



REPORT TO EXECUTIVE

PORTFOLIO AREA: ENVIRONMENT, HOUSING, INFRASTRUCTURE AND TRANSPORT

Date of Meeting: 20 March 2006

Public

Key Decision: No

Recorded in Forward Plan: No

Inside Policy Framework

Title: HADRIAN'S WALL WORLD HERITAGE SITE POSSIBLE
EXTENSION TO BOUNDARY

Report of: Director of Development Services

Report reference: DS.12/06

Summary:

English Heritage has consulted the City Council as part of the Review of the Hadrian's Wall World Site Management Plan on whether the boundaries of the World Heritage Site should be amended to include part of the City Centre. This report considers the implications of this and what area if any should be included.

Recommendations:

It is recommended that the Executive support the principle of investigation of the possibility of including the area within the former mediaeval City Walls within the Hadrian's Wall World Heritage Site.

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1.0 BACKGROUND INFORMATION

- 1.1 English Heritage have consulted the City Council on whether the boundaries of Hadrian's Wall World Heritage Site should be amended to include parts of the Urban Area of Carlisle that contain evidence of Roman settlement associated with the Wall.
- 1.2 When Hadrian's Wall was inscribed on to the list of the World Heritage Site in 1987 it specifically excluded the urban areas of both Carlisle and Newcastle-upon-Tyne although it included the Roman part of the developed area of the town of Corbridge.
- 1.3 In the first Management Plan for the World Heritage Site the World Heritage site was defined as those parts of the wall that were Scheduled under the 1979 Ancient Monuments and Archaeological Areas Act. In addition a wider defined setting or "Buffer" zone was included. Both the World Heritage Site and the "Buffer" zone are shown on the District Local Plan and are protected by appropriate Policies in the Plan.
- 1.4 When the Management Plan was reviewed in 2002 no significant changes were made to the boundaries of the World Heritage Site but Policy 1 of the Plan does include a commitment to re-examine the boundaries.
- 1.5 In September 2004 the Regional Development Agencies for the North East and North West (NWDA and ONE) formally accepted the recommendations of the Hadrian's Wall Major Study as the basis for future development of the Wall and its environs. The Agencies agreed to develop a single organisation to oversee and promote the Wall and the new company is now expected to be formally established at the start of April 2006.
- 1.6 The Vision for this new company is to:

'Realise the economic, social and cultural regeneration potential of the Hadrian's Wall World Heritage Site and the communities and environs through which it passes, by sustainable tourism development, management and conservation activities that benefit the local community and the wider region, and in a way that reflects the values embodied in the World Heritage Site Management Plan'.

- 1.7 There are a number of anomalies in the current definition of the World Heritage Site. These are mostly connected with the scheduling of the Ancient Monument and in particular areas where the Wall and the Vallum are Scheduled individually with the area between not included, whereas in other areas they and the area in between are all Scheduled. However the important Roman military fort under the Castle Green and Annetwell Street in Carlisle and the associated civilian settlement are excluded. It is in respect of the important Roman settlement of Lugavallium that the Council is being requested to consider.
- 1.8 Hadrian's Wall World Heritage Site has now become part of the Frontiers of the Roman Empire World Heritage Site following the inscription of the German *Limes* (the equivalent of Hadrian's Wall in Germany) as a World Heritage Site and could in the future include the Antonine Wall in Scotland as well as other parts of the boundary of the Roman Empire across Europe and North Africa.

2.0 The Roman Settlement of Carlisle – Potential Area for Inclusion

- 2.1 The Northern end of the Roman civil settlement is bounded by the fort, founded in the winter of AD72/73 (Plan 1 of Roman Fort). This was continuously occupied from its foundation to the end of the roman period. The plan shows that it extended from under the front of Tullie House to the middle of the Castle and the full width of Castle Green.
- 2.2 The western side of the city is defined by the river cliff above the Town Dyke Orchard Dyke car park. The eastern side of the city is defined by the line of Lowther Street. This boundary has been chosen partly because of information gained from the earliest levels of The Lanes excavation where there was a ditch of Roman date. Also there are references to Roman burials in Spring Gardens Lane of Roman date. These must be outside the City because it was illegal under Roman law to bury people inside the city.
- 2.3 The southern end of the city is rather more fluid. Roman burials have been found in Collier's Lane. This is the top end of the major cemetery that stretches along Botchergate and London Road. A convenient place to draw the southern boundary would therefore be the Citadel.

- 2.4 These suggested boundaries are based on the present state of knowledge the following the archaeological investigations that have taken place prior to the major redevelopment schemes that have taken place over the past 25 years in the City. The evidence of this area is largely preserved only by record. The area is shown, excluding the fort, on the Plan 2.
- 2.5 As much of the area has been overlain by more recent development the suggestion is that the World Heritage Site would be a vertical layer of the substrata under the current ground level between the beginning of the roman settlement and the medieval period. Such definition of the vertical differentiation may be more difficult. In the Lanes development area the Roman levels appeared to be truncated by the medieval layers. In other areas there is a 'dark earth' layer between the two. The Cathedral area has good preservation of the late Roman levels. However foundations and wells would have penetrated the Roman levels.

3.0 Potential Implications of Inclusion

- 3.1 In order for the City Council to properly consider the value of including this area within the World Heritage Site the potential benefits and constraints need to be properly considered.
- 3.2 As described in paragraph 2.5 the suggested area to be considered for inclusion within the World Heritage Site although covering the area of the walled mediaeval City would only include the vertical area of substrata between the beginning of the Roman period and the beginning of the Norman period except in such areas as the Cathedral.
- 3.3 Any proposed development in this area is already subject to the need for archaeological investigation and its inclusion within the World Heritage Site would not add new restrictions or demands in respect of archaeological investigations. The area's inclusion in the World Heritage Site may give added weight to the Council in achieving high quality development within the City, which would fit well with the objectives of Carlisle Renaissance.

- 3.4 One of the principle benefits to Carlisle would be one of promotion and tourist development potential. There are a number of objectives placed on the State Party when a World Heritage Site is inscribed on to the World Heritage List and these include preservation and conservation but also interpretation and education and World Heritage Sites are generally areas of high tourist potential.
- 3.5 As Members will be aware the City Council is a member of the Local Authority World Heritage Forum and recently an All-Party Parliamentary World Heritage Group has been established. Priority issues for the Group included:
- the National promotion of Sites – which should be the responsibility of the Department of Culture, Media and Sport (DCMS); and
 - seeking greater support for World Heritage Sites from Regional Assemblies.
- 3.6 The draft Regional Spatial Strategy which has been approved by the Regional Assembly and will shortly be published by the Government for consultation purposes includes Policy W6 Tourism which recognises ***“Carlisle as an historic City with emerging potential for historic related tourism development with potential as a conference and exhibition venue for “business tourists”***.
- 3.7 The inclusion of the centre of Carlisle within the World Heritage Site can only enhance that potential. It also fits with the objectives of Carlisle Renaissance as well as the objective Council's corporate objective of developing Carlisle as a 'Learning City'.
- 3.8 The inclusion of the Roman area of the City within the World Heritage Site would also be consistent with the inclusion of Corbridge in the original inscription of the World Heritage Site and remove one of the anomalies of that inscription.
- 3.9 If this area were to be included within the World Heritage Site it would not be protected by any further additions to the Scheduled Monument areas. It would need to be protected by Policies within the Carlisle Local Plan or Local Development Documents. This would be achieved by developing the existing policies of the Plan.

4.0 The Next Steps

4.1 This consultation from English Heritage is the very first step in a potentially long process involving English Heritage, ICOMOS UK and UNESCO. At this stage English Heritage are asking the City Council and other local authorities along the length of the Wall their initial views of whether the inclusion of additional areas within the World Heritage Site in line with Policy 1 of the 2002 Management plan should be investigated.

4.2 If the Council were to accept in principle that the matter is worth pursuing a Report will be presented to the Hadrian's Wall World Heritage Site Management Plan Committee (on which the City Council is represented). If accepted the additions would be included in the next revision of the Management Plan and taken through the process which would probably include English Heritage, DCMS, ICOMOS UK and if successful would go to UNESCO for a final decision.

5.0 CONSULTATION

5.1 Consultation to Date.

Internal discussion between officers of the Departments of Development Services and Community Services and English Heritage.

5.2 Consultation proposed.

English Heritage does not propose any further consultation at this stage. It is up to the discretion of each of the Local Authorities to consider the level of consultation appropriate at this initial stage of suggested changes. Officers consider that consultation with interested heritage and tourism bodies (e.g. those recently attending the Tourism Summit) would help to achieve a greater understanding locally of the proposed changes.

6.0 RECOMMENDATIONS

- 6.1 It is recommended that the Executive support the principle of investigation of the possibility of including the area within the former mediaeval City Walls within the Hadrian's Wall World Heritage Site.

7.0 REASONS FOR RECOMMENDATIONS

- 7.1 The inclusion of the mediaeval Walled City area would give greater weight to requiring high quality and development within and adjacent to the area and would greatly increase the tourist potential of the area in line with the Carlisle Renaissance and Learning City objectives of the City Council and draft Regional Spatial Strategy without increasing the archaeological requirements for development in the area.

8.0 IMPLICATIONS

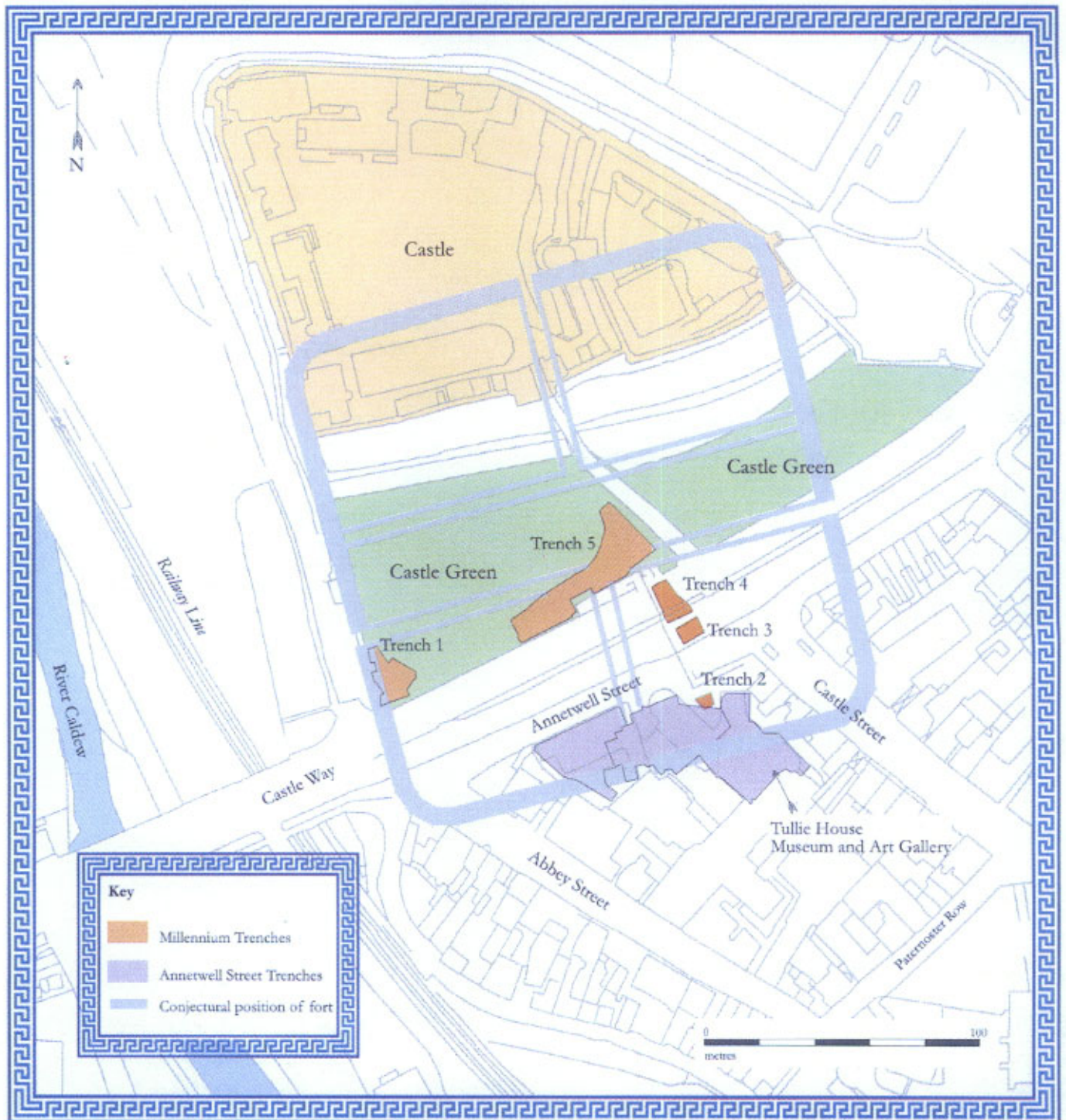
- Staffing/Resources – none
- Financial – none
- Legal – none
- Corporate – meet corporate objectives as described above
- Risk Management – not applicable
- Equality Issues – not applicable
- Environmental – help protect the historic environment of the City
- Crime and Disorder – not applicable
- Impact on Customers – potential to increase tourism and education.

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Roman Fort Plan



Above: Location of the Millennium trenches and Annetwell Street excavations, and the outline of the first Roman fort in relation to the modern street plan

Area of the Roman City

