



**Final Report on the joint World Heritage Centre / ICOMOS Advisory mission to Stonehenge, Avebury and Associated Sites (c.373bis)**

**5 – 7 March 2018**

## **Acknowledgements**

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## Executive Summary and List of Recommendations

An ICOMOS/ UNESCO Advisory mission was undertaken from 5 to 7 March 2018 to the Stonehenge component of the ‘Stonehenge, Avebury and Associated Sites’ serial property (the WHS), which was inscribed on the World Heritage List in 1986. This Advisory mission, conducted at the invitation of the State Party (the United Kingdom of Great Britain and Northern Ireland) concerned the ‘Proposed Scheme’ for the proposed A303 Amesbury to Berwick Down Road Scheme, involving a 3.0km tunnel and more than 2km of dual carriageways within the WHS, and its potential impacts on the Stonehenge component of the WHS and its Outstanding Universal Value. This mission followed two previous Advisory missions in October 2015 and February 2017.

The A303 Amesbury to Berwick Down Road project, which proposes to upgrade the existing A303 road that transects the property, is part of a wider scheme for the A303/A358 route to turn it into a continuous dual carriageway between the south-east and the south-west of England. The main objectives of the project, as specified by the State Party (known as ‘client scheme requirements’), are:

- **Transport:** to create a high quality reliable route between the South East and the South West that meets the future needs of traffic;
- **Economic growth:** to enable growth in jobs and housing by providing a free-flowing and reliable connection between the South East and the South West;
- **Cultural heritage:** to help conserve and sustain the World Heritage Site and to make it easier to reach and explore; and
- **Environment and community:** to improve biodiversity and provide a positive legacy for nearby communities.

### *Findings*

The Mission inspected the WHS, its setting and surrounding areas, in the company of representatives from the State Party, Highways England, and its consultants, Historic England, English Heritage, the National Trust and Wiltshire Council Archaeology Service, received detailed briefings from the project proponents, expert advisers and State Party authorities, met with representatives from civil society, and reviewed an extensive set of briefing documents, in light of the findings and recommendations of the previous Advisory missions and recent decisions of the World Heritage Committee.

The State Party and its agencies have responded to the recommendations of previous Advisory missions and Decisions of the World Heritage Committee (the recommendations from the first mission have been implemented, or are in progress of implementation).

The Stonehenge component of the ‘Stonehenge, Avebury and Associated Sites’ property (the WHS), consists of the main stone circle monument in the centre of an open archaeological landscape of visually-interlinked monuments. Currently, the A303 cuts across this landscape from east to west for approximately 5.4km, mostly as a two-lane surface highway, but with approximately 2.0km of dual carriageway surface highway. Removal of the surface highway A303 from this landscape would have a positive effect on the WHS, and could deliver a range of legacy benefits.

The ‘Proposed Scheme’ for the enhanced A303 and current design proposal comprises a 3.0km twin tunnel, a short covered section, plus more than 2km of dual carriageway in cuttings with

some land bridges. The tunnel would remove the road from the central part of the Stonehenge component of the WHS but the construction of four-lane highways in cuttings at either end of the tunnel would adversely and irreversibly impact on the integrity, authenticity and Outstanding Universal Value (OUV) of the WHS, particularly through disrupting the spatial and visual links between monuments, and as a result of its overall visual impact.

A surface route, which re-routes the A303 completely around the Stonehenge component of the WHS, and enables the closure of the existing section of the A303 within the WHS, would provide the best option in relation to impact on the OUV of the WHS. The visual and physical impact on the landscape to the south of the property, a Special Area for Conservation (SAC) and a Site of Special Scientific Importance (SSSI), of the F10 scheme option proposed would have been high. However, other surface routes may still be feasible, depending on the relative weighting accorded to matters that inform the decision.

Having regard to the first mission advice that:

*. . . a well-considered and designed tunnel scheme could become a model of good practice on the world stage . . .*

and

*. . . the project for the relocation of the existing road underground into a “tunnel of at least 2.9k” could readily adopt appropriate well-established construction methods and spatial planning approaches. Hence, with good design and construction controls, and respecting essential archaeological and heritage management measures, the tunnelled length of the road would be expected to have a beneficial impact on the attributes of Outstanding Universal Value (OUV). However, the siting and design of the tunnel portals, approach cuttings/embankments, entry/exit ramps, mitigation measures and the temporary construction works have the potential to adversely impact OUV. These latter aspects of the scheme, in particular, will require rigorous investigation, evaluation, iterative design and assessment if they are to protect the attributes of OUV within the World Heritage site and the surrounding Archaeological Priority Area . . .*

the ‘rigorous investigation, evaluation, iterative design and assessment’ process has revealed that, if the tunnel solution is pursued, the proposed length of 3.0km would not be adequate to protect the integrity and conserve the OUV of the WHS.

Although the location of the western portal represents an improvement on previous options, it nevertheless involves an intrusive section of cut dual carriageway within the WHS. Therefore, if a tunnel solution is pursued, the western portal should be re-located outside the western boundary of the WHS to avoid dual carriageways within this part of the WHS.

The eastern portal has been positioned in the least impactful location available close to the WHS boundary, given the constraints imposed by the attributes of the WHS, other significant sites in the vicinity, and local topographic and environmental conditions. The location of the eastern portal to the east of The Avenue and its siting within a micro valley is an improvement on previous options. However, a tunnel portal much further to the east, completely outside the WHS, would protect the OUV of the property from the impact of associated dual carriageways.

The Mission recognises that the State Party and its agencies have been methodical and thorough in the approach to determining the ‘Proposed Scheme’ and have been careful to have regard to the myriad of complex issues and pressures that affect both corridor and route

selection and the assessment of potential benefits and costs. The Mission recognises that the State Party and its agencies must seek to balance a range of issues and factors. However, the Mission concludes that additional weight should be afforded to avoiding impact on WHS, in view of its Outstanding Universal Value and the obligations of the State Party under the *World Heritage Convention*. The Mission considers that the appropriate ‘test’ is not whether there is a net benefit to OUV, but rather how adverse impact on OUV can be avoided.

The OUV of the WHS should therefore be afforded at least equal priority to other environmental considerations, including impact on Areas of Outstanding Natural Beauty and Special Areas of Conservation, when either surface or tunnel options are being considered or assessed. In addition, the innovative economic modelling of the benefit-cost of the project should be refined to recognise that, insofar as the public is willing to support the construction of a tunnel, the public would presumably be willing to pay more to remove the pay to remove the A303 impact on the WHS completely through longer tunnel options or complete by-passing.

The Heritage Monitoring Advisory Group and Scientific Committee are now established, functioning and providing advice that can facilitate a ‘heritage-centred’ approach and contribute to a proposed legacy benefits programme, which is yet to be developed by Highways England. The independent website of the Scientific Committee is a welcome initiative and it is important that the Scientific Committee continues to be able to express publicly opinions on any aspect of the project.

The Scientific Committee needs to be able to provide unfettered advice on any matter, including alternative route or construction options, and archaeological methodologies to be used during the project. To give effect to its independent expert status, the Scientific Committee should be at liberty to report directly to the Heritage Monitoring Advisory Group and/or to the UK statutory heritage bodies. It is also important to ensure that the experience and skill set within the Scientific Committee itself should include all relevant expertise, including for example, experience in large-scale archaeological evaluation strategies for Neolithic and Bronze Age landscapes.

The methodology outlined in *Heritage Impact Assessment Scoping Report* (AECOM, Mace, February 2018) is appropriate. The Heritage Impact Assessment should have particular regard to the report "Stonehenge A303 improvements: outline assessment of the impacts on the Outstanding Universal Value of the World Heritage property of potential route options presented by Highways England for January 2017" carried out by N. Snashall & C. Young (Snashall & Young 2017), as well as their earlier 2014 report. The 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* should continue to guide Heritage Impact Assessment. This Guidance allows for positive impacts to be considered, but the relevant objective remains that there is no major adverse impact on OUV.

The archaeological investigations undertaken to date have accorded with the recommendations of previous missions, although analysis and reporting are yet to be completed. The *Archaeological Evaluation Strategy* (AECOM, Mace, WSP January 2018) and the *Overarching Written Scheme of Investigation for Archaeological Evaluation* (AECOM, Mace, WSP January 2018) provide a framework for question-driven archaeological evaluation, in the event that a tunnel option is pursued. However, all archaeological processes should also continue to follow the expert advice provided by the Scientific Committee.

The Development Control Order (DCO) process (the equivalent of planning permission for infrastructure projects) and its programme and timing can and should be aligned with the

World Heritage Committee timetable, as the State Party proposes to do. In the event that there are shifts in the project programme, these should not preclude the opportunity for World Heritage Committee Decisions to further influence the project and inform the consent authority decisions.

The mission findings and recommendations should be shared with the public and with all decision makers involved in the design and content of the project or the DCO process.

The third Advisory mission has been timely, and it would be appropriate for the process of Advisory missions to continue beyond the DCO application stage, as alternative plans are developed for this highly significant major project.

Specific responses to each of the items in the Terms of Reference for the Advisory mission are provided in the main body of the report.

### ***Recommendations***

1. Although the Proposed Scheme shows improvement compared with previous plans, and would also improve the current situation in the centre of the Stonehenge component of the WHS, it should not proceed in its current form.
2. Potential surface routes for the proposed dual carriageway sections of the A303 should be reconsidered outside the WHS, on the basis that Outstanding Universal Value (OUV) of the WHS should be afforded at least equal priority to other environmental considerations (including impact on Areas of Outstanding Natural Beauty and Special Areas of Conservation), and must include complete closure of the section of the A303 which runs through the WHS.
3. Economic modelling of route options, and particularly the ‘willingness to pay’ approach, should recognise that options which reduce impact on OUV (such as a longer tunnel or a complete by-pass of the WHS) may have greater community benefit than options which partially remove the surface road but have other adverse impacts on OUV.
4. If a longer tunnel is further considered, its design (as currently presented in the Proposed Scheme) must be substantially refined to ensure the OUV of the WHS is fully respected, and this refinement should take precedence over any predetermined project programme or deadline.
5. If a longer tunnel is further considered, the western portal should be relocated to the west of the western boundary of the WHS.
6. If a longer tunnel is further considered, the location of the eastern portal should be further considered with a view to relocating it well to the east of the Countess roundabout.
7. A sustainable tourism strategy should be prepared for the WHS in its entirety, including the Avebury component, addressing the implications of results from the previously-recommended studies on changes in visitor numbers and behaviour, and responding to the opportunities for new interpretation and visitor experience that would arise from the proposed scheme. This would also imply incorporating the WHS Avebury component presentation within the current exhibition at the Visitor Centre.



8. The Scientific Committee should be empowered to provide unfettered advice on any matter, including alternative route or construction options, the archaeological methodologies to be used during the project and its own membership, experience and skill set, and should be at liberty to report directly to the Heritage Monitoring Advisory Group and UK statutory heritage bodies, not only to Highways England.
9. The impact of any further proposed schemes on the OUV of the WHS should be evaluated using the methodology outlined in the Heritage Impact Assessment Scope (AECOM, Mace, WSP February 2018), the 2017 and 2014 preliminary heritage impact assessments by Snashall & Young, and the 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*.
10. If a longer tunnel is considered, the HIA/EIA/DCO processes and assessments should include relevant expertise and adequate investigations to address factors such as life expectancy, end-of-working-life remediation, vibration and noise, which are particular to the tunnel solution.
11. The section of the current A303 which runs through the WHS could become a non- or limited vehicular thoroughfare after an improvement scheme has been completed that removes the road from the WHS, but the proposed link between byways 11 and 12 should not be established.
12. A more broad-ranging community consultative process, which particularly includes the Avebury community, should be established to allow civil society to express their views, on an ongoing basis, about any aspect of the project, not only the legacy benefits being considered through the benefits and legacy forum process.
13. The legacy benefits package for the project should incorporate initiatives and programmes identified as desirable to conserve and/or interpret OUV in the Management Plan for the WHS.
14. The timing and programme for the Development Consent Order process should be managed to allow for consideration of the conclusions and recommendations of this Advisory mission, any recommendations of the World Heritage Committee, and the time needed to explore further options.
15. Consultation with UNESCO World Heritage Centre and ICOMOS should continue for the life of the project, including, where appropriate, further Advisory missions once alternative options have been explored.

# **1. Background and Context for the Mission**

## **1.1 Preamble and Justification of the Mission**

In December 2014, the UK Government announced that it would invest in a bored tunnel of at least 2.9km in length within the Stonehenge component of the World Heritage property ‘Stonehenge, Avebury and Associated Sites’ (WHS) to address the long-running traffic problems in a way that protects and provides benefits for the property. Highways England have developed a ‘Proposed Scheme’, which is being taken through a statutory public consultation process in the period February-April 2018.

In recognition of the need for any scheme proposal to protect the Outstanding Universal Value (OUV) of the WHS in addition to resolving the traffic issues, the project is being undertaken with the benefit of advice from the International Council on Monuments and Sites (ICOMOS) and the World Heritage Centre (WHC) through Advisory missions and through engaging closely with Historic England, the National Trust, English Heritage and Wiltshire Council Archaeology Service.

This third Advisory mission is intended to build on the advice and guidance provided by the WHC and ICOMOS in their technical reports arising from the initial Advisory mission of October 2015 and the follow up Advisory mission of February 2017. It is also intended to assist the State Party of the United Kingdom of Great Britain and Northern Ireland (State Party) in responding positively to World Heritage Committee Decisions.

It is important to note – in view notably of various comments and published statements made following the previous mission reports – that the Advisory mission's remit is not to approve or endorse any proposal, nor to speak authoritatively on behalf of ICOMOS/UNESCO, nor to pre-empt the official responses of these organisations, including the decisions of World Heritage Committee.

## **1.2 Inscription History and Statement of Outstanding Universal Value**

The World Heritage property ‘Stonehenge, Avebury and Associated Sites’ was inscribed on the World Heritage List in 1986. It is amongst the earliest properties inscribed on the List and the site reflects the changing history of conservation and interpretation approaches as well as World Heritage criteria and procedures. The site spreads out over a very large area, mainly consisting of agricultural land, a vast hilly landscape punctuated with a few settlements, and a series of main roads, secondary roads and earth roads.

The complete Statement of Outstanding Universal Value of the property is provided in Annexure B. The summary section of the ‘brief synthesis’ reads:

*The World Heritage property Stonehenge, Avebury and Associated Sites is internationally important for its complexes of outstanding prehistoric monuments. Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world, while Avebury is the largest. Together with inter-related monuments, and their associated landscapes, they demonstrate Neolithic and Bronze Age ceremonial and mortuary practices resulting from around 2000 years of continuous use and monument building between circa 3700 and 1600 BC. As such they represent a unique embodiment of our collective heritage.*

*The World Heritage property comprises two areas of Chalkland in southern Britain within which complexes of Neolithic and Bronze Age ceremonial and funerary monuments and associated sites were built. Each area contains a focal stone circle and henge and many other major monuments. At Stonehenge these include the Avenue, the Cursuses, Durrington Walls, Woodhenge, and the densest concentration of burial mounds in Britain. At Avebury they include Windmill Hill, the West Kennet Long Barrow, the Sanctuary, Silbury Hill, the West Kennet and Beckhampton Avenues, the West Kennet Palisaded Enclosures, and important barrows.*

*Stonehenge is one of the most impressive prehistoric megalithic monuments in the world on account of the sheer size of its megaliths, the sophistication of its concentric plan and architectural design, the shaping of the stones - uniquely using both Wiltshire Sarsen sandstone and Pembroke Bluestone - and the precision with which it was built.*

*At Avebury, the massive Henge, containing the largest prehistoric stone circle in the world, and Silbury Hill, the largest prehistoric mound in Europe, demonstrate the outstanding engineering skills which were used to create masterpieces of earthen and megalithic architecture.*

*There is an exceptional survival of prehistoric monuments and sites within the World Heritage property including settlements, burial grounds, and large constructions of earth and stone. Today, together with their settings, they form landscapes without parallel. These complexes would have been of major significance to those who created them, as is apparent by the huge investment of time and effort they represent. They provide an insight into the mortuary and ceremonial practices of the period, and are evidence of prehistoric technology, architecture and astronomy. The careful siting of monuments in relation to the landscape helps us to further understand the Neolithic and Bronze Age.*

### **1.3 Terms of Reference**

The full Terms of Reference document for the mission is provided in Annexure A. This document indicated that the Mission will consider:

- Progress by the UK State Party, Highways England and heritage organisations on the implementation of the recommendations of the previous mission report, including responding to all points raised in those documents;
- Progress by the UK State Party towards the implementation of Decision 41 COM 7B.56 of the July 2017 World Heritage Committee;
- Details of the ‘Proposed Scheme’ including the results of archaeological assessment and field evaluation of key elements of the Proposed Scheme within the WHS, including portal sites and new surface road, as available at the time of the mission;
- The likely impacts upon the attributes of the OUV of the WHS of the Proposed Scheme as articulated in Heritage Impact Assessments (HIAs);
- The potential for the Proposed Scheme to deliver substantial benefits for the OUV of the WHS through the reunification of much of its landscape and for the future public enjoyment and appreciation of the WHS through the removal of the noise and visual intrusion of traffic caused by the current road.

The Mission will also consider and provide feedback on:

- The heritage-centred steering mechanism that has been set up to ensure quality control at all stages of decision making.
- The potential benefits to public knowledge and understanding of the OUV of the WHS made by any archaeological remains identified during archaeological assessment and evaluation of the Proposed Scheme within its boundary to wider research in the property on an ongoing basis;
- The nature of the Development Consent Order (DCO) process under which the detailed scheme proposal would be considered by the UK Planning Inspectorate, the statutory timescales for DCO, and the comprehensive nature of public consultation ahead of DCO submission. How this statutory DCO process will allow for and take into consideration the recommendations of the World Heritage Committee arising from its discussion of the proposals.

The Mission shall also provide advice on:

- The measures that the UK State Party, Highways England and heritage partner organisations have taken, or have in progress, to respond to and implement the recommendations of both previous Mission reports and the World Heritage Committee's Decision;
- The impact of the Proposed Scheme on the OUV of the WHS, based upon the information available at the time of the Mission in the design process, which comprises:
  - o The results of archaeological and other assessments and evaluation of potential tunnel portal sites and possible associated new surface road within the WHS in relation to the attributes of OUV;
  - o The alignment and emerging design of the Proposed Scheme within and adjacent to the WHS;
  - o Visualisations and modelling of aspects of potential new infrastructure, including tunnel portals, vertical alignment and landscape mitigation;
  - o Cultural Heritage Impact Assessment scoping reports and Heritage Impact Assessments (if available by time of mission);
  - o The proposed treatment of the redundant portions of the A303 and A360 roads;
  - o Relevant technical and engineering aspects of the scheme as available at this stage of development.
- Relevant technical and strategic planning aspects regarding the whole asset life design of the scheme within the WHS and road network development and longer term impact on the region;

- The need for additional expertise, consultation, desk review, heritage impact assessment, skills assessment, advisory mission, or technical assistance;
- How the Committee might consider any detailed proposals for the A303 including impact on the OUV of the WHS in light of the reporting process to the annual World Heritage Committee and statutory timescales of the Development Consent Order (DCO) application, as the plans to address the problems caused by the existing A303 trunk road traffic are further developed over the coming years;
- The appropriate approach to legacy planning and management for the WHS and its communities;
- Any other matters that may be relevant to avoiding, minimising or mitigating adverse impact on the OUV of the WHS.
- The potential benefits to the OUV of the WHS that the scheme could deliver: through the removal of much of the current, surface A303 and the noise & visual intrusion of its traffic; through the reunification of the currently-severed WHS to north and south of the current road; for the public enjoyment and appreciation of the WHS, including future opportunities to explore and visit currently inaccessible groups of sites and monuments.

## ***1.4 Mission Team***

The mission team comprised the following experts:

### **Dr Isabelle Anatole-Gabriel, Chief of the Europe and North America Unit at the UNESCO World Heritage Centre**

Dr Isabelle Anatole-Gabriel is an archaeologist and museum curator by training. She later specialized in history of international heritage.

### **Prof Toshiyuki Kono, President of ICOMOS**

Prof Kono teaches international law, which includes international heritage law at Kyushu University, Japan. He served as Vice-President of ICOMOS from 2014 until 2017 in charge of the World Heritage matters.

### **Prof Richard Mackay, AM, ICOMOS World Heritage Adviser**

Prof Mackay is a Director of Mackay Strategic Pty Ltd, Adjunct Professor at La Trobe University Australia, and a former Chair of the Australian World Heritage Advisory Committee. His professional background is in archaeology, heritage management, cultural tourism and strategic planning for cultural heritage places.

A list of the personnel from the State Party who participated in the mission is provided in Annexure D.

A list of the members of civil society who met with the Mission (and the documents that they provided) is provided in Annexure E.

## ***1.5 Mission Programme***

The mission was undertaken between 5 and 7 March 2018. The mission team was provided with a comprehensive package of briefing documents on February 16 2018. The full mission programme is provided in Annexure C.

## 2. Previous Mission Findings and World Heritage Committee Decision

### 2.1 First Mission – October 2015

The first ICOMOS/UNESCO Advisory mission took place from 27 to 30 October 2015, at the request of the State Party, following the announcement by the UK Government in 2014. The mission report is available at <http://whc.unesco.org/en/list/373/documents>).

At the time of the first mission, no precise plans existed regarding roads or tunnel portals, and the scheme was presented as a tunnel "at least 2.9 km long". This notion was reached on the basis of potential portal placements suggested by English Heritage (now English Heritage and Historic England) and the National Trust. The Mission particularly advised regarding processes, and its report recommended further exploration of options.

The first Mission concluded that:

*. . . a well-considered and designed tunnel scheme could become a model of good practice on the world stage . . .*

and

*. . . the project for the relocation of the existing road underground into a "tunnel of at least 2.9k" could readily adopt appropriate well-established construction methods and spatial planning approaches. Hence, with good design and construction controls, and respecting essential archaeological and heritage management measures, the tunnelled length of the road would be expected to have a beneficial impact on the attributes of Outstanding Universal Value (OUV). However, the siting and design of the tunnel portals, approach cuttings/embankments, entry/exit ramps, mitigation measures and the temporary construction works have the potential to adversely impact OUV. These latter aspects of the scheme, in particular, will require rigorous investigation, evaluation, iterative design and assessment if they are to protect the attributes of OUV within the World Heritage site.*

The above text has been quoted often in the period since, particularly following the Decision of the World Heritage Committee (41 COM 7B.56) which requested that the State Party reconsider the F10 option which would divert the A303 around the WHS. The first Mission did not endorse any particular tunnel solution and both the Mission and the State Party at the time consistently note that any tunnel would be 'at least' – not 'only' – 2.9 km long and that resolution of any tunnel design (including alignment, design detail and length) was always to be subject to substantial further work.

The first Mission made a range of recommendations, which were summarised in the second mission report as follows:

1. *Establish a heritage-centred steering mechanism between the Heritage bodies and including scientific experts, dealing with monitoring and MOU.*
2. *Set up a role for further joint UNESCO/ICOMOS missions to advise on OUV protection and enhancement.*
3. *Provide organogram of the SP actors involved.*
4. *Include of best practices in technology for BIM and virtual visualisation.*
5. *Ensure the involvement of Landscape architect.*

6. *Align Heritage Impact Assessment (HIA) with the Development Consent Order (DCO) process.*
7. *Undertake studies on visitor changes in numbers and behaviour.*
8. *Review and implement international best practice for highway and tunnel design.*
9. *Address issues of temporary construction and efficiency in logistics.*
10. *Clarify and formalise relations between heritage bodies, as well as interactions between the developer and archaeological management. Ensure that heritage bodies are as vigorous and proactive as possible in defending heritage ad OUV, including in the context of commercial archaeology.*
11. *Review elements of communication strategy.*

The current Mission has reviewed and concurs with the recommendations of the first Mission.

Nearly all of the above recommendations (and the more detailed sets of ‘priority’, ‘critical’ and ‘important’ recommendation from the first mission report) either have now been, or are in the process of being, implemented by the State Party and its agencies. Some matters, such as studies on visitor numbers and behaviours are still work-in-progress. The DCO and HIA alignment remains as a critical activity.

## **2.2 Second Mission – January/February 2017**

The second ICOMOS/UNESCO Advisory mission took place between 31 January and 3 February 2017 and was also conducted at the invitation of the State Party. This mission had a more-focused remit and was particularly concerned with the proposed A303 Amesbury to Berwick Down Road Scheme and its potential impacts on the World Heritage property and its OUV:

*The position along which the tunnelling will restore the visual integrity of one part of the Stonehenge WH property should be considered along with the consequential loss of physical integrity of the archaeological layers of the property which will be caused by the tunnel approach roads, as well as the loss by the public of direct visual access to Stonehenge, which might be perceived as a value for sharing this heritage, although not overtly part of its OUV. These are the issues that need to be assessed by HIAs, prepared in accordance with the applicable ICOMOS Guidance, and based on the best possible knowledge of the overall property in relation to its OUV, so that any impact on OUV can be clearly understood and assessed before any decisions are taken.*

The second Mission advised that the SP and its organisations have been responsive to most recommendations of the first Mission. The current Mission concurs with that assessment.

The second Mission considered archaeological assessments, carried out at the corner of A303 / A360, as well as on the A303 in the area of the ‘Avenue’ and their influence on design decisions regarding possible placement of the western portal, should a tunnel option proceed, noting that results of research by Historic England were available to inform their archaeological strategy, but that questions remain on the calibration of the two inter-related research streams and that there were some problems with access to parts of the site.

The second Mission concluded that the evaluations and assessments considered through the mission process identified that an alternative route (the F10) would have a lesser impact on the OUV of the World Heritage property than the tunnel options then under consideration, and that the currently-proposed placement (option D061-62) would cause considerable damage to the OUV of the WHS, through adverse effects on the archaeological remains, on their landscape attributes, and on setting and visibility. The second Mission concluded that the western portal

should be outside the WHS if a tunnel solution is pursued. The second Mission also recognised that the re-positioning of the eastern tunnel portal to the east of the 'Avenue', on-line on the current path of the A303 road but still within the WHS, would bring some benefits to the Stonehenge landscape, but concluded that that further refinements were needed.

The second Mission noted that the governance and decision making processes were sophisticated, but concluded that the manner in which the criteria are being applied do not give enough weight to the heritage priority required for a World Heritage property, and specifically the preservation of its OUV, as required by the obligations of the State Party under the World Heritage Convention. The Mission took note of the creation of the Heritage Monitoring Advisory Group (HMAG), but expressed concern that the Scientific Committee recommended by the first Mission had not been appointed.

The second Mission made a range of recommendations, which were summarised in the second mission report as follows:

1. *The Mission recommends that the F10 option be further explored as an alternative for further studies as it would have a significantly lesser impact on the OUV of the WH property than the tunnel options currently under consideration.*
2. *The Mission recommends that if the D061/D062 were still to be pursued as an option:*
  - a) *an extension of the tunnel should be considered so that the Western portal would be located outside the WH property to avoid its negative impacts on the OUV of the property, its landscape, monuments and archaeological richness, and the Western portal and associated approach road are located so that they would not pose any threat to the property or its setting;*
  - b) *if a longer tunnel is considered, the SP should undertake a comprehensive Heritage Impact Assessment, which addresses all attributes of OUV, including archaeological and landscape integrity, visibility and noise factors, and incorporating a landscape impact study focusing on the inter-visibility and visual envelopes (viewshed) of the Western portal and highway locations to determine the necessary length of the tunnel that will not harm the OUV of the property and its setting.*
  - c) *the location of the Eastern portal which is to be repositioned, on-line on the current path of the A303 road but to the east of the important prehistoric feature known as the 'Avenue', linking the Stonehenge monument to the river Avon, be further refined in order to ensure that potential impacts on OUV are avoided. A location closer to the Countess roundabout should be considered, especially with regards to approach routes and infrastructure during construction, (bearing in mind other archaeological features in the vicinity, including the Mesolithic Blick Mead and the Iron Age Vespasian's Camp).*
3. *The Mission recommends that the already constituted Heritage Monitoring Advisory Group, be immediately completed and strengthened with a fully operational "Scientific Committee".*
4. *The Mission recommends that a sustainable tourism strategy of presentation and promotion of the WH property be developed as soon as possible with the view 1) to frame the mitigation measures, such as the loss of direct visual access of Stonehenge Monument, into a wider context; 2) to ensure that the economic benefits related to the WH property are spread to the community and the wider county and 3) to ensure the lasting conservation of the site.*
5. *The Mission recommends that the SP and bodies involved agree to set up an open forum, gathering stakeholders, local communities, civil society representatives, citizens and all interested parties, as a place to engage into a constructive dialogue driven by*



*the overarching strategy of the Management Plan, i.e. “achieving the correct balance between conservation, access, the interest of the local community and the sustainable use of the Site”.*

6. *The Mission recommends that the project programme and the expectations of all major participants should be adjusted to align with the World Heritage Committee timeframe and process, through careful attention to the ‘triggers’ which instigate statutory timeframes and deadlines.*

The current Mission has reviewed and concurs with the recommendations of the second Mission.

A number of the recommendations of the second Mission report have been or are in the process of being implemented. However, the following recommendations still remain to be realised or to be taken into account:

- The western portal has not been located outside the western boundary of the WHS;
- Although alternatives for the siting of the eastern portal have been ‘considered’, its proposed location has not moved substantively;
- The tourism strategy (which related to the first Mission’s recommendations regarding studies on visitor numbers and behaviour) has not been completed;
- There has been increased public engagement and consultation, but there are further opportunities to implement a more broad-ranging community consultative process, which particularly includes the Avebury community;
- It is important that, as the DCO process proceeds, the timing and programme for the Development Consent Order process should be managed to allow for consideration of the conclusions and recommendations of the current Mission, any future missions and recommendations of the World Heritage Committee.

### **2.3 The World Heritage Committee**

Decision 41 COM 7B.56, adopted by the World Heritage Committee at its 41<sup>st</sup> Session (Krakow, 2017), included, among other matters, the following items:

2. *Takes note with satisfaction of the management achievements, and progress with implementation of previous Committee Decisions, to address protection and management issues identified in the Statement of Outstanding Universal Value (OUV) for the property;*
3. *Commends the State Party for having invited two Advisory missions to advise on the process for determining and evaluating options for the proposed upgrading of the main A303 road across the property, as part of a wide major infrastructure project;*
4. *Expresses concern that the 2.9km Stonehenge tunnel options and their associated 2.2km of dual carriageway approach roads within the property that are under consideration, would impact adversely the OUV of the property;*
5. *Urges the State Party to explore further options with a view to avoiding impacts on the OUV of the property, including:*
  - a) *The F10 non-tunnel by-pass option to the south of the property,*
  - b) *Longer tunnel options to remove dual carriageway cuttings from the property and further detailed investigations regarding tunnel alignment and both east and west portal locations;*
6. *Encourages the State Party to address the findings and implement the recommendations of both Advisory missions and to invite further World Heritage Centre/ICOMOS Advisory missions to the property, to be financed by the State Party, in order to continue to facilitate progress towards an optimal solution for the widening of the A303 to ensure no adverse impact on the OUV of the property;*

7. *Requests the State Party to manage the timing of the consent and other statutory processes for the A303 trunk road project to ensure that the World Heritage Centre, ICOMOS and the World Heritage Committee can continue to contribute to the evaluation and decision-making processes at appropriate stages.*

The current Mission considers that the State Party and its agencies have responded to the recommendations of the World Heritage Committee, although not all of the recommendations of previous Advisory missions have been implemented (as noted above) and the by-pass options and longer tunnel options have been considered but not pursued.

The Development Control Order (DCO) process and its programme and timing can and should be aligned with the World Heritage Committee timetable, as the State Party proposes to do. In the event that there are shifts in the project programme these shifts should not preclude the opportunity for World Heritage Committee Decisions to further influence the project and inform the consent authority decisions.

### **3. Selection Process for Proposed Scheme**

During the mission, representatives from the State Party and its agencies provided a thorough briefing in the history of the project. This section of the mission report does not purport to cover the entirety of that process, but rather to highlight matters relevant to the mission's Terms of Reference.

#### **3.1 Highways England Objectives**

The A303 Amesbury to Berwick Down Road project, which proposes to upgrade the existing A303 road that transects the property, is part of a wider scheme for the A303/A358 route to turn it into a continuous dual carriageway between the south-east and the south-west of England. The main objectives of the project, as specified by the State Party (known as 'client scheme requirements'), are:

- **Transport:** to create a high quality reliable route between the South East and the South West that meets the future needs of traffic;
- **Economic growth:** to enable growth in jobs and housing by providing a free-flowing and reliable connection between the South East and the South West;
- **Cultural heritage:** to help conserve and sustain the World Heritage Site and to make it easier to reach and explore; and
- **Environment and community:** to improve biodiversity and provide a positive legacy for nearby communities.

#### **3.2 Public Consultation**

A programme of non-statutory public consultation about the project occurred in January 2017. There was wide publicity, including international coverage and direct contact with nearly 500 organisations. More than 2,500 people attended exhibitions and more than 9,000 responded. The majority of responses (77%) objected to the proposal for a variety of reasons. The majority of objections were pro forma responses from organised groups. Of the individual submissions 51% supported the proposal and 43% were opposed. Matters pertaining to World Heritage raised during this process included:

- effects on the Outstanding Universal Value (OUV) attributes of the WHS, arising from impacts on the integrity and authenticity of the Neolithic and Bronze Age funerary landscape;
- impact on the winter solstice alignment viewed from Stonehenge, as the single most important sightline in the WHS;
- damage to undiscovered buried archaeology;
- impact on the RSPB reserve at Normanton Down; and
- effects arising from possible junction locations with the A360 adjacent to the WHS.

Other public feedback expressed concerns about a range of issues, including:

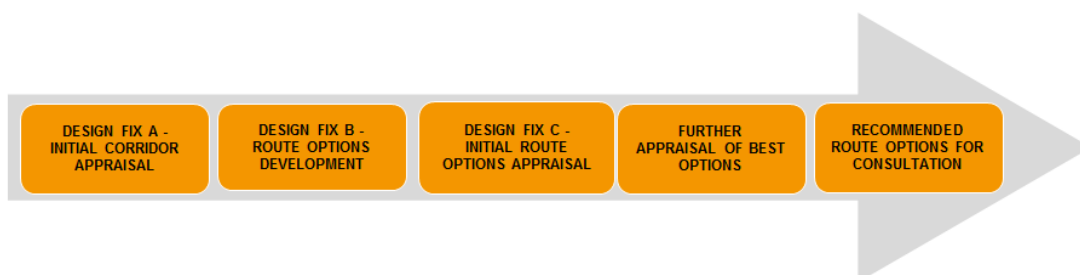
- impacts on the local communities of Winterbourne Stoke and Berwick St James, including the effects of traffic noise;
- environmental impacts on protected sites, including the River Till SAC & SSSI, Parsonage Down National Nature Reserve/SAC/SSSI and the scheduled Barrow Groups north of Winterbourne Stoke;
- landscape considerations, in terms of integrating the new road into the local topography, including minimising the visual and physical intrusion of the viaduct crossing of the Till; and
- ease of road access to and from Winterbourne Stoke and Berwick St James via the A360, avoiding the possibility of generating rat-running traffic using the B3083 from Shrewton.

(The above public consultation information was provided by Highways England).

A period of consultation about the ‘Pr Scheme’ (but not alternative options) is currently in progress, as part of the obligatory statutory DCO process, between February and late April 2018.

### **3.3 Route Selection**

Studies and consultation regarding options to improve the A303 have been underway since the early 1990s. In 1996, a 4km tunnel from King Barrow Ridge to Airman’s Corner was chosen by the Planning Conference, but was considered unaffordable and dropped in 1996. In the early 2000s, both cut and cover and bored tunnel options were considered, with a bored option new dual carriageway, along with a 2.1km-long bored tunnel, preferred, but ultimately cancelled. The current project had its genesis in 2014 and has been through a staged process in which identification of general corridors has been a precursor to specific route development and appraisal as summarised in the following diagram:



Route ‘corridors’ were considered in relation to the above Client Scheme Requirements, the environmental criteria of the UK National Policy Statement for National Networks and the ‘Assessment using Early Assessment and Sifting Tool’. Based on this process it was concluded by the State Party authorities that:

- surface routes within the WHS did not meet cultural heritage or environmental objectives;
- tunnel routes within the WHS met the objectives of the scheme;
- surface routes outside the WHS to the north did not meet heritage, environment and community objectives; and
- surface routes outside the WHS to the south performed less well for transport and economy, environment and communities, but could have substantial benefits for the WHS.

Routes within the corridors were then evaluated according to their ability to meet engineering requirements and address environmental and community considerations. The specific route options were assessed according to:

- Strategic Fit (CSRs – as above and National and Regional Policy);
- Value for Money (traffic, economics and environment):
  - Traffic and economics, including: Travel Time Benefits, Vehicle Operating Cost Benefits;
  - Economics: Scheme costs, Benefit Cost ratio, Travel time, Delays, Reduction in Rat Running;
  - Environment: Noise, Air Quality, Greenhouse Gases, Landscape, Townscape, Historic Environment, Biodiversity, Water Environment and the WHS;
- Financial Case (affordability);
- Delivery Case (stakeholder acceptability and constructability); and
- Commercial Case.

The Mission recognises that the State Party and its agencies have been methodical and thorough in the approach to determining the “Proposed Scheme” and have been careful to have regard to the myriad of complex issues and pressures that affect both corridor and route selection and the assessment of potential benefits and costs. The Mission recognises that the State Party and its agencies must seek to balance a range of issues and factors. However, the Mission concludes that additional weight should be afforded to avoiding impact on WHS, in view of its ‘Outstanding Universal Value’ and the obligations of the State Party under the *World Heritage Convention*. The Mission considers that the appropriate ‘test’ is not whether there is a net benefit to OUV, but rather how adverse impact on OUV can be avoided.

### **3.4 Route F10 Consideration**

As noted above, Decision 41 COM 7B.56 adopted by the World Heritage Committee specifically requested that the State Party explore further options with a view to avoiding impacts on the OUV of the property, including the F10 non-tunnel by-pass option to the south of the property.

The Mission was provided with a briefing from Highways England on the process involved in this consideration, and a Highways England report entitled *A303 Stonehenge Summary of the Detailed Assessment of F10 (the southern surface route)*. The Mission also inspected the F10 route. A relevant consideration that became apparent during the mission is that, if the F10 route were to be constructed, the relevant UK ‘Inspector’ may not give permission for the complete closure of the A303 which runs through the WHS, owing to the impact of the closure on road access for local communities. This suggests that the F10 option may not achieve one of the fundamental project objectives to close the A303 as a major road (although it could be downgraded to a minor road). Additionally, the visual and physical impact on the landscape immediately adjacent to the property, a Special Area for Conservation (SAC) and a Site of

Special Scientific Importance (SSSI), of the F10 scheme option proposed would have been extremely high.

The abovementioned report provides the following succinct summary of reasons why the F10 southern surface route was discounted in favour of a tunnelled route:

### ***Cultural Heritage***

- *The surface route is fully outside of the current boundary of the WHS.*
- *However, as described above, the surface route is expected to result in additional traffic in the local villages and increased journey times for residents. Consequently, it is likely there would be pressure to retain the existing A303 which would retain both the severance of the WHS and also traffic within the sight and sound of the historic monuments.*
- *Unlike the preferred route, the surface route has not been assessed for archaeology. Indications from recent discoveries outside of the WHS suggest that the route could impact unknown heritage features.*

### ***Environment and Community***

- *The surface route has a significantly greater impact on sensitive and important landscapes, designated environments and communities.*
- *It creates a brand-new route through pristine countryside, affecting Special Areas of Conservation, Sites of Special Scientific Interest and at least one Special Landscape Area.*
- *The surface route creates severance of a number of villages and impacts upon well used facilities for non-motorised users.*
- *It also has a far higher noise impact as it is in the proximity of more villages and communities than the preferred route.*

### ***Transport***

- *The surface route is approx. 4km longer than the preferred route leading to a predicted additional 4 serious accidents or deaths per year.*
- *The surface route is further from the existing direct route between Amesbury and Winterbourne Stoke. Traffic modelling shows it attracts less traffic on to the route, particularly from the north, as it is longer in length and detours materially to the south.*
- *As a result, and assuming the existing A303 is closed through the WHS, there would be much greater traffic using the unsuitable local roads. This will cause significant congestion, noise, disturbance and a deterioration in traffic and pedestrian safety.*
- *The situation on the local roads is expected to be exacerbated by expected traffic growth because of development at Larkhill and Boscombe Down.*

### ***Economic Growth***

- *Although the cost of the surface route is c£400m less than the preferred route, the benefits associated with this route are also significantly less, primarily because of the increased length of the route and also a reduction in accessibility and connectivity benefits. Overall, the value for money of this surface route is lower than the preferred route.*

The Mission acknowledges that the State Party has determined that the F10 route will not proceed as it cannot deliver a key project objective. However, a surface route, which re-routes an improved A303 road completely around the WHS, and enables the closure (or even downgrading) of the existing section of the A303 within the WHS, remains the best option in

relation to impact on the OUV of the WHS. Therefore it would be appropriate for potential surface routes for the proposed dual carriageway sections of the A303 to be reconsidered, on the basis that the OUV of the WHS should be given greater weight in the evaluation process and that any surface route must include closure of the section of the A303 which runs through the WHS.

### **3.5 Longer Tunnel Options**

Decision 41 COM 7B.56 adopted by the World Heritage Committee also specifically requested that the State Party explore longer tunnel options to remove dual carriageway cuttings from the property and hold further detailed investigations regarding tunnel alignment and both east and west portal locations.

The Mission was provided with a briefing from Highways England on the process involved in this consideration, and a Highways England report entitled *A303 Stonehenge Technical Note on Tunnel Length*. The Mission also visited areas within the WHS and its setting to understand the parameters within which the possibility of a longer tunnel could be considered.

The report concluded that:

- *The only technically viable option to extend the tunnel to the east and outside of the WHS boundary requires a tunnel extension of an additional 4km. This would cost an additional £1.2 billion plus increased ongoing operational and maintenance expenditure. This is an increase of 75% above the current scheme budget of £1.6 billion which would be unaffordable.*
- *At the western end, a 1.8km extension that would place the western portal outside of the WHS could be constructed at an additional cost of £540 million plus increased ongoing operational and maintenance expenditure. It would require an increase of 34% above the current scheme budget and would similarly be unaffordable. In addition, this option would deliver less well against the key scheme objectives of reducing rat-running, improving the lives of local communities and improving road safety.*
- *The locations of the eastern and western portals in the proposed scheme represent the optimum locations when all technical and economic considerations are taken into account. There is no evidence that extending the tunnel length and the additional investment required delivers meaningful additional benefits to the WHS that would justify the additional cost.*

The Mission acknowledges that technical constraints appear to suggest that it is not currently financially viable to extend the tunnel to the east and outside of the WHS boundary and that the choice for the decision maker would be not to approve the project if the impact on OUV of the eastern portal and associated dual carriageways is considered unacceptable.

The Mission does not agree that the western portal (with its associated dual carriageways) is optimal, nor that improvements are unaffordable. Although the location of the western portal represents an improvement on previous options, it nevertheless involves an intrusive section of cut dual carriageway within the WHS. Therefore, if a tunnel solution is pursued, the western portal should be re-located outside the western boundary of the WHS to avoid dual carriageways within this part of the WHS.

### **3.6 Next Steps**

The State Party has indicated the following intended process for consideration of the Development Consent Order (DCO) application for the currently proposed project:

- The period of statutory consultation as part of the DCO process will run from 8 February to 23 April 2018.
- The target date for submission of the DCO application is autumn 2018 – which allows time for the State Party to consider any Decisions made by the World Heritage Committee at its 42nd session (24 June – 4 July 2018 in Manama, Bahrain).
- If the current project proceeds, under UK law the Planning Inspectorate then has 28 days to consider whether or not the application documents are satisfactory for examination. If the documents proceed to examination, it would be possible for the Planning Inspectorate to appoint Inspector(s) in early 2019 at which point stakeholders can register as interested party.
- The formal ‘examination’ takes a statutory six months during which time the Examining Authority may seek clarification, stakeholders can submit written representations, and there are open floor and issue-specific hearings and a site inspection.
- The Examining Authority has a period of three months to write a report with a recommendation to the Secretary of State, who then has three months in which to make a decision. The decision is open to challenge in the High Court for a statutory period of six weeks.
- Therefore, the earliest likely date by which a binding DCO can be in place would be March 2020.
- If modifications are made to the current project, the whole timetable would need to be revised.

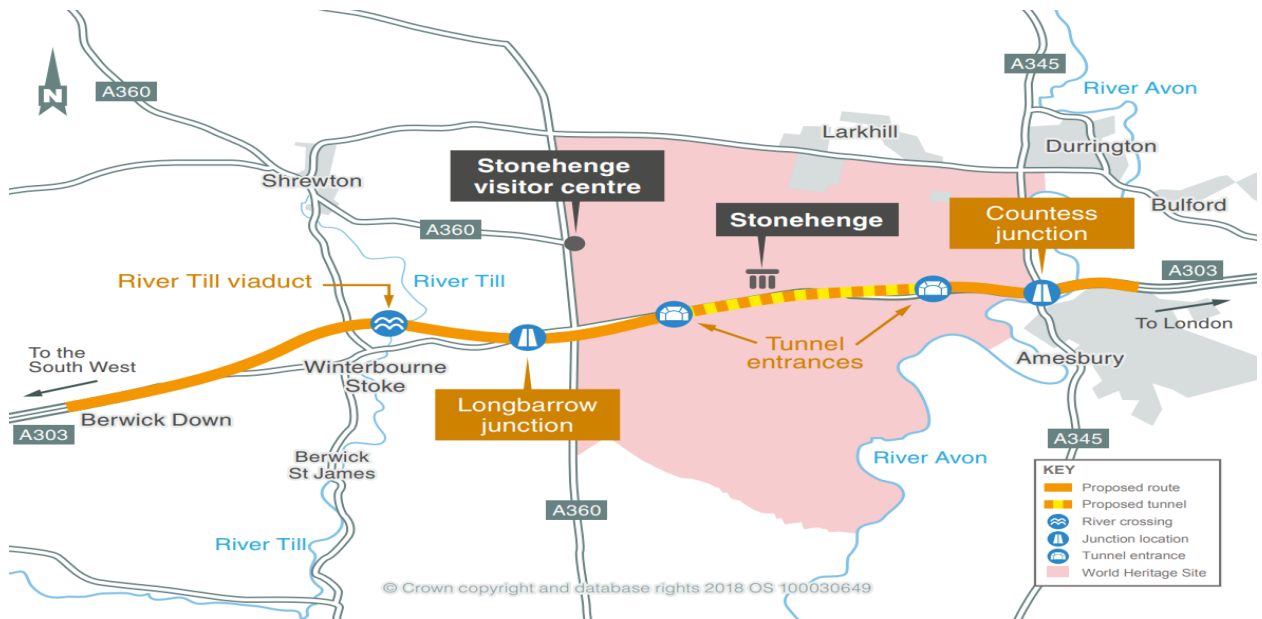
## 4. The Proposed Scheme

The proposed scheme for the A303 Amesbury to Berwick Down is succinctly outlined in the *Public Consultation Booklet – February 2018*, which includes descriptive material, sophisticated visualisations, and a summary of the economic, transport, cultural heritage, community and environment implications of the scheme. For convenience, this booklet is reproduced as Annexure H. The booklet describes the proposed scheme as comprising a new dual, two-lane carriageway between Amesbury and Berwick Down with the following key features:

- *a bypass to the north of Winterbourne Stoke with a viaduct over the River Till valley;*
- *grassland habitat creation that would allow extension of the Parsonage Down National Nature Reserve;*
- *a new junction with the A360 to the west of and outside the World Heritage Site (WHS), with the A303 passing under the junction;*
- *a section through the WHS with a twin-bore tunnel past Stonehenge at least 1.8 miles (2.9 kilometres) long;*

- a new junction with the A345 at the existing Countess roundabout to the north of Amesbury, with the A303 passing over the junction;
- the conversion of the existing A303 through the WHS into a route for walking, cycling and horse riding;
- new ‘green bridges’ to connect existing habitats and allow the movement of wildlife, maintain existing agricultural access and provide crossings for existing and new bridleways and public footpaths.

The following image summarises the key elements of the “Proposed Scheme”.



A303 Stonehenge Amesbury to Berwick Down (Image provided by the State Party).

#### 4.1 Alignment

The alignment of the “Proposed Scheme” varies from previous tunnel options. The proposed tunnel now closely follows the line of the existing A303, with the result that the western portal has been moved to the north-west, away from the Normanton Barrows and out of potential conflict with the Stonehenge solstice alignment. However, the western portal is now closer to the Winterborne Stoke and Diamond monument groups. The position of the eastern portal is not substantively changed. The new alignment enables the proposed Longbarrow Junction to be positioned outside the WHS on the alignment of the existing A303, facilitating crossing of the River Till valley and by-passing of Winterbourne Stoke to the north.

The Mission supports the revised alignment, insofar as it reduces potential conflict with Normanton Barrows and out of potential conflict with the Stonehenge solstice alignment, but has serious concerns with the proposed western portal and associated dual carriageway within the WHS (as outlined below).

#### 4.2 Eastern Portal and Approaches

The “Proposed Scheme” involves major re-configuration of the Countess Roundabout, with flyover sections of carriageway across the roundabout itself, then continuing westward into the WHS, within and matching the existing road reservation, before diverting to the north-northwest into the proposed eastern portal. The distance between the eastern edge of the WHS and the eastern portal would be 1.3km (points ‘B’ and ‘A’ respectively on the plan below). The



eastern portal would be located downhill, to the east of The Avenue. The eastern portal location sits within a micro valley (see images below), thereby minimising visibility from within the WHS. The use of the existing road reservation reduces the additional road footprint within the WHS. Approximately two-thirds of the new road construction in this area would take place within the existing highway boundaries, as shown on the plan below, with the balance of the existing highway area becoming chalk grassland. This location and alignment also enables both Blick Mead and Vespasian's Camp to be avoided. However, placing the portal in this location would require retention of much of the existing road reservation, plus new flyovers, cutting, portal and tunnel infrastructure and construction of 1.3km of new dual carriageway within the WHS (much of it coincident with existing highway).



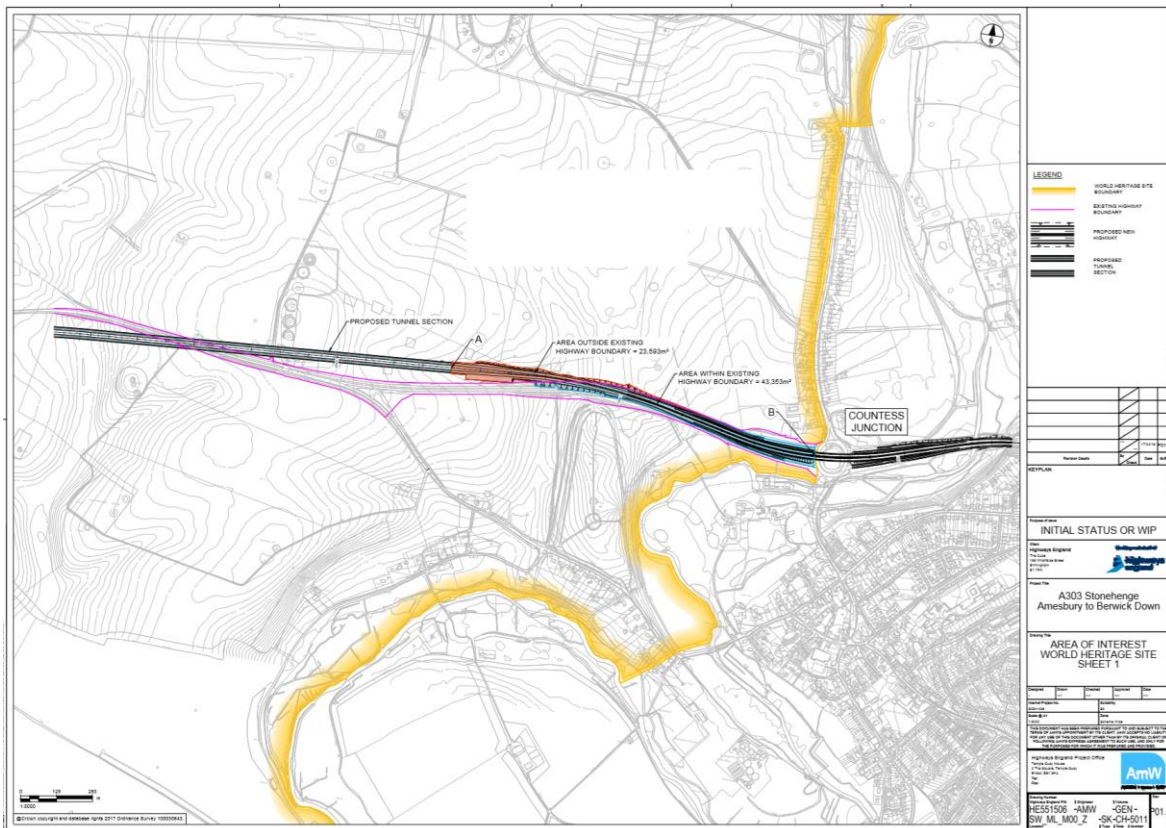
Proposed eastern portal site, looking east. Vespasian's Camp is the wooded ridge. The existing A303 is visible to the right. The arrow shows the approximate portal location. (Photo: Richard Mackay 2018).



Eastern tunnel entrance – oblique aerial view (Image provided by the State Party).



Driver's view of eastern tunnel entrance – entering from east (Image provided by the State Party).



Plan of the proposed eastern portal location, approaches from the east and Countess Junction, under the 'Proposed Scheme', supplied by the State Party. The red shaded area shows the proposed new surface construction footprint within the WHS; blue is new surface construction within the existing highway boundaries and the pink outline shows the existing highway boundaries.

The Mission notes that if a tunnel option is pursued, locating the eastern portal would be challenging and that moving it further to the east could mean approximately 4km of additional tunnel extending well to the east of the eastern boundary of the WHS (with associated major cost implications). The reason that a location further to the east requires such a distance arises from the environmental sensitivity and geotechnical conditions of the Avon River valley and the topography – noting that the tunnel portal has to be dug 'into' a hillside.

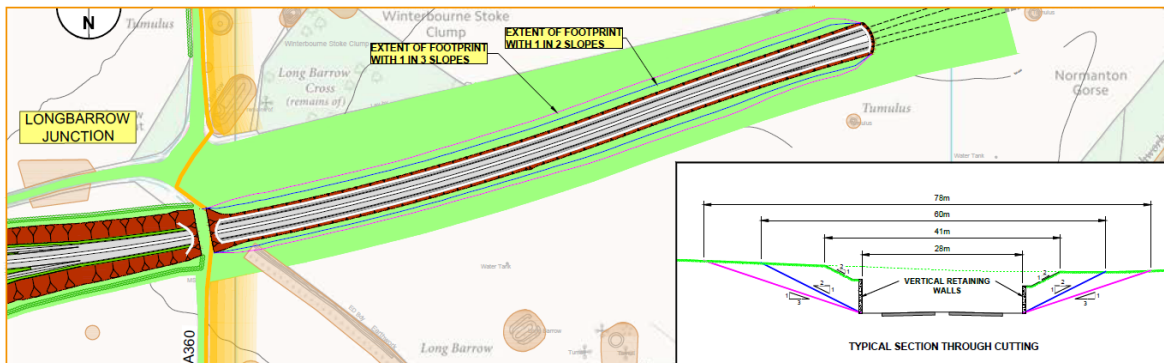
The Mission therefore considers that eastern portal has been positioned in the least impactful location available and close to the WHS boundary, given the constraints imposed by the attributes of the WHS, other significant sites in the vicinity (including Vespasian's Camp and Blick Mead) and local topographic and environmental conditions. The location of the eastern portal slightly to the east of The Avenue and its siting within a micro valley is an improvement on previous options, although the proposed dual carriageway would still be visible from, and therefore adversely affect, the visual setting of The Avenue.

A tunnel portal much further to the east, completely outside the WHS, would be needed to comprehensively protect the OUV of the property from the impact of associated dual carriageways.

### 4.3 Western Portal and Approaches

The western portal is proposed to be positioned close to the alignment of the existing A303, approximately to the east of the current Longbarrow Junction. Between the portal and the new Longbarrow Junction (to the west of the WHS), the new dual carriageway would run through a deep cutting (c8m). The proposed scheme offers options to use either vertical or grassed slopes

on either side of the dual carriageway road. There would also be c300m sections of grassed canopy (with or without ventilation outlets above) and some land bridges – at least one at the A360 and possibly others. The general footprint of the western portal option on the WHS is shown in the illustration below.



Land take footprints for the options for the approach to the western portal, showing extent of dual carriageway impact on the WHS. (Image provided by the State Party).

The Mission considers that moving the western portal away from the previously proposed location (to the south-east) is an improvement and that the use of land bridges and grassed canopy would lessen the potential visual impact. However this portal location would require total removal of archaeological resources, cutting, portal and tunnel infrastructure, and construction of more than a kilometre of new dual carriageway within the WHS. As noted in previous Heritage Impact Assessment reports by Snashall & Young (2014 and 2017), (which evaluated a previous scheme), this location and alignment would give rise to negative heritage impacts on the Winterbourne Stoke and Diamond monument groups. Therefore, although the location of the western portal represents an improvement on previous options, it nevertheless involves an intrusive section of cut dual carriageway within the WHS. If a tunnel solution is pursued, the western portal should be re-located outside the western boundary of the WHS to avoid dual carriageways within this part of the WHS.

#### **4.4 The Tunnel**

If the proposed scheme (ie: a tunnel, whatever the length) proceeds, there will be a major new piece of infrastructure installed within the WHS, including both surface and underground components. This gives rise to some significant issues, which will need to be addressed through the HIA, Environmental Impact Assessment (EIA) and DCO processes, including:

- the life expectancy of the tunnel itself and options for remediation, or other action at the end of its life;
- the nature of the tunnel structure and the fact that, unlike surface elements, it is unlikely to be able to be removed; and
- factors arising during tunnel operations, including management and effects of vehicle emissions, vibration and noise and the possibility of physical and other effects on the WHS and the experience of visitors.

The Mission considers that the HIA/EIA/DCO processes and assessments should include relevant expertise and adequate investigations to address these factors and their potential impact on the OUV of the WHS and on other relevant matters such as visitor experiences and local amenity.

## **4.5 Landscape Impact**

The Stonehenge component of the “Stonehenge, Avebury and Associated Sites” World Heritage property (the WHS) consists of the main stone circle monument in the centre of an open archaeological landscape of visually-interlinked monuments. Currently, the A303 cuts across this landscape from east to west for approximately 5.4km, mostly as a two-lane surface highway, but with approximately 2.0km of dual carriageway surface highway. Removal of the surface highway A303 from this landscape would have a positive effect on the WHS, and could deliver a range of legacy benefits.

The “Proposed Scheme” has been thoughtfully developed, based on detailed investigations and consultation with relevant experts, authorities and the community. While it is disappointing that the Scientific Committee recommended in the first Advisory mission was not convened earlier, the Scientific Committee is now part of an advisory framework that provides a ‘heritage-centred’ approach to the project. An outcome of this process is that the proposed scheme not only includes the removal of a major physical and visual intrusion within the central part of the WHS, but also the siting and design of new infrastructure in a manner that seeks to minimise visual impact of portals and cuttings and their visibility from the major monuments within the WHS. The Mission acknowledges these efforts and that the current scheme is an improvement on previous proposals, but is nevertheless concerned by the extent to which the new sections of dual carriageway intrude upon the Stonehenge landscape and their unacceptable impact upon the integrity and authenticity of the WHS (as below).

It was brought to the attention of the Mission that the existing section of the A303 which bisects the property is likely to remain as a public thoroughfare, such as a byway, if the roadway is re-located. This could provide significant public benefit and facilitate greater community access to the property as a ‘landscape’, but should not occur in a manner that encourages extensive vehicular traffic. A link between byways 11 and 12 to the south, for example, could result in inappropriate intensification of the byway use. The Mission therefore considers that the section of the current A303 which runs through the WHS could become a limited or non-vehicular thoroughfare after the improvement scheme has been completed, but the proposed link between byways 11 and 12 should not be established.

## **4.6 Archaeological Resources**

The State Party and its agencies have undertaken thorough and systematic investigations (including on-site sampling and excavations), which have informed the evolving design of the “Proposed Scheme”. There have been some constraints to this process arising from limitations on the ability of the State Party and its agents to secure access to privately-owned lands. While full analysis and reporting of this work is yet to occur, it appears to have been undertaken to high professional standards and to have helped realise some of the research potential of the WHS and avoid impact on otherwise unknown or lesser-known monuments.

The Mission considers that the identification and investigation of archaeological remains within the WHS during archaeological assessment and evaluation of the Proposed Scheme, and subsequently during construction, offers potential benefits to public knowledge and understanding of the OUV of the WHS and to wider research themes. However, any destruction of sites in areas impacted by the proposed dual carriageways would have an irreversible impact.



## **4.7 Impact on Integrity and Authenticity**

The “Proposed Scheme” for the enhanced A303 and current design proposal comprises a 3.0km twin bored tunnel, a short covered section, plus nearly 2km of dual carriageway in cuttings, with some land bridges. The tunnel would remove the road from the central part of the component site but the construction of four-lane highways in cuttings at either end of the tunnel would adversely and irreversibly impact on the integrity, authenticity and OUV of the WHS, particularly through disrupting the spatial and visual links between monuments, and as a result of its overall visual impact.

The rigorous investigation, evaluation, iterative design and assessment process has revealed that, if the tunnel solution is pursued, the proposed length of 3.0km would not be adequate to protect the integrity and conserve the OUV of the WHS. Therefore, notwithstanding that the preferred scheme shows improvement compared with previous plans and would also improve the current situation in the centre of the WHS; it should not proceed in its current form.

A surface route, which re-routes the A303 completely around the Stonehenge component of the WHS, and enables the closure of the existing section of the A303 within the WHS, would be the best option in relation to impact on the OUV of the WHS. A longer tunnel which avoids or significantly reduces the proposed length of dual carriageway is necessary to reduce the impact on the integrity, authenticity and OUV of the WHS.

## **5. Heritage Management Processes**

### **5.1 Managing Archaeological Resources**

Two Scheme-wide documents have been produced with some input from the Scientific Committee and agreed with Heritage Monitoring Advisory Group (HMAG):

- *Archaeological Evaluation Strategy* (AECOM, Mace, WSP January 2018); and
- *Overarching Written Scheme of Investigation for Archaeological Evaluation* (AECOM, Mace, WSP January 2018).

Together, these documents provide a framework for the development of Site-Specific Written Schemes of Investigation for each evaluation area.

The *Archaeological Evaluation Strategy* sets the strategic direction of archaeological evaluation and sets out the overarching scope, guiding principles and the methods to be used in relation to each part of the Scheme, to inform the development of design and the archaeological mitigation strategy. It also provides the archaeological approach which will feed into the EIA, HIA and DCO documentation.

The *Overarching Written Scheme of Investigation for Archaeological Evaluation* describes the specific methods and techniques that will be employed during archaeological field evaluations and archaeology programmes, covering matters such as:

- monitoring and progress reporting procedures;
- report writing and publication timescales;
- archive preparation and deposition commitments;
- programme and resourcing requirements;
- artefact sampling and surface artefact collection;
- geophysical surveys using gradiometer survey, ground penetrating radar survey and resistivity;

- trial trench methodologies; and
- environmental and geoarchaeological sampling and assessment.

The Mission considers that the archaeological investigations undertaken to date have accorded with the recommendations of previous Missions, although analysis and reporting is yet to be completed. The *Archaeological Evaluation Strategy* and the *Overarching Written Scheme of Investigation for Archaeological Evaluation* provide a framework for question-driven archaeological evaluation, in the event that a tunnel option is pursued. The Mission considers that the proposed detection and sampling strategies appear adequate, noting that there are a range of matters still to be resolved, including, for example:

- change of operators / personnel / preferred route (with regard to potential loss of the 'memory' of previous works and studies);
- the role of the Scientific Committee – including its ability to provide unfettered advice and extend its own range of experience and skills;
- access to land – which should not influence either route alignment or archaeological investigation decisions; and
- archiving and artefact curation and storage.

Ongoing specialist input to all archaeological processes should continue to be provided by the Scientific Committee.

## **5.2 Heritage Monitoring Advisory Group (HMAG)**

The Heritage Monitoring Advisory Group (HMAG) was convened, in accordance with a recommendation from the first Advisory mission, to advise Highways England. It comprises representatives from:

- Historic England (UK Government's statutory heritage advisor);
- Wiltshire Council Archaeology Service (WCAS – statutory heritage advisor on behalf of the local planning authority);
- English Heritage Trust – manager of the Stonehenge site and operator of the Visitor Centre; and
- The National Trust for England and Wales – public membership body owner and manager of extensive estate in the WHS.

HMAG will provide pro-active heritage advice throughout the development of the project, by engaging directly with the designers to influence design decisions, and by setting and monitoring archaeological requirements and standards of work within the WHS. HMAG will also advise on the Heritage Impact Assessments undertaken to inform route selection and mitigation measures. HMAG should provide its advice both on request and of its own volition, where appropriate.

The Mission considers that the Heritage Monitoring Advisory Group, in combination with the recently-convened Scientific Committee (see below), now provides an appropriate heritage-centred steering mechanism for future stages of decision making and project implementation. HMAG does not include representation of broader interests, such as the Stonehenge and Avebury World Heritage Site Partnership Panel or the Avebury and Stonehenge Archaeological and Historical Research Group, which means that it is also important that there is also a more broad-ranging community consultative process, which particularly includes the Avebury community, to allow civil society to express their views, on an ongoing basis, about any aspect of the project.

### **5.3 Scientific Committee**

The Scientific Committee was established in late 2017, in a welcome, albeit belated, response to recommendations of the first and second Advisory missions. The Scientific Committee is to provide advice through regular meetings (held at least quarterly) and through technical papers authored by members. It will review and comment on archaeological proposals related to both the design and implementation of the proposed scheme. The Scientific Committee has met three times and its meeting minutes are publicly available through its dedicated website at: <http://a303scientificcommittee.org.uk/>

The Scientific Committee is chaired by Professor Sir Barry Cunliffe and includes members of HMAG, plus other leading, independent experts, covering disciplines such as the archaeology of the WHS, relevant archaeological periods, archaeological science, archaeoastronomy, geoarchaeology, palaeoenvironmental archaeology, landscape archaeology, geophysical survey and remote sensing, and archaeology in major infrastructure projects.

As noted above, the Mission considers that the Scientific Committee has now become part of the heritage-centred steering mechanism for future stages of decision making and project implementation. In this regard, it is vital that the Scientific Committee be empowered to continue to provide unfettered advice on any matter, including alternative route or construction options and the archaeological methodologies to be used in implementing the Archaeological Evaluation Strategy and the *Overarching Written Scheme of Investigation for Archaeological Evaluation*. To give effect to its independent expert status, the Scientific Committee should be at liberty to report directly to the Heritage Monitoring Advisory Group and/or to the UK statutory heritage bodies.

It is also important to ensure that the experience and skill set within the Scientific Committee itself should include all relevant expertise, including for example, experience in large-scale archaeological evaluation strategies for Neolithic and Bronze Age landscapes – a matter about which the Scientific Committee itself should provide advice.

### **5.4 Economic Cost-Benefit Modelling**

Highways England have included innovative economic modelling of ‘willingness to pay’, based on actual survey data from visitors, road users and the general population as part of the commercial case for the proposed scheme. The approach seeks to capture the value individuals place on reducing the impact of the A303 on the WHS. Without this ‘value’, the project would not meet necessary benefit/cost metrics for the UK Government.

The Mission acknowledges the ground-breaking nature of this modelling, which has considerable potential application for other World Heritage properties. However, the Mission notes that the question put to survey respondents addressed only the removal of the surface A303 road through the WHS, not the difference in impact between different tunnel options, nor a complete by-pass. The Mission considers that the innovative economic modelling of the benefit-cost of the project should be refined to recognise that, insofar as the public is willing to support the construction of a tunnel, the public would presumably be willing to pay more to remove the pay to remove the A303 impact on the WHS completely through longer tunnel options or complete by-passing.

### **5.5 Legacy Benefits**

Through Highways England, the State Party is seeking to ensure that the proposed scheme will deliver a range of ‘legacy’ benefits that extend beyond the construction of the dual carriageway

and removal of the surface road through the centre of the WHS. The benefits package, which is under development, broadly includes:

- **Heritage:** Reconnecting the World Heritage Site, helping to protect and enhance its unique value and improving understanding of our ancient heritage.
- **Environment:** Caring for, protecting and enhancing the environment and helping people connect with nature.
- **Community:** Listening, engaging and being an active part of community, seeking ways to maximise the benefits of the scheme.
- **Economy:** Boosting the economy of the South West and creating new opportunities for tourism, both locally and further afield.
- **Transport:** Providing a safe and efficient link between the South East and South West, making local and long-distance journeys quicker, more reliable and less stressful.

One of the mechanisms being used to determine the precise content of the legacy benefits package is a proposed 'Benefits and Legacy Forum'. This would be a strategic body, including widely-drawn representation to facilitate collaboration, discussion and partnerships, and create opportunities to deliver the schemes wider benefits and legacy. The intention is that this forum will receive suggestions for potential legacy schemes and will decide which to pursue to maximise the positive outcome of the scheme. The forum would also identify mechanisms for delivery and funding to make the ideas come to 'life'.

The Mission considers that the approach to legacy planning and management for the WHS and its communities, including the proposed establishment of a 'benefits and legacy forum' is a commendable initiative. However, in relation to determination of 'legacy' elements the endorsed Management Plan for the WHS (see below) should be the core document.

## **5.6 Heritage Impact Assessment: Scoping Report**

The mission briefing documentation included a *Heritage Impact Assessment Scoping Report* (AECOM, Mace, February 2018). This document, prepared in response to previous mission recommendations regarding the HIA process provides a specification for the HIA which will inform the EIS and DCO processes for the proposed scheme. The HIA Scoping Report sets out the OUV of the WHS and the attributes of the WHS which contribute to OUV, the scheme history and related studies, and the intended HIA methodology, in accordance with the 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. The HIA Scoping Report incorporates provision for in-built design measures, mitigation measures and design changes, where appropriate, to remove or reduce heritage impacts. The State Party advises that a full HIA will be prepared, in accordance with this Scoping Report, following public consultation, this Advisory mission and the finalisation of the outline design for the DCO application.

The Mission considers that the methodology outlined in the *Heritage Impact Assessment Scoping Report* (AECOM, Mace, February 2018) is appropriate. However, it is important to carry forward previous Heritage Impact Assessment work, by having particular regard to the "Stonehenge A303 improvements: outline assessment of the impacts on the Outstanding Universal Value of the World Heritage property of potential route options presented by Highways England for January 2017", carried out by N. Snashall & C. Young (Snashall & Young 2017), as well as their earlier 2014 report. The 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* should continue to guide Heritage



Impact Assessment. This Guidance allows for positive impacts to be considered, but the relevant objective remains that there is no major adverse impact on OUV.

## **5.7 WHS Management Plan**

The Mission received briefings on the *Stonehenge and Avebury World Heritage Site Management Plan 2015* and on opportunities for enhancing the visitor experience arising from the proposed scheme from Stonehenge and Avebury World Heritage Site Partnership, English Heritage and The National Trust.

During these presentations it was noted that any major scheme within the WHS and/or its setting should fulfil the obligation to protect the WHS and maintain its OUV, as well as to present and transmit the WHS to future generations. At the same time, the scheme should seek to achieve the correct balance between this primary aim of protecting OUV and other values such as access and recreation, local community, farming, tourism, education, research and nature conservation. It was noted that the most appropriate and meaningful legacy would be through invigorated delivery of the Vision and Aims of the WHS Management Plan; the framework endorsed by all WHS partners for the protection and enhancement of the World Heritage Site and its attributes of OUV. It was further noted that implementation of the proposed scheme would re-unite parts of the WHS, creating potential for greater public access and additional opportunities for interpretation and visitor activities.

The Mission concurs that the protection of the WHS and its OUV, as well as transmission to future generations, are fundamental objectives – objectives which are already embodied within the *Stonehenge and Avebury World Heritage Site Management Plan*. The Mission therefore considers that greater attention should be given to incorporation of initiatives and projects that have already been identified in the endorsed Management Plan for the WHS, including through direct and regular dialogue with site managers. This will allow a holistic approach for the conservation and the promotion of all components of the property, mainly Stonehenge and Avebury, in line with the recommendations of the previous missions.

## **5.8 Sustainable Tourism**

The first Advisory mission recommended that studies be undertaken of visitor changes in numbers and behaviour. The second Advisory mission focused in greater detail on tourism, noting that, in line with the priorities of the 2015-2021 Management Plan, a sustainable tourism strategy of presentation and promotion of the World Heritage property should be developed as soon as possible with the view to 1) frame the mitigation measures, such as the loss of direct visual access of Stonehenge monument, into a wider context; 2) ensure that the economic benefits related to the WHS are spread to the community and the wider county and 3) ensure the lasting conservation of the site. The Mission further recommended that, in the same spirit, stakeholders meetings and public consultation about the Stonehenge scheme should be extended to Avebury and north of Wiltshire areas.

The Mission considers that a sustainable tourism strategy should be prepared for the WHS, addressing the implications of results from the previously-recommended studies on changes in visitor numbers and behaviour and responding to the opportunities for new interpretation and visitor experience that would arise from the proposed scheme. The Mission also recommends a more broad-ranging community consultative process, which particularly includes the Avebury community.

## 6. Conclusions and Recommendations

### 6.1 Findings

The State Party and its agencies have responded to the recommendations of previous Advisory missions and Decisions of the World Heritage Committee (although some recommendations from the first mission and some requests of the Committee have not been implemented).

The Stonehenge component of the ‘Stonehenge, Avebury and Associated Sites’ property (the WHS), consists of the main stone circle monument in the centre of an open archaeological landscape of visually-interlinked monuments. Currently, the A303 cuts across this landscape from east to west for approximately 5.4km, mostly as a two-lane surface highway, but with approximately 2.0km of dual carriageway surface highway. Removal of the surface highway A303 from this landscape would have a positive effect on the WHS, and could deliver a range of legacy benefits.

The ‘Proposed Scheme’ for the enhanced A303 and current design proposal comprises a 3.0km twin tunnel, a short covered section, plus more than 2km of dual carriageway in cuttings with some land bridges. The tunnel would remove the road from the central part of the Stonehenge component of the WHS but the construction of four-lane highways in cuttings at either end of the tunnel would adversely and irreversibly impact on the integrity, authenticity and OUV of the WHS, particularly through disrupting the spatial and visual links between monuments, and as a result of its overall visual impact.

A surface route, which re-routes the A303 completely around the Stonehenge component of the WHS, and enables the closure of the existing section of the A303 within the WHS, would provide the best option in relation to impact on the OUV of the WHS. The visual and physical impact on the landscape to the south of the property, a Special Area for Conservation (SAC) and a Site of Special Scientific Importance (SSSI), of the F10 scheme option proposed would have been high. However, other surface routes may still be feasible, depending on the relative weighting accorded to matters that inform the decision.

Having regard to the First Mission advice that:

*. . . a well-considered and designed tunnel scheme could become a model of good practice on the world stage . . .*

and

*. . . the project for the relocation of the existing road underground into a “tunnel of at least 2.9k” could readily adopt appropriate well-established construction methods and spatial planning approaches. Hence, with good design and construction controls, and respecting essential archaeological and heritage management measures, the tunnelled length of the road would be expected to have a beneficial impact on the attributes of Outstanding Universal Value (OUV). However, the siting and design of the tunnel portals, approach cuttings/embankments, entry/exit ramps, mitigation measures and the temporary construction works have the potential to adversely impact OUV. These latter aspects of the scheme, in particular, will require rigorous investigation, evaluation, iterative design and assessment if they are to protect the attributes of OUV within the World Heritage site and the surrounding Archaeological Priority Area . . .*

the ‘rigorous investigation, evaluation, iterative design and assessment’ process has revealed that, if the tunnel solution is pursued, the proposed length of 3.0km would not be adequate to protect the integrity and conserve the OUV of the WHS.

Although the location of the western portal represents an improvement on previous options, it nevertheless involves an intrusive section of cut dual carriageway within the WHS. Therefore, if a tunnel solution is pursued, the western portal should be re-located outside the western boundary of the WHS to avoid dual carriageways within this part of the WHS.

The eastern portal has been positioned in the least impactful location available close to the WHS boundary, given the constraints imposed by the attributes of the WHS, other significant sites in the vicinity, and local topographic and environmental conditions. The location of the eastern portal to the east of The Avenue and its siting within a micro valley is an improvement on previous options. However, a tunnel portal much further to the east, completely outside the WHS, would protect the OUV of the property from the impact of associated dual carriageways.

The Mission recognises that the State Party and its agencies have been methodical and thorough in the approach to determining the ‘Proposed Scheme’ and have been careful to have regard to the myriad of complex issues and pressures that affect both corridor and route selection and the assessment of potential benefits and costs. The Mission recognises that the State Party and its agencies must seek to balance a range of issues and factors. However, the Mission concludes that additional weight should be afforded to avoiding impact on WHS, in view of its Outstanding Universal Value and the obligations of the State Party under the *World Heritage Convention*. The Mission considers that the appropriate ‘test’ is not whether there is a net benefit to OUV, but rather how adverse impact on OUV can be avoided.

The OUV of the WHS should therefore be afforded at least equal priority to other environmental considerations, including impact on Areas of Outstanding Natural Beauty and Special Areas of Conservation, when either surface or tunnel options are being considered or assessed. In addition, the innovative economic modelling of the benefit-cost of the project should be refined to recognise that, insofar as the public is willing to support the construction of a tunnel, the public would presumably be willing to pay more to remove the pay to remove the A303 impact on the WHS completely through longer tunnel options or complete by-passing.

The Heritage Monitoring Advisory Group and Scientific Committee are now established, functioning and providing advice that can facilitate a ‘heritage-centred’ approach and contribute to a proposed legacy benefits programme, which is yet to be developed by Highways England. The independent website of the Scientific Committee is a welcome initiative and it is important that the Scientific Committee continues to be able to express publicly opinions on any aspect of the project.

The Scientific Committee needs to continue to be able to provide unfettered advice on any matter, including alternative route or construction options and archaeological methodologies to be used during the project. To give effect to its independent expert status, the Scientific Committee should be at liberty to report directly to the Heritage Monitoring Advisory Group and/or to the UK statutory heritage bodies. It is also important to ensure that the experience and skill set within the Scientific Committee itself should include all relevant expertise, including for example, experience in large-scale archaeological evaluation strategies for Neolithic and Bronze Age landscapes.

The methodology outlined in the *Heritage Impact Assessment Scoping Report* (AECOM, Mace, February 2018) is appropriate. The Heritage Impact Assessment should have particular regard to the "Stonehenge A303 improvements: outline assessment of the impacts on the Outstanding Universal Value of the World Heritage property of potential route options presented by Highways England for January 2017" carried out by N. Snashall & C. Young (Snashall & Young 2017), as well as their earlier 2014 report. The 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* should continue to guide Heritage Impact Assessment. This Guidance allows for positive impacts to be considered, but the relevant objective remains that there is no major adverse impact on OUV.

The archaeological investigations undertaken to date have accorded with the recommendations of previous missions, although analysis and reporting are yet to be completed. The *Archaeological Evaluation Strategy* (AECOM, Mace, WSP January 2018) and the *Overarching Written Scheme of Investigation for Archaeological Evaluation* (AECOM, Mace, WSP January 2018) provide a framework for question-driven archaeological evaluation, in the event that a tunnel option is pursued. However, all archaeological processes should also continue to follow the expert advice provided by the Scientific Committee.

The Development Control Order (DCO) process (the equivalent of planning permission for infrastructure projects) and its programme and timing can and should be aligned with the World Heritage Committee timetable, as the State Party proposes to do. In the event that there are shifts in the project programme, these should not preclude the opportunity for World Heritage Committee Decisions to further influence the project and inform the consent authority decisions.

The mission findings and recommendations should be shared with the public and with all decision makers involved in the design and content of the project or the DCO process.

The third Advisory mission has been timely and it would be appropriate for the process of Advisory missions to continue beyond the DCO application stage, as alternative plans are developed for this highly significant major project.

## **6.2 Response to Terms of Reference**

In addition to the 'Key Findings' above, the Mission also presents the following specific responses to the mission's Terms of Reference (TOR). Owing to the manner in which the TOR are structured, there is necessarily some repetition and overlap between the individual responses to each term.

### **Progress by the UK State Party, Highways England and heritage organisations on the implementation of the recommendations of the previous mission report, including responding to all points raised in those documents**

The State Party, Highways England and heritage organisations are pro-actively implementing the recommendations of the second mission report and have provided a detailed report on progress to date.

### **Progress by the UK State Party towards the implementation of Decision 41 COM 7B.56 of the July 2017 World Heritage Committee**

The State Party has made progress towards the implementation of Decision 41 COM 7B.56 adopted by the World Heritage Committee (July 2017), but should do more to consider longer

tunnel options in order to remove dual carriageway cuttings from the WHS and undertake further detailed investigations regarding the portal locations (Decision 41 COM 7B.56 6 (b)).

**Details of the ‘Proposed Scheme’ including the results of archaeological assessment and field evaluation of key elements of the Proposed Scheme within the WHS, including portal sites and new surface road, as available at the time of the mission**

The Mission inspected the WHS, its setting and surrounding areas, in the company of representatives from the State Party, Highways England and its consultants, Historic England, English Heritage, the National Trust and Wiltshire Council Archaeology Service, received detailed briefings from the project proponents, expert advisers and State Party authorities, met with representatives from civil society, and reviewed an extensive set of briefing documents, in light of the findings and recommendations of the previous Advisory missions and recent decisions of the World Heritage Committee.

**The likely impacts upon the attributes of the OUV of the WHS of the Proposed Scheme as articulated in HIAs**

Attributes which would be enhanced include the evolution of monument construction and of the continual use and shaping of the landscape (Criterion ii), and the design, position and interrelationship of the monuments and sites. The retention of The Avenue is particularly positive (Criterion iii). But at the same time, these attributes will also be adversely impacted. The interrelationship of the monuments and sites and the overall coherence of the archaeological landscape, which are seen in the Statement of Outstanding Universal Value as an *‘exceptional survival of prehistoric monuments and sites . . . including settlements, burial grounds, and large constructions of earth and stone . . . [which] together with their settings, they form landscapes without parallel’*, would also be adversely and irreversibly affected by new cuts, portals and construction of new dual carriageway sections.

**The potential for the Proposed Scheme to deliver substantial benefits for the OUV of the WHS through the reunification of much of its landscape and for the future public enjoyment and appreciation of the WHS through the removal of the noise and visual intrusion of traffic caused by the current road**

Based upon the information available at the time of the mission, elements of the Proposed Scheme, incorporating the Proposed Scheme, would deliver substantial benefits for parts of the WHS through the reunification of much of its landscape and would enhance future public enjoyment and appreciation of the WHS through the removal of the noise and visual intrusion of traffic caused by the current road. Specifically, the ‘Proposed Scheme’ would improve the current situation, through:

- removal of a large section of the existing A303 surface road in the centre of the WHS and consequent reconnection of northern and southern parts of the WHS;
- additional opportunities for experiencing and interpreting the landscape of the WHS; and
- realisation of archaeological potential of those parts of the site which are to be physically affected through comprehensive archaeological investigation.

However, again based upon the information available at the time of the mission, the Proposed Scheme, incorporating the Proposed Scheme, will also adversely affect the integrity and authenticity, and therefore the OUV of the WHS, through:

- construction of more than 2km of new double dual carriageway within the WHS;
- permanent removal of parts of the site, including archaeological features, artefacts and deposits, for the creation of dual carriageways, leading to a severance of the inter-relationship between the archaeological monuments and the loss of archaeological resource;
- visual impact of the portals and cuttings from some parts of the WHS;
- introduction of a new ‘flyover’ section of the A303 between the Countess Roundabout and the proposed eastern portal; and
- introduction of substantial sub-surface infrastructure, with a life expectancy of hundreds of years, in a manner that is not designed to be reversible.

**The heritage-centred steering mechanism that has been set up to ensure quality control at all stages of decision making**

The Heritage Monitoring Advisory Group and Scientific Committee set up now provides a heritage-centred steering mechanism for future stages of decision making and project implementation. However, decision making during the selection of the Proposed Scheme appears not to have been so heritage centred, by affording priority to avoiding Areas of Outstanding Natural Beauty and Special Areas of Conservation, which has militated against some surface options outside the WHS (particularly option F10), but apparently not having afforded the same perceived priority to the OUV of the WHS.

**The potential benefits to public knowledge and understanding of the OUV of the WHS made by any archaeological remains identified during archaeological assessment and evaluation of the Proposed Scheme within its boundary to wider research in the property on an ongoing basis**

The identification and investigation of archaeological remains within the WHS, during archaeological assessment and evaluation of the Proposed Scheme, and subsequently during construction, offers potential benefits to public knowledge and understanding of the OUV of the WHS and to wider research themes. However, the potential destruction of (any yet undiscovered) sites in areas impacted by the proposed dual carriageways would have an irreversible impact.

**The nature of the Development Consent Order (DCO) process under which the detailed scheme proposal would be considered by the UK Planning Inspectorate, the statutory timescales for DCO, and the comprehensive nature of public consultation ahead of DCO submission. How this statutory DCO process will allow for and take into consideration the recommendations of the World Heritage Committee arising from its discussion of the proposals?**

The Development Consent Order (DCO) process and statutory timescales, under which the detailed scheme proposal is to be considered, should allow for consideration of the conclusions and recommendations of this Advisory mission and any recommendations of the 42nd Session of the World Heritage Committee (24 June – 4 July 2018 in Manama, Bahrain).

**The measures that the UK State Party, Highways England and heritage partner organisations have taken, or have in progress, to respond to and implement the recommendations of both previous Mission reports and the World Heritage Committee’s Decision**

As noted above, the State Party, Highways England and heritage organisations are pro-actively implementing the recommendations of the second mission report and have provided a detailed report on progress to date.

The State Party has made progress towards the implementation of Decision 41 COM 7B.56 adopted by the World Heritage Committee (July 2017), but should do more to consider longer tunnel options in order to remove dual carriageway cuttings from the WHS and undertake further detailed investigations regarding the portal locations (Decision 41 COM 7B.56 6 (b)).

**The impact of the Proposed Scheme on the OUV of the WHS, based upon the information available at the time of the Mission in the design process, which comprises:**

- o The results of archaeological and other assessments and evaluation of potential tunnel portal sites and possible associated new surface road within the WHS in relation to the attributes of OUV;**
- o The alignment and emerging design of the Proposed Scheme within and adjacent to the WHS;**
- o Visualisations and modelling of aspects of potential new infrastructure, including tunnel portals, vertical alignment and landscape mitigation;**
- o Cultural Heritage Impact Assessment scoping reports and Heritage Impact Assessments (if available by time of mission);**
- o The proposed treatment of the redundant portions of the A303 and A360 roads;**
- o Relevant technical and engineering aspects of the scheme as available at this stage of development.**

As noted above, the Stonehenge component of ‘Stonehenge, Avebury and Associated Sites’ (the WHS) consists of the main stone circle monument in the centre of an open archaeological landscape of visually-interlinked monuments. Currently, the A303 cuts across this landscape from east to west for approximately 5.4km, mostly as a two-lane surface highway, but with approximately 2.0km of dual carriageway surface highway. Removal of the surface highway A303 from this landscape would have a positive effect on the WHS, and could deliver a range of legacy benefits.

The “Proposed Scheme” for the enhanced A303 and current design proposal comprises a 3.0km twin tunnel, a short covered section, plus more than 2km of dual carriageway in cuttings with some land bridges. The tunnel would remove the road from the central part of the component site but the construction of four-lane highways in cuttings at either end of the tunnel would adversely and irreversibly impact on the integrity, authenticity and OUV of the WHS, particularly through disrupting the spatial and visual links between monuments, and as a result of its overall visual impact. Therefore, notwithstanding that the preferred scheme shows improvement compared with previous plans and would also improve the current situation in the centre of the WHS; it should not proceed in its current form.

**Relevant technical and strategic planning aspects regarding the whole asset life design of the scheme within the WHS and road network development and longer term impact on the region**

As noted above, the Mission inspected the WHS, its setting and surrounding areas, in the company of representatives from the State Party, Highways England and its consultants, Historic England, English Heritage, the National Trust and Wiltshire Council Archaeology Service, received detailed briefings from the project proponents, expert advisers and State Party authorities, met with representatives from civil society, and reviewed an extensive set of briefing documents. The Mission gained a thorough understanding of technical and strategic aspects of the project and issues related to the surrounding landscape and communities, including environmental issues and local traffic impacts, as well as the long term impact on the regional road network.

### **The need for additional expertise, consultation, desk review, heritage impact assessment, skills assessment, advisory mission, or technical assistance**

The Heritage Monitoring Advisory Group and Scientific Committee are now established, functioning and providing advice that can facilitate a ‘heritage-centred’ approach and contribute to a proposed legacy benefits programme, which is yet to be developed by Highways England. It is important that the Scientific Committee remain unfettered in its ability to express opinions on any aspect of the project and that the experience and skill set within the Scientific Committee itself should include all relevant expertise, including for example, experience in large-scale archaeological evaluation strategies for Neolithic and Bronze Age landscapes.

The HIA/EIA/DCO processes and assessments should include relevant expertise and adequate investigations to address factors such as life expectancy, end-of-working-life remediation, vibration and noise that are particular to the tunnel solution, and their potential impact on the OUV of the WHS and on other relevant matters such as visitor experiences and local amenity.

### **How the Committee might consider any detailed proposals for the A303 including impact on the OUV of the WHS in light of the reporting process to the annual World Heritage Committee and statutory timescales of the Development Consent Order (DCO) application, as the plans to address the problems caused by the existing A303 trunk road traffic are further developed over the coming years**

As noted above, the Development Consent Order (DCO) process and statutory timescales, under which the detailed scheme proposal is to be considered, should allow for consideration of the conclusions and recommendations of this Advisory mission and any recommendations of the 42nd Session of the World Heritage Committee (June/July 2018). The Advisory mission process has influenced the development of detailed proposals for the A303 and understanding of potential impact on the OUV of the WHS but the scheme is not yet at a stage where it should proceed. Noting the Terms of Reference of the Heritage Monitoring Advisory Group and Scientific Committee, and the State of Conservation, the reporting process to World Heritage Committee, it would be productive to continue the ICOMOS/UNESCO process beyond the DCO application, as revised plans are developed over the coming years and there is a need for ongoing advice and assistance.

### **The appropriate approach to legacy planning and management for the WHS and its communities**

The Highways England approach to legacy planning and management for the WHS and its communities, including the establishment of a ‘benefits and legacy forum’ is yet to be implemented, but is a commendable initiative. However, in relation to legacy planning, greater



attention should be given to incorporation of initiatives and projects that have already been identified in the endorsed Management Plan for the WHS, including through direct dialogue with site managers. This will allow a holistic approach for the conservation and the promotion of all components of the property, mainly Stonehenge and Avebury, in line with the recommendations of the previous missions.

**Any other matters that may be relevant to avoiding, minimising or mitigating adverse impact on the OUV of the WHS**

The current public consultation process, ahead of the proposed DCO submission, is thorough and inclusive, but has been confined only to the Proposed Scheme.

**The potential benefits to the OUV of the WHS that the scheme could deliver: though the removal of much of the current, surface A303 and the noise & visual intrusion of its traffic; through the reunification of the currently-severed WHS to north and south of the current road; for the public enjoyment and appreciation of the WHS, including future opportunities to explore and visit currently inaccessible groups of sites and monuments**

The Proposed Scheme would deliver substantial benefits for parts of the WHS through the reunification of large parts of its landscape, and would enhance future public enjoyment and appreciation of the WHS through the removal of the noise and visual intrusion of traffic caused by the current road in parts of the site, but would cause irreversible damage in other parts of the site, and overall would impact adversely on OUV.

### **6.3 Recommendations**

1. Although the Proposed Scheme shows improvement compared with previous plans and would also improve the current situation in the centre of the Stonehenge component of the WHS, it should not proceed in its current form.
2. Potential surface routes for the proposed dual carriageway sections of the A303 should be reconsidered outside the WHS, on the basis that Outstanding Universal Value (OUV) of the WHS should be afforded at least equal priority to other environmental considerations (including impact on Areas of Outstanding Natural Beauty and Special Areas of Conservation), and must include complete closure of the section of the A303 which runs through the WHS.
3. Economic modelling of route options and particularly the ‘willingness to pay’ approach should recognise that options which reduce impact on OUV (such as a longer tunnel or a complete by-pass of the WHS) may have greater community benefit than options which partially remove the surface road but have other adverse impacts on OUV.
4. If a longer tunnel is further considered, its design (as currently presented in the Proposed Scheme) must be substantially refined to ensure the OUV of the WHS is fully respected, and this refinement should take precedence over any predetermined project programme or deadline.
5. If a longer tunnel is further considered, the western portal should be relocated to the west of the western boundary of the WHS.

6. If a longer tunnel is further considered, the location of the eastern portal should be further considered with a view to relocating it well to the east of the Countess roundabout.
7. A sustainable tourism strategy should be prepared for the WHS in its entirety, including the Avebury component, addressing the implications of results from the previously-recommended studies on changes in visitor numbers and behaviour, and responding to the opportunities for new interpretation and visitor experience that would arise from the proposed scheme. This would also imply incorporating the WHS Avebury component presentation within the current exhibition at the Visitor Centre.
8. The Scientific Committee should continue to be empowered to provide unfettered advice on any matter, including alternative route or construction options, the archaeological methodologies to be used during the project and its own membership, experience and skill set, and should be at liberty to report directly to the Heritage Monitoring Advisory Group and UK statutory heritage bodies, not only to Highways England.
9. The impact of any further proposed schemes on the OUV of the WHS should be evaluated using the methodology outlined in the Heritage Impact Assessment Scope (AECOM, Mace, WSP February 2018), the 2017 and 2014 preliminary Heritage Impact Assessments by Snashall & Young, and the 2011 ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*.
10. If a longer tunnel is considered, the HIA/EIA/DCO processes and assessments should include relevant expertise and adequate investigations to address factors such as life expectancy, end-of-working-life remediation, vibration and noise, which are particular to the tunnel solution.
11. The section of the current A303 which runs through the WHS could become a non- or limited vehicular thoroughfare after an improvement scheme has been completed that removes the road from the WHS, but the proposed link between byways 11 and 12 should not be established.
12. A more broad-ranging community consultative process, which particularly includes the Avebury community, should be established to allow civil society to express their views, on an ongoing basis, about any aspect of the project, not only the legacy benefits being considered through the benefits and legacy forum process.
13. The legacy benefits package for the project should incorporate initiatives and programmes identified as desirable to conserve and/or interpret OUV in the Management Plan for the WHS.
14. The timing and programme for the Development Consent Order process should be managed to allow for consideration of the conclusions and recommendations of this Advisory mission, any recommendations of the World Heritage Committee, and the time needed to explore further options.
15. Consultation with UNESCO World Heritage Centre and ICOMOS should continue for the life of the project, including, where appropriate, further Advisory missions once alternative options have been explored.

## **7. Annexures**

***A. Terms of Reference***

***B. Statement of Outstanding Universal Value***

***C. Mission Programme***

***D. State Party Personnel***

***E. Civil Society Meetings – personnel and documents provided***

***F. Maps and Plans of World Heritage Site and Proposed Scheme for A303 Project***

***G. Mission Briefing Pack February 2018, including Schedule of Documents Reviewed***

***H. A303 Stonehenge Amesbury to Berwick Down Public Consultation Booklet – February 2018***

## **Annexure A: Terms of Reference**

### **UNESCO AND ICOMOS - third Advisory Mission to the Stonehenge Component of the Stonehenge, Avebury and Associated Sites World Heritage Site**

Consideration of WHS landscape and OUV issues in relation to Highways England's Proposed Scheme for improving the A303 trunk road running through the Stonehenge, Avebury and Associated Sites World Heritage Site (WHS) in the light of the World Heritage Committee's Decision 41 COM.7B 56 made in July 2017.

#### **Context**

The removal of the damaging surface A303 from the WHS has been a long-held ambition of the UK Government due to the chronic traffic congestion and serious harm the current road is causing to its Outstanding Universal Value (OUV). This harm is not only due to the noise, pollution and visual intrusion of heavy traffic, but also due to the effective severance of the bulk of the WH Property to the south of the current A303 from the northern part of the WHS containing Stonehenge and other major ceremonial sites and monuments.

In December 2014 the UK Government announced that it would invest in a bored tunnel of at least 2.9km in length within the WH Property "to solve the long-running traffic problems in a way that protects and provides benefits for the WHS".

In recognition of the need for any scheme proposal to protect the Outstanding Universal Value of the WHS in addition to resolving the traffic issues, the project is being undertaken with the benefit of advice from both ICOMOS International (hereafter ICOMOS) and the World Heritage Centre (WHC) through Advisory Missions and through engaging closely with Historic England, the National Trust, English Heritage and Wiltshire Council Archaeology Service. The overarching aim of this engagement is to protect the OUV of the WHS and satisfy stakeholders that the best result for the WHS has been secured.

This third advisory mission is intended to build on the advice and guidance provided by the WHC and ICOMOS in their technical reports arising from the initial advisory mission of October 2015 and the follow up advisory mission of February 2017. It is also intended to assist the State Party in responding positively to World Heritage Committee Decision 41 COM 7B.56 taken in Krakow in July 2017.

Following the feedback received from both the February 2017 advisory mission and the UK heritage sector during the January-February non-statutory public consultation, Highways England have subsequently revised the previously proposed route of the tunnel/road improvement and developed a 'Proposed Scheme', which is being taken through a statutory public consultation process in the period February-April 2018.

#### **Purpose of the Proposed Advisory Mission for the State Party**

The timing of the Advisory Mission provides the opportunity to advise on the detailed design development of the Proposed Scheme before Highways England submits its application for a Development Consent Order.

The third proposed Advisory Mission will allow the State Party:

- To provide feedback to the WHC and ICOMOS on the measures taken, planned, or in progress, to implement the recommendations of both the previous advisory mission reports and of Decision 41 COM 7B.56;
- To set out in detail the reasons for the decision not to proceed further with a southern route or a longer tunnel and for the choice of alignment and portal locations of the Proposed Scheme;
- To seek the advice of the WHC and ICOMOS on the Proposed Scheme within and adjacent to the WHS, based on work undertaken to inform its potential heritage impacts, including upon its OUV and on any measures which can be taken to avoid or reduce adverse impacts on the OUV of the WHS generally;
- To set out the range of benefits the scheme could unlock to substantially improve the public appreciation and enjoyment of the WHS: through the removal of much of the present, surface A303 and its traffic; through the reunification of the parts of the Stonehenge WHS currently severed by the surface road; and through the ability of future visitors to walk around the WHS between groups of sites and monuments that are presently inaccessible due to the A303.
- To update the mission on the nature, timetable and phasing of the UK statutory planning process for nationally significant infrastructure projects and specifically the Development Consent Order (DCO) process under which the Proposed Scheme is being put out for statutory consultation and considered by the UK Planning Inspectorate; to brief the mission on how this statutory timescale will accommodate the meetings cycle of the UNESCO World Heritage Committee, and allow the Committee to fully consider the Proposed Scheme and for its advice to be able to influence the design of the scheme;
- To examine the measures put in place to ensure that heritage-centred quality control steers all stages of decision making in developing the Proposed Scheme;
- To provide the mission team with the opportunity to meet a range of stakeholders and representatives of civil society in order to understand the wide range of views on the Proposed Scheme.

### **Terms of Reference for the Advisory Mission**

On the basis of briefings on the following, the complete package of which will be made available to the WHC and ICOMOS by February 16<sup>th</sup> at the latest, the mission will consider:

- Progress by the UK State Party, Highways England and heritage organisations on the implementation of the recommendations of the previous mission report, including responding to all points raised in those documents;
- Progress by the UK State Party towards the implementation of Decision 41 COM 7B.56 of the July 2017 World Heritage Committee;

- Details of the 'Proposed Scheme' including the results of archaeological assessment and field evaluation of key elements of the Proposed Scheme within the WHS, including portal sites and new surface road, as available at the time of the mission;
- The likely impacts upon the attributes of the OUV of the WHS of the Proposed Scheme as articulated in HIAs;
- The potential for the Proposed Scheme to deliver substantial benefits for the OUV of the WHS through the reunification of much of its landscape and for the future public enjoyment and appreciation of the WHS through the removal of the noise and visual intrusion of traffic caused by the current road.

The mission will also consider and provide feedback on:

- The heritage-centred steering mechanism that has been set up to ensure quality control at all stages of decision making.
- The potential benefits to public knowledge and understanding of the OUV of the WHS made by any archaeological remains identified during archaeological assessment and evaluation of the Proposed Scheme within its boundary to wider research in the property on an ongoing basis;
- The nature of the Development Consent Order (DCO) process under which the detailed scheme proposal would be considered by the UK Planning Inspectorate, the statutory timescales for DCO, and the comprehensive nature of public consultation ahead of DCO submission. How this statutory DCO process will allow for and take into consideration the recommendations of the World Heritage Committee arising from its discussion of the proposals.

The UK State Party and its advisor and UNESCO/ICOMOS staff/representatives will work to agree how best the WHC and ICOMOS can offer advice on the protection of the OUV of the WHS as part of the statutory process. As the plans to address the problems caused by the existing A303 trunk road traffic continue to be developed, Highways England as scheme developer will continue to work with heritage bodies to facilitate this process. This should allow provision for additional expertise, consultation, desk review, heritage impact assessment, skills assessment, advisory mission, technical assistance if needed.

The Mission shall provide advice on:

- The measures that the UK State Party, Highways England and heritage partner organisations have taken, or have in progress, to respond to and implement the recommendations of both previous Mission reports and the World Heritage Committee's Decision;
- The impact of the Proposed Scheme on the OUV of the WHS, based upon the information available at the time of the Mission in the design process, which comprises:

- The results of archaeological and other assessments and evaluation of potential tunnel portal sites and possible associated new surface road within the WHS in relation to the attributes of OUV;
  - The alignment and emerging design of the Proposed Scheme within and adjacent to the WHS;
  - Visualisations and modelling of aspects of potential new infrastructure, including tunnel portals, vertical alignment and landscape mitigation;
  - Cultural Heritage Impact Assessment scoping reports and Heritage Impact Assessments (if available by time of mission);
  - The proposed treatment of the redundant portions of the A303 and A360 roads;
  - Relevant technical and engineering aspects of the scheme as available at this stage of development.
- Relevant technical and strategic planning aspects regarding the whole asset life design of the scheme within the WHS and road network development and longer term impact on the region;
  - The need for additional expertise, consultation, desk review, heritage impact assessment, skills assessment, advisory mission, or technical assistance;
  - How the Committee might consider any detailed proposals for the A303 including impact on the OUV of the WHS in light of the reporting process to the annual World Heritage Committee and statutory timescales of the Development Consent Order (DCO) application, as the plans to address the problems caused by the existing A303 trunk road traffic are further developed over the coming years;
  - The appropriate approach to legacy planning and management for the WHS and its communities;
  - Any other matters that may be relevant to avoiding, minimising or mitigating adverse impact on the OUV of the WHS.
  - The potential benefits to the OUV of the WHS that the scheme could deliver: though the removal of much of the current, surface A303 and the noise & visual intrusion of its traffic; through the reunification of the currently-severed WHS to north and south of the current road; for the public enjoyment and appreciation of the WHS, including future opportunities to explore and visit currently inaccessible groups of sites and monuments.

### **Mission Report**

During the Mission, Highways England will present the current Proposed Scheme. Following this visit, the Mission will be invited to consider the information provided by Highways England and begin to formulate their feedback on the Proposed Scheme.

It is requested that ICOMOS submit their report by the end of April 2018 so that the Advisory Mission advice can be considered by the State Party in advance of the forthcoming 2018 session of the World Heritage Committee.

The forthcoming Decision of the World Heritage Committee at its 42<sup>nd</sup> Session in 2018 will also be considered by the State Party ahead of the DCO submission, currently scheduled for September 2018.

**Contractual note** – the report of the Advisory Mission should be delivered by the WHC to the Department for Digital, Culture, Media & Sport, acting as the UK State Party to the World Heritage Convention, who may choose to share it with the UK Permanent Delegation.



**Information to be provided by the State Party in advance of the Advisory Mission – to be made available to the WHC and ICOMOS by February 16<sup>th</sup> 2018 at the latest**

- Briefing pack on the Proposed Scheme going to statutory public consultation in the period February-April 2018, with all the accompanying details, including plans showing the proposals within and adjacent to the WH Property.
- Details as available on construction methodology and temporary works, to include haul roads, construction compounds, etc.
- A briefing report setting out the measures taken, planned, or in progress, to implement and respond to the recommendations of the previous two mission reports. This will be a detailed report which will respond to each of the recommendations made in that document, including papers explaining the reasons for not proceeding with a southern route or longer tunnel.
- Archaeological assessment and evaluation reports from fieldwork undertaken at potential tunnel portal sites and associated new surface road, including geophysical survey reports, and archaeological field evaluation.
- Archaeological Evaluation Strategy document governing the scope of exploratory archaeological fieldwork and an Overarching Written Scheme of Investigation document identifying methods and techniques for scoping individual fieldwork proposals.
- Details of geotechnical and ground investigations undertaken to enable understanding of relevant non-heritage related engineering technical constraints or opportunities
- Cultural Heritage Impact Assessment Scoping Report and (if available by the time of the mission) assessments of the impact of the Proposed Scheme on the attributes of OUV.
- Relevant technical and planning aspects regarding the whole asset life design of the scheme within the WHS and road network development and longer term impact on the region.
- Feedback on what kind of heritage-centred steering mechanism has been set up to ensure quality control at all stages of decision making. Briefing on the establishment, Terms of Reference, composition and work of the Scientific Committee of subject matter experts.
- An updated briefing pack on the Development Consent Order (DCO) process, setting out aspects of the application process, the comprehensive nature of public consultation, the examination process and timescales/key milestones in the programme for A303 Stonehenge – this will also set out how the statutory DCO timetable will accommodate the cycle of the World Heritage Committee and its recommendations in relation to the scheme

## **Annexure B: Statement of Outstanding Universal Value**

### **Brief synthesis**

The World Heritage property Stonehenge, Avebury and Associated Sites is internationally important for its complexes of outstanding prehistoric monuments. Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world, while Avebury is the largest. Together with inter-related monuments, and their associated landscapes, they demonstrate Neolithic and Bronze Age ceremonial and mortuary practices resulting from around 2000 years of continuous use and monument building between circa 3700 and 1600 BC. As such they represent a unique embodiment of our collective heritage.

The World Heritage property comprises two areas of chalk land in southern Britain within which complexes of Neolithic and Bronze Age ceremonial and funerary monuments and associated sites were built. Each area contains a focal stone circle and henge and many other major monuments. At Stonehenge these include the Avenue, the Cursus, Durrington Walls, Woodhenge, and the densest concentration of burial mounds in Britain. At Avebury they include Windmill Hill, the West Kennet Long Barrow, the Sanctuary, Silbury Hill, the West Kennet and Beckhampton Avenues, the West Kennet Palisaded Enclosures, and important barrows.

Stonehenge is one of the most impressive prehistoric megalithic monuments in the world on account of the sheer size of its megaliths, the sophistication of its concentric plan and architectural design, the shaping of the stones - uniquely using both Wiltshire Sarsen sandstone and Pembroke Bluestone - and the precision with which it was built.

At Avebury, the massive Henge, containing the largest prehistoric stone circle in the world, and Silbury Hill, the largest prehistoric mound in Europe, demonstrate the outstanding engineering skills which were used to create masterpieces of earthen and megalithic architecture.

There is an exceptional survival of prehistoric monuments and sites within the World Heritage property including settlements, burial grounds, and large constructions of earth and stone. Today, together with their settings, they form landscapes without parallel. These complexes would have been of major significance to those who created them, as is apparent by the huge investment of time and effort they represent. They provide an insight into the mortuary and ceremonial practices of the period, and are evidence of prehistoric technology, architecture and astronomy. The careful siting of monuments in relation to the landscape helps us to further understand the Neolithic and Bronze Age.

**Criterion (i):** The monuments of the Stonehenge, Avebury and Associated Sites demonstrate outstanding creative and technological achievements in prehistoric times.

Stonehenge is the most architecturally sophisticated prehistoric stone circle in the world. It is unrivalled in its design and unique engineering, featuring huge horizontal stone lintels capping the outer circle and the trilithons, locked together by carefully shaped joints. It is distinguished by the unique use of two different kinds of stones (Bluestones and Sarsens), their size (the largest weighing over 40 t) and the distance they were transported (up to 240 km). The sheer scale of some of the surrounding monuments is also remarkable: the

Stonehenge Cursus and the Avenue are both about 3 km long, while Durrington Walls is the largest known henge in Britain, around 500 m in diameter, demonstrating the ability of prehistoric peoples to conceive, design and construct features of great size and complexity.

Avebury prehistoric stone circle is the largest in the world. The encircling henge consists of a huge bank and ditch 1.3 km in circumference, within which 180 local, unshaped standing stones formed the large outer and two smaller inner circles. Leading from two of its four entrances, the West Kennet and Beckhampton Avenues of parallel standing stones still connect it with other monuments in the landscape. Another outstanding monument, Silbury Hill, is the largest prehistoric mound in Europe. Built around 2400 BC, it stands 39.5 m high and comprises half a million tonnes of chalk. The purpose of this imposing, skilfully engineered monument remains obscure.

**Criterion (ii):** The World Heritage property provides an outstanding illustration of the evolution of monument construction and of the continual use and shaping of the landscape over more than 2000 years, from the early Neolithic to the Bronze Age. The monuments and landscape have had an unwavering influence on architects, artists, historians and archaeologists, and still retain a huge potential for future research.

The megalithic and earthen monuments of the World Heritage property demonstrate the shaping of the landscape through monument building for around 2000 years from circa 3700 BC, reflecting the importance and wide influence of both areas.

Since the 12th century when Stonehenge was considered one of the wonders of the world by the chroniclers Henry de Huntington and Geoffrey de Monmouth, the Stonehenge and Avebury Sites have excited curiosity and been the subject of study and speculation. Since early investigations by John Aubrey (1626-1697), Inigo Jones (1573-1652), and William Stukeley (1687-1765), they have had an unwavering influence on architects, archaeologists, artists and historians. The two parts of the World Heritage property provide an excellent opportunity for further research.

Today, the property has spiritual associations for some.

**Criterion (iii):** The complexes of monuments at Stonehenge and Avebury provide an exceptional insight into the funerary and ceremonial practices in Britain in the Neolithic and Bronze Age. Together with their settings and associated sites, they form landscapes without parallel.

The design, position and interrelationship of the monuments and sites are evidence of a wealthy and highly organised prehistoric society able to impose its concepts on the environment. An outstanding example is the alignment of the Stonehenge Avenue (probably a processional route) and Stonehenge stone circle on the axis of the midsummer sunrise and midwinter sunset, indicating their ceremonial and astronomical character. At Avebury the length and size of some of the features such as the West Kennet Avenue, which connects the Henge to the Sanctuary over 2 km away, are further evidence of this.

A profound insight into the changing mortuary culture of the periods is provided by the use of Stonehenge as a cremation cemetery, by the West Kennet Long Barrow, the largest known Neolithic stone-chambered collective tomb in southern England, and by the hundreds of other burial sites illustrating evolving funerary rites.

## **Integrity**

The boundaries of the property capture the attributes that together convey Outstanding Universal Value at Stonehenge and Avebury. They contain the major Neolithic and Bronze Age monuments that exemplify the creative genius and technological skills for which the property is inscribed. The Avebury and Stonehenge landscapes are extensive, both being around 25 square kilometres, and capture the relationship between the monuments as well as their landscape setting.

At Avebury the boundary was extended in 2008 to include East Kennet Long Barrow and Fyfield Down with its extensive Bronze Age field system and naturally occurring Sarsen Stones. At Stonehenge the boundary will be reviewed to consider the possible inclusion of related, significant monuments nearby such as Robin Hood's Ball, a Neolithic causewayed enclosure.

The setting of some key monuments extends beyond the boundary. Provision of buffer zones or planning guidance based on a comprehensive setting study should be considered to protect the setting of both individual monuments and the overall setting of the property.

The survival of the Neolithic and Bronze Age monuments at both Stonehenge and Avebury is exceptional and remarkable given their age – they were built and used between around 3700 and 1600 BC. Stone and earth monuments retain their original design and materials. The timber structures have disappeared but postholes indicate their location. Monuments have been regularly maintained and repaired as necessary.

The presence of busy main roads going through the World Heritage property impacts adversely on its integrity. The roads sever the relationship between Stonehenge and its surrounding monuments, notably the A344 which separates the Stone Circle from the Avenue. At Avebury, roads cut through some key monuments including the Henge and the West Kennet Avenue. The A4 separates the Sanctuary from its barrow group at Overton Hill. Roads and vehicles also cause damage to the fabric of some monuments while traffic noise and visual intrusion have a negative impact on their settings. The incremental impact of highway-related clutter needs to be carefully managed.

Development pressures are present and require careful management. Impacts from existing intrusive development should be mitigated where possible.

## **Authenticity**

Interventions have been limited mainly to excavations and the re-erection of some fallen or buried stones to their known positions in the early and mid-twentieth century in order to improve understanding. Ploughing, burrowing animals and early excavation have resulted in some losses but what remains is remarkable in its completeness and concentration. The materials and substance of the archaeology supported by the archaeological archives continue to provide an authentic testimony to prehistoric technological and creative achievement.

This survival and the huge potential of buried archaeology make the property an extremely important resource for archaeological research, which continues to uncover new evidence

and expand our understanding of prehistory. Present day research has enormously improved our understanding of the property.

The known principal monuments largely remain in situ and many are still dominant features in the rural landscape. Their form and design are well-preserved and visitors are easily able to appreciate their location, setting and interrelationships which in combination represent landscapes without parallel.

At Stonehenge several monuments have retained their alignment on the Solstice sunrise and sunset, including the Stone Circle, the Avenue, Woodhenge, and the Durrington Walls Southern Circle and its Avenue.

Although the original ceremonial use of the monuments is not known, they retain spiritual significance for some people, and many still gather at both stone circles to celebrate the Solstice and other observations. Stonehenge is known and valued by many more as the most famous prehistoric monument in the world.

There is a need to strengthen understanding of the overall relationship between remains, both buried and standing, at Stonehenge and at Avebury.

### **Protection and management requirements**

The UK Government protects World Heritage properties in England in two ways: firstly, individual buildings, monuments and landscapes are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the 1979 Ancient Monuments and Archaeological Areas Act, and secondly through the UK Spatial Planning system under the provisions of the Town and Country Planning Acts. The individual sites within the property are protected through the Government's designation of individual buildings, monuments, gardens and landscapes.

Government guidance on protecting the Historic Environment and World Heritage is set out in National Planning Policy Framework and Circular 07/09. Policies to protect, promote, conserve and enhance World Heritage properties, their settings and buffer zones are also found in statutory planning documents. The protection of the property and its setting from inappropriate development could be further strengthened through the adoption of a specific Supplementary Planning Document.

At a local level, the property is protected by the legal designation of all its principal monuments. There is a specific policy in the Local Development Framework to protect the Outstanding Universal Value of the property from inappropriate development, along with adequate references in relevant strategies and plans at all levels. The Wiltshire Core Strategy includes a specific World Heritage Property policy. This policy states that additional planning guidance will be produced to ensure its effective implementation and thereby the protection of the World Heritage property from inappropriate development. The policy also recognises the need to produce a setting study to enable this. Once the review of the Stonehenge boundary is completed, work on the setting study shall begin.

The Local Planning Authority is responsible for continued protection through policy development and its effective implementation in deciding planning applications with the management plans for Stonehenge and Avebury as a key material consideration. These

plans also take into account the range of other values relevant to the site in addition to Outstanding Universal Value. Avebury lies within the North Wessex Downs Area of Outstanding Natural Beauty, a national statutory designation to ensure the conservation and enhancement of the natural beauty of the landscape.

About a third of the property at both Stonehenge and Avebury is owned and managed by conservation bodies: English Heritage, a non-departmental government body, and the National Trust and the Royal Society for the Protection of Birds which are both charities. Agri-environment schemes, an example of partnership working between private landowners and Natural England (a non-departmental government body), are very important for protecting and enhancing the setting of prehistoric monuments through measures such as grass restoration and scrub control. Much of the property can be accessed through public rights of way as well as permissive paths and open access provided by some agri-environment schemes. Managed open access is provided at Solstice. There are a significant number of private households within the property and local residents therefore have an important role in its stewardship

The property has effective management plans, coordinators and steering groups at both Stonehenge and Avebury. There is a need for an overall integrated management system for the property which will be addressed by the establishment of a coordinating Stonehenge and Avebury Partnership Panel whilst retaining the Stonehenge and Avebury steering groups to enable specific local issues to be addressed and to maintain the meaningful engagement of the community. A single property management plan will replace the two separate management plans.

An overall visitor management and interpretation strategy, together with a landscape strategy needs to be put in place to optimise access to and understanding of the property. This should include improved interpretation for visitors and the local community both on site and in local museums, holding collections excavated from the property as well as through publications and the web. These objectives are being addressed at Stonehenge through the development of a visitor centre and the Interpretation, Learning and Participation Strategy. The updated Management Plan will include a similar strategy for Avebury. Visitor management and sustainable tourism challenges and opportunities are addressed by specific objectives in both the Stonehenge and Avebury Management Plans.

An understanding of the overall relationship between buried and standing remains continues to be developed through research projects such as the “Between the Monuments” project and extensive geophysical surveys. Research Frameworks have been published for the Site and are regularly reviewed. These encourage further relevant research. The Woodland Strategy, an example of a landscape level management project, once complete, can be built on to include other elements of landscape scale planning.

It is important to maintain and enhance the improvements to monuments achieved through grass restoration and to avoid erosion of earthen monuments and buried archaeology through visitor pressure and burrowing animals.

At the time of inscription the State Party agreed to remove the A344 road to reunite Stonehenge and its Avenue and improve the setting of the Stone Circle. Work to deliver the closure of the A344 will be complete in 2013. The project also includes a new Stonehenge visitor centre. This will provide world class visitor facilities including

interpretation of the wider World Heritage property landscape and the removal of modern clutter from the setting of the Stone Circle. Although substantial progress is being made, the impact of roads and traffic remains a major challenge in both parts of the World Heritage property. The A303 continues to have a negative impact on the setting of Stonehenge, the integrity of the property and visitor access to some parts of the wider landscape. A long-term solution remains to be found. At Avebury, a World Heritage Site Traffic Strategy will be developed to establish guidance and identify a holistic set of actions to address the negative impacts that the dominance of roads, traffic and related clutter has on integrity, the condition and setting of monuments and the ease and confidence with which visitors and the local community are able to explore the wider property.

## Annexure C: Mission Programme

Date	When	Where	What	Presenters	How long	Attendees
Monday-5-March-2018	9am--10am	Holiday-Inn	Welcome	Enid-Williams-(DCMS)--Welcome-on-behalf-of-State-Party	10-mins	Toshi-Kono-(ICOMOS) Richard-Mackay-(ICOMOS) Isabelle-Isabelle-Anatole-Gabriel-(ICOMOS) Enid-Williams-(DCMS) Stephen-Ejdler-(DfT) Derek-Parody-(Highways-England) Chris-Moore-(AMW) Neil-Macnab-(AMW)
			History-of-UNESCO/ICOMOS-engagement-with-the-scheme	Andrew-Vines-(Historic-England)	15-mins	Phil-McMahon-(Historic-England) Andrew-Vines-(Historic-England) Dr-Nick-Snashall-(National-Trust) Phillip-Morris-(National-Trust) Dr-Heather-Sebire-(English-Heritage) Melanie-Pomeroy-Kellinger-(Wiltshire-Council)
			ToR			
			Overview-of-scheme	Derek-Parody-(Highways-England)	15-mins	
	10am--1pm	Stonehenge-Landscape	Tour-of-WHS-landscape Vehicles-and-drivers-to-be-provided-by-National-Trust/Historic-England Tour-to-include <ol style="list-style-type: none"> <li>1.→Travel-from-Hotel-to-Stonehenge-Cottages--10-mins</li> <li>2.→Walk-out-back-of-Stonehenge-Cottages-to-King-Barrow-Ridge--20-mins-discussion</li> <li>3.→Travel-to-layby-next-to-eastern-portal--5-mins</li> <li>4.→Discussion-in-layby--10-mins</li> <li>5.→Travel-to-Byway-11-and-up-over-brow-of-hill--15mins</li> <li>6.→Walk-back-up-byway-11-to-view-of-stones--25-mins-with-discussion-(including-stop-alongside-road)</li> <li>7.→Travel-to-layby-by-WB-Stoke-Barrows--10-mins</li> <li>8.→Walk-to-WB-Stoke-Barrow-on-NT-land--25-mins-with-discussion</li> <li>9.→Travel-to-King-Barrow-(via-Amesbury)--15-mins</li> <li>10.→Discussion-by-King-Barrow--20-mins</li> <li>11.→Travel-to-Hotel-via-Amesbury--15-mins</li> </ol>		3-hours	Toshi-Kono Richard-Mackay Isabelle-Anatole-Gabriel Chris-Moore-(AMW) Derek-Parody-(Highways-England) Phil-McMahon-(Historic-England) Andrew-Vines-(Historic-England) Melanie-Pomeroy-Kellinger-(Wiltshire-Council) Dr-Nick-Snashall-(National-Trust) Heather-Sebire-(English-Heritage) Stephen-Ejdler-(DfT) Enid-Williams-(DCMS)
1-2pm	Holiday-Inn	Lunch				
2pm--6pm			Detailed-presentation-of-the-scheme-and-Q&A	Derek-Parody	4-hours-(may-finish-early)	Toshi-Kono-(ICOMOS) Richard-Mackay-(ICOMOS) Isabelle-Anatole-Gabriel-(ICOMOS) Enid-Williams-(DCMS) Henry-Owen-John-(DCMS) Stephen-Ejdler-(DfT) Derek-Parody-(Highways-England) Terri-Harrington-(Highways-England) Andrew-Weaver-(Highways-England) Martin-McCrink-(Highways-England) Chris-Moore-(AMW)



Date	When	Where	What	Presenters	How long	Attendees
						Neil Macnab (AmW) Jeremy Durrell (AmW) Phil McMahon (Historic England) Andrew Vines (Historic England) Dr Nick Snashall (National Trust) Phillip Morris (National Trust) Dr Heather Sebire (English Heritage) Melanie Pomeroy-Kellinger (Wiltshire Council)
	7pm-late		Reception			Richard Mackay (ICOMOS) Isabelle Anatole-Gabriel (ICOMOS) Enid Williams (DCMS) Henry Owen-John (DCMS) Stephen Fidler (DfT) Derek Parody (Highways England) Terri Harrington (Highways England) Chris Moore (AmW) Neil Macnab (AmW) Phil McMahon (Historic England) Andrew Vines (Historic England) Dr Nick Snashall (National Trust) - tentative Phillip Morris (National Trust) Ingrid Samuel (National Trust) Dr Heather Sebire (English Heritage) Melanie Pomeroy-Kellinger (Wiltshire Council) - Drinks only Fleur de Bhe-Phillips (Wiltshire Council) Sarah Simmonds (WHS Co-ordination Unit) Alistair Sommerlad (Stonehenge and Avebury World Heritage Site Partnership Panel)
Tuesday 6 March 2018	7.30am - 10.30am	Stonehenge Visitor Centre	Early morning tour of Stonehenge Breakfast at Stonehenge visitor centre Tour of the exhibition	Kate Davies/Heather Sebire	3 hours	Tour for Panel members only
	10:30am to 11am	Travel to Holiday Inn				
	11am to 1pm	Holiday Inn	Recent archaeological work	Chris Moore and Neil Macnab – AmW	40 mins	Toshi Kono (ICOMOS) Richard Mackay (ICOMOS) Isabelle Anatole-Gabriel (ICOMOS) Enid Williams (DCMS) Keith Nichol (DCMS) Stephen Fidler (DfT) Derek Parody (Highways England) Terri Harrington (Highways England) Richard Hewitt (Highways England) Martin McCrirk (Highways England) Chris Moore (AmW) Neil Macnab (AmW) Phil McMahon (Historic England) Dr Nick Snashall (National Trust) Phillip Morris (National Trust)
			Scientific Committee	Barry Cunliffe – Scientific Committee	30 mins	Ingrid Samuel (National Trust) Dr Heather Sebire (English Heritage)
			Heritage bodies assessment of the scheme	Phil McMahon (Historic England), Dr Nick Snashall (National Trust),	40 mins	

Date	When	Where	What	Presenters	How long	Attendees
				Heather <del>Sebire</del> (English Heritage), Melanie Pomeroy-Kellinger, (Wiltshire Council)		Kate Davies (English Heritage) Melanie Pomeroy-Kellinger, (Wiltshire Council) Barry Cunliffe (Scientific Committee)
	1pm- 2pm	Holiday Inn	Lunch		1 hour	
	2pm- 5pm	Holiday Inn	Highways England: Legacy	Terri Harrington and Esther Gordon-Smith (Highways England)	30 mins	Toshi Kono (ICOMOS) Richard Mackay (ICOMOS) Isabelle Anatole-Gabriel (ICOMOS)
			Legacy for the World Heritage Site	Alistair Sommerlad (Stonehenge and Avebury World Heritage Site Partnership Panel) Sarah Simmonds (WHS Co-ordination Unit)	45 mins	Enid Williams (DCMS) Keith Nichol (DCMS) Stephen <del>Fidler</del> (DfT) Derek Parody (Highways England) Terri Harrington (Highways England)
			Partnership plans	Ingrid Samuel (National Trust) and Kate Davies (English Heritage)	30 mins	Richard Hewitt (Highways England) Esther Gordon-Smith (Highways England)
Strategic context of the scheme			Stephen <del>Fidler</del> , (Department for Transport)	30 mins	Martin McCrirk (Highways England) Chris Moore (AMW) Neil Macnab (AMW)	
		Summary	Terri Harrington (Highways England)	15 mins	Phil McMahon (Historic England) Dr Nick Snashall (National Trust) Phillip Morris (National Trust) Ingrid Samuel (National Trust) Dr Heather <del>Sebire</del> (English Heritage) Kate Davies (English Heritage) Melanie Pomeroy-Kellinger, (Wiltshire Council) Alistair Sommerlad (Stonehenge and Avebury World Heritage Site Partnership Panel) Sarah Simmonds (WHS Co-ordination Unit) Parvis Khansari (Wiltshire Council)	
Wednesday 7 March	8am - 1pm	Holiday Inn	Civil society day - stakeholder meetings			Richard Mackay (ICOMOS) Isabelle Anatole-Gabriel (ICOMOS)
	08.00			Rachel Hozier (landowner)	20 mins	
	08.20			Andy <del>Rhind-Thutt</del> (Former Mayor of Amesbury) and Brian Edwards	20 mins	
	08.40			Frank Somers – Amesbury Druids	20 mins	
	09.00			Julian Glyn-Owen and Carolyn MacDougal – Campaign to Protect the Southern Till Valley	20 mins	
	09.30			Mike Hewitt, Darren Henry, Fred Westmoreland, Graham Wright, Robert <del>Yull</del> , Fleur de <del>Rhe-Phillips</del> – Wiltshire Councillors from Amesbury Area Board	30 mins	
	10.00			Fleur de <del>Rhe-Phillips</del> , Parvis Khansari – Wiltshire Council	20 mins	
	10.20			Chris Down and Richard Soar – Woodford Parish Council	20 mins	
	10.40			Richard Harris – <del>Shrewton</del> Parish	20 mins	

Date	When	Where	What	Presenters	How long	Attendees
				Council		
	11.00			Janice and Dave Hasset - Stonehenge Traffic Action Group	20 mins	
	11.20			Group Dr Colin Shell - Avebury and Stonehenge Archaeological and Historical Research Group (ASAHRG)	20 mins	
	11.40			Kate Fielden and Kate Freeman, Stonehenge Alliance	20 mins	
	12.00			David Dawson - Wiltshire Archaeological and Natural History Society	20 mins	
	12.20			Brenda Sanderson and David Loxley - Druid Order	20 mins	
	12.40			Sarah Tucker - Durrington Parish Council	20 mins	
	1:00			John Glen MP (video)	5 mins	
	1.05 - 2pm	Holiday Inn	Lunch			
	2pm to 6pm	Landscape/Holiday Inn	Revisit Landscape, additional viewpoints			Richard Mackay (ICOMOS) Isabelle Anatole-Gabriel (ICOMOS) Enid Williams (DCMS) Keith Nichol (DCMS) Stephen Fidler (DfT) Derek Parody (Highways England) Sarah Walker (Highways England) Martin McCrink (Highways England) Chris Moore (AmW) Neil Macnab (AmW) Phil McMahon (Historic England) Dr Nick Snashall (National Trust) Phillip Morris (National Trust) Melanie Pomeroy-Kellinger (Wiltshire Council) - first hour only Percy Khansari (Wiltshire Council)

(Table above provided by the State Party).

## **Annexure D: State Party Personnel**

### **Department for Digital, Culture, Media and Sports**

Enid Williams

### **Department for Transport**

Stephen Fidler

### **Highways England**

Derek Parody

Terri Harrington

Andrew Weaver

Sarah Walker

Martin McCrink

Esther Gordon-Smith

### **AECOM Mace WSP**

Chris Moore

Neil Macnab

Jeremy Damrel

### **Historic England**

Henry Owen-John

Phil McMahon

Andrew Vines

### **National Trust**

Dr Nick Snashall

Phillip Morris

Ingrid Samuel

### **English Heritage**

Kate Davies

Dr Heather Sebire

### **Wiltshire Council**

Melanie Pomeroy-Kellinger

Parvis Khansari

Fleur de Rhe-Philippe

### **Stonehenge and Avebury World Heritage Site Partnership Panel**

Alistair Sommerlad

### **WHS Co-ordination Unit**

Sarah Simmonds

### **Scientific Committee**

Sir Barry Cunliffe

## **Annexure E: Civil Society Meetings – personnel and documents**

### **Personnel who presented to the Mission**

Rachel Hozier (landowner)

Andy Rhind-Tutt (Former Mayor of Amesbury) and Brian Edwards

Frank Somers – Amesbury Druids

Julian Glyn-Owen, Carolyn MacDougall and Neil MacDougall – Campaign to Protect the Southern Till Valley

Mike Hewitt, Darren Henry, Fred Westmoreland, Graham Wright, Robert Yuill, Fleur de Rhe-Philipe – Wiltshire Councillors from Amesbury Area Board

Fleur de Rhe-Philipe, Parvis Khansari – Wiltshire Council

Chris Down and Richard Soar – Woodford Parish Council

Richard Harris – Shrewton Parish Council

Janice and Dave Hassett – Stonehenge Traffic Action Group

Group Dr Colin Shell – Avebury and Stonehenge Archaeological and Historical Research Group (ASAHRG)

Kate Fielden and Kate Freeman, Stonehenge Alliance

David Dawson – Wiltshire Archaeological and Natural History Society

Brenda Sanderson and David Loxley – Druid Order

Sarah Tucker – Durrington Parish Council

John Glen MP, Member for Salisbury and Wiltshire South (by video)

### **Documents Provided by Members of Civil Society**

Presentation script: Rachel Hozier

Letter: Andrew Rhind-Tutt

Annotated plan show alternative southern surface route: Andrew Rhind-Tutt

Annotated photographs: Brian Edwards

Letter and attached account of Blick Mead: Frank Somers

Letter: Neil MacDougall (Chairman Berwick St James Parish Meetings)

Letter with attached documents: Richard Harris (Chair Shrewton Parish Council)

Stonehenge Traffic Action Group Submission

Annotated plots of remote sensing data: Dr Colin Shell

Stonehenge Alliance Briefing Note

‘Save Stonehenge World Heritage Site’ flyer (Stonehenge Alliance)

Draft submission from Wiltshire Archaeological and Natural History Society

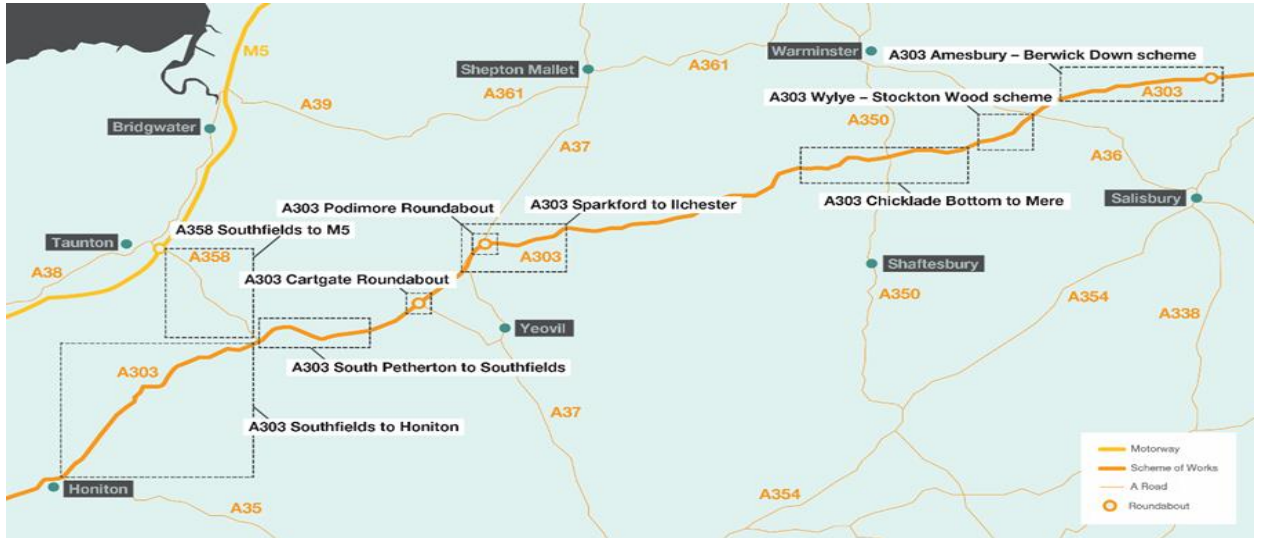
Letter: Neil MacDougall (Chairman Berwick St James Parish Meetings)

Current Archaeology, Issue 271, October 2012

Current Archaeology Issue 325, April 2017

Current Archaeology, Issue 324, March 2017

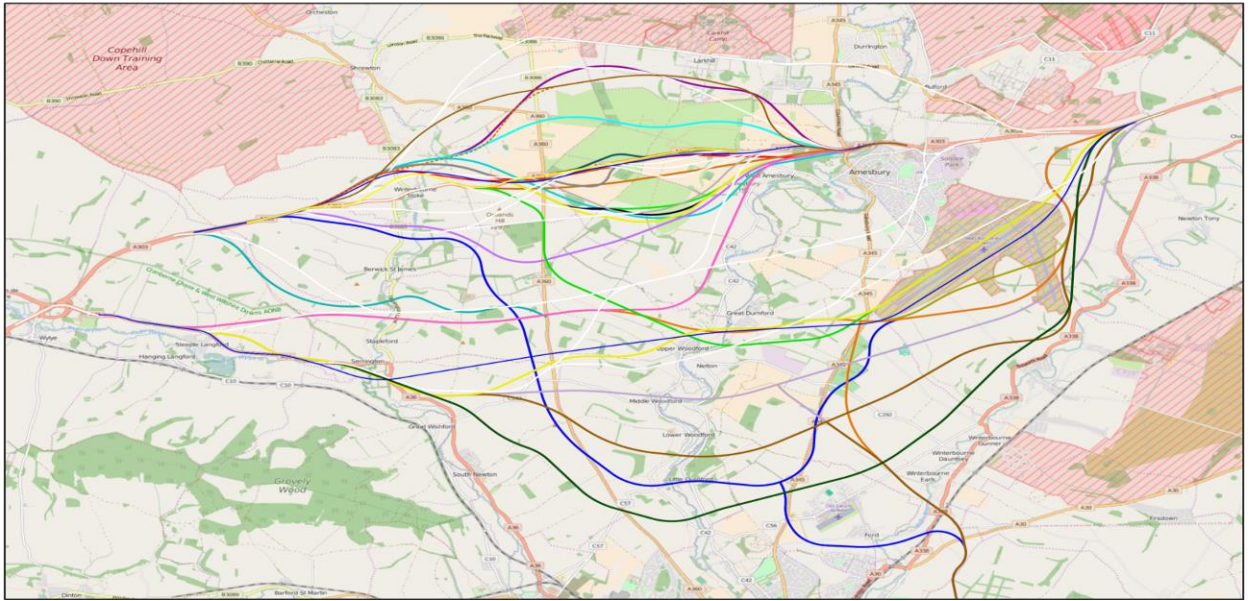
## Annexure F: Maps and Plans of the World Heritage Site and Proposed Scheme for A303 Project



A303 corridor: the A303 Amesbury Downs scheme is in the north-eastern (top right) corner of this plan. (Image supplied by Highways England).



Amesbury to Berwick Down section of the A303. (Image supplied by Highways England).



Route corridors and options analysed as part of the evaluation process. (Image supplied by Highways England).

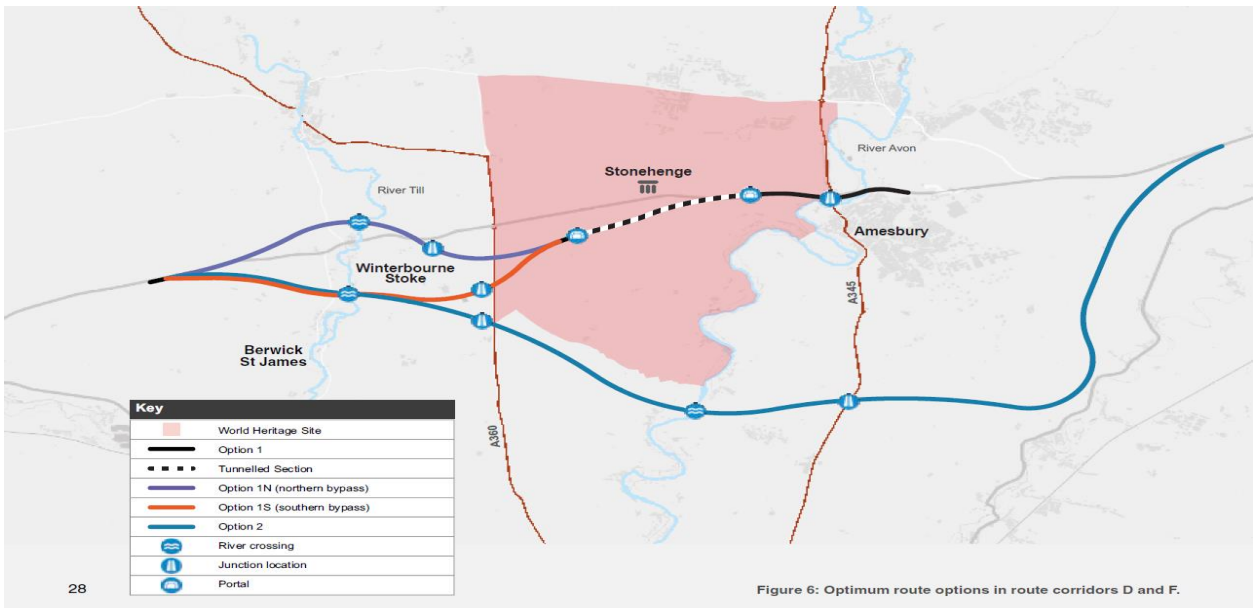
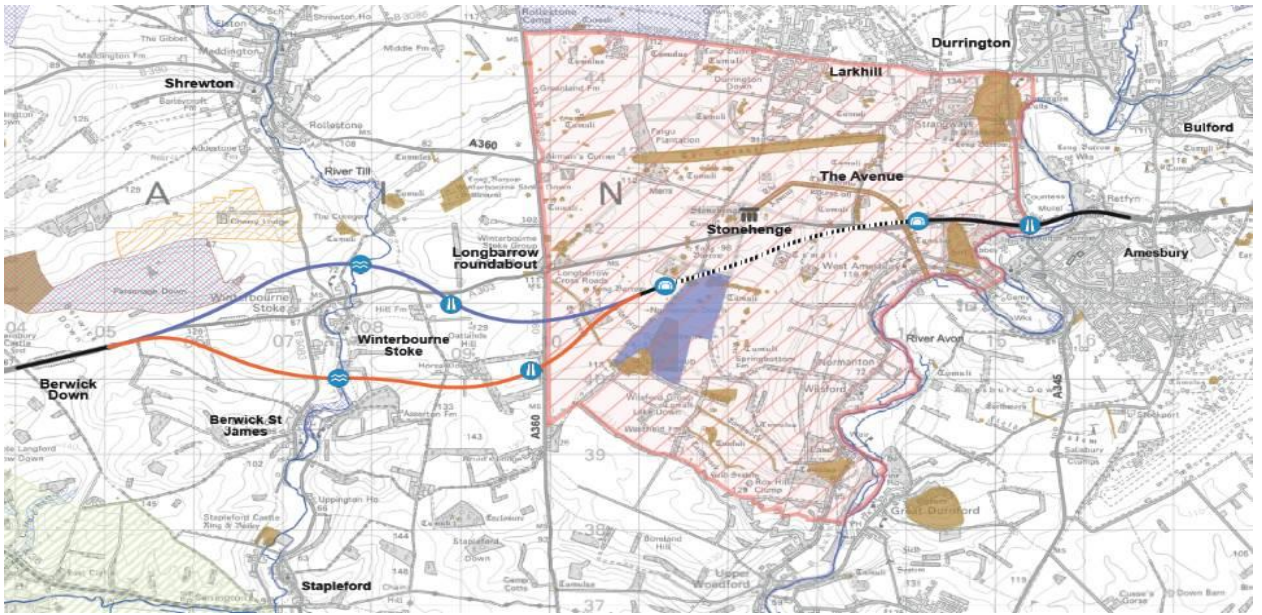


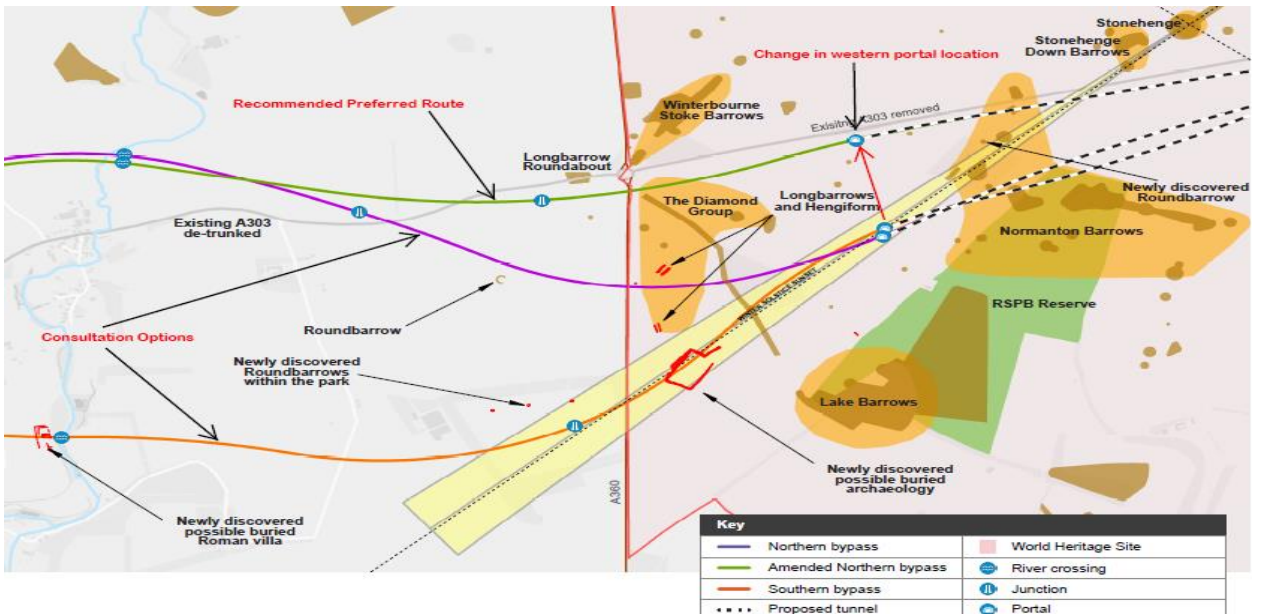
Figure 6: Optimum route options in route corridors D and F.

Routes considered in 2017: D01 / D03 and F10. (Image supplied by Highways England).



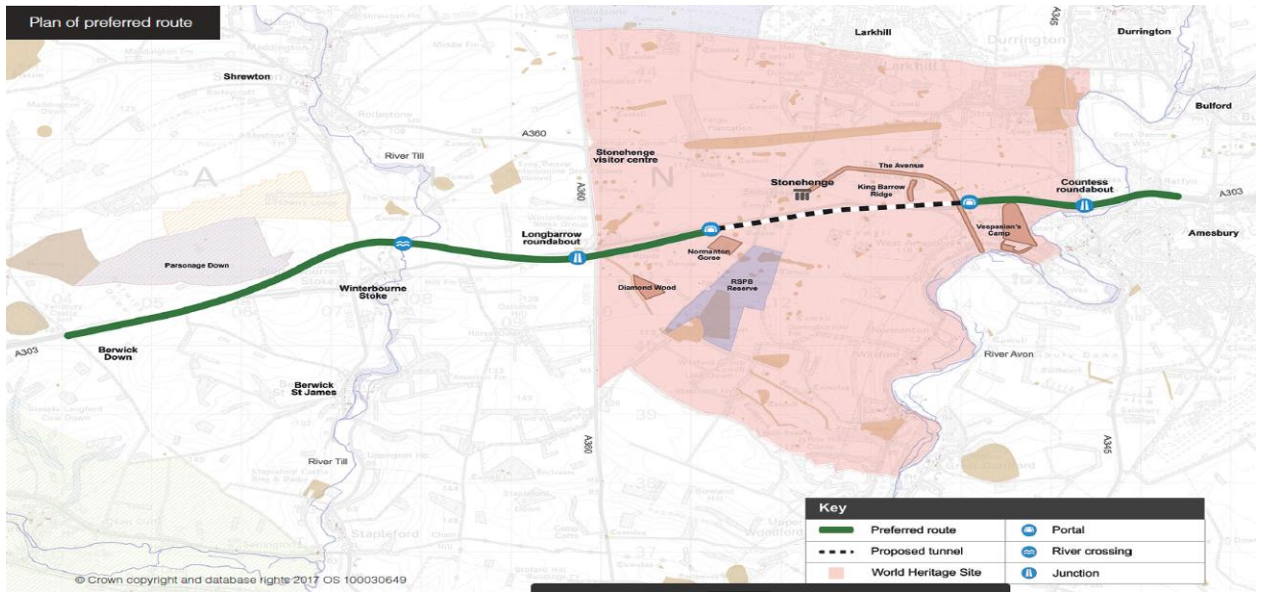


Proposed options for public consultation January 2017. (Image supplied by Highways England).

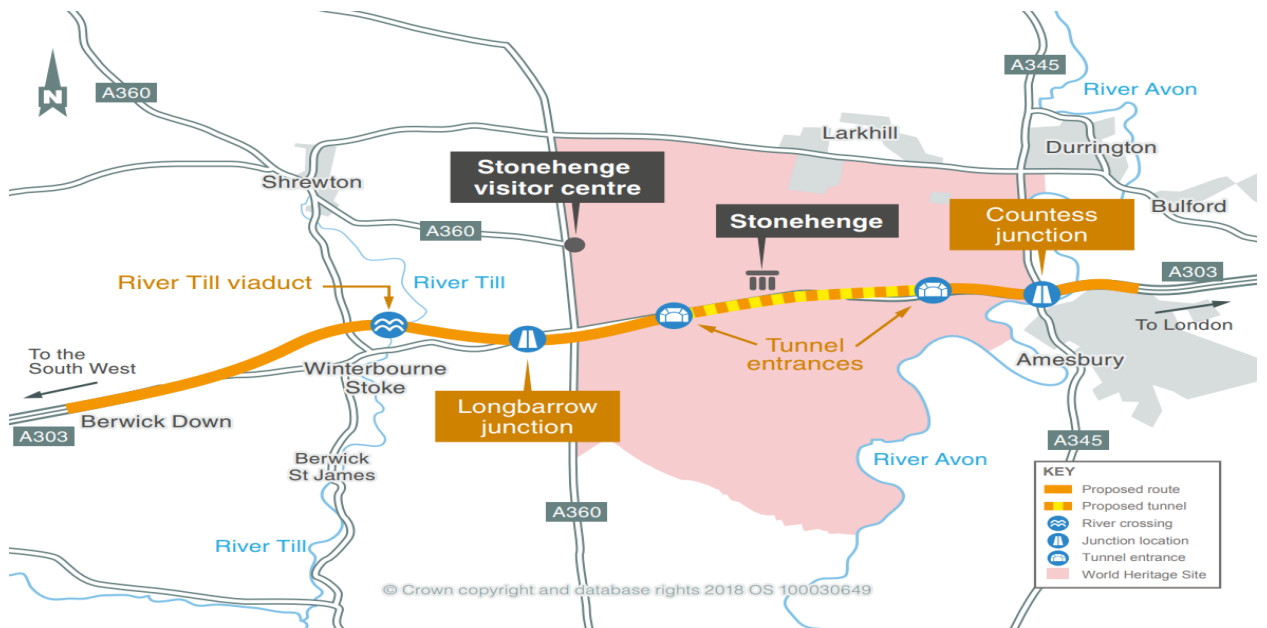


Features affecting the choice of route. (Image supplied by Highways England).





The preferred route – September 2017. (Image supplied by Highways England).



Statutory consultation plan – February - April 2018. (Image supplied by Highways England)

**Annexure G:** Mission Briefing Pack February 2018  
including Schedule of Documents Reviewed

**Annexure H:** A303 Stonehenge Amesbury to Berwick Down  
Public Consultation Booklet – February 2018