to inform people about The Heart of Neolithic Orkney and its buffer zones and increase their enjoyment of it.
- Ensure that our policies and actions in respect of The Heart of Neolithic Orkney and its buffer zones safeguard its special values, qualities, authenticity and integrity.

witnessed by First Minister, Donald Dewar MSP  
24 March 2000

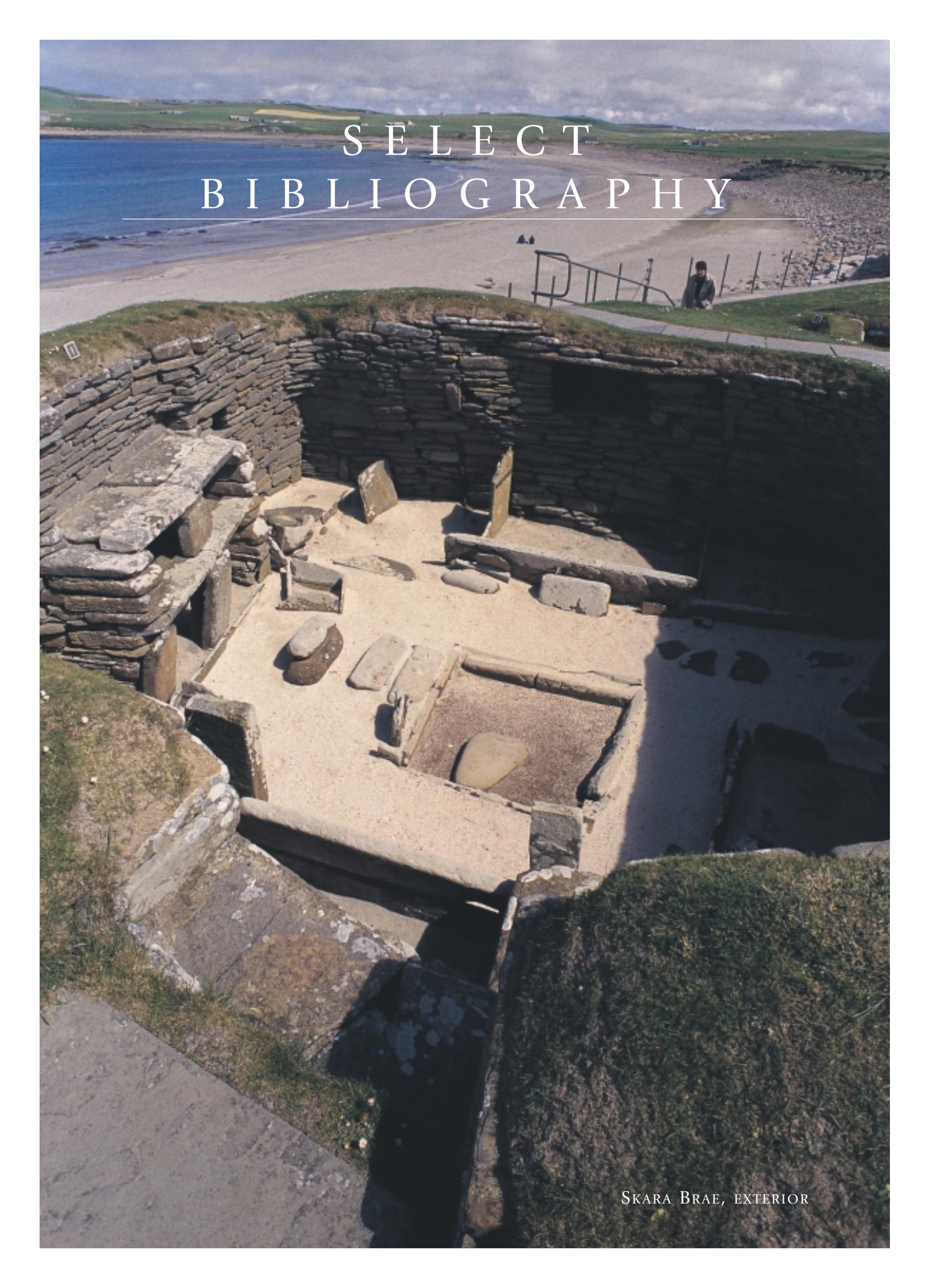
Signatories:

Historic Scotland

Orkney Archaeological Trust

Orkney Island Council

Scottish Natural Heritage



SELECT  
BIBLIOGRAPHY

SKARA BRAE, EXTERIOR

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