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CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.

Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril

MISSION REPORT / RAPPORT DE MISSION

City of Bath (United Kingdom) (C 428) / Ville de Bath (Royaume Uni) (C 428)

5-7 November 2008 / 5-7 novembre 2008

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**REACTIVE MONITORING MISSION TO THE WORLD HERITAGE PROPERTY OF
THE CITY OF BATH (UNITED KINGDOM)**

5 - 7 November 2008

MISSION REPORT



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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Following the concerns expressed by the World Heritage Committee (Decision **32 COM 7B.116**), the aim of the mission was to assess whether the two major development projects of the City of Bath (Dyson Academy and Bath Western Riverside) were respectful of the property's Outstanding Universal Value and integrity, and to assess the overall state of conservation of the property.

The mission met with a high number of stakeholders, at the most senior level, including professional heritage entities, urban managers from the B&NES Council, developers, civil society groups, etc... All underlined the importance of understanding the dynamic relationship between the City, its history and its evolution. All made a very strong case for the development of the City of Bath within the framework of the "Vision" for Bath in 2020 and the crucial need for housing.

The mission was also able to do a number of site visits within and around the City of Bath to assess the views to and from the property, and consider the potential visual impact of the projects on its Outstanding Universal Value and integrity.

In light of the above assessment, the mission concluded that the realization of the first phase of the Western Riverside project will not have a negative impact on the Outstanding Universal Value and integrity of the City of Bath.

The mission however recommends that consideration be given to adapting the second and third phases in terms of a re-division of mass and heights of the buildings by an international architectural competition, which could give a new impact to the appearance of the project.

The mission team also emphasized the necessity for the first phase to already cover the infrastructural needs, such as kindergarten, meeting and multifunctional rooms for the inhabitants, etc. In any case, architectural quality has been secured, not only in relation to the buildings and their details, but also in terms of public spaces and green zones.

The Dyson Academy project had officially already been withdrawn before the start of mission.

In terms of general conservation of the property, the mission reminds the State Party to respect Paragraph 172 of the *Operational Guidelines* and to inform the World Heritage Committee of any development projects foreseen to take place within the World Heritage property, and of the cumulative adverse impact of smaller-scale projects on the property's Universal Value and integrity.

1. BACKGROUND TO THE MISSION

1.1 Inscription history

The City of Bath was inscribed on the World Heritage List in 1987 at the 11th session (UNESCO Headquarters, 1987) of the World Heritage Committee (Document SC-87/CONF.005/9).

1.2 Inscription criteria and World Heritage value

The following *Statement of Significance* for the City of Bath was adopted by the World Heritage Committee at its 32nd session (Quebec City, 2008) (Decision **32 COM 8B.97**):

The Roman remains, especially the Temple of Sulis Minerva and the baths complex (based around the hot springs at the heart of the Roman city of Aquae Sulis, which have remained at the heart of the City's development ever since) are amongst the most famous and important Roman remains north of the Alps, and marked the beginning of Bath's history as a spa town.

The Georgian city reflects the ambitions of John Wood Senior, Ralph Allen and Richard 'Beau' Nash to make Bath into one of the most beautiful cities in Europe, with architecture and landscape combined harmoniously for the enjoyment of the spa town's cure takers.

The Neo-classical style of the public buildings (such as the Assembly Rooms and the Pump Room) harmonises with the grandiose proportions of the monumental ensembles (such as Queen Square, Circus, and Royal Crescent) and collectively reflects the ambitions, particularly social, of the spa city in the 18th century.

The individual Georgian buildings reflect the profound influence of Palladio, and their collective scale, style, and the organisation of the spaces between buildings epitomises the success of architects such as the John Woods, Robert Adam, Thomas Baldwin, and John Palmer in transposing Palladio's ideas to the scale of a complete city, situated in a hollow in the hills and built to a Picturesque landscape aestheticism creating a strong garden city feel, more akin to the 19th century garden cities than the 17th century Renaissance cities.

Criterion (i): Bath's grandiose Neo-classical Palladian crescents, terraces, and squares spread out over the surrounding hills and set in its green valley are a demonstration par excellence of the integration of architecture, urban design, and landscape setting, and the deliberate creation of a beautiful city. Not only are individual buildings such as the Assembly Rooms and Pump Room of great distinction, they are part of the larger overall city landscape that evolved over a century in a harmonious and logical way, drawing together public and private buildings and spaces in a way that reflects the precepts of Palladio tempered with picturesque aestheticism.

Bath's quality of architecture and urban design, its visual homogeneity and its beauty is largely testament to the skill and creativity of the architects and visionaries of the 18th and 19th centuries who applied and developed Palladianism in response to the specific opportunities offered by the spa town and its physical environment and natural resources (in particular the hot springs and the local Bath Oolitic limestone). Three men – architect John Wood Senior, entrepreneur and quarry owner Ralph Allen, and celebrated social shaper and Master of Ceremonies Richard "Beau" Nash – together provided the impetus to start this social, economic, and physical rebirth, resulting in a city that played host to the social, political, and cultural leaders of the day. That the architects who followed were working over the course of a century, with no master plan or single patron, did not prevent them from contriving to relate each individual development to those around it and to the wider landscape, creating a city that is harmonious and logical, in concord with its natural environment and extremely beautiful.

Criterion (ii): Bath exemplifies the 18th century move away from the inward-looking uniform street layouts of Renaissance cities that dominated through the 15th–17th centuries, towards the idea of planting buildings and cities in the landscape to achieve picturesque views and forms, which could be seen echoed around Europe, particularly in the 19th century. This unifying of nature and city, seen throughout Bath, is perhaps best demonstrated in the Royal Crescent (John Wood Younger) and Lansdown Crescent (John Palmer). Bath's urban and landscape spaces are created by the buildings that enclose them, providing a series of interlinked spaces that flow organically, and that visually (and at times physically) draw in the green surrounding countryside to create a distinctive garden city feel, looking forward to the principles of garden cities developed by the 19th century town planners.

Criterion (iv): Bath reflects two great eras in human history: Roman and Georgian. The Roman Baths and temple complex, together with the remains of the city of Aquae Sulis that grew up around them, make a significant contribution to the understanding and appreciation of Roman social and religious society. The 18th century redevelopment is a unique combination of outstanding urban architecture, spatial arrangement, and social history. Bath exemplifies the main themes of the 18th century neoclassical city; the monumentalisation of ordinary houses, the integration of landscape and town, and the creation and interlinking of urban spaces, designed and developed as a response to the growing popularity of Bath as a society and spa destination and to provide an appropriate picturesque setting and facilities for the cure takers and social visitors. Although Bath gained greatest importance in Roman and Georgian times, the city nevertheless reflects continuous development over two millennia with the spectacular medieval Abbey Church sat beside the Roman temple and baths, in the heart of the 18th century and modern city.

Summing up at first the values of the property, it has to be underlined that the World, Heritage property of Bath is a very complex one due to several facts:

- a) The large size: Bath is a city of over 80.000 inhabitants. There are 4.900 classified or listed monuments.
- b) The phases of History (18th and 19th centuries) on one side with the world-wide known monumental Neo-classical Palladian architecture embedded, on the other side, in the simple housing-architecture of this time.
- c) The importance of the overall topography and landscape, the historic centre, but also Prior Park, 1.5 km from centre.

1.3 Authenticity / Integrity issues raised in the ICOMOS evaluation report at time of inscription

Bath has a reputation of being a beautiful city, with outstanding architectural features which, together with its history, beauty, parks and garden, make it a very attractive city. Bath has been popular for centuries and has always attracted people from the art, literature, science and politics who have contributed to the enrichment of the city's development.

In Bath, the landscape and the city are intimately linked, and even though numerous buildings are not of Outstanding Universal value themselves, they highly contribute to the "sense" and character of the city of Bath, also attached to the Hot Springs which plays an important role in the city's character.

However, the size and topography of the City of Bath World Heritage property encompass much more than the city boundaries; which is a real challenge to any developments of a living city. Indeed, the organization of Bath's urban and landscape spaces is in such a way that views are

always harmonious with a well-preserved picturesque background, which plays a vital role. Any development project has therefore to be fully integrated in the city's strong visual coherence and its wider setting and has to preserve the views to and from the World Heritage property.

1.4 Examination of the state of conservation by the World Heritage Committee

Since the inscription of the property on the World Heritage List, the World Heritage Committee has been examining its state of conservation, for the first time, at its 32nd session (Quebec City, 2008) - Decision **32 COM 7B.116**.

1.5 Justification of the mission (terms of reference, itinerary, programme and composition of mission team provided in annexes 1, 2 and 3)

In the past few years, proposals have been put forward for the large scale re-development of an extensive flat area alongside the river, in the centre of the World Heritage property. This area is known as "Bath Western Riverside". The area is in the bowl of the valley and thus can be seen from higher parts of the city.

The proposals, to develop the area with a dominant cluster of large blocks of some 2,000 flats rising to six stories high and with three taller buildings, one anticipated to be nine storey high and two of eight-storey, next to the river, have met with considerable opposition from many conservation organizations and residents for the negative impact the development could have on views from crescents and terraces and on the overall visual and planning coherence of the property in its landscape setting. The area in question was open grassland until the end of the 19th and early 20th centuries when it was used for gas generation and other small-scale industries. In spite of many objections to the proposed development, initially including English Heritage, B&NES Council have indicated its intention to approve the proposal. In January 2008, the relevant Minister decided not to hold a Public Inquiry.

In February 2008, the B&NES Council also indicated its intention to approve another large-scale project alongside the river, contrary to strong recommendations from its own officers. This was for a new school (the Dyson Academy) and would involve the demolition of a listed building and the construction of buildings with prominent glass facades that could be highly visible when illuminated.

The State Party, in its report dated 18 February 2008, reiterated the significance of Bath for its Georgian architecture, planning and overall landscape qualities and acknowledged that the Bath Western Riverside site was highly visible from the river and hills surrounding Bath. However, the authorities considered that the 35 hectares development project was necessary to provide a new 21st century residential area.

Although there is general support for the continuing evolution of Bath, there is concern that the current proposals do not respect the Outstanding Universal Value of the property, manifest across the city in its built form and landscape setting.

At its 32nd session (Quebec City, 2008), the World Heritage Committee decided that both schemes should be considered by a joint World Heritage Centre / ICOMOS reactive monitoring mission before final approval is given by the responsible authorities (Decision **32 COM 7B.116**).

2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

2.1 National legislation and policy

Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment are laid out in the Planning Policy Guidance 15 (PPG 15) on Planning and the Historic Environment. It explains the role of the planning system in the protection of the historic environment and provides guidance to local authorities on its management, including listed buildings and conservation areas, in relation to the national planning system. However, a number of other PPG apply in terms of the protection of World Heritage properties (PPG 3 on housing, PPG 13 on transportation, PPG 16 on archaeology, PPG 21 on tourism ...).

For the time being, no additional statutory controls follow from the inscription of a site on the World Heritage List although, in accordance with the Guidance, the outstanding international importance of a World Heritage property as a key material consideration must be taken into account by local planning authorities in determining planning and listed building consent applications.

Local authorities should also formulate specific planning policies for protecting these properties and include these policies in their development plans.

Another element of the national planning framework is the Regional Spatial Strategy (RSS) for the South-West region, containing a number of key objectives and recognizes that in Bath, a balance needs to be struck between preserving and enhancing the City's unique architectural, historic and landscape quality and encouraging and accommodating sustainable development.

The Bath and North East Somerset Council has produced a number of strategic documents that are of relevance to the management of the City's historic environment.

Bath's current Local Plan, in force since 1996, and the B&NES Local Plan Deposit Draft (2003) which will replace it, both contain policies specifically to protect the World Heritage property.

In April 2008, the Government published in draft a Heritage Protection Bill for England and Wales. This sets out the legislative framework for a unified and simpler heritage protection system. The Bill reflects Government policy as expressed in White Paper, *Heritage Protection for the 21st Century* (March 2007) which embraces three key principles: a unified approach to the historic environment, greater opportunities for inclusion and involvement (incl. public involvement in decision making) and putting the historic environment at the heart of an effective planning system. The Heritage Protection Bill underwent pre-legislative scrutiny by a Select Committee in July 2008 and the Government published its response to the Committee's findings in October 2008. The Heritage Protection Bill will now be introduced to Parliament at the earliest opportunity.

The City of Bath World Heritage property includes a number of national designations (both statutory and non-statutory), amongst other:

- ✓ One Conservation area covering two thirds of the city
- ✓ 4,980 Listed buildings and 5 Scheduled monuments
- ✓ One area of recognized archaeological potential covering most of the city centre
- ✓ Bath & Bristol Green Belt, surrounding the city on all sides
- ✓ Cotswolds Area of outstanding natural beauty, surrounding the city on its north, east and south sides
- ✓ 9 entries in English Heritage's Register of Historic Parks and Gardens
- ✓ 23 Local Parks and Gardens of Historic Interest, protected in 2002 Draft Local Plan

- ✓ Approximately 100 wildlife areas protected in the Local Plan
- ✓ 16 geological sites protected in the Local Plan
- ✓ etc....

2.2 Institutional framework

The United Kingdom (UK) ratified the World Heritage Convention in May 1984. The Department for Culture, Media and Sport (DCMS) is responsible for the UK's general compliance with the Convention, and for nominating sites in England.

Responsibility for conservation of World Heritage rests with the regional governments and concerned Council.

2.3 Management structure

There is no specific body that manages, oversees or advises on the World Heritage property as an individual entity. However, the B&NES Council is generally accepted as the steward of the property, and has most control over its protection. The **World Heritage Manager** is employed on a permanent basis by the B&NES Council's Planning Services.

In order to manage the property, several independent groups or committees have been established:

- **Bath World Heritage Site Steering Committee**, set up in 2000, composed of representatives of the following organizations, departments and/or agencies: Department for Culture, Media and Sport, Bath & North East Somerset Council, English Heritage, ICOMOS-UK, the National Trust, Bath Federation of Residents Association, Bath Chamber of Commerce, Bath Preservation Trust, Bath Society, University of Bath, Cotswolds Conservation Board, Somer Housing Group, Bath Tourism Plus, Bath Charter Trustees, ALCA, Avon and Somerset Constabulary, ... This Committee is due to meet twice a year, with a view to oversee the implementation of the Management Plan.
- **Stakeholder Group**, composed of over a hundred local organizations and groups with interest in heritage, tourism, transport, education, etc...
- **Urban Regeneration Panel**, composed of high-level national and international experts in the field of heritage, architecture, planning, education, etc... was set up by the B&NES Council as an adviser to guide and challenge the proposals for the future development of the city.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

3.1 Management effectiveness

After visiting the City of Bath World Heritage property, its surroundings and after meeting with most of the stakeholders involved in the management of the property, the mission notes that the property is very well managed, today, even when in the past, the Council has been short of professional staff. But the Council has recognized the need of a permanent coordinator who was installed recently. Today, there is an excellent staffing level and - as far as possible, with a staffing level and financial resources suitable for the proper implementation of the Management Plan and all the objectives set out.

The mission is of the view that the Management Plan is implemented through a rather consultative process with the local community and other stakeholders, although this consultative process could be strengthened by a reinforced communication. So the mission recommends giving, in the future, more importance to the consultative process and above all, to start this process in much earlier stage.

All major buildings and components having motivated the inscription of the property on the World Heritage List (Roman Baths, Royal Crescent, Circus, Lansdown Crescent, gardens, parks, public spaces, etc...) are in a very good state of conservation and closely monitored, so is the landscape surrounding the City of Bath. Indeed, until 10 years ago, Bath has benefited from a 50-year historic building repair programme, respectful of the property's integrity and authenticity, and funded by both the central and local governments.

Efforts are being put into place by the B&NES to prevent any further pollution to the property such as atmospheric pollution due to intense traffic in the City, visual pollution due to numerous street posts and signs, sonor pollution through commercial spaces in the various historic location of the City (pubs, restaurants, etc...).

3.2 Nature and extent of threats to the property, taking into consideration the cultural values for which the property was inscribed and specific issues outlined by the World Heritage Committee

THE BATH WESTERN RIVERSIDE PROJECT (BWR)

The BWR area is a former – today vast – industrial plant; the gasworks situated here are still working but, as the mission was informed, will close during the next few years. The area is situated directly on the western bank of the Avon river, close to the historical centre. Only a small industrial building and an iron bridge are of (local) interest for listing as graded buildings – both buildings will be included in the project. Hence the area is an ideal location for a more or less inner-town development in connection with the preservation of historical Bath. In the given context the development could even become a sign of the inter-disciplinarity between old and new and could especially attract young families.

The scheme proposed will provide office, residential, retail, and leisure accommodation together with extensive infrastructure improvements. It will be dominated by a major new residential quarter providing some 2,000 new private, affordable and mixed tenure dwellings (apartments and houses).

The project under discussion has a relatively high density. It is divided into three phases, with only the realization of the first phase, which includes about 300 dwelling-units, being secured. According to the need for residential units in Bath, the mission recommends that the realization of this first phase should not be stopped. From the standpoint of World Heritage, the realization of this first step will not have a negative impact on the Outstanding Universal Value and integrity of Bath. The mission team wishes to emphasize here the necessity for the first phase to already cover the infrastructural needs, such as kindergarten, meeting and multifunctional rooms for the inhabitants, etc.

To explain why this first phase will not have adverse impact on the the Outstanding Universal Value and integrity of Bath one has to repeat firstly that the area is just the right place to integrate this new town quarter. A town quarter needs an urban density which corresponds to the planned density of the first realization-step. The height of the planned buildings is acceptable, last but not least two of the three 9 storey-buildings have been reduced to 8 storey-buildings in the first step, and one can find similar heights in the historic quarters of Bath. The acceptance of heights and masses can be understood if account is taken of the fact that the existing gasometers will be demolished more or less during, or soon after, the completion of the first phase. The new buildings will have not more impact than the existing volume of the gasometers.

Furthermore, the new streets planned will be respectful of the urban design in place and will not block views. This project also plans to give the Avon river back its role in the city's life in promoting boat-commuting between the BWR and the city centre; development of the banks for entertainment purposes, etc... and will contribute towards the "New Vision for Bath".

The mission recommends that consideration be given to adapting the second and third phases in terms of a re-division of mass and heights of the buildings by an international architectural competition, which could give a new impact to the appearance of the project.

In any case, architectural quality has to be ensured, not only in relation to the buildings and their details, but also in terms of public spaces and green zones. By addressing ecological and social demands and considering the need to respect the integrity of the place, the goal is to achieve a sustainable architecture, by creating contemporary architecture in the same quality as the historic one. Quality planning and realization should also be controlled by the B&NES Council.

THE DYSON-ACADEMY-PROJECT

The Dyson Academy Project had officially already been withdrawn before the start of mission.

However, even though the project is no longer under discussion, the mission team would like to state that this project would have retained *de facto* only the street-side main façade of the listed building. Even on this façade, all windows would have been extended to the ground to create doors, and the façade itself would have been partly built over by new architecture. As a result of this project, only a very minor part – nothing more than a relict – of the listed monument would have been preserved (and changed), the biggest part demolished.

Even though the project as a whole might be of interesting new quality architecture, the project could have not been accepted from the standpoint of the listed monument preservation and would have needed to be rejected.

OTHER PROJECTS

Since the inscription of the property on the World Heritage List, there has been a number of developments within the boundaries of the World Heritage property, some past, some still ongoing:

- Renovation of the "Thermae Bath Spa" (composed of five historic buildings to host two of the three hot springs of the city and one contemporary building). The renovation project started in 1997 and the New Royal Bath re-opened to the public in August 2006. The architectural parti-pris is definitely contemporary, with a glass façade which elegantly reflects the adjacent Georgian buildings without any adverse impact on the Outstanding Universal Value and integrity of the property..
- Southgate Shopping Centre: demolition of the 1970s shopping centre to build a new facility, including shops, restaurants, housing units and an underground car park. It is regrettable that the new shopping centre was built using a "pastiche" architectural style. However, this architectural parti-pris did not meet any opposition from any of the organizations or groups interested in the preservation of Bath's rich heritage. It should be noted, and seen as a possibility to integrate contemporary architecture in a historic ensemble, that, with a view to respect the integrity of the place, the local Bath Oolitic limestone used in the 18th century was used to cover the façades of this new ensemble. But it is not a solution - as realized in this example – to copy or create more or less historic façades with several historic details which have never existed. It seems necessary to state that "pastiche architecture" does not constitute an appropriate mean of structural intervention.

- Holburne Museum: built in the 18th century, the Holburne Museum was in need to extend its ground surface for exhibition and storage purposes, necessary for its viability. A project was developed in a modern architecture style (by Eric Parry - architect). The extension, though having motivated a number of protests due to its potential impact on the Outstanding Universal Value of the property, would only be visible from the Museum's garden, enclosed in tall trees and would therefore not impact adversely.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 Review whether the values, on the basis of which the property was inscribed on the World Heritage List, and the conditions of integrity are being maintained

During its visit to the property, the mission team has not noticed any loss or alteration of the Outstanding Universal Value for which the property was inscribed on the World Heritage List.

In terms of general conservation of the property, the State Party should keep in mind that not only large-scale development projects, such as the Bath Western Riverside, could adversely impact on the property's Outstanding Universal Value and integrity; but also the cumulative effect of various smaller-scale projects.

4.2 Review any follow-up measures to the decisions of the World Heritage Committee

In addition to the state of conservation report to the World Heritage Committee at its 33rd session in June 2009 (Seville, 2009), it would be necessary to complete the Statement of Significance adopted by the World Heritage Committee at its 32nd session (Quebec City, 2008) with the conditions of authenticity and integrity as well as management.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conservation and integrity of the property

The mission regrets the way the Southgate Shopping Centre development was undertaken and its "pastiche" architectural style, and recommends that, in the future, this style be abandoned and integrated contemporary architecture be privileged for any development within the World Heritage property.

The mission feels that the State Party should reinforce protection of the views to and from the City of Bath and of the attributes bearing the Outstanding Universal Value. A clear mapping of these important views to be protected is necessary, as well as how those views will be protected from future developments. The State Party should be encouraged to develop general methodologies for assessing the impact of development on views from and to World Heritage properties, which may become a basis for further discussion on criteria for visual impact assessments, including a national policy regarding "tall buildings".

With regard to the protection of the property, the mission recommends that the State Party act on the reinforced protection of the surrounding landscape to prevent any future developments which could have adverse and cumulative impact on the Outstanding Universal Value of the property

5.2 Management of the property

The mission recommends that the State Party be requested to submit, by 1 February 2010, the draft revised Management Plan to the World Heritage Centre and ICOMOS for review before its final adoption, including an integrated and comprehensive Tourism Management Plan, an

integrated Public Realm and Movement Strategy, respecting both the authenticity and integrity of the property, and an integrated Traffic Control Plan.

The mission is satisfied that the issues of visual pollution due to street signage and damaged pavement will be addressed in the Public Realm and Movement Strategy, and that the issue of atmospheric pollution due to high traffic will be addressed in the Traffic Control Plan.

The mission would also like to remind the State Party that, in conformity with Paragraph 172 of the *Operational Guidelines*, it is requested to inform the World Heritage Committee of any new development projects within the City of Bath World Heritage property and the immediate surrounding landscape (such as potential Rugby field, ...).

Lastly, the mission feels that constructive communication and debate between the B&NES Council and the local community is beneficial to the management of the property and its good state of conservation, and that more frequent meetings with all stakeholders, and/or of the Steering committee, on development projects should be envisaged so as to reinforce the consultative process.

5.3 Presentation of the property

With regards to the interpretation of the World Heritage property, the mission recommends that the State Party embarks on a reinforced, integrated and homogenous interpretation for all the attributes bearing the Outstanding Universal Value (Roman baths, Circus, Royal Crescent, etc...). The mission also strongly feels that an interpretation centre for this very rich and complex World Heritage property is much needed. The reason why the City was inscribed on the World Heritage List are rarely explained; and the World Heritage emblem rarely promoted.

The City of Bath's rich Museum environment should be used, either through permanent or temporary exhibitions, through outreach programmes to schools (similar to the new Education room at the Roman Baths Museum), to interpret, promote the City's status and raise awareness on its Outstanding Universal value and the need to respect and protect it.

The mission also feels like the B&NES Council should make sure all City tour guides are perfectly knowledgeable on the Outstanding Universal value of the property, on its specificity of being a living city. On-street multilingual information points should also be promoted.

5.4 Bath Western Riverside project

For the first phase of the Bath Western Riverside project, the mission recommends that the State Party submits to the World Heritage Centre and ICOMOS, for review, a revised plan showing that all necessary social facilities have been included in this first Phase (school, kindergarten, meeting rooms, etc...).

For the second and third phases of the Bath Western Riverside project, the mission recommends that the State Party submits to the World Heritage Centre and ICOMOS, for review, a time-bound revised plan, including reduced density and volume of the ensemble, so as not to impact on the Outstanding Universal Value of the property, its integrity and on important views to and from the property, and so as not to add a new barrier within the Northern and Southern parts of the City (as it currently is in the proposal the mission reviewed). The development of those two phases should be submitted to an international architectural competition.

As a general comment, the B&NES Council should be encouraged to adopt clear guidelines regarding the use of any location in the flood plains and along the river banks in Bath (such as the Recreational ground, the Newark works area, South quays, etc..) so as to prevent any

development which could have cumulative adverse impact on the property's Outstanding Universal value and integrity.

6. ANNEXES

Terms of Reference for the reactive monitoring mission to the World Heritage property of the City of Bath (United Kingdom)

1. As requested by the World Heritage Committee at its 32nd session (Quebec City, 2008), carry out a joint UNESCO / ICOMOS reactive monitoring mission in accordance with Decision **32 COM 7B.116**;
2. Review the overall situation of the **City of Bath** with regard to the state of conservation of the site in its widest urban context, its integrity and authenticity, and how current construction projects may affect the Outstanding Universal Value of the property;
3. Discuss with national and local authorities how any construction plans affect the Outstanding Universal Value of the site; and more specifically new developments around the property;
4. Discuss with relevant authorities, local institutions, organizations and other stakeholders the protection of the historic urban landscape and its visual integrity and in particular the possible impact of the Bath Western Riverside development as well as the Dyson Academy and other projects on the Outstanding Universal Value, integrity and authenticity of the property;
5. Consider policies to protect the World Heritage property, its environment and views, and their effective implementation and discuss opportunities for enhanced conservation and management;
6. Prepare a detailed report by **15 December 2008** for review by the World Heritage Committee at its 33rd session (Seville 2009) considering the Operational Guidelines, as well as the recent Statement of Significance (Decision **32 COM 8B. 97**), the desired state of conservation, and timeframes for any corrective action which may be required, and submit the report to the World Heritage Centre in electronic form (not exceeding 10 pages) including recommendations

Itinerary and programme

Wednesday 5 November (Kingston Room, Roman Baths)		
9:00	Welcome – opening address	Cllr Francine Haeberling, Leader: Bath and North East Somerset Council
9:15	Welcome	John Everitt
9:30	Outline of programme	Chair – David Lawrence
9:45	Brief History of the City of Bath (incl 10 minutes of question time)	Stephen Bird
10:30	City of Bath World Heritage Site – Inscription Outstanding Universal Values (including iconic buildings) Boundary (including setting and buffer zone) Management Measures Heritage Protection Bill – recent circulars etc Management Plan and associated studies – Management Plan Vision- listed buildings – achievements-setting work/buffer zone UNESCO Committee Decision (why we are here)? (incl 10 minutes of question time)	Tony Crouch Christopher Young
11:15	Coffee	
11:30	UK Context – National Heritage Management Overview of English Planning System & World Heritage protection Recent legislation and guidance Review of advice to UNESCO WH Committee Democratic process (incl 10 minutes of question time)	Peter Marsden, DCMS
12:00	English Heritage – National/Regional Constructive conservation	Christopher Young Isla McNeal Chris Smith Andrew Vines
12:30	Buffet lunch	
13:30	Bath Economic context Previous studies and economics as a driver for conservation Perceptions of affluence Evidence based (Ernst & Young study) Setting the scene for vision	John Betty
14:00	Walking/coach tour around Bath, focusing on the Georgian architecture and planning, one of the key outstanding universal values of the World Heritage Site. Coach tour to City environs, enabling an understanding of the landscape setting (another universal value), outlying developments such as the University, GW railway, familiarisation with the City's history, context, geography, economy and challenges. Tea break/comfort stop en route. Beckford's Tower?	Tony Crouch Stephen Bird Rhodri Samuel David Lawrence Geoff Webber
17:00	Trip to Bath Spa	Peter Rollins

Thursday 6 November (Kingston Room, Roman Baths)		
9:00	Programme for the day	Chair – David Lawrence
9:10	Regional context- GoSW RSS (incl 10 minutes of question time)	Hilary Neal David Crook
9:40	Local Planning policy LDF Growth Agenda/urban extension Community engagement Including environmental threats to World Heritage (flooding) Listed Building/planning control (incl 10 minutes of question time)	Simon DeBeer Richard Daone
10:10	Vision for Bath Public Realm & Movement Strategy	Rhodri Samuel
10:40	Coffee	
11:00	Bath Transport Package (incl 10 minutes of question time)	Peter Dawson
11:30	Briefing on BWR and Dyson Sites: Including background, context, rationale, design process, flooding issues, EH input, etc.	Geoff Webber Rhodri Samuel Chris Smith Les Sparkes
12:00	Lunch. Buffet lunch to be provided.	
12:45	Site visit and briefings on BWR and Dyson Sites Coach to site	Geoff Webber Rhodri Samuel
15:00	Tea with the Mayor of Bath, Cllr Crossley; Cllr Curran, Cllr Darracott	Cllr Tim Ball Guildhall
15:30	Return to Kingston Rooms. Other major applications (including future developments) Bath Spa Southgate Combe Down Stone Mines Guildhall Roman Baths Holburne	Rhodri Samuel John Betty Mary Stacey Stephen Bird Geoff Webber
19:00	Drinks in the Kingston Room	
19:30	Guided visit to the Roman Baths with expert interpretation of the Roman archaeology, the third of the key outstanding universal values.	Stephen Clews Stephen Bird
20:30	Dinner on the Terrace	David Lawrence Cllr David Bellotti

Friday 7 November (Kingston Room)		
	Meeting with interested groups/parties (20 min slots)	Tony Crouch to facilitate
9:00 - 9:20	Bath Preservation Trust	
9:30 - 9:50	Springs Foundation	
10:00-10:20	Better Bath Forum	
10:30-10:50	Bath Society	
11:00	Coffee break - Visit of the Abbey Church	
11:30-11:50	ICOMOS-UK	
12:00-12:20	Bath Heritage Watchdog	
12:30 - 13:00	Lunch	
13:00 – 13:50	Crest Nicholson	
14:00	Overall state of conservation and achievements of WH Air Public Realm and movement strategy Visitor offer – Museum development & interpretation	Chair – David Lawrence Rhodri Samuel
15:00	Afternoon Tea in the Pump Rooms Reflective Session (private meeting)	Prof. Wehdorn R. Veillon
15:45	Wash up session – round table Opportunity to address any comments made by interested parties. Closing messages (including Don Foster MP)	Chair - David Lawrence Don Foster MP Cllr David Bellotti All
16:45	Formal close of session	
20:30	Mozart Festival	

Composition of mission team

ICOMOS: Prof. Manfred Wehdorn

UNESCO: Mr Richard Veillon

List of contributors

Don Foster – Member of UK Parliament

Peter Marsden – DCMS

Cllr Francine Haerberling – Leader of the Bath and North East Somerset (B&NES) Council

John Everitt – Chief Executive of the B&NES Council

Cllr David Bellotti – Chair of the B&NES Council

Cllr Tim Ball – Mayor of Bath

Cllr Gerry Curran Deputy Mayor of Bath

John Betty – Strategic Director Major Projects

Stephen Bird – Head of Heritage Services, B&NES Council

David Lawrence – Divisional Director Tourism Leisure and Culture, B&NES Council

Tony Crouch - World Heritage Manager, B&NES Council

Rhodri Samuel - Regeneration Manager, B&NES Council

Geoff Webber - Senior Professional - Major Developments, B&NES Council

Simon De Beer - Planning Policy Team Leader, B&NES Council

Peter Dawson - Group Manager, Planning Policy & Transport, B&NES Council

Mary Stacey – Combe Down Mines Project Officer, B&NES Council

Jo Stone – PA to Divisional Director Tourism Leisure and Culture, B&NES Council

Stephen Clews - Curator, B&NES Council

Peter Rollins – Marketing Director Thermae Bath Spa

Tony Crook – South West Government Office

Hilary Neal – South West Government Office

Les Sparks – Chair Urban Regeneration Panel

Christopher Young - English Heritage

Chris Smith OBE - English Heritage

Isla Macneal - English Heritage
David Stuart - English Heritage
Cllr Charles Gerrish Executive Member for Environment and Transport
Sir Richard Cormack – Urban Regeneration Panel
Cllr David Hawkins – Executive Member Major Projects
Cllr Malcolm Hanney – Executive Member Resources
Cllr Martin Veal – Chairman Overview & Scrutiny – Vice Chair Bath Tourism
Cllr Colin Darracott – Member of Overview & Scrutiny panel
Xa Sturgis – Chief Executive Holburne Museum
Caroline Kay - Bath Preservation Trust
Lord Raglan - Bath Society
Major Crombie – Bath Society
Tom Hassall - ICOMOS UK
Trevor Osborne – Gainsborough Hotel Developer
Deborah Aplin - Crest Nicholson Regeneration Ltd
Keith Bradley - Architect, Feilden Clegg Bradley
Christopher Pound - Crest Nicholson adviser
Margaret Marion Stewart - Springs Foundation
Jim Warren - Bath Heritage Watchdog
Jane and Henry Brown - Better Bath Forum

Decisions of the World Heritage Committee

Decision: 32 COM 8B.97

The World Heritage Committee,

1. Having examined Documents *WHC-08/32.COM/8B.Add* and *WHC-08/32.COM/INF.8B1.Add*,
2. Adopts the following Statement of Significance for the **City of Bath, United Kingdom**:

The Roman remains, especially the Temple of Sulis Minerva and the baths complex (based around the hot springs at the heart of the Roman city of Aquae Sulis, which have remained at the heart of the City's development ever since) are amongst the most famous and important Roman remains north of the Alps, and marked the beginning of Bath's history as a spa town.

The Georgian city reflects the ambitions of John Wood Senior, Ralph Allen and Richard 'Beau' Nash to make Bath into one of the most beautiful cities in Europe, with architecture and landscape combined harmoniously for the enjoyment of the spa town's cure takers.

The Neo-classical style of the public buildings (such as the Assembly Rooms and the Pump Room) harmonises with the grandiose proportions of the monumental ensembles (such as Queen Square, Circus, and Royal Crescent) and collectively reflects the ambitions, particularly social, of the spa city in the 18th century.

The individual Georgian buildings reflect the profound influence of Palladio, and their collective scale, style, and the organisation of the spaces between buildings epitomises the success of architects such as the John Woods, Robert Adam, Thomas Baldwin, and John Palmer in transposing Palladio's ideas to the scale of a complete city, situated in a hollow in the hills and built to a Picturesque landscape aestheticism creating a strong garden city feel, more akin to the 19th century garden cities than the 17th century Renaissance cities.

Criterion (i): Bath's grandiose Neo-classical Palladian crescents, terraces, and squares spread out over the surrounding hills and set in its green valley are a demonstration par excellence of the integration of architecture, urban design, and landscape setting, and the deliberate creation of a beautiful city. Not only are individual buildings such as the Assembly Rooms and Pump Room of great distinction, they are part of the larger overall city landscape that evolved over a century in a harmonious and logical way, drawing together public and private buildings and spaces in a way that reflects the precepts of Palladio tempered with picturesque aestheticism.

Bath's quality of architecture and urban design, its visual homogeneity and its beauty is largely testament to the skill and creativity of the architects and visionaries of the 18th and 19th centuries who applied and developed Palladianism in response to the specific opportunities offered by the spa town and its physical environment and natural resources (in particular the hot springs and the local Bath Oolitic limestone). Three men – architect John Wood Senior, entrepreneur and quarry owner Ralph Allen, and celebrated social shaper and Master of Ceremonies Richard "Beau" Nash – together provided the impetus to start this social, economic, and physical rebirth, resulting in a city that played host to the social, political, and cultural leaders of the day. That the architects who followed were working over the course of a century, with no master plan or single patron, did not prevent them from contriving to relate each individual development to those around it and to the wider

landscape, creating a city that is harmonious and logical, in concord with its natural environment and extremely beautiful.

Criterion (ii): Bath exemplifies the 18th century move away from the inward-looking uniform street layouts of Renaissance cities that dominated through the 15th–17th centuries, towards the idea of planting buildings and cities in the landscape to achieve picturesque views and forms, which could be seen echoed around Europe, particularly in the 19th century. This unifying of nature and city, seen throughout Bath, is perhaps best demonstrated in the Royal Crescent (John Wood Younger) and Lansdown Crescent (John Palmer). Bath's urban and landscape spaces are created by the buildings that enclose them, providing a series of interlinked spaces that flow organically, and that visually (and at times physically) draw in the green surrounding countryside to create a distinctive garden city feel, looking forward to the principles of garden cities developed by the 19th century town planners.

Criterion (iv): Bath reflects two great eras in human history: Roman and Georgian. The Roman Baths and temple complex, together with the remains of the city of Aquae Sulis that grew up around them, make a significant contribution to the understanding and appreciation of Roman social and religious society. The 18th century redevelopment is a unique combination of outstanding urban architecture, spatial arrangement, and social history. Bath exemplifies the main themes of the 18th century neoclassical city; the monumentalisation of ordinary houses, the integration of landscape and town, and the creation and interlinking of urban spaces, designed and developed as a response to the growing popularity of Bath as a society and spa destination and to provide an appropriate picturesque setting and facilities for the cure takers and social visitors. Although Bath gained greatest importance in Roman and Georgian times, the city nevertheless reflects continuous development over two millennia with the spectacular medieval Abbey Church sat beside the Roman temple and baths, in the heart of the 18th century and modern city.

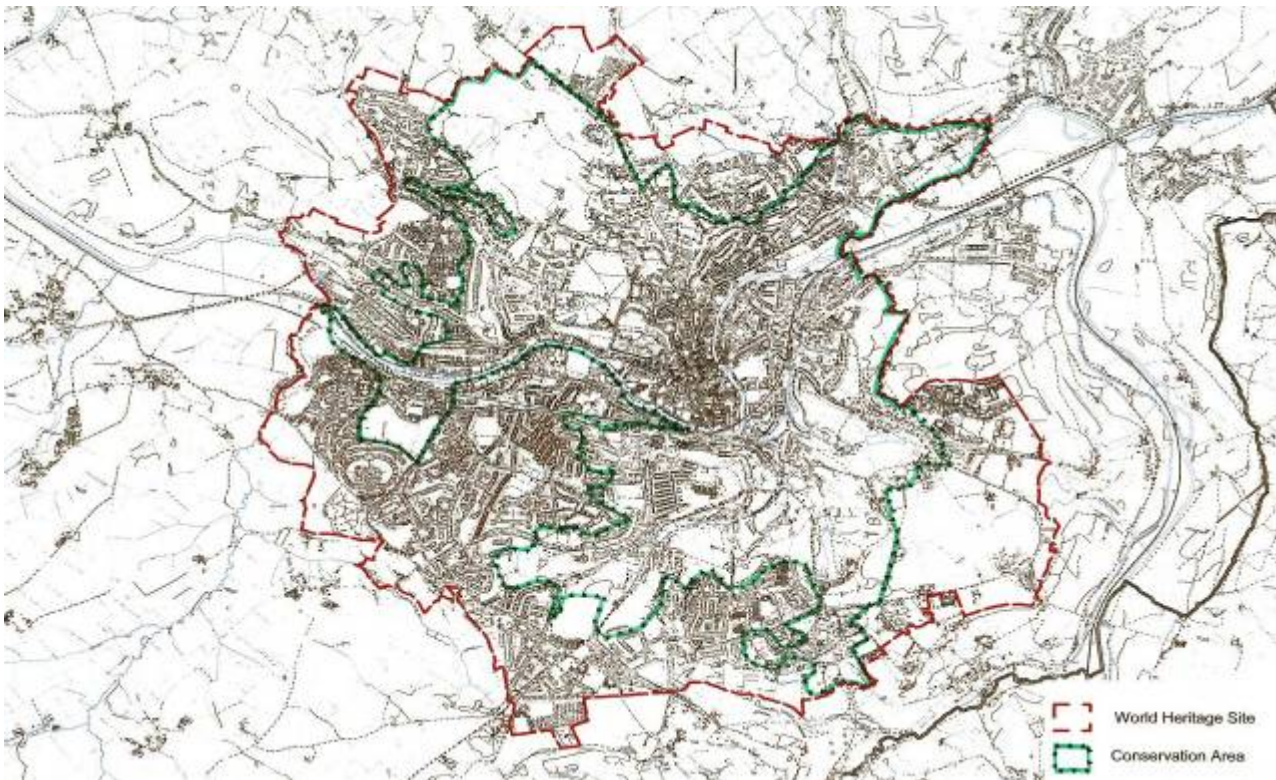
3. Recommends that assessment for statements of authenticity and integrity / statements of protection and management should be postponed to the 33rd session of the World Heritage Committee (2009) awaiting adoption of a methodology and an agreed format for Statements of Outstanding Universal Value for inscribed properties.

Decision: 32 COM 7B.116

The World Heritage Committee,

1. Having examined Document *WHC-08/32.COM/7B*,
2. Expresses its concern at the potential impact on the Outstanding Universal Value and integrity of the property of the proposed Bath Western Riverside and the Dyson Academy developments;
3. Requests the State Party to withhold final approval of the developments until the World Heritage Committee has had the opportunity to fully review these proposals;
4. Also requests the State Party to invite a joint World Heritage Centre / ICOMOS Reactive Monitoring mission to the property to consider its overall state of conservation and particularly the possible impact of the Bath Western Riverside development and the Dyson Academy on the Outstanding Universal Value and integrity of the property;
5. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a report on the state of conservation of the property, for examination by the World Heritage Committee at its 33rd session in 2009.

Maps and photographs



Boundaries of the property



Bath, aerial view
(© Google Earth)



The Roman Baths
(picture UNESCO World Heritage Centre/RV)



The City of Bath and its surroundings seen from the Abbey Church
(picture UNESCO World Heritage Centre/RV)



Development project for the Bath Western Riverside
(picture courtesy Crest Nicholson and B&NES Council)



Development project for the Bath Western Riverside
(picture UNESCO World Heritage Centre/RV)



View to the City of Bath before (top) and after (bottom) the Bath Western Riverside development (picture courtesy B&NES Council)



The Dyson Academy project (withdrawn)
(picture courtesy B&NES Council)



Visual pollution in the street of Bath
(picture courtesy B&NES Council)



Before restoration



After restoration



Views of the New Royal Bath - Thermae Bath Spa



View of the old Southgate shopping centre (left) and of the new on-going development (right)



View of the Holburne Museum (left) and of the proposed extension (right)