



Fjordr

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Marine Spatial Planning and the Historic Environment

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Appendix IV: Dealing with the Historic Environment in Marine Plans

A report for English Heritage

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DEALING WITH THE HISTORIC ENVIRONMENT IN MARINE PLANS

INTRODUCTION

The **historic environment** comprises all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged.

Policy Reference

NPPF p. 52; UK
MPS para. 2.6.6.1

The historic environment is made up of **heritage assets**, which are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions because of their heritage interest.

NPPF p. 52

Heritage assets are a finite and irreplaceable resource and can be vulnerable to a wide range of human activities and natural processes.

UK MPS para.
2.6.6.2; NPPF
para. 126

The UK Marine Policy Statement recognises that the historic environment of coastal and offshore zones represents a unique aspect of our cultural heritage. It notes that heritage assets should be enjoyed for the quality of life they bring to this and future generations.

UK MPS para.
2.6.6.2-3

People appreciating the seascapes and cultural heritage of the marine environment is one of the Government's high level marine objectives for ensuring a strong, healthy and just society.

Our Seas p. 6

In addition to its cultural value, the historic environment is an asset of social, economic and environmental value. It can be a powerful driver for economic growth, attracting investment and tourism and sustaining enjoyable and successful places in which to live and work. Economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

UK MPS para.
2.6.6.2; NPPF
para. 8

The Government's vision is that the value of the historic environment is recognised by all who have the power to shape it; that Government gives it proper recognition and that it is managed intelligently and in a way that fully realises its contribution to the economic, social and cultural life of the nation.

GSHE p. 1

In its vision for our seas in twenty years' time, the Government sets out the following outcomes:

- The marine environment's rich cultural heritage will be better protected.
- The integrity of the marine cultural heritage will be being conserved.
- Management for the coastal zone will support the cultural heritage of coastal areas.
- There will be appropriate protection for, and access to, marine heritage assets.
- The diversity of seascape character around our coastline will be maintained.

Our Seas p. 5

English Heritage is the Government's statutory adviser on the historic environment in England. Its approach to making decisions and offering guidance on all aspects of the historic environment is set out in *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment* (2008). This includes processes for assessing significance and managing change to significant places.

Conservation Principles pp. 35-40; pp. 43-48

THE RELATIONSHIP BETWEEN THE HISTORIC ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

The historic environment is often considered in terms of the environmental pillar of sustainable development. Additionally – as indicated by the Government policies above – the historic environment can also make a major contribution to the economic pillar and the social pillar of Sustainable Development. The historic environment is also an appropriate focus for good governance and sound science. It is important that marine plans encompass the historic environment in terms of all three pillars of Sustainable Development – Economic, Social and Environmental – as well as good governance and sound science.

Understanding the historic environment – the role that people have played in shaping our contemporary ecosystem through the millennia – may provide a firmer foundation for ecosystem-based management. On the one hand, it can help in comprehending the time depth of features or characteristics of the natural environment that are attributable to human actions; on the other, it can help engage today's populations in finding solutions and new practices that acknowledge the continuing role of people and communities in making valuable marine places sustainable.

Cultural heritage is recognised as a component of 'cultural services' in the ecosystems services approach. Specific landscapes and species can have cultural significance to people in addition to their role in provisioning, regulating or supporting society. Cultural heritage – including the history of human interaction with landscapes and their creation of habitats – also provides a fundamental context within which other ecosystem services can arise. However, the relationship between cultural heritage and ecosystem services is not well understood, especially in the marine sphere, and quantitative data on the value of cultural services arising from the historic environment is often lacking. Some studies, including the UK National Ecosystem Assessment, are starting to show how the value of the marine historic environment to UK society might be better recognised in informing planning and decision-making.

As with cultural services, socio-economic evaluations of our coasts and seas find it difficult to encompass the benefits of the historic environment to society in monetary terms. There is, however, clear recognition of the symbolic and cultural values of marine and coastal features and landscapes, and of the role that the historic environment plays in the creation of economically-vibrant places to live and work. Positive strategies that mobilise the historic environment through planning and development can contribute to the role that history, authenticity and identity can play in economic growth.

INTERNATIONAL OBLIGATIONS

The UK is obliged to make proper provision for the historic environment in marine planning by virtue of several international treaties to which the UK has acceded.

Policy Reference

The *World Heritage Convention 1972*, which the UK ratified in 1984, requires the UK to integrate the protection of cultural heritage into comprehensive planning programmes. This requirement is underscored in the Operational Guidelines for the Implementation of the World Heritage Convention

WHC 1972 Art. 5;
Operational
Guidelines 2011
para. 15c

The *European Convention on the Protection of the Archaeological Heritage (revised) 1992* – the Valletta Convention – requires the UK, which ratified in 2001, to provide for archaeology in planning policies and development plans. The Valletta Convention applies to archaeological heritage in any area within the jurisdiction of the UK, whether situated on land or under water.

Valletta 1992 Art.
5; Art. 1.2.ii; Art.
1.3

In 2007, the UK ratified the *European Landscape Convention 2000* (ELC). The ELC requires the UK to integrate landscape into its regional planning policies. Landscape is defined as an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors. The ELC applies to the entire territory of the UK and includes land, inland water and marine areas.

ELC 2000 Art 5.d;
Art 1.a; Art. 2

There are a further two international treaties that require the historic environment to be addressed in marine planning. Although the UK is not party to these treaties, it has signalled its support for most of their provisions.

The *UNESCO Convention on the Protection of Underwater Cultural Heritage 2001* obliges Parties to use the best practicable means at their disposal to prevent or mitigate adverse effects from activities incidentally affecting underwater cultural heritage. Marine planning is likely to be regarded as a 'best practical means' for dealing with a wide range of marine activities – dredging, construction, fishing, etc. – that may give rise to incidental effects.

UNESCO 2001
Art. 5

The *Framework Convention on the Value of Cultural Heritage for Society 2005* – the Faro Convention – requires Parties to utilise heritage aspects of the cultural environment to enrich the process of landuse planning and to promote an integrated approach to policies.

Faro 2005 Art. 8

EUROPEAN CONTEXT

The European Legislation with the most direct effect on the historic environment are the EIA Directive and the SEA Directive, both of which set out requirements for the assessment of likely effects on the archaeological heritage arising from individual schemes (EIA) and plans and programmes (SEA).

Policy Reference

Directive
2011/92/EU;
Directive
2001/42/EC

In contrast to the EIA and SEA Directive, the notion of environment ('Good Environmental Status') in the Marine Strategy Framework Directive does not include historic aspects of the environment. Heritage Assets might be considered among the 'other features' that characterise marine regions, or in the social and economic analysis that is required as part of the Initial Assessment that accompanies each Marine Strategy.

Policy Reference

Directive
2008/56/EC

The early development of the EU's Integrated Maritime Policy (IMP) put marine heritage firmly in the foreground, setting out proposals on 'reclaiming Europe's maritime heritage and reaffirming Europe's maritime identity'. European Maritime Day has become a focus for discussion of maritime heritage themes.

Blue Book Action
Plan section 8

The role of cultural heritage in social and economic growth is underlined by the Territorial Agenda of the European Union 2020 (TA 2020).

TA 2020 para.
23; 31; 37-38

The obligation on the EU to consider the cultural aspects of its actions, and its role in bringing the common cultural heritage of Europe to the fore, are set out in the *Treaty on the Functioning of the European Union* (Lisbon, 2007). The enormous variety of actions relating to culture across the EU's policies and programmes is set out in The European Agenda for Culture.

TFEU Art. 167;
Communication
COM(2007) 242
final

SCOPE

The Role of Marine Planning

One of the Government's high level marine objectives is that the use of the marine environment is spatially planned and based on an ecosystems approach (see above) which recognises the protection and management needs of marine cultural heritage.

Policy Reference

Our Seas p. 7

Government has also stated that planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

NPPF para. 61

As well as setting the direction for marine licensing, marine plans apply to all authorisation and enforcement decisions taken by public authorities with respect to the plan area. This means that the role of marine plans is much wider than development planning and control.

UK MPS p.4

Relation to Terrestrial Planning

The Government has made it clear that the process of marine planning is to be integrated with terrestrial planning. The UK MPS and marine planning systems will sit alongside and interact with existing planning regimes. Integration of marine and terrestrial planning is to be achieved, in part, through consistency between marine and terrestrial policy documents and guidance. Terrestrial planning policy and development plan documents already include policies addressing coastal and estuarine planning. Marine policy guidance and plans are expected to complement rather than replace these. English Heritage has recently produced guidance entitled *Heritage in Local Plans: how to create a sound plan under the NPPF* (July 2012).

Policy Reference

UK MPS pp.4-5;
para. 1.3.1; 1.3.4

In coastal areas, local planning authorities are expected to take account of the UK MPS and marine plans and apply Integrated Coastal Zone Management across local authority and land/sea boundaries, ensuring integration of the terrestrial and marine planning regimes.

NPPF 105

Integration between terrestrial and marine planning is especially important for the historic environment because terrestrial planning plays a very major role in the management of the historic environment. In addition to national frameworks and guidance, the majority of local plans contain detailed policies on the historic environment. At the coast, such local plan policies will be immediately and directly relevant to activities within marine plan areas, and it is essential that marine plans take them into account.

Integration between marine and terrestrial planning is especially important where the different regimes overlap, between low water and high water, which is often a zone in which complex and significant heritage assets are found. It is also important where a development scheme or activity extends across both fully terrestrial and fully marine areas, because today's boundaries may not be relevant to heritage assets that were deposited centuries or millennia ago, and which have to be approached 'seamlessly' if their significance is to be understood and conserved. Integration is also necessary where heritage assets are located within either the terrestrial or the marine zone but those assets – including their settings and broader landscape context – are susceptible to changes in the other zone.

Relation to National Policy Statements

Decisions about applications for Nationally Significant Infrastructure Projects (NSIPs), including those that have marine elements, are taken by the relevant Secretary of State in accordance with the relevant National Policy Statement (NPS). Although they do not fall directly under marine plans, decisions about NSIPs must have regard to the UK MPS. In return, marine plan authorities should have regard to any relevant NPS in developing Marine Plans and in advising other bodies.

Policy Reference

UK MPS 1.3.2

Individual NPS contain detailed provisions on the historic environment. These include requirements on describing significance, sources of data, desk-based assessment, field evaluation, and visualisations, for example. They also include specific policies for decision-taking.

Policy Reference

e.g. Ports NPS
para. 5.12.6-9;
5.12.10-20

NPS provisions on the historic environment are cited in the UK MPS, which states that mitigating actions should be consistent with national policies on the recording of heritage assets set out in National Policy Statements

UK MPS note 57

WORLD HERITAGE SITES

Marine plans that border World Heritage Sites (WHS) should include appropriate policies to protect their setting.

Policy Reference
EH 2009 para.
7.4

World Heritage Sites have been recognised internationally as having outstanding universal value. The UK has obligations in international law for their protection, management, presentation and transmission to future generations by virtue of the World Heritage Convention 1972.

There are several World Heritage Sites in England that have boundaries immediately adjacent to tidal waters or have buffer zones that encompass tidal waters, including WHS bordering the tidal Thames, Mersey, Cornwall and West Devon coasts, Solway and Tyne, and Dorset and East Devon coasts. Of these, all are 'cultural' WHS except Dorset and East Devon, which is inscribed as a 'natural' WHS. In addition, further cultural WHS have been proposed at Wearmouth and bordering the Medway.

It is Government policy that the most appropriate way of meeting the UK's obligations is through the inclusion of appropriate policies in planning documents and the development of management plans.

Circular 07/2009
para. 9

Specific provisions on plan policies for World Heritage Sites their setting and any buffer zones are set out in Circular 07/2009.

Circular 07/2009
para. 10-12

Provisions on the development of Management Plans for World Heritage Sites are set out in Circular 07/2009. Planning authorities are expected to treat relevant policies in WHS Management Plans as key material considerations in making plans and planning decisions.

Circular 07/2009
para. 13-14

Specific provisions on protecting the setting of WHS, including the designation of buffer zones, are set out in Circular 07/2009. It is important to consider carefully how to protect the setting of each World Heritage Site so that its outstanding universal value, integrity, authenticity and significance is not adversely affected by inappropriate change or development. Protection may encompass the immediate setting of the WHS, important views and of other areas that are functionally important as a support to the site and its protection.

Circular 07/2009
para. 15-18

Policy Reference

As well as including appropriate policies in marine plans that border WHS, plan authorities, where applications are within the setting of a WHS, including any buffer zone, plan authorities should carefully consider the impact on the Outstanding Universal Value, authenticity and integrity of the WHS.

EH 2009 para.
7.10

Other detailed provisions relevant to plan-making and decision-taking in plan areas bordering WHS or encompassing their setting are set out in English Heritage guidance.

EH 2009

SIGNIFICANCE

Core Planning Principle

Policy Reference

Conserving heritage assets in a manner appropriate to their significance – so that they can be enjoyed for their contribution to the quality of life of this and future generations – is one of the Government's 12 core planning principles.

NPPF para. 17

The fundamental role of significance in marine planning is underlined by the UK MPS, which states that heritage assets should be conserved through marine planning in a manner appropriate and proportionate to their significance.

UK MPS para
2.6.6.3

Gauging Significance

Policy Reference

Plan authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. Authorities should take into account the particular nature of the interest in the assets and the value they hold for this and future generations. This understanding should be applied to avoid or minimise conflict between conservation of that significance and any proposals for development.

UK MPS 2.6.6.7;
NPPF para. 129

In determining applications, plan authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

NPPF para. 128

The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

NPPF para. 128

Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

NPPF para. 128

Avoiding Loss of Significance

Significance can be harmed or lost through alteration or destruction of heritage assets or development within their setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Policy Reference

NPPF para. 132

Being sensitive to any potential impacts on sites of particular significance – including those designated in relation to cultural heritage – is a principle to be taken account in marine planning decisions.

UK MPA 2.3.2.2

Plan authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred. This policy is intended to prevent heritage assets being damaged in advance of developments that receive consent but do not go ahead.

NPPF para. 136

Conserving Designated Heritage Assets

Plan authorities should adopt a general presumption in favour of the conservation of designated heritage assets within an appropriate setting. The more significant the asset, the greater should be the presumption in favour of its conservation.

Policy Reference

UK MPS 2.6.6.8;
NPPF para. 132

Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. Even substantial harm to or loss of a grade II listed building, park or garden should be exceptional.

NPPF para. 132;
UK MPS 2.6.6.8

Substantial loss or harm to designated assets should not be permitted; plan authorities should refuse consent unless it can be demonstrated that the harm or loss is necessary in order to achieve substantial public benefits – social, economic or environmental – that outweigh the harm or loss.

UK MPS 2.6.6.8;
NPPF para. 133

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal

NPPF para. 133

It must be borne in mind that designated heritage assets such as scheduled monuments and protected wreck sites are subject to statutory consent and licensing regimes in addition to marine licensing / development consent, the determination of which is the responsibility of the relevant Secretary of State

UK MPS note 56

Non-Designated Assets

Policy Reference

Many heritage assets with archaeological interest in coastal/intertidal zones and inshore/offshore waters are not currently designated as scheduled monuments or protected wreck sites but are demonstrably of equivalent significance.

UK MPS 2.6.6.5

The absence of designation for such assets does not necessarily indicate lower significance and the marine plan authority should consider them subject to the same policy principles as designated heritage assets based on information and advice from the relevant regulator and advisors.

UK MPS 2.6.6.5;
NPPF para. 135

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

NPPF para. 135

Conserving Significance where Heritage Assets are to be Harmed or Lost

Policy Reference

Opportunities should be taken to contribute to our knowledge and understanding of our past by capturing evidence from the historic environment and making this publicly available, particularly if a heritage asset is to be lost.

UK MPS 2.6.6.3

Where the loss of the whole or a material part of a heritage asset's significance is justified, the marine plan authority should identify and require suitable mitigating actions to record and advance understanding of the significance of the heritage asset before it is lost.

UK MPS 2.6.6.9;
NPPF para 141

Mitigating actions should be based on advice from the relevant regulator and advisors and be consistent with national policies on the recording of heritage assets set out in National Policy Statements.

UK MPS note 57

The resulting evidence (and any archive generated) should be made publicly accessible. Copies of evidence should be deposited with the relevant Historic Environment Record, and any archives with a local museum or other public depository.

NPPF para 141

It should be borne in mind that the UK is obliged to take measures to ensure that major public or private development schemes include resources for preliminary archaeological study and prospection, a scientific summary record and full publication and recording of the findings, by virtue of the Valletta Convention.

Valletta 1992 Art.
6

Although the significance of a heritage assets can to some extent be conserved through mitigation, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

NPPF para 141

Sustaining and Enhancing Significance

Pursuing sustainable development involves seeking positive improvements in the quality of the historic environment, as well as in people's quality of life, including making it easier for jobs to be created in cities, towns and villages and improving the conditions in which people live, work, travel and take leisure.

Policy Reference

NPPF para. 9

In determining applications, plan authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

UK MPS 2.6.6.8;
NPPF para. 131

Plan authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably

NPPF para. 137

THE HISTORIC ENVIRONMENT IN MARINE PLAN-MAKING

Strategies and Priorities

In their plans, plan authorities should set out a positive strategy for the conservation and enjoyment of the historic environment; plans should contain a clear strategy for enhancing the historic environment

Policy Reference

NPPF para.
126;156

Plan authorities should set out their strategic priorities to deliver conservation and enhancement of the historic environment, including landscape, for their area in the Marine Plan.

NPPF para. 156

Supplementary Planning Documents

Supplementary planning documents can help applicants make successful applications or aid infrastructure delivery and should be used accordingly. However, they should not add unnecessarily to the financial burdens on development.

Policy Reference

NPPF 153

Evidence

Marine plan authorities have a statutory duty to keep under review the cultural characteristics of the region, including the characteristics of the region that are of a historic or archaeological nature.

Policy Reference

MCAA 2009 s. 54

Plan authorities should have up-to-date evidence about the historic environment in their area – either by maintaining or having access to a Historic Environment Record – and use it to assess the significance of heritage assets and the contribution they make to their environment.

NPPF para. 169

Historic Landscape Character (HLC) and/or Historic Seascape Character (HSC) assessments should be drawn upon where appropriate.

Policy Reference

NPPF para. 170

The plan authority should take into account the available evidence, including information and advice from the relevant regulator and advisors, in relation to the significance of any identified heritage assets, and consider how they are managed.

UK MPS para. 2.6.6.6

The marine plan authority should take into account the historic character of the plan area, with particular attention paid to the landscapes and groupings of assets that give it a distinctive identity

UK MPS para. 2.6.6.6

The plan authority should also take into account the potential for further heritage assets to be discovered, bearing in mind that existence and/or location of many heritage assets are often unknown prior to the investigation of an area. The plan authority should use the available evidence to predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.

UK MPS para. 2.6.6.6; NPPF para. 169

Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible.

NPPF para. 141

SPATIAL POLICIES

On the basis of evidence, advice, consideration and review, plan authorities should develop a spatial approach with respect to the historic environment, recognising that the character and significance of the historic environment is not uniform across all areas of sea. This spatial approach should be evidence-based and might include the identification of specific areas or zones in which particular policies might apply. The approach to areas or zones should be integrated with spatial policies for the historic environment in adjoining terrestrial plans.

Non-statutory designation of areas through marine plans may be an effective means of dealing with heritage assets that are grouped or associated; with areas where the presence of currently unidentified heritage assets is likely; or where specific areas are regarded as significant by people locally or in the region.

MARINE PLAN POLICIES ON THE HISTORIC ENVIRONMENT

Marine Plan policies on the historic environment need not reiterate or duplicate statutory provisions or higher-level policies set out in the UK MPS, National Planning Policy Framework, or National Policy Statements, for example. Should it be necessary to draw the attention of developers, stakeholders or the general public to these, they can usefully be set out in a Supplementary Planning Document (SPD).

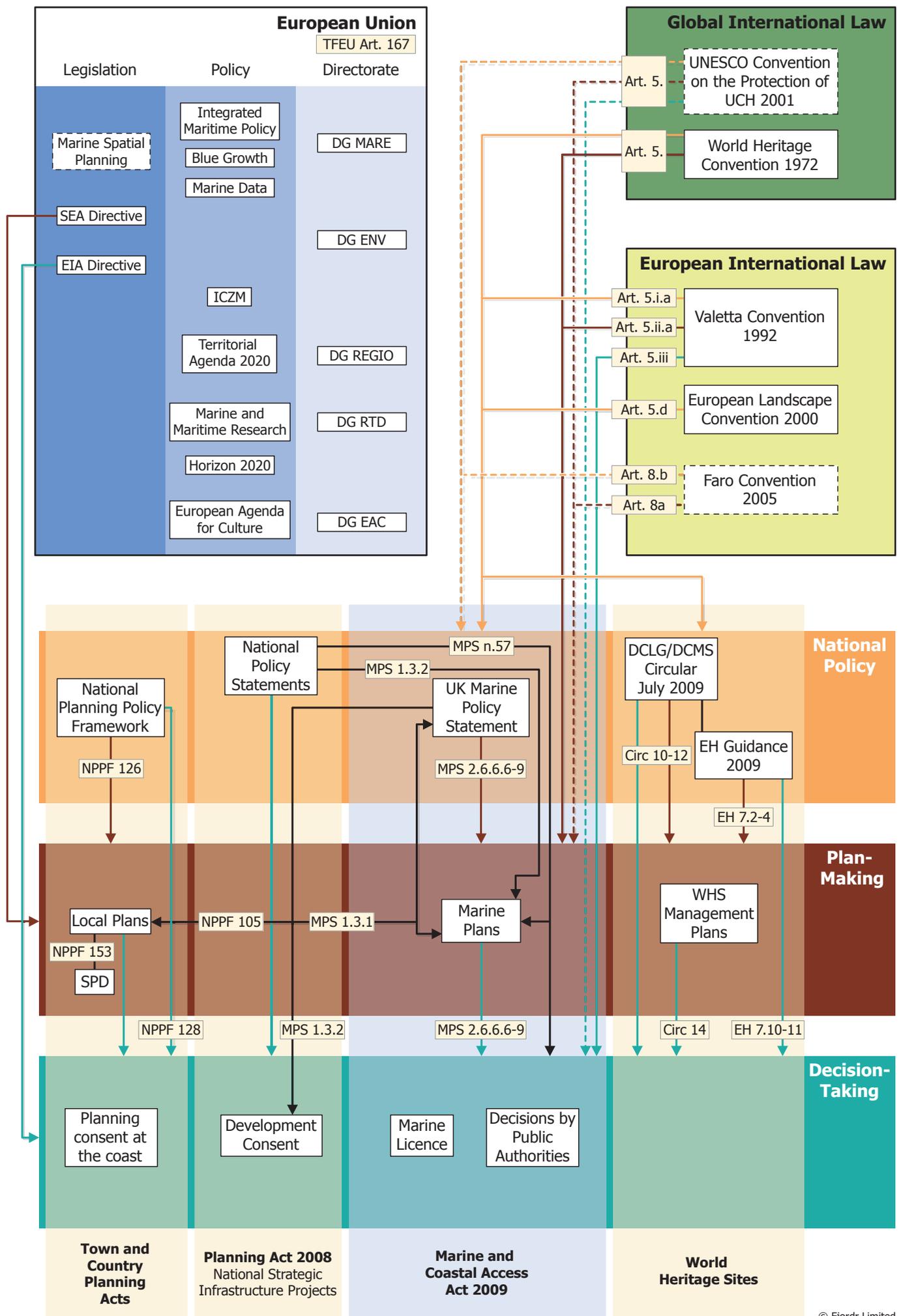
It is not necessary for Marine Plans to provide detailed advice in the form already set out in various 'best practice' guidance. Again, such detail can be signposted in an SPD.

Express policies relating to the historic environment might reasonably encompass the following:

- Strategy for the conservation and enjoyment of the historic environment.
- Strategy for enhancing the historic environment, including enhancing access, understanding and appreciation of heritage assets.
- Strategic priorities for conservation, enjoyment and enhancement of the historic environment, including landscape, in the marine plan area.
- Policies that enable the marine plan authority to meet its statutory duty to keep under review the historic and archaeological characteristics of the marine plan area.
- Policies on increasing the contribution of historic environment to economic growth through e.g. coastal and marine-related tourism.
- Policies on increasing the social contribution of the historic environment, including encouraging public access and engagement, and sustaining enjoyable and successful places in which to live and work.
- Policies on relationship between historic environment and other environmental concerns, including their protection and management (e.g. MCZs).
- Policies on early engagement with the Government's advisers on the historic environment and with Local Government Archaeological Officers (in order to achieve integration between marine and terrestrial planning).
- Policies with respect to public authority authorisation and enforcement decisions affecting the historic environment.
- Policies on World Heritage Sites within or bordering the marine plan area.
- Policies on conserving heritage assets, and on avoiding or mitigating harm or loss of significance of heritage assets.
- Policies on designated heritage assets.
- Policies on undesignated heritage assets.
- Policies on as-yet undiscovered heritage assets.
- Policies on information about the historic environment and significance of heritage assets to be provided by applicants, encompassing a) desk-based assessment; and b) field evaluation.
- Policies on measures for mitigating actions to record and advance understanding of the significance of heritage assets that are to be harmed or lost.
- Policies on making information about the historic environment publicly-available, including information gathered as part of the plan-making process, information submitted by applicants, and information that has arisen when heritage assets have been harmed or lost.

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