

**CABINET
9 OCTOBER 2018**

**BLAENAVON INDUSTRIAL LANDSCAPE WORLD HERITAGE SITE MANAGEMENT
PLAN (2018 - 2023)**

Report Submitted by: Rachel Jowitt, Chief Officer Neighbourhoods, Planning & Public Protection Service

Report Written by: Rebecca Hartley, Team Leader Economy, Renewal & Culture

1 Area Affected

1.1 Blaenavon World Heritage Site.

2 Purpose of Report

2.1 To seek Cabinet approval of the Blaenavon Industrial Landscape World Heritage Site Management Plan (2018-2023).

3 Key Messages

3.1 A new Management Plan for the Blaenavon Industrial Landscape World Heritage Site has been prepared for the period 2018-2023.

3.2 The new Plan seeks to continue to build upon the success that has already been achieved through the implementation of the previous two Management Plans over the last 18 years.

3.3 The Management Plan identifies an overall vision and key principles for the management of the World Heritage Site, together with short-, medium- and long-term objectives. These are supported by a suite of policies that seek to deliver the continued and effective protection, conservation, presentation and transmission of the Site's Outstanding Universal Value over the Plan period (2018-2023).

4 Background

4.1 The Blaenavon Industrial Landscape World Heritage Site is managed by the Blaenavon World Heritage Site Partnership within which Torfaen County Borough Council is the lead partner responsible for day to day management of the Site. Every World Heritage Site (WHS) is required to adhere to UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention (12th July 2017) which requires each WHS to have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value (OUV) of a property should be preserved, preferably through participatory means.

4.2 WHS Management Plans must be reviewed and renewed every five years and must set out actions for the effective protection, conservation and presentation of the Sites OUV for present generations as well as its transmission to future generations. The current Management Plan for the Site was approved in 2011 and is therefore due for renewal. This Plan superseded the first Management Plan approved upon inscription of the Site in 2000.

- 4.3 The current Plan has played a central role in managing the WHS and has been instrumental in informing and guiding, landscape management, planning decisions, education and interpretation projects, marketing initiatives and project development as well as supporting individual funding applications and work programmes. Welsh Government in its policy document “Managing Change in World Heritage Sites Wales” (May, 2017) recognises the Plan as an exemplar of best practise within the sector.
- 4.4 During the Plan period, the effective management of the WHS by the Blaenavon World Heritage Site Partnership has continued with positive cooperation between members and also effective working with key community and stakeholder groups. There has been notable success in implementing the Plan with the majority of projects and initiatives included within the Plan having been delivered.

5 Issues And Findings

- 5.1 A revised WHS Management Plan for the period 2018-2023 has been prepared and is attached at Appendix 2. The Plan seeks to build upon the success of both Management Plans implemented to date and ensure that the OUV of the WHS continues to be managed for the benefit of present and future generations.
- 5.2 The Plan identifies an overall vision and key principles for the management of the WHS, together with short-, medium- and long-term objectives. These are supported by a suite of policies that seek to deliver the continued and effective protection, conservation, presentation and transmission of the Site’s OUV over the Plan period (2018-2023) identified under the following four themes:
1. Governance and Management of the World Heritage Site
 2. Caring for the Blaenavon Industrial Landscape
 3. Exploring and Enjoying the Blaenavon Industrial Landscape
 4. Learning and Community Engagement in World Heritage
- 5.3 Specific actions for projects and activities to be explored and delivered by all partners over the Plan period are identified for each theme, together with likely phasing and possible sources of funding. The Well-being of Future Generations (Wales) Act 2015 has been embedded into the Plan providing the opportunity to set in place policies and actions that recognise the present and future needs of Blaenavon to ensure its future as a thriving, balanced and sustainable community. The Plans contribution to the Well-being Goals for both the Torfaen and Monmouthshire Public Service Board’s is clearly identified.
- 5.4 Overall, the Plan aims to ensure that the policies and actions for management of the Site’s heritage contribute to economic, social, environmental and cultural well-being and sustainable development goals. It demonstrates that heritage protection and heritage-led regeneration are complementary in helping to create a thriving, balanced and sustainable future for Blaenavon and the wider WHS..
- 5.5 It should be noted that the Plan itself covers the full extent of the World Heritage Site including those areas falling within the administrative boundaries of Monmouthshire County Council and the Brecon Beacons National Park Authority. These organisations have been fully involved in the preparation of the Plan and

are pursuing its formal approval within their own organisations.

- 5.6 It is intended that the Plan will be formally endorsed and launched at a Board Meeting of the Blaenavon WHS Partnership in the Autumn of 2018.

6 Consultation

- 6.1 The revised Management Plan (2018- 2023) has been the subject of extensive consultation. Ahead of preparing a Consultation Draft, a series of scene setting meetings were convened with the Council's Strategic Engagement Group, Blaenavon Town Council, the Blaenavon WHS Partnership Board, Steering Group and thematic Working Groups. Two public consultation events were also convened at Blaenavon Workmens Hall and Llanfoist Village Hall. Information and comments received as part of this process was utilised to inform and prepare sections of the revised draft Plan ahead of wider public consultation.

- 6.2 A six week public consultation exercise on the draft Plan subsequently took place from 12th April – 24th May 2018. Internal Council Departments were also be consulted over the same time period. Partner organisations co-ordinated consultation within their own organisations through their own networks.

- 6.3 Consultation documents publicised and made available on line at: <https://getinvolved.torfaen.gov.uk/>. Paper reference copies of the consultation documents were made available for inspection at the Council's Ty Blaen Torfaen Office, Blaenavon World Heritage Centre and the Civic Centre, Pontypool. A copy was also made available in the Members Room at the Civic Centre. In addition, a public exhibition took place at Blaenavon World Heritage Centre on Tuesday 24th April and at Llanfoist Village Hall on 26th April 2018 to allow everyone with an interest in the proposals the opportunity to give their views and discuss with Council Officers. A Members Seminar also took place on 11th June 2018 which provided Members with the opportunity to understand the Council's lead role in managing the WHS and also how the new Management Plan will assist in managing the sites OUV over the Plan period.

- 6.4 The Executive Member for Business, Tourism, Leisure and Culture and each of the Blaenavon Ward members have been consulted throughout the process and are supportive of the revised Plan.

- 6.5 No internal departmental comments have been received. 10 comments have been received as a result of the public consultation exercise. Cadw, Historic England (the UK Governments lead for World Heritage matters) and ICOMOS UK have also provided comments. The Plan has been amended accordingly where required. A copy of these comments and responses is available on request.

7 Financial Implications

- 7.1 There are no direct financial implications to the Council from this proposal. The Plan sets out a matrix of projects to be delivered by all partners within the Plan period. Some projects are already underway with all funding secured. Other projects are aspirational and funding will be sought by individual partners from relevant external funding bodies during the Plan period as opportunities and resources arise.

8 Well-being Assessment

8.1 Please refer to Appendix 1 for detail.

9 Risks

9.1 Retention of the World Heritage Site has been identified as a Corporate Risk in the Council's overall risk assessment. The revised Management Plan provides a crucial element of the Council's Strategy for mitigating this risk, thereby ensuring the protection of the Sites OUV and the retention of WHS status.

10 Action to be Take Following Decision

10.1 Following approval of the Plan, a Blaenavon WHS Partnership Board meeting will be convened and all partner organisations will formally agree and endorse the Plan. The Plan will be made available to view at the Blaenavon World Heritage Centre and electronically on www.visitblaenavon.co.uk and the Council's website.

11 Measure of Success

11.1 An updated Management Plan for the WHS will ensure that the Council and the wider WHS Partnership has measures in place to effectively protect, conserve and present the Sites OUV to present generations and ensure its transmission to future generations.

12 Conclusion/Summary

12.1 Every WHS is required to adhere to UNESCO's Operational Guidelines for the Implementation of the World Heritage Convention (12th July 2017) which requires each Site to have an appropriate management plan or other documented management system which must specify how the OUV of a property should be preserved, preferably through participatory means.

12.2 To this end, a new Management Plan for the Blaenavon Industrial Landscape World Heritage Site has been prepared for the period 2018-2023. The new Plan seeks to continue to build upon the success that has already been achieved through the implementation of the previous two Management Plans over the last 18 years.

12.3 The Management Plan identifies an overall vision and key principles for the management of the World Heritage Site, together with short-, medium- and long-term objectives. These are supported by a suite of policies that seek to deliver the continued and effective protection, conservation, presentation and transmission of the Site's Outstanding Universal Value over the Plan period (2018-2023).

12.4 A comprehensive consultation exercise has been undertaken and comments received have been taken into account in the preparation of the final Plan.

13 Recommendations

13.1 That Cabinet approves the Blaenavon Industrial Landscape World Heritage Site Management Plan (2018-2023).

Appendices	Appendix 1. Well-being Assessment Appendix 2. Blaenavon WHS Management Plan 2018- 2023
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Background Papers	None
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For a copy of the background papers or for further information about this report, please telephone: Rebecca Hartley, Team Leader Economy Renewal & Culture. Ext 8293.

APPENDIX 1 - WELL-BEING ASSESSMENT TEMPLATE

Project Description (key aims): See above report.

Section 1) Complete the table below to assess how well you have applied the 5 ways of working.



Integration

1. How does your project / activity deliver economic, social, environmental & cultural outcomes together?

The primary focus of both World Heritage Site (WHS) Management Plans implemented since inscription as a WHS in 2000 has been on protecting and conserving the key heritage assets within the WHS and using Blaenavon's globally significant heritage to create a **cultural** tourism destination; using this as a catalyst to deliver **economic, social** and **environmental** regeneration outcomes to the town and surrounding area.

Since 2000, significant progress has been made in this regard. Going forward, the new Management Plan will maintain this momentum by assessing current issues and opportunities as they relate to **social, economic, cultural** and **environmental** vulnerabilities within the community. The Well-being of Future Generation Act (WCFG) (Wales) 2015 provides a particular focus and an opportunity to set in place policies and actions that recognise the present and future needs of Blaenavon to ensure its future as a thriving, balanced and sustainable community.

Aligned to the WCFG (Wales) Act; on an international level, UNESCO has also recognised the importance of sustainable development to the well-being of communities and have announced their intention to **integrate** the United Nations Sustainable Development agenda "Transforming Our World: The 2030 Agenda for Sustainable Development" into the processes of the World Heritage Convention. A Sustainable Development Policy, agreed by UNESCO, recognises that in the current context of changing demographics and climate change; growing inequalities, diminishing resources, and growing threats to heritage, the need has become apparent to view conservation objectives, including those promoted by the World Heritage Convention, within a broader range of **economic, social, cultural** and **environmental** values and needs encompassed in the sustainable development concept.

The new Management Plan **integrates** these goals into its strategy and action plan and sets out how, through an **integrated** approach, applying the 5 ways of working, the assets of the WHS will be utilised to ensure their contribution to all 7 of the national well-being goals.



Long-term

2. *How does your project / activity balance short-term need with the long-term and planning for the future?*
This link may help you with long term planning: <http://www.wlga.gov.uk/sustainable-development/generation-2050-better-long-term-decision-making-l-a-resource-for-local-government>

The Plan will establish **long term** planning and management arrangements to ensure that outcomes are sustainable in the future. The primary aim of the Partnership is to maintain momentum and build upon the successes achieved to date in heritage-led regeneration. This aim will be pursued in line with the partnerships long term vision for the Site:

“...The Blaenavon Industrial Landscape is cared for and presented so that future generations may understand the outstanding universal contribution South Wales made to the Industrial Revolution through exploring, enjoying and learning, thereby contributing to the economic, social, environmental and cultural well-being and prosperity of its communities.

The revised Management Plan present policies and actions to protect, conserve, present and transmit its Outstanding Universal Value to **future generations** whilst also enabling the sustainable regeneration of the town and wider landscape to meet **current community** needs and aspirations. The Plan recognises that the long term challenges of social, economic and environmental regeneration within the Blaenavon community require long term strategies.



Prevention

3. *How does your project / activity put resources into preventing problems occurring or getting worse?*

Blaenavon’s past industrial heritage resulted in the establishment and growth of the town. Its subsequent rapid decline during the 20th Century however, coupled with a lack of replacement investment, had a devastating effect the economic, environmental and social legacy of which continues to challenge the WHS today. WHS status provided an impetus to reverse this decline and since inscription, the **economic, social and environmental** regeneration of the town and wider landscape has formed a key part of the strategy embedded in both Management Plans implemented to date. This strategy has been focussed on the sensitive exploitation of Blaenavon’s **cultural** heritage and using this as a catalyst for the holistic and sustainable regeneration of the WHS.

Since 2000, significant progress has been made in this regard. Going forward, the new Management Plan will maintain this momentum by assessing current issues and opportunities as they relate to **social, economic, cultural and environmental** vulnerabilities within the community and putting in place policies and actions that continue to deliver the sustainable regeneration of the WHS for the benefit of present and future generations.



Collaboration

4. *How does your project / activity involve working together with partners (internal and external) to deliver well-being objectives?*

The management of the WHS is undertaken by the Blaenavon WHS Partnership comprised of the following organisations:

- Torfaen CBC (Lead)
- Monmouthshire CC
- Blaenau Gwent CBC
- Brecon Beacons National Park Authority
- Blaenavon Town Council
- Cadw
- Royal Commission Ancient & Historic Monuments Wales
- Museums Wales
- National Resources Wales
- Visit Wales
- Canals & Rivers Trust

Each partner organisation provides a unique contribution to the management approach of the WHS which is focused on the **economic, social, environmental and cultural** regeneration of the WHS.

The new Management Plan has been prepared in **collaboration** with each partner organisation, the local community and other key stakeholders including the Councils Strategic Engagement Group, the WHS Steering Group, WHS Partnership Board, WHS Working Groups and members of Blaenavon Town Council. 2 public consultation events early in the process highlighted relevant issues. Utilising information captured from these events, the revised Management Plan has been subject to further public consultation ensuring that the views of the community and key stakeholders are taken into account in the final Plan.



Involvement

5. *How does your project / activity involve stakeholders with an interest in achieving the well-being goals? How do those stakeholders reflect the diversity of the area?*

These links may help you think about involvement: National Principles for Public Engagement

www.participationcymru.org.uk

National Participation Standards for Children and Young People: <http://www.childreninwales.org.uk/>

	<p>As discussed above, the collaborative approach pursued during the preparation of the Plan has ensured that the local community as key community stakeholders have been fully involved in preparing and delivering the key objectives, policies and actions of the Plan. Going forward, community involvement in the process is essential to the successful delivery of the Plan.</p>
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Section 2) Assess how well your project / activity will result in multiple benefits for our communities and contribute to the national well-being goals (use Appendix 1 to help you).

Description of the Well-being goals	How will your project / activity deliver benefits to our communities under the national well-being goals?	Is there anyway to maximise the benefits or minimise any negative impacts to our communities (and the contribution to the national well-being goals)?
<p>A prosperous Wales An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.</p>	<p>The new Management Plan will represent a holistic regeneration strategy for the WHS including the town of Blaenavon which has suffered protracted economic, social and environmental decline over a long period of time. The Plan will recognise the present and future needs of the Blaenavon community to ensure its future as a thriving, balanced and sustainable community by setting out clear policies and actions that address the economic, social and environmental issues facing the area.</p>	<p>- Maximise positive opportunities by continuing to work with partners within the WHS Partnership as well as other key organisations including RSL's, the local community and local businesses.</p>
<p>A resilient Wales A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).</p>	<p>The new Management Plan will promote and support the sustainable management of the rich and varied cultural landscape of the WHS. Policies and actions will enhance and maintain biodiversity locally and help contribute to a resilient Wales.</p>	

<p>A healthier Wales A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.</p>	<p>The new Management Plan will set out policies and actions for the management of the cultural landscape exploring opportunities for the further promotion of the sites recreational opportunities including walking and cycling to help improve physical and mental well being.</p> <p>Volunteering opportunities will also be further encouraged and the hard work of the Blaenavon World Heritage Environment Group and Town Teams recognised and further promoted as an important part of the ongoing management of the WHS.</p>	<p>- Working with the local community to promote the area in a positive fashion in partnership with the existing community highlighting its potential.</p> <p>-Working with existing volunteers within the landscape to support their work in the ongoing management of the cultural landscape.</p>
<p>A more equal Wales A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).</p>	<p>Preparation and development of the Plan has included full up front community, partner and stakeholder engagement.</p>	<p>- Maximise opportunities for engaging the local community, partners and stakeholders in delivery of the Plan.</p>
<p>A Wales of cohesive communities Attractive, viable, safe and well-connected communities.</p>	<p>The new Management Plan will holistically address the present and future needs of the Blaenavon community to ensure its future as a thriving, balanced and sustainable community by setting out clear policies and actions that address the economic, social and environmental issues facing the area.</p>	<p>- Maximise opportunities for engagement with a range of key stakeholders.</p>
<p>A Wales of vibrant culture and thriving Welsh language A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.</p>	<p>The new Management Plan complies with the requirements of the Welsh Language (Wales) Measure 2011 and that the Plan reflects and integrates the history of the Welsh language as well as the important cultural aspects of the WHS and wider area into the Plans policies and actions.</p>	<p>- Maximise the opportunities promote the areas cultural heritage to local and wider audiences.</p> <p>- Maximise opportunities for engaging the local community in the significance of their own cultural heritage working with WHS</p>

	<p>As a cultural WHS, there are significant opportunities to sensitively exploit the areas industrial and wider cultural heritage to the local community and wider national and international audiences. The Plan will address and promote these opportunities engaging with key cultural organisations during the Plan period to ensure full integration and maximisation of all cultural opportunities.</p>	<p>partners and other key stakeholders to support and promote participation in cultural activities.</p> <p>- Maximise volunteering opportunities as they relate to ongoing management of the industrial landscape and Scheduled Ancient Monuments.</p>
<p>A globally responsible Wales A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.</p>	<p>UNESCO's World Heritage Convention (1972) acknowledges that cultural and natural World Heritage Sites are among the World's most priceless and irreplaceable assets, not only of each nation, but of humanity as a whole. What makes the concept of World Heritage exceptional is its universal application. World Heritage Sites belong to all the peoples of the World, irrespective of the territory on which they are located.</p> <p>The preparation of a new Management Plan for the WHS will ensure that the Outstanding Universal Value of the Blaenavon World Heritage Site is protected, conserved and presented ensuring the transmission of Blaenavon's globally significant cultural heritage to future generations, building peace in the minds of men, women and children as</p>	

	set out in the 1972 United Nations World Heritage Convention.	
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Section 3) Will your project / activity affect people or groups of people with protected characteristics? Explain what will be done to maximise any positive impacts or minimise any negative impacts.

Protected characteristics	Will your project / activity have any positive impacts on those with a protected characteristic?	Will your project / activity have any negative impacts on those with a protected characteristic?	Is there any way to maximise any positive impacts or minimise any negative impacts?
Age	+	No	
Disability	+	No	
Gender	+	No	
Gender reassignment	N/A	-	
Marriage and civil partnership	N/A	-	
Pregnancy and maternity	N/A	-	
Race	N/A	-	
Religion or Belief	N/A	-	
Sexual orientation	N/A	-	

Section 4) Identify decision meetings for project/ activity e.g. Cabinet, Council or delegated decisions taken by Executive Members and / or Chief Officers.

Officer Name and Job Title: Rebecca Hartley	Date: 2/8/18
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