

6 Issues and Opportunities

The Robinson's Shaft
engine at South Wheal
Crofty (Heartlands)

6.1 Issues

The identification, valuing and conservation of both cultural and biocultural heritage and value is an essential element of sustainable development.



As noted by UNESCO:

Culture is who we are, and what shapes our identity. Placing culture at the heart of development policies is the only way to ensure a human-centred, inclusive and equitable development.”

Jyoti Hosagrahar, Director (2016-2018), Division for Creativity in the Culture Sector, UNESCO

Furthermore, as our knowledge of our natural systems increases, and we understand more about how humanity depends upon these, UNESCO² gives increased status to the combined value of cultural and natural heritage:

“Although some sites are recognised specifically for their biodiversity values, there are significant opportunities for reinforcing biodiversity conservation and sustainable use of biodiversity in all World Heritage properties. For example, many cultural landscapes safeguard important biodiversity values often based on inter-linkages between cultural and biological diversity. The biocultural heritage has been promoted by UNESCO and the Secretariat of

on the Convention on Biological Diversity (SCBD) through their Joint Programme on Biological and Cultural Diversity since 2010”

Thus, the CMWHS management function takes on an additional dimension of biocultural protection and stewardship across the Site, to respond to UNESCO’s focus. This requires us to access new areas of expertise and offers opportunities for new partnerships.

In order to achieve ‘inclusive and equitable development’, the Partnership will align its delivery of the WH Convention with the UN Sustainable Development Goals, incorporating cultural, social, economic, environmental and ecological objectives for the benefit of all.

This section will consider how these will be delivered, via the requirements for Protection, Conservation, Presentation and Transmission, and will consider the articulation of appropriate policy and action areas that can be delivered via the CMWHS Partnership’s roles as a **Leader, Enabler** and **Facilitator** of co-ordinated action across this extensive Site.

²Retrieved from <https://whc.unesco.org/en/biodiversity/>

6.2

Protection - Addressing Sustainable Development Challenges

All the Aims and objectives articulated in this Plan, including the emerging areas within the Sustainable Development Goals, are affected by planning policy and delivery. The UK planning system provides the policy framework to ensure protection of the UK's World Heritage Sites, through its focus on the National Planning Policy Framework's goal of sustainable development. Since the adoption of the previous CMWHS Management Plan (2013-2018), significant progress has been made in clarifying how this system delivers sustainable development via preservation of our Attributes of OUV.

During the previous Plan period, from 2013 a series of State of Conservation reports on the Cornish Mining WHS (in response to Cornwall Council's granting of planning permission for a supermarket on South Quay, Hayle) resulted in two Reactive Monitoring Missions (October 2013 and January 2015) and several World Heritage Committee Decisions, that added further strategic actions for the Partnership to address, in addition to those adopted in the 2013 Plan. These principally focussed on ensuring that the UK planning system protections for WHSs are better understood, more consistently applied, and that in the case of applications that could trigger a formal notification to the World Heritage Centre (under the terms of Paragraph 172 of The Operational Guidelines for the Implementation of the World Heritage Convention), sufficient time is available to enable the views of the Advisory Bodies (ICOMOS and ICCROM) to be factored in to the decision-making process.

This was achieved by supplementing the provisions in the National Planning Policy Framework with:

- Appointment of a dedicated Planning Advice Officer for the WHS Office (2015)
- Adoption of the WHS Supplementary Planning Document (2017)
- Policies to protect the WHS in all new relevant Local Plans, which cross refer to and support those in the WHS Management Plan

These contributed to a comprehensive protection regime for proposed developments that fall within the scope of the planning system. This is increasingly forming the basis of sound planning decisions and is referred to by the Planning Inspectorate when considering Appeals.

The World Heritage Site also contains environmental assets protected for their geological or ecological importance, such as County Geology Sites (formerly known as RIGS in Cornwall), County Geological Sites (in Devon) and Sites of Special Scientific Interest (SSSIs). Where these designated sites and features coincide with the WHS Areas, these are currently managed sympathetically, which can achieve multiple objectives for the benefit of all stakeholders. Details of these sites and features are set out in the Monitoring Report (2019), within Appendix 2 (www.cornishmining.org.uk).

Given the gravity of the situation in relation to climate breakdown and ecological collapse, and the potential role of the designated landscape to contribute to the response to this situation, this Plan will also identify further opportunities for the CMWHS Partnership to audit, understand, value and steward these biocultural assets.

Archaeological excavation
of whim engine house
foundations at Cook's Kitchen
Mine, Pool (2018)

6.2.1 The UK Planning Framework

Some WHS Attributes of OUV, though designated heritage assets in their own right under the terms of the NPPF, are afforded additional statutory or non-statutory designations as recognition that they possess a range of other significances.

In addition to the statutory protection for heritage assets conveyed by Scheduled Monument, Listed Building, Conservation Area, Registered Parks & Gardens, Area of Outstanding Natural Beauty (AONB) or Site of Special Scientific Interest (SSSI) status, the previous Plan period saw consolidation of the protection of World Heritage Sites as a designation in the UK planning context, including:

- Policies in the updated NPPF (February 2019), Section 16 'Conserving and enhancing the historic environment', identify World Heritage Sites as designated assets of the highest significance. NPPF Paragraph 184 requires local planning authorities to recognise that "These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations".



6.2.1

The UK Planning Framework

[continued]

Paragraph 194 b) states that harm to:

...assets of the highest significance, notably Scheduled Monuments, Protected Wreck Sites, Registered Battlefields, Grade I and II Listed buildings, Grade I and II* Registered Parks and Gardens, and **World Heritage Sites**, should be wholly exceptional.”*

- Policies in Local Plans and Neighbourhood Development Plans to protect the OUV, authenticity, integrity and setting of WHSs
- A Supplementary Planning Document (adopted May 2017), which is a material consideration in planning decisions and acts similarly to relevant national and local policies
- Restrictions on permitted development as set out in The Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO 2015)
- An agreed Management Plan for the CMWHS that is also a material consideration in the determination of planning applications
- ‘Historic England’s Historic Environment Good Practice Advice in Planning Note 3, ‘The Setting of Heritage Assets’, updated in December 2017, defines setting and discusses the related issues

Each of the Partner planning authorities has also revised their statutory Local Plan documents during the period 2013-2018 to update their policies on protection of the WHS OUV. The key changes are set out in Appendix 2 (available online www.cornishmining.org.uk).

Policy Clarification - Conversion of Cornish-type engine houses

Recent planning activity within the World Heritage Site in Cornwall has included a number of applications to convert Cornish-type engine houses. Those within the Site are important Attribute features of the Mine sites, including ore dressing sites, that are Attributes of OUV, many are Listed Grade II, some are Scheduled Monuments and some are within Conservation Areas.

The WHS is subject to the government’s planning policies for England (currently as set out within the National Planning Policy Framework, 2019). These policies require local planning authorities to conserve heritage assets ‘... in a manner appropriate to their significance’. (para. 184 NPPF 2019).

To assist LPAs when considering how to apply the planning policies in relation to applications for conversion of engine houses and associated structures, the Partnership has produced the following explanatory note.



6.2.1

The UK Planning Framework*[continued]*

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation...”

Conversion of Cornish-type engine houses and associated structures

Applications to convert Cornish-type engine houses and associated structures within the World Heritage Site are to be considered on a case-by-case basis, fully recognising their status as Attribute features of World Heritage Site Outstanding Universal Value.

Some degree of harmful change will be caused to an engine house during conversion to a dwelling or commercial unit, due to impacts arising from modifications and/or insertions required to enable these usages. Harmful change can be caused specifically through the removal/alteration or obscuring of operationally related features which individually and collectively render these buildings distinctive, e.g. cylinder bedstones internally, and mine shafts or balance-bob settings externally. Conversion may also sever an engine house from its wider functional curtilage, possibly comprising mine dressing floor features and/or mine spoil tips, and these may in themselves be removed/ altered or obscured as a result of initial or subsequent site development or usage. Nevertheless, each case will be considered on its own merits.

Current guidance within the NPPF requires that local planning authorities should look for opportunities for new development within World Heritage Sites, to enhance or better reveal their significance. It is possible that sensitive works to consolidate an engine house or formal

recording of Attribute features may offer the opportunity for this to occur, possibly as part of a wider development proposal whereby such works are secured by a planning condition or obligation. However, given that direct conversion will lead to some degree of harmful change, it is to be noted that such benefits are not of themselves capable of mitigating harmful changes that would erode or undermine the authenticity and integrity of an engine house.

The UNESCO World Heritage Convention (1972) requires protection of the Outstanding Universal Value of World Heritage Sites, i.e. avoiding ‘harm’ through materially and/or visually damaging developments which compromise the authenticity and integrity of features that express OUV, and which have been designated as of the highest cultural importance to humanity.

The NPPF requires decision makers to give great weight to the conservation of the WHS as a designated heritage asset, which is inscribed based upon its ability to express OUV via the authenticity and integrity of its Attributes. The NPPF also notes that the more important the asset the greater the weight should be. Paragraph 184 notes that the WHS is to be regarded as a designated heritage asset of the highest significance and therefore by inference, the NPPF confirms that greater weight should be afforded to the conservation of the WHS.



6.2.1

The UK Planning Framework

[continued]

The requirement to apply great weight to Attributes of OUV is mandated through the NPPF. The concept of ‘harm’ to Attributes of OUV is addressed within the NPPF (2019), the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011) and the WHS Supplementary Planning Document (2017). The NPPF states that:

‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.’ (para. 193)

Policy 24 of the Cornwall Local Plan Strategic Policies 2010-2030 requires any harm to an Attribute of Outstanding Universal Value to be offset by substantial public, not private, benefits. Likewise, the Plymouth & South West Devon Joint Local Plan (2019) and the WHS Management Plan create a policy context within which any proposal for conversion of an engine house should be considered.

Thus, a conversion deemed harmful cannot be justified without substantial public benefits being secured through the development; anything less than substantial public benefits must lead to the conclusion of unwarranted harm in such circumstances.

Neighbourhood Development Plans

Neighbourhood Development Plans (NDPs) are a way of local communities influencing the development of the area in which they live and work. They can be used to:

- Develop a shared vision for the neighbourhood
- Identify and protect important local buildings and spaces
- Choose where new homes, shops, offices and other development should be built
- Influence what new buildings should look like

They can contain policies to achieve those goals, providing these are consistent with the provisions of the NPPF, Local Plan and any relevant Supplementary Planning Documents.

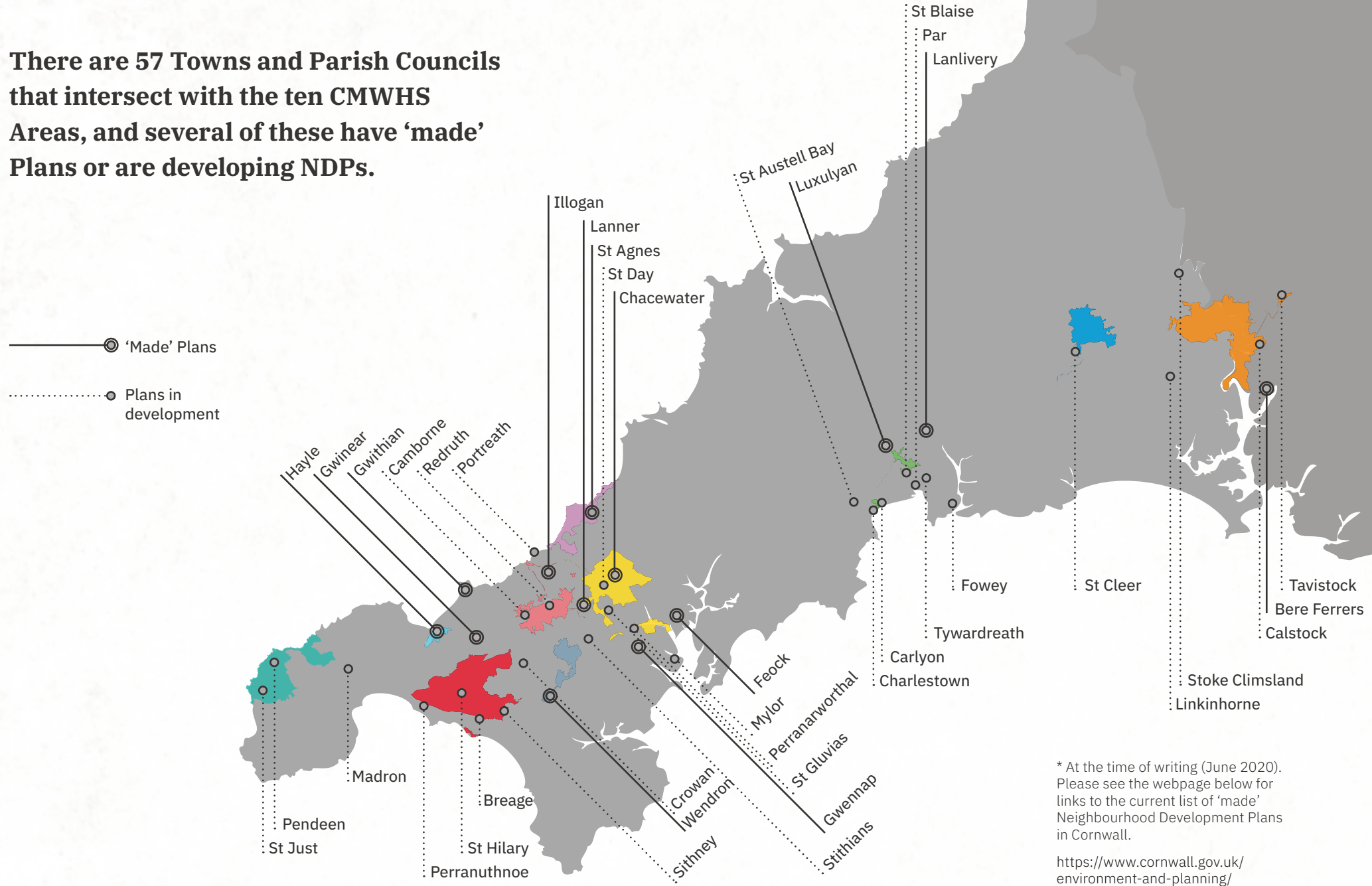
As an expression of a community’s priorities for the evolution of their place, NDPs that draw upon the CMWHS Management Plan policies can be a means to achieve one of UNESCO’s core objectives for World Heritage Sites:

“To enhance the role of communities in the implementation of the World Heritage Convention.”

Furthermore, the NDPs are now being considered as a means for local parish and town councils to collaborate with local communities to deliver social, climate and ecological resilience. Community network panels, residents’ panels and local parish councils are therefore crucial in enabling the CMWHS to deliver its role as leader, enabler and influencer in terms of climate resilience via the emerging Cornwall and Devon Carbon Neutral Plans, and in terms of fully participating in Cornwall’s contribution to the Sustainable Development Goals.



There are 57 Towns and Parish Councils that intersect with the ten CMWHS Areas, and several of these have ‘made’ Plans or are developing NDPs.



* At the time of writing (June 2020). Please see the webpage below for links to the current list of 'made' Neighbourhood Development Plans in Cornwall.

<https://www.cornwall.gov.uk/environment-and-planning/planning/neighbourhood-planning/>

6.2.1

The UK Planning Framework

[continued]

It is therefore desirable to engage with the Neighbourhood Planning process as a means of delivering both community aspirations, World Heritage Convention goals, Cornwall's climate and ecological resilience goals, and the SDGs.

'The CMWHS Partnership has noted an increasing number of enquiries for advice and assistance from local councils in the Site wishing to understand and reflect the WHS status of their settlement in their Plan; similarly, to date, over 113 local councils have declared a climate emergency, and are actively seeking support from partners and stakeholders to operationalise these declarations.

With the present level of planning advice resources, it has not been possible to proactively engage with all of these or provide bespoke input to their individual plans. General advice has been supplied to the local planning authority Neighbourhood Planning teams for responding to parish council enquiries (see Appendix 2 - www.cornishmining.org.uk). However, Cornwall Council is currently preparing a request to central government for resources to deliver Cornwall Council's climate emergency declaration. The Cornwall Council Climate Change Plan (accepted by Cabinet on 24 July 2019)³ states specifically the intent to undertake:

"Revision of landscape character assessment to inform landscape change to deliver a carbon neutral Cornwall (linked to production of the Climate Change Development Plan Document" (p.17) and to deliver "Heritage assets, resilience and evolution – advice to deliver carbon neutral actions in heritage environment" (p.18)

The Devon Carbon Plan is being drafted by Devon County Council's Net-Zero Task Force and will gather evidence to define the earliest credible date that should be set for net-zero emissions.⁴

With additional resources, the CMWHS can make a significant contribution to carbon reduction and climate action and can, in turn, become a source of expertise to inform this emerging work. However, the CMWHS' role as a sustainable development and climate resilience leader will need to be recognised, resourced and positioned to enable it to engage fully with any activities arising from Partner authorities' emerging Carbon Neutral Action Plans.

³ Retrieved from Climate Change Appendix 2 - [https://democracy.cornwall.gov.uk/documents/s125663/Climate Change Appendix.pdf](https://democracy.cornwall.gov.uk/documents/s125663/Climate%20Change%20Appendix.pdf)

⁴ Retrieved from <https://www.devonclimateemergency.org.uk/governance/net-zero-task-force-terms-of-reference>

6.2.2

Local Application of the Planning System

The local planning authorities for the Site, charged with responsibility for protecting the Site and its setting, considered the protection arrangements set out above as part of the Management Plan review and concluded that, overall, the planning system has the policies necessary to protect the Site's OUV, authenticity and integrity.

There are a range of tools in place to ensure that the physical Attributes of Outstanding Universal Value of the Site can be preserved. The principal task moving forward is to support the consistent interpretation and implementation of those planning tools and to ensure the quality of planning decision making.

Planning officers in Cornwall and Devon refer to WHS Management Plan policies when determining development proposals. In addition, the WHS Planning Advice Officer reviews applications with the potential to have an impact on the Site and/or its setting. Where a threat to the OUV, authenticity, integrity or setting of the WHS is identified, the relevant planning authority is advised accordingly.

On the whole, where concerns over development proposals have arisen, there has been dialogue to ensure that the heritage issues are properly understood, and in the majority of cases this has produced an appropriate planning decision. However, reductions in planning department resources, and resulting pressures on staff time, limit their capacity to engage with the WHS, and

this is a potential risk to the quality of decision making that will need ongoing monitoring and management. The provision of a robust evidence base, WHS-focussed training and specialist advice to planning departments are means to limit this risk, but it will need to be kept under ongoing review.

Similarly, the carbon and climate literacy programme set out in the Cornwall Council Climate Change Plan (July 2019) will offer further skills and training to all planning officers – and the WHS team – which will improve the potential for planning decisions to address climate impacts. The CMWHS planning training tools will need to be updated to incorporate the Site's sustainable development and climate resilience functions and be integrated with Partner LPA's climate emergency plans and staff climate training programmes.

Statutory provisions offer important tools for protecting many Attributes of OUV, and the fact that WHS Attributes are designated heritage assets under the NPPF is also increasingly being understood. However, it has been noted that this is not always the case – there have been instances where staff responsible for processing planning applications have not recognised that a WHS Attribute that conveys OUV is covered within the definition of a designated heritage asset even if it does not have other, statutory, recognition.



6.2.2 Local Application of the Planning System

[continued]

‘The CMWHS Partnership highlighted this as a priority strategic action in the previous Management Plan (2013-2018) and attempted to address it through encouraging the national designation of some features of OUV at risk of inappropriate development, where these did not benefit from statutory designation. However, the present national Listing and Scheduling criteria are not defined in a way that enables them to always align with WHS statements of significance. There have been significant features demonstrating OUV, vulnerable to inappropriate development, which have been rejected for Listing despite their international importance. Discussions with Historic England on resolving this anomaly are ongoing.

To further raise awareness of Attributes of OUV generally, a bespoke training programme has been developed by the WHS Planning Advice Officer for delivery to local authority planning case officers, elected Members and the public. The content of the adopted WHS SPD (2017) is also being repurposed for use within the planning pages of the revised WHS website. www.cornishmining.org.uk

In Cornwall, the Council’s Strategic Historic Environment Service team and Historic England have worked together to develop the Cornish Distinctiveness Study, which has produced further guidance on how to identify historic landscape assets specific to Cornwall. The Distinctiveness Study was a product of the Devolution Deal for Cornwall, and its stated aim is to ‘...*inform the work of the new Cornish Historic Environment Forum and the development of the Framework Convention for National Minorities (FCNM).*’

The study was intended to help inform the FCNM in relation to the historic environment, and it references the WHS in Cornwall. Whilst not relevant to the full extent of the WHS, as it does not apply to Devon, it provides an additional source of information and advice for planning decision makers. The declaration of a climate emergency by the UK Parliament will also have impacts for national heritage and environmental agencies, requiring them to review their policies on the management of the historic environment. The CMWHS will engage in these reviews.

6.2.3 Conservation Areas

Beyond the statutory planning framework, local designations also serve to protect OUV, including Conservation Areas. From 1998 to 2004, the Cornwall Industrial Settlements Initiative (CISI) produced studies of villages, ports and towns associated with Cornwall’s nineteenth century Industrial Revolution based on metalliferous mining, slate and granite quarrying and china-clay extraction. These recommended the extension or creation of Conservation Areas in and around a number of mining settlements. Where these have not yet been enacted, these recommendations should continue to be pursued.



The shaft-head features at Wheal Tye (West Wheal Towan) following environmental stewardship funded conservation (2015)

6.2.4

The Cornwall and Tamar Valley Areas of Outstanding Natural Beauty (AONBs)

The Cornwall and Tamar Valley AONBs together cover circa.1,160km² of Cornwall and west Devon respectively, across 14 discrete Areas. Five of these intersect with WHS Areas, with a total joint coverage of circa.73km², or 37 per cent of the total WHS area (197km²); thus 37 per cent of the CMWHS is protected under both landscape designations.

The aims and objectives of the WHS Management Plan address the requirements of the UNESCO World Heritage Convention (1972) specifically and relate to the seven landscape Attributes which together comprise the Site's OUV (p.12). The aesthetic qualities of the ten landscape Areas as inscribed do not form part of the Site's OUV but, where these are exhibited, are incidental to it. This is in marked contrast with AONB landscapes, however, where the areas included are designated through being attractive places to live and work. Nevertheless, within the overlapping areas of the WHS and AONB designations, the statutory protection afforded to AONBs can be considered as a useful additional protection for some mining landscapes.

6.2.5

County Geological Sites

Cornwall and Devon have played a significant role in the development of the science of mineralogy, with the Cornubian Orefield possessing around half of the UK total of known mineral species. Many British and world type localities are attributed to Cornwall and Devon, and some of the most influential figures in mineralogy undertook lengthy study trips during the nineteenth century particularly. The sites of geological, geomorphological and those of most mineralogical importance are designated at a local level as County Geology Sites in Cornwall and County Geological Sites in Devon (formerly RIGS) and there are 24 of these within the Cornish Mining World Heritage Site – 19 in Cornwall and five in Devon. The Cornwall Geoconservation Group undertakes the monitoring of CGSs and undertakes condition assessments periodically. In Devon, CGSs are managed by the Devon RIGS Group.

The World Heritage Site also contains extensive secondary mineral deposits (mineral waste dumps) associated with either underground development or mineral processing, and these are important historic context for the mines with which they are associated and contribute to OUV. Secondary mineral deposits are increasingly being recognised as heritage assets, with Devon County Council's Minerals Plan enabling Prohibition Orders to revoke existing planning permissions for the removal of aggregates from mine tips in the Tamar Valley, and the Cornwall Minerals Safeguarding DPD acknowledging that historic mine dumps in the Site are potentially heritage assets.

6.2.6

Protection of Mineral Resource

As the CMWHS is a landscape designation, the whole cultural landscape is significant, and requires greater definition and understanding, including mineral resource assessments. As an evolving, living landscape, it is not our intention to sterilise or deny access to mineral resources for the future, providing that features of OUV are protected. This is of particular importance given the recent interest in lithium as a means of developing renewable energy battery storage.

As referred to above, both Cornwall Council and Devon County Council have recently adopted Mineral Plans that include policies to protect the OUV of the WHS whilst safeguarding mineral resources. There is an ongoing debate within UNESCO over the resumption of mining, but in relation to this Site the discussion so far has focussed on limiting the visual impact of any future above-ground mine buildings. Given the responsibility of the LPAs to maintain “a long-term perspective to all processes of decision making within World Heritage properties”⁵, this also means requiring fully-sustainable techniques and monitoring carefully all the environmental impacts (such as on water supply) of any new mining activity.

Cornish Mining World Heritage Site policy supports the resumption of mining, provided that this does not harm our Site’s Outstanding Universal Value. We included this in the original Management Plan for the Site, submitted with the nomination application in 2005. ICOMOS, in its evaluation of the nomination, noted that *“the nomination considers that mining is such an important part of the tradition of the area - and indeed the raison d’être for the nomination - that “proposals for a resumption of mining will be supported where they do not adversely affect the outstanding universal values of the Site” Any proposals for new mining activities that impact on the nominated areas or their setting will need to be subject to appropriate notification and debate under the terms of the Operational Guidelines paragraph 172.”*

The 2005 Management Plan also noted that, at the time of writing, there were proposals for the resumption of mining activity at South Crofty Tin Mine.

When the World Heritage Committee inscribed the Cornwall and West Devon Mining Landscape on the World Heritage List in 2006, it considered this policy. In response, it requested *“that any proposals concerning the re-opening of mines in the nominated areas be forwarded to the World Heritage Committee for debate and scrutiny.”* →

⁵Operational Guidelines for the Implementation of the World Heritage Convention (WHC.19/01 - 10 July 2019), section 3.7 Sustainable development, para 7



...resumption of mining would be strongly in accord with the intangible values of the Site and the traditions of the Cornish mining industry”

The UK government position, given at the time it communicated the approved plans to resume mining at South Crofty to UNESCO’s World Heritage Centre in 2012, was that:

- resumption of mining would be strongly in accord with the intangible values of the Site and the traditions of the Cornish mining industry
- it would have positive cultural significance within Cornwall
- the key issue to be considered was the impact of any specific proposals for resumption of mining on the Outstanding Universal Value of the World Heritage property.

In 2013, the Committee adopted Decision 37 COM 7, addressing ‘Emerging Trends and General Issues’, which noted concerns about destruction of World Heritage properties arising from armed conflict, poaching and extractive industries. Paragraphs 8 & 9 of Decision 37 COM 7 referred to the International Council on Mining and Metals (ICMM) position statement regarding its sustainable development framework commitments on mining in World Heritage Sites:

‘1. Respect legally designated protected areas and ensure that any new operations or changes to existing operations are not incompatible with the value for which they were designated.

2. Not to explore or mine in World Heritage properties. All possible steps will be taken to ensure that existing operations in World Heritage properties as well as existing and future operations adjacent to World Heritage properties are not incompatible with the Outstanding Universal Value for which these properties are listed and do not put the integrity of these properties at risk.

3. To ensure that potential adverse impacts on biodiversity from new operations or changes to existing operations are adequately addressed throughout the project cycle and that the mitigation hierarchy is applied.’

World Heritage Committee Decision 37 COM 7 stated:

‘8. Notes with concern the growing impact of the extractive industries on World Heritage properties, and urges all States Parties to the Convention and leading industry stakeholders, to respect the “No-go” commitment by not permitting extractives activities within World Heritage properties, and by making every effort to ensure that extractives companies located in their territory cause no damage to World Heritage properties, in line with Article 6 of the Convention;



6.2.6

Protection of Mineral Resource*[continued]*

9. Also requests the World Heritage Centre and the Advisory Bodies to continue a dialogue with the extractive industries on extending the commitment made by Shell and the International Council on Mining and Metals (ICMM) to not explore or develop oil, gas and mineral resources within World Heritage Properties to other companies and parts of the industry, and also to ensure that existing and future operations in areas surrounding World Heritage Properties are compatible with the protection of their Outstanding Universal Value and do not threaten their integrity;

It is the State Party, Historic England and the Site Steering Group's strongly held view that the CMWHS policy on the resumption of mining is in line with the WH Committee's own decisions above, and that the particular circumstances of this cultural mining landscape are such that mining can be undertaken without harm to OUV and that the "no go" commitment should not apply here.

This position has been subject to scrutiny at several subsequent World Heritage Committee meetings, with the key conclusions focussed on limiting the visual impact of any future above ground mine buildings, as set out below:

When the World Heritage Committee inscribed the Cornwall and West Devon Mining Landscape on the World Heritage List in 2006, it considered the policy on the resumption of mining, and did not recommend that it be amended. The Partnership's position has been subject to scrutiny at several World Heritage Committee meetings, with the key conclusions as set out below:

'38 COM 7B.34 (2014) – 4. Takes note of the recommendations of the joint World Heritage Centre/ ICOMOS/ICCROM reactive monitoring mission to the Property in October 2013 and requests the State Party to give highest priority to the implementation of its recommendations;





7. Further notes that mining at South Crofty will most likely not proceed for some time and calls on the State Party to request a design revision for the ensemble of buildings, based on a Heritage Impact Assessment (HIA), in conformity with the ICOMOS Guidelines on HIAs for World Heritage cultural properties, and taking into account the Attributes of Outstanding Universal Value (OUV), with particular consideration of the views to, and relationships between them;

39 COM 7B.86 (2015) – 4. Also notes that the proposal for mining at the South Crofty Mine remains dormant at the moment, and also requests that the State Party continue its vigilance of the Property and ensure that if the proposal to restart mining is confirmed, there is sufficient time to allow for the necessary dialogue and negotiation to ensure that the recommendations of the 2013 mission [which sought design revisions to some surface structures] are followed, including the update of the archaeological reports;

41 COM 7B.54 (2017) - 7. Taking note of the new operator of the South Crofty Mine, Strongbow Explorations Incorporated (SEI), also welcomes the State Party's monitoring efforts and further requests it to continue to keep the Site under high scrutiny and maintain dialogue with SEI, and to submit an update of the archaeological reports as well as on the agreement of details of the boundary treatment and detail planning tools and information on any future development especially regarding any surface elements at the South Crofty Mine;

Metals, including lithium, tin, tungsten and copper, have the potential to form an essential part of national and global strategies to address climate change.”

The UK State Party's focus has been on complying with these World Heritage Committee decisions. If at any point in the future it were required to retrospectively apply different standards from the Decisions passed previously, this would undermine the progress made thus far in encouraging the responsible extraction of minerals essential to support the emerging renewable energy technologies, and risk being counter-productive to the intentions of the World Heritage Convention.

The debate within UNESCO over the resumption of mining has not yet concluded. Calls from some quarters for a blanket ban on all mining within WHSs, regardless of the actual impacts of individual mining proposals on OUV or the wider environment, represent a potential threat to the continuation of the cultural tradition that formed the mining landscape in Cornwall and west Devon. In addition, the minerals available in this area are increasingly needed for low-carbon technologies. Metals, including lithium, tin, tungsten and copper have the potential to form an essential part of national and global strategies to address climate change. If these can be mined sustainably – without damaging the Site's OUV or biodiversity – it should be unnecessary to prohibit their extraction and doing so would negatively impact on the UK's ability to achieve its net carbon-zero target. The Partnership will encourage the UK government to engage with the World Heritage Centre and its Advisory Bodies (ICOMOS, ICCROM and IUCN) in this debate.

6.2.7

Protection of the Setting

As noted in section 6.2.2., in considering how to protect the setting of the Site, a risk management approach was adopted, for which it was necessary to establish the:

- Nature of the risks to the OUV, authenticity and integrity
- Extent of the setting within which these risks may exert an adverse impact

A case-by-case approach to all development proposals within the whole of Cornwall and west Devon was the only strategy guaranteed to minimise risk to the setting – visual, spatial or historical – of the WHS. This approach ensures more consistency than relying on buffer zones with limited status under current planning law (unless co-terminus with the boundaries of existing statutory protection regimes).

Looking to the future, and the context of the CMWHS' contribution to UN SDGs and climate change mitigation, it will also be crucial to understand the wider climate resilience impacts of developments in the setting of the Site. As an example, removal of hedgerows outside the boundary may have implications for flood management within the Site; new housing or commercial developments may similarly bring impact risk under new extreme weather scenarios in relation to flood management, drainage, alternative routes for water/habitat/people as a result of new transport infrastructure. Understanding

the role of the Site in terms of climate vulnerability, and climate resilience, will be vital for informing sound, climate-resilient and – as far as reasonably possible – future-proofed planning decisions on, and neighbouring, the Site. To inform this, and support planning partners, the CMWHS needs to undertake a climate audit encompassing all such issues. Environmentally sustainable planning decision making will also be made more manageable if the salient SDGs and the notion of climate resilience and vulnerability are incorporated into all planning assessments by the CMWHS Partnership.

The emerging actions within the Cornwall Council Climate Change action plan* around green infrastructure, change to land management patterns for carbon sequestration through better vegetation management, management of storm and extreme weather impacts and flood risk (pp.14-16), will all affect the Site. The aim will be to achieve a planning climate symmetry: the overall planning processes are made climate-ready; and the CMWHS team is better informed of the climate specifics across the Site to engage optimally with the new roles emerging within partner LPA's planning teams.

* Climate Change Plan: creating the conditions for change through direct action and a new form of place-based leadership for Cornwall to become net carbon neutral

6.2.8

Key Management Plan Issues 2020-2025

In summary, the key protection activities, as contributions to sustainable development, to be addressed have been identified as:

- Work with the UK State Party to increase understanding within the World Heritage Centre and Advisory Bodies of the protection afforded to UK WHS via the planning system
- Deliver further WHS-specific training for planning staff and elected Members to support consistent, appropriate planning decisions, taking the SDGs (including climate and ecological intelligence) into account
- Develop new learning and additional understanding of the biocultural value across the Site, including climate and ecological value, vulnerability, impact and resilience
- Become a source of expertise on WHS-specific climate resilience to inform the emerging climate and carbon neutral targets and aspirations within Partner authorities
- Increase understanding of and communicate the contribution of the Site to delivery of the UN Sustainable Development Goals
- Engage with communities preparing Neighbourhood Plans
- Advocate for Conservation Area appraisal updates and management plans
- Encourage effective use of enforcement powers and resources
- Work with government on aligning the protection of WHS OUV and delivery of UN SDGs with criteria for and management of national designations
- Work with local planning authorities to seek protection from demolition for non-Listed buildings and features (e.g. advocate extension of the current requirement for planning permission for demolition in Conservation Areas to WHSs and encourage use of Article 4 directions where appropriate)
- Increase understanding of how the resumption of mining can contribute to protecting OUV and achieving UN SDGs and carbon reduction targets

6.3

Conservation and Enhancement

In the current context of changing demographics and climate, growing inequalities, diminishing resources and growing threats to heritage, the need has become apparent to view conservation objectives, including those promoted by the World Heritage Convention, within a broader range of economic, social and environmental values and needs encompassed in the sustainable development concept.”

UNESCO Policy Document for the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention 2015

The UN SDGs set a new context for the relationship between culture, World Heritage and sustainable development, and provide a clear, universal framework, with targets and metrics for success, for the delivery of the objectives of the CMWHS. As a UNESCO-inscribed landscape, the Site thus has a fundamental role to play in leading, enabling and influencing their delivery, built on its heritage and cultural value, and utilising its local and international relationships.

Since the inception of the last CMWHS Management Plan (2013-2018), the United Nations also adopted Resolution 70/214, which reaffirms the role of culture as an enabler of sustainable development, and emphasises culture’s contribution to social inclusion, income generation, environmental sustainability and peaceful societies. The Resolution encourages all Member States and other relevant stakeholders to raise awareness of the importance of the role of culture for sustainable development, and to ensure its integration into development policies.



The CMWHS' value as an outstanding example of a landscape which illustrates a significant stage in human history – the development and global spread of industrialisation – has particular relevance as we pass into a different stage of transformational and unprecedented change (IPCC, 2018)⁶. Any effort at delivering sustainable development demands a holistic understanding of social, economic and environmental interdependencies, function and impact. The Site represents an acknowledged past role in delivering social change and economic transformation; combined with its contemporary role as the home of living communities and businesses, and custodian of extraordinary geological and ecological diversity, it now occupies a position which goes beyond previous definitions of conservation and is evolving a leadership role to face directly into times of ecological and climate crisis.

The UNESCO aspirations to “*ensure a human-centred, inclusive and equitable development*”⁷ align with the UN Sustainable Development Goals (SDGs). Specifically, the CMWHS is already contributing to, and could further contribute to, the delivery of the following 11 SDGs (of a total of 17):

- 1.** Good Health and Wellbeing (SDG 3)
- 2.** Affordable and Clean Energy (SDG 7)
- 3.** Decent Work and Economic Growth (SDG 8)
- 4.** Industry, Innovation and Infrastructure (SDG 9)
- 5.** Sustainable Cities and Communities (SDG 11)

- 6.** Responsible Consumption and Production (SDG 12)
- 7.** Climate Action (SDG 13)
- 8.** Life Below Water (SDG 14)
- 9.** Life on Land (SDG 15)
- 10.** Peace, Justice and Strong Institutions (SDG 16) and
- 11.** Partnerships for the Goals (SDG 17)

Work achieved to date by the Partnership has already contributed to some of the targets within some of the goals, but this has not previously been formally identified, monitored, or evaluated. There now exists a clear opportunity and demand for the CMWHS Partnership to:

- identify further SDG targets it is contributing, or could contribute, to
- develop a robust monitoring and evaluation system to track, understand and enhance the contribution
- use its position to enable and influence others to engage, enhance their understanding and develop their own contributions to this shared metric of global progress

These areas will be considered in more detail below, and in Section 7, with specific strategic actions identified. Consideration of the Site's economic, social, and environmental impacts to date both helps establish current value and clarify its evolving role in this changing climatic and political landscape.

⁶ Guterres 2018

⁷ Jyoti Hosagrahar, Director, Division for Creativity in the Culture Sector, UNESCO

6.3.1

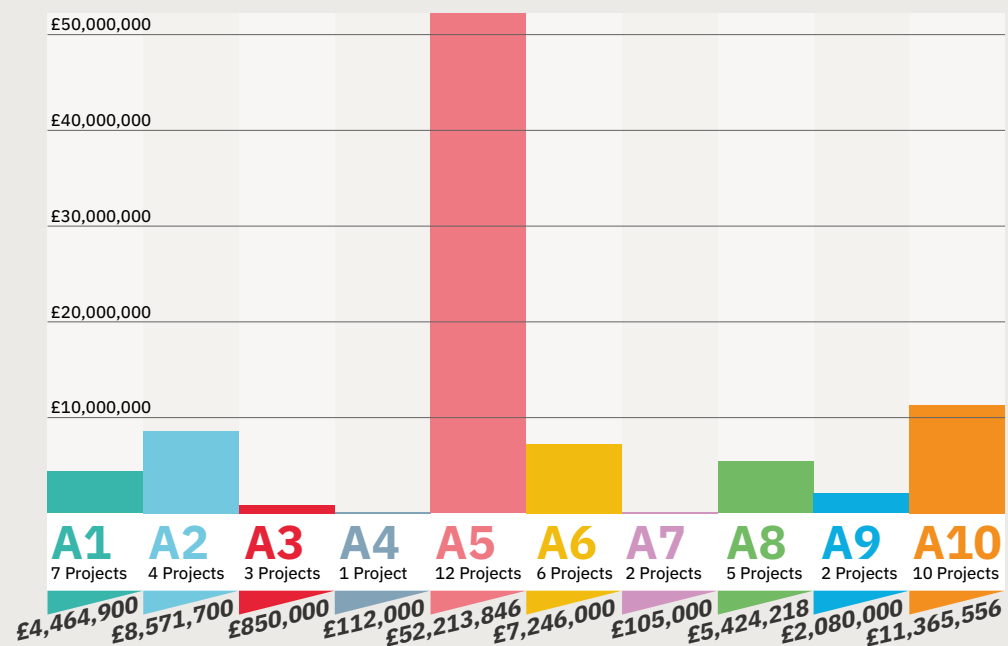
Contribution to Economic Resilience

Economically, the CMWHS has a long track record in attracting substantial amounts of external capital funding for conservation and regeneration in the ten WHS Areas (see table below) – over £92m since inscription. Some of this was specifically for WHS Management Plan identified priority investment, where the WHS Office led the fundraising process, and some raised by partners and third parties for projects aligned with the WHS Management Plan and supported by WHS Partnership input.

Substantial gains were made in conserving the WHS since inscription in 2006 by utilising a number of strategic funding sources, including National Lottery Heritage Fund, English Heritage, European Regional Development Fund and Natural England Higher Level Stewardship. Closer working with the Department for Environment, Food and Rural Affairs (Defra) over the last five years secured additional funding for the conservation of mining features on privately-owned farmland, through the ‘Historic and archaeological feature protection’ (HAP) option of individual HLS Agreements. Also, several mining heritage attractions have benefitted substantially from investment via the Rural Development Programme for England (RDPE)-funded, WHS-led sustainable tourism project, ‘Discover the Extraordinary’.

The capital works expenditure committed by WHS Area from June 2006 - December 2019, is as shown in the following graphic. As can be seen from this funding table, WHS status has made a major contribution to leveraging investment into the ten Areas. Many of these projects were delivered within communities with the highest levels of multiple deprivation in England.

These projects have made a substantial contribution to regeneration in deprived areas, have extended understanding of the OUV and created employment opportunities in construction, tourism and related retail and catering operations, through the infrastructure and community assets that they have created.

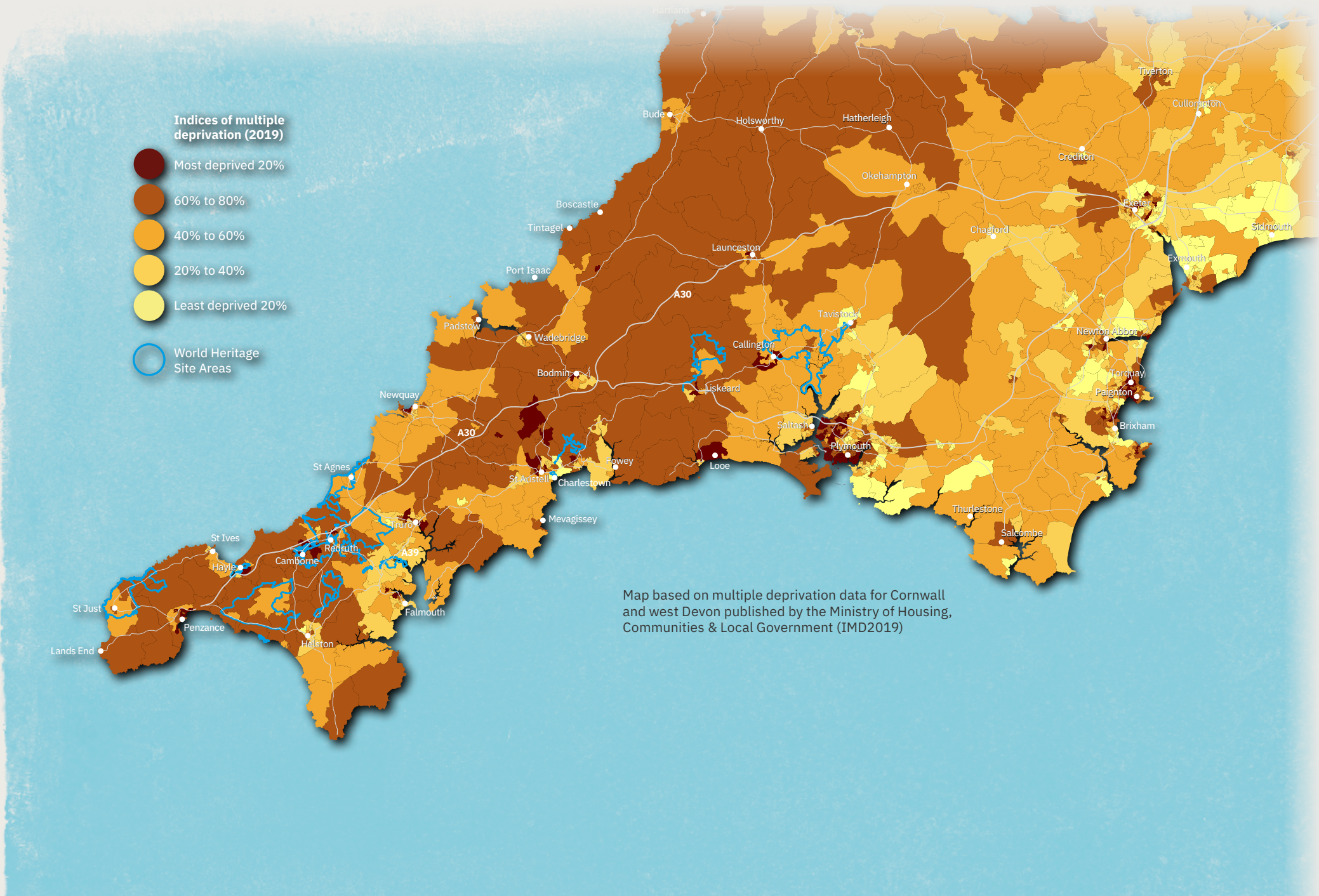


Total: £92,433,220 | 52 projects | WHS Areas A1 to A10

Contribution to Socially Equitable Economic Regeneration

The capital works expenditure committed by WHS Area from June 2006 - December 2019

The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan 2020-2025



6.3.1

Contribution to Economic Resilience*[continued]*

Unlike other land designations which may have areas of deprivation but are often characterised by an aesthetic landscape value – which can correlate with higher house prices and therefore fewer communities on low incomes – the CMWHS is a protected landscape specifically focussed on former industrial communities. As such, it encompasses some of the most economically disadvantaged areas in the UK and the contribution of the Site to socially equitable economic wellbeing is of increased significance.

However, up to now, other than those projects where the CMWHS team has played a direct project management role, there have been few references to CMWHS as a contributor to regeneration by other organisations. This is surprising given the fact that the broad, interconnected remit – from place-based development management and heritage-led regeneration through to sustainable tourism and cultural events, with a geographic focus in some of our most disadvantaged communities – has resulted in joined-up economic, social and environmental investment and sustainable growth. It is arguable this omission partly results from the lack of one shared holistic metric which combines social, economic and environmental impact. This track record of, to date, unrecognised impacts now means the CMWHS has the potential to make even more significant contributions to Inclusive Growth strategies, and the aspirations of Local Industrial Strategies, via the internationally shared framework and set of metrics provided by the UN Sustainable Development Goals.

Addressing Future Funding Challenges

The WHS Office budget reductions which took effect in April 2015 had a negative impact on the capacity to take a proactive lead in conservation and regeneration project management. In future, partnership working will be an even greater necessity when seeking solutions for historic environment assets, as long as the modest CMWHS Office resources limit its ability to take a proactive project management lead on them.

To compound this, severe reductions in the number of local authority Conservation Officer posts since 2014 has reduced the capacity of individual local authorities to pursue a proactive fundraising role. Exceptions to this were the Townscape Heritage Initiatives in Tavistock and Camborne, where NLHF funding enabled a range of positive conservation outcomes that conserved or re-used Attributes of OUV. But, in both these cases, the original HLF bids were prepared prior to the staff reductions taking effect.

In this context, the integration of WHS conservation and heritage-led regeneration priorities with wider Economic Growth strategies and Local Enterprise Partnership investment programmes will be essential if projects to conserve World Heritage Site features for community benefit are to have access to funding streams. In an environment of continuing budget constraints for all major funders, including the National Lottery Heritage Fund,



6.3.2

Contribution to Environmental Growth and Ecological Resilience

and with major changes such as Brexit, exploring new sources of income and partnerships to support this core World Heritage Convention function will be a priority. This will include exploring new relationships with a wider range of sectors than previously, for example technology and other emerging industries, to find appropriate, sustainable future uses. If other sectors are experiencing similar funding constraints, it makes even more sense to collaborate across a wider range of stakeholders and sectors, to deliver more interdisciplinary partnership programmes.

Alongside the conservation of Attributes of OUV, as a UNESCO designation the WHS has a growing role to play in conserving the wider ecosystems within which these are located. The identification, valuing and conservation of both cultural and biocultural heritage and value are equally essential elements of sustainable development. All stakeholders within the Partnership have identified ecosystem growth as a key policy concern, as now recognised in the Cornwall's Environmental Growth Strategy.⁸ Collaborating with environmental agencies will be increasingly necessary to enhance climate change resilience, and to develop emergency response strategies which incorporate protection of OUV as a priority. This will be covered in more detail below.

⁸Retrieved from <https://www.cornwall.gov.uk/environmentalgrowth>

⁹Retrieved from <http://www.fao.org/state-of-biodiversity-for-food-agriculture/en/> (2019)

¹⁰Retrieved from <https://www.ipbes.net/news/ipbes-global-assessment-summary-policy-makers-pdf> (2019)



...The designation of these sites provides them with a high level of protection in terms of Planning, recognising the conservation and enhancement of their special qualities is essential.”

The United Nations Food and Agriculture Organization report⁹ and the IPBES (Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services) report¹⁰, of 2019, are two in a suite of increasingly urgent calls to acknowledge the severity of the decline of plants, animals and micro-organisms that are the bedrock of biodiversity and food production on earth. The level of change required to reverse the decline has been described as “unprecedented” by the UN. Given that the WHS inscription provides an enhanced level of protection, and that many of the landscape sites offer significant ecological benefit, the Site has an opportunity to become a proactive environmental steward, beyond its conservation of the physical asset for cultural benefit.

Mineworkers' smallholdings, the wider engine house and transport physical infrastructure and the landscape and hedgerows that surround them, provide significant habitats supporting birds, mammals, reptiles, insects, lichens and plants as forage, shelter, breeding ground and corridors between sites. The smallholding hedgerow systems, which usually take the form of Cornish Hedges (i.e. stone-faced earth banks), are of outstanding heritage value; as with ancient hedgerows generally, these provide further vitally important ecosystem functions in terms of shelter for livestock, soil capture and water cycling. In the case of those enclosing mineworkers' smallholdings, their status as Attribute features of OUV support their protection via the WHS inscription. Former mine shafts and buildings also provide shelter for multiple species of



6.3.2

Contribution to Environmental Growth and Ecological Resilience

[continued]



The hydroelectric turbine at Ponts Mill in 2007, which was refurbished by the Friends of Luxulyan Valley to generate electricity for the National Grid

Hazel Dormouse

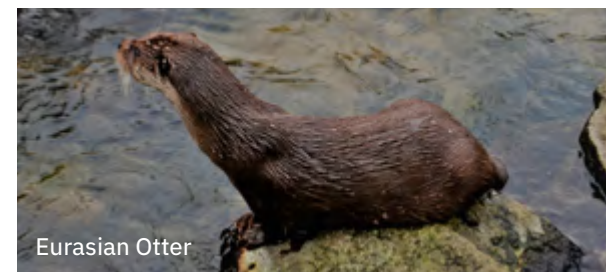
bats, birds, mammals, insects and reptiles; metalliferous mine spoil heaps host incredibly rare metallophyte plant species, one of which – the Cornish Path Moss (*Ditrichum cornubicum*) – is understood to occur only at two sites in Cornwall – Phoenix United and South Caradon mines. Despite this biocultural wealth, mine sites are often defined as “derelict land”, “rough ground” or “brownfield” sites.

Increasing understanding that the mining landscape is a valuable natural, as well as cultural, asset is essential in safeguarding this biodiversity. As noted in the previous section, a Site’s biocultural heritage is already identified and valued by UNESCO. Locally, Cornwall’s Environmental Growth Strategy 2015-2065 recognised that the WHS is one of a number of resources that can make a valuable contribution to its agenda:

“The designated landscapes and sites are vital to the success of this Strategy, giving us an ecological and cultural network to grow from and helping us to test ideas and new approaches. The designation of these sites provides them with a high level of protection in terms of Planning, recognising the conservation and enhancement of their special qualities is essential. The potential for these areas to also deliver environmental growth is a crucial opportunity and this Strategy seeks to provide additional strength to the value these areas are ascribed in decision making.”

However, our knowledge and understanding of the unique ecosystem and biodiversity value of mining landscape assets, and how to enhance this, needs to be improved, and further research into this is required. The ecosystems on which we all rely are now increasingly protected by the remains of our industrial heritage, a role which requires urgent acknowledgement. Beyond the undoubted economic value, as this biodiversity takes on increasing importance, the overall ecological value of the Site as our biodiversity declines so steeply is now becoming pivotal to the work of conservation and caring for our cultural heritage.

Extensive research is needed to explore the requirements, processes and impacts of the restoration of post-industrial and mining sites. As one example,¹¹ species diversity, although a complex indicator, is generally seen as a good metric of passive restoration. A site-specific audit is necessary to identify and offer additional understanding of the WHS landscapes in relation to their ecological value, in terms of conservation and their ability to inform future resilience. Work is now urgently required to understand the extent, value and implications of the biodiversity asset now held within the Site, made even more valuable by the diverse range of sites, geologies, topographies and physical characteristics of the infrastructure in each one.



Eurasian Otter

¹¹“How can we restore biodiversity and ecosystem services in mining and industrial sites?” Retrieved from <https://link.springer.com/article/10.1007/s11356-016-7113-3> 2016

6.3.3

Contribution to Local and International Effort to Address Climate Breakdown

Any requirement by any organisation or body to conserve cultural, natural or built heritage is, by default, now going to require a significant increase in engagement with climate breakdown in order to simply meet the most basic of its objectives. The science now available is making the indisputable case that this is not a distant threat; climatic changes are happening now and with increasing prejudice. The IPCC (Intergovernmental Panel on Climate Change) special report *Global warming of 1.5°C*, released in October 2018, set out with categorical alarm the case for the change. UN Secretary General António Guterres stated that:

“This will take unprecedented changes in all aspects of society – especially in key sectors such as land, energy, industry, buildings, transport and cities. ...we need to end deforestation and plant billions of trees; drastically reduce the use of fossil fuels and phase out coal by 2050; ramp up installation of wind and solar power; invest in climate-friendly sustainable agriculture; and consider new technologies such as carbon capture and storage... The coming period is critical...This report by the world’s leading climate scientists is an ear-splitting wake-up call to the world. It confirms that climate change is running faster than we are – and we are running out of time.”¹²

This means that rapid audit of climate impact on, and contributions of, the Site is needed. Both its resilience and vulnerability to climate breakdown, as well as its



...we need to end deforestation and plant billions of trees; drastically reduce the use of fossil fuels and phase out coal by 2050”

contribution to carbon emissions (and reduction), need to be assessed as part of the additional understanding of the role, value and impact of the Site as a biocultural heritage asset. The UN SDGs provide a shared international framework for engaging with climate impact and resilience; there is also a strong emerging local strategic fit as a climate emergency has been declared by hundreds of councils, institutions and organisations across the world, including the UK government; Cornwall, Devon County and West Devon Borough Councils and multiple constituent town and parish councils within their areas have done likewise, many of which are located within the CMWHS.

The UN SDGs provide a framework for engaging with impacts of, and impacts on, climate change for the Site. They incorporate health, wellbeing, prosperity, social inclusion and thriving communities, as part of a better understanding and stewarding of our own resource. Their global reach enables the development of local and international relationships at a time of geopolitical, cultural, social, economic and environmental uncertainty. As a UNESCO designation, the CMWHS is ideally placed to lead, enable and influence across these issues as an internationally-recognised body founded on its relationship with this landscape, its history, communities and future value.

¹² Retrieved from <https://www.ipcc.ch/sr15/download/#full>



6.3.3

Contribution to Local and International Effort to Address Climate Breakdown

[continued]

Climate Risks and Management Responses

The consequences of climate breakdown will have unprecedented impacts on communities, including increases in flood risk, and on the environment, with changes in habitat, species distribution and water resources. As well as addressing the causes of climate change, including reductions in the generation of greenhouse gases, communities across the Site must therefore also increase their resilience to the impacts of that change.

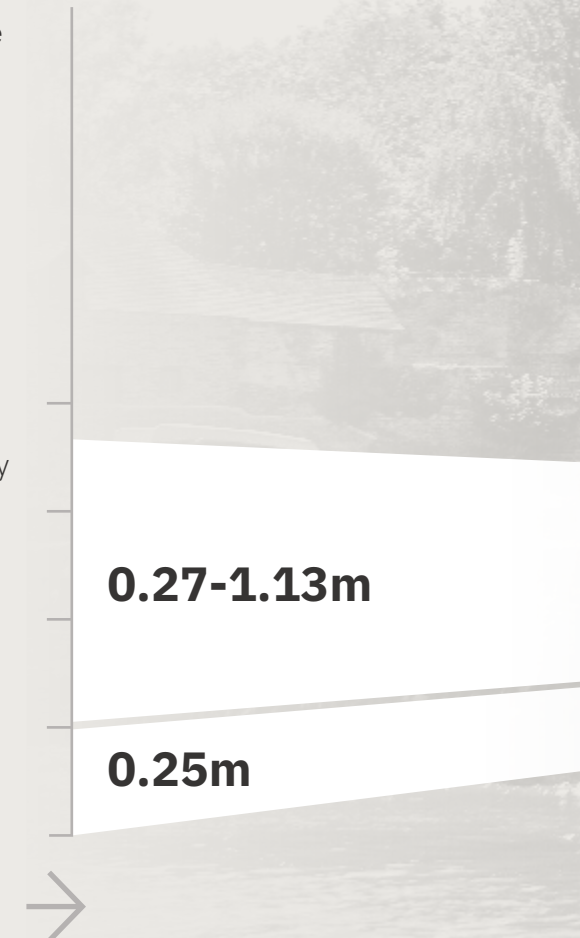
Cornwall and west Devon are anticipating increased temperatures, wetter winters, drier, hotter summers and increased frequency of extreme weather events. Recent years have seen examples of the damage and disruption this causes to communities and Attributes of OUV in our WHS. On average, temperatures in England have risen by about one degree Celsius since 1980, with 2018 being the joint warmest on record. The last five years have been the hottest recorded globally.¹³ 2019 saw records broken for temperatures in the UK, multiple countries in northern and eastern Europe and the Arctic, unprecedented wildfires have taken hold on multiple continents and current climate changes in terms of ice melt, methane release and temperature records are outstripping climate model projections in some cases by 50 years.

¹³Retrieved from <https://www.climatecentral.org/gallery/graphics/the-10-hottest-global-years-on-record>

Our coastal WHS Areas are also affected by relative sea level rises (i.e. sea level with regard to changes in land height). Sea levels in the South West are understood to have risen by approximately 0.25m since the start of the twentieth century, when corrected for land movement (UKCP09). The updated predictions for sea level rise for western Britain, as calculated for Cardiff and published in 2018 (UKCP18), indicate a potential sea level rise range of between 0.27m and 1.13m, depending on the atmospheric emissions modelling scenario applied.

Links between sites are also threatened; transport links have and continue to be interrupted owing to extreme weather events, causing disruption to movement of residents, businesses, visitors, supply chains and wildlife. There is currently no audit of business continuity readiness across the Site, nor of social, ecological, economic or cultural disruption caused by material damage through such shifts in weather patterns.

Whilst climate change will impact over a long timescale, it will also have increasing numbers of short-and medium-term impacts. It will need to be monitored and the effects on the WHS assessed in order to prepare appropriate policy responses in good time and prepare for reparation and response where possible. More frequent intense rainfall events will increase the flood risk from rivers and surface water runoff in particular.



Cotehele Quay with overlay showing the approximate rise in sea levels in the South West since 1900 – 0.25m – and the predictions for sea level rise for western Britain of 0.27m and 1.13m by 2100



6.3.3

Contribution to Local and International Effort to Address Climate Breakdown

[continued]



As well as addressing the causes of climate change, including reduction in the generation of greenhouse gases, communities across the Site also need to increase their resilience to the impacts of that change”

* Climate Change Plan: creating the conditions for change through direct action and a new form of place-based

¹⁴ Retrieved from <https://www.devonclimateemergency.org.uk/devon-climate-declaration-leadership-for-cornwall-to-become-net-carbon-neutral>

Devon County and Cornwall Councils have the role of Lead Local Flood Authority (LLFA), to lead on local flood risk management. Locally agreed surface water mapping has been developed as part of the Preliminary Flood Risk Assessment for Devon to inform where there is surface water flood risk. It is to be used alongside the existing Environment Agency Flood Zones by local planning authorities in the planning process, to reduce the potential risk from (and to) any new developments. The Cornwall Climate Change action plan* sets out ambitious objectives to better understand, and prepare for, climate impacts across its landscapes and Devon County Council is preparing the Devon Carbon Plan, which will define the earliest credible date that should be set for net-zero emissions. The Devon Climate Declaration (May 2019) also states an intent “to understand the near-term and future risks of climate change for Devon to plan for how our infrastructure, public services and communities will have to adapt for a 1.5-degree warmer world”.¹⁴

A substantial proportion of the Site runs along both the north and south coasts of Cornwall and includes the extensive estuarine landscapes such as the Tamar Valley in Cornwall and west Devon. The impacts of sea level rise may be particularly noticeable in the industrial ports and harbours that are elements of OUV in these Areas. Accelerated erosion of surfaces and deterioration of

building fabric within both coastal and inland areas could also result from the anticipated increase in extreme and unpredictable weather events, including possible warmer, wetter conditions anticipated during the winter months and hotter, drier conditions expected during summer.

The Environment Agency already require robust flood defence measures be taken as part of proposed development within these high-risk locations. For areas of the Site where such measures might have negative impacts on Attributes of OUV, the policy response needs to be discussed and strategies agreed.

The Flood and Water Management Act 2010 encourages the use of Sustainable Drainage Systems (SuDS) in new developments and re-developments. It does this by requiring drainage systems to be approved, against a set of national standards. It will be the role of the newly established SuDS Approving Body (SAB) within Devon County and Cornwall Councils, to approve, inspect, adopt and maintain sustainable drainage systems for new developments exceeding one property. Using SuDS to manage surface water has a number of benefits, such as improving water quality and the local environment and reducing the risk of flooding of homes and businesses, as well as adjacent or downstream properties, as a result of heavy rainfall. It is, therefore, a key consideration to





Emergency flood prevention works to the perched embankment of the Par River in the Luxulyan Valley (2020)

look at the surface water flood mapping available and consider what drainage measures should be used. For a Site which incorporates numerous leat and other water movement systems, this could include investigating the potential use of historical features for future water management. The goal should be flood mitigation and management that maintains the authenticity and integrity of the WHS, and an additional understanding of its OUV in terms of becoming “a resource to strengthen the ability of communities and their properties to resist, absorb, and recover from the effects of a hazard”.¹⁵

Increasing understanding of the ecological value of hedgerow management in flood mitigation is also now a priority. Their role in soil capture, water cycling and flood management is well established, and the CMWHS can contribute as a leader and enabler in working with partners across the site to identify, protect and enhance the role of such ecosystem services. This is particularly the case when resource for hard engineering to manage flood threat is under pressure.

The UN is now actively considering the relationship between WH Sites across the globe and climate breakdown, noting significant visible impact in at least a quarter of natural WH Sites in 2017; and identifying the role of the Sites in managing impacts for wider benefit. It notes:¹⁶

‘Climate change is the biggest potential threat to natural World Heritage Sites, but these Sites can be part of the solution’

¹⁵Retrieved from <https://www.devonclimateemergency.org.uk/devon-climate-declaration>

¹⁶Retrieved from <https://www.iucn.org/theme/world-heritage/our-work/global-world-heritage-projects/climate-change-and-world-heritage>



6.3.3

Contribution to Local and International Effort to Address Climate Breakdown

[continued]

Impact on Cultural Landscape World Heritage Sites

The biocultural heritage across the cultural landscape of the CMWHS – currently unquantified – has a similar role to play in contributing to habitat conservation, flood management and soil preservation, above, and additional to, its heritage value. This additional contribution now merits urgent auditing.

Sources of expertise on this matter are emerging; research has already established what is required for WH Sites to engage fully with these threats, which means there is a body of scholarship ready to engage with the activities and findings of the CMWHS Partnership as it addresses this unprecedented challenge, for example the paper on ‘Adapting Cultural Heritage to Climate Change Risks: Perspectives of Cultural Heritage Experts in Europe’ (Sesana et al., 2018).

CMWHS Contribution to Mitigating Climate Change

Beyond these measures to increase resilience, the CMWHS Partnership has also considered how the nature of its OUV – metalliferous mining – can actively contribute to climate change mitigation measures. Access to secure supplies of raw materials will be essential to support renewable energy technologies and carbon emissions reduction measures to lessen the negative impacts of climate change. This requires a cross-cutting approach, including integration with the policy on the resumption of mining within the WHS, particularly if significant deposits of lithium, or other minerals with applications in carbon consumption reducing

technologies, are confirmed as present and economically viable for extraction. Significant effort is being invested to understand and manage any environmental impacts of this industry; community engagement and benefit, and extreme weather resilience of mining infrastructure, are just as crucial.

The urgent need to expand the use of renewable energy has already taken on additional significance since the declaration of climate emergency by all three CMWHS Partner authorities. Again, the nature of this WHS offers new opportunities, including accessing the geothermal energy embedded in the reserves of water at extremely high temperatures deep underground. The same underlying mineralised granite beneath Cornwall and west Devon, which sustained the mining industry, is also high heat-producing, with an increased geothermal gradient, making it the most prospective area in the UK to exploit geothermal energy for both heat and power. This represents an important strategic resource for the region. Any proposals to develop geothermal extraction facilities would need to meet relevant CMWHS Management Plan policies for protecting OUV and biodiversity, but where these can achieve this they would be supported.

Energy-demand reduction measures are also key to reducing CO₂ emissions from end-use sectors for low-carbon pathways. Final energy demand is driven by demand in energy services for transport, residential and commercial activities (buildings), and manufacturing (IPCC Special Report on the impacts of global warming, October 2018).

For the construction of buildings, the ‘fabric first’ approach addresses design by maximising energy performance through the components and materials making up the building’s envelope. The approach works by designing and constructing the building to save energy before any renewable technologies are employed or considered. The fabric first approach reduces energy consumption through the use of a high level of thermal insulation, air tightness and maximising solar gain.

6.3.4

Risk Management and Emergency Preparedness

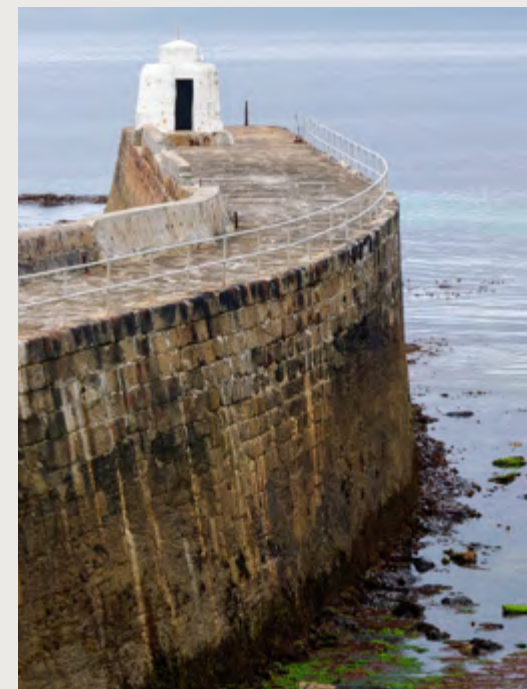
For such an extensive WHS, it would not be practicable for the Management Plan to seek to address all risks for all features of the Site. The majority (85 per cent) of the Site is in multiple small-scale private ownerships, so, other than through awareness raising, the ability to influence risk management is limited. While this situation cannot be considered as ideal, the impact of an individual ‘disaster’ type event affecting the whole Site is relatively low. The focus should be on key strategic risks, communication and engagement at community level, and how to co-ordinate mitigation and emergency response whilst ensuring that major interventions, such as flood-mitigation schemes, are of a high standard of design and do not harm OUV. Measures could include:

- Partnership with business support agencies to ensure climate resilience and business continuity planning is, as far as possible, offered to, and taken up by, landowners and land managers across the Site; offering a signposting function to such services on the WHS website and all business-engagement activity
- Development of relationship with local partners to ensure full input into resilience planning as part of the emerging climate teams within Cornwall Council and Devon County Council
- Audit of major owners, including the National Trust, local authorities, parish and town councils – and encourage these to ensure they have disaster-contingency plans in place to reduce likelihood and impact of loss of significant features to extreme weather events, flood and fire, for themselves and dependants, e.g. tenant farmers within the Site

- Liaison with county emergency services regarding the key risks identified by the audit including vandalism or major fire
- Highlighting of the cumulative effect of multiple small-scale risks – e.g. theft of stone from monuments, damage to hedgerows, use of off-road motor vehicles at key sites.

The strategic actions in Section 7 include measures to scope major risks and co-ordinate response plans with owners, managers and emergency response organisations.

While not involving risk to the Site’s OUV, a related risk management issue concerns the safety of the public when visiting landscapes within the WHS which may contain untreated shafts or open mine access levels, which in turn could become unstable as a result of extreme weather. These features are important elements of the mining landscape which preserve access to underground workings and should be retained. Members of the public should, however, be made aware of the potential and possibly changing hazards posed by these features which may be unexpectedly encountered in areas of moorland, or in woodland or coastal settings. The public are advised not to enter such features, unless in the company of appropriately experienced cavers or mine explorers, and with the permission of landowners. The WHS endorses the shaft safety treatment approach set out in the Cornwall Underground Access Group (CUAG) guidance: ‘Underground Access’ (1995).



Harbour wall infrastructure at Portreath following repairs due to storm damage in 2014

6.3.5 Monitoring and Consultation Findings

UNESCO's Periodic Reporting requirement obliges World Heritage Sites to undertake monitoring of Sites to ascertain the relative effectiveness of Management Plan delivery and the protection of OUV. The Cornish Mining World Heritage Site is due to be part of the Third Cycle of Periodic Reporting. For Europe and North America, this is scheduled to take place in 2022-2023 for review by the WH Committee in 2024. The CMWHS Monitoring Report was devised to cover three main areas where data is required: Conservation of Outstanding Universal Value; Communication of Outstanding Universal Value; and Environmental Value.

Condition monitoring is a key aspect of demonstrating the overall preservation of the Site, and for providing the management information necessary for the Partnership to identify those conservation and regeneration projects that it will proactively support as priorities in the Plan period. Although the 2017 Condition Survey found that the great majority of Attributes of OUV within the Site were in favourable condition, it still concluded that 22 per cent require intervention, and a number of significant features and Attributes of OUV give cause for concern. Sourcing the necessary funding for conservation works for these will require increasing effort and ingenuity, particularly as extreme weather events become more unpredictable and bring greater impact.

The 2017 report highlights a trend towards impeded access and general encroachment on buildings and features due to a lack of periodic vegetation management at some Sites. A significant number of these Sites are owned or managed by local authorities, and the issue is likely to result, in part, from the substantial local government revenue budget reductions implemented since 2010. As a result, the number of Sites now assessed in an Unfavourable condition has increased by 35 to a Site-wide total of 214. Whilst these are not in any immediate structural danger, a lack of routine maintenance does risk more serious deterioration in the longer term. The 2017 survey assessment therefore reduces the total of sites/features in a Favourable condition from 812 to 777 (82 to 78 per cent of the Site-wide total of 991).

In the context of the continuing constraints on both available sources of funding for conservation works and the WHS Office's own resources discussed above, CMWHS Partnership members agreed that the selection of projects to be addressed during the lifespan of this Management Plan should be informed by a priority-setting exercise, to direct the WHS Team's involvement in conservation project planning and investment.



Right Engine house at
Wheal Hearle, Pendeen
Lower Right Pumping
engine house at Blue Hills
Mine, St Agnes

The exercise applied criteria which incorporate the findings of the condition survey, where this indicated physical remedial conservation needs, but also factor in measures to take account of project achievability and sustainability, resulting in a tripartite assessment framework:

- The assessment of physical need as per the WHS condition survey
- The eligibility for funding
- The likelihood of maintaining the conserved asset post completion of capital works

While the assessed condition of an Attribute is the fundamental starting point in priority setting, the other points recognise that the deliverability and desirability of projects should influence the priority afforded to them. Prioritisation requires a methodology which can encompass condition and all the additional contributory elements which together contribute to a successful conservation project. In future, the emerging identification of the wider biocultural heritage, and overall climate vulnerability across the Site, will also be considered in the prioritisation of such projects, informed by the proposed ecological and climate audit.

It must be noted that project priority setting will always be a dynamic assessment, subject to review and updated periodically as projects are completed or circumstances change – e.g. funding availability, condition. It will not necessarily be fixed for the whole life of the Plan. It also sits alongside analysis by other Partners, notably Historic England, which produces its own lists of heritage assets at risk. Analysis of these indicates that a number of groups of features or components of significance to WHS OUV may be under particular risk at present, including;

- Ports and Harbours
- Churches and Chapels

Historic England is taking the lead in developing strategic approaches to addressing these risks, and the WHS will collaborate with, and support, this work. Clearly, climate impacts are pertinent here, and the CMWHS will work to ensure this is fully understood and acknowledged by Historic England in such collaborations.



6.3.5

Monitoring and Consultation Findings

[continued]

Conclusion from the Priority Setting Exercise for 2020-2025

The CMWHS priority setting exercise identified the following conservation priorities over the lifespan of the Plan from an analysis of the 214 Attributes of OUV identified as in an Unfavourable condition. These constitute either single Attributes or are areas/sites containing a cluster of multiple Attributes, each of which contribute to World Heritage Site OUV. The six listed below include former mine sites, mineral transport infrastructure and streetscapes, and all have their own differing conservation needs. These sites have been selected and scored based on a) their assessed structural conservation need, and b) the relative feasibility of delivering a suitable conservation project. A number of these are also included within the Historic England 'Heritage at Risk' (HAR) register (2019) and ownerships are indicated where known:

- The Wheal Busy Smithy – Listed Grade II (The Tregothnan Estate) (Score: 115)
- The Luxulyan Valley (Cornwall Council) and the Treffry Viaduct (Cornwall Heritage Trust), the latter a Scheduled Monument; the last major conservation project in the valley was delivered in the 1990s (Score: 105; Viaduct on HAR 2019)
- Wheal Hearle dual function engine houses (x 2, west & east) (Score: 90)

- Redruth Fore Street – historic streetscape with buildings Listed Grade II (Score: 65)
- The Tolgus Calciner & arsenic works – Scheduled Monument (Score: 60; HAR 2019)
- Blue Hills Mine pumping engine house – Listed Grade II (Score: 55)

The following sites are included in addition, as, while being in mostly good condition, these would benefit significantly from further investment to help secure their viability or economic re-use and thereby their long-term sustainability.

- Tavistock Canal and Wharf – multiple structures Listed Grade II
- St Just Methodist Chapel – Listed Grade II* (HAR 2019)
- Heartlands (Robinson's Shaft complex, South Crofty Mine) – Listed Grade II/II*
- Various nationally-designated sites in the Tamar Valley included within the Tamara Landscape Partnership Scheme – Listed and Scheduled Monuments
- Selected features at Geevor Tin Mine – Scheduled Monument (HAR 2019)

WHS assets are globally significant and require adequate resources to sustainably manage them. They have historic, archaeological, environmental and social value for the whole of humanity. Whether or not they currently have an economic use, they have a bequest value for future generations. For those in public ownership, the WHS Partnership encourages the responsible bodies to investigate all options when considering how to achieve appropriate maintenance, including re-use and collaboration with other organisations and volunteers.

Where disposal is considered, this should only be undertaken in line with guidance in ‘The Disposal of Heritage Assets’¹⁷

As such, further work will be required to build a suitable framework for SDG-specific monitoring and evaluating the contribution to the Sustainable Development Goals. The CMWHS will therefore consider it a priority to develop a simple monitoring and evaluation tool to track ongoing contributions and understand their value, in partnership with other local, national and international bodies as appropriate.

In conclusion, the key conservation issues for the period 2020-2025 have been identified as:

- Comprehensive Ecological and Climate audit across the Site to identify value, vulnerability and resilience at a Site and individual community/business level
- Alignment, monitoring and evaluation of conservation and regeneration activities as contributors to 11 of the SDGs
- Investigation of wider and collaborative sources of funding for conservation and sustainable development priorities
- Advocacy for heritage-led regeneration in the WHS, and as an Environmental Growth contributor within the frame of the UN SDGs
- Work with Partners to address both routine maintenance needs and emerging maintenance needs as climate impacts are increasingly felt across the Site
- Support for emergency response co-ordination

¹⁷(English Heritage, May 2010). (<https://historicengland.org.uk/images-books/publications/disposal-heritage-assets>)



The Treffry Viaduct in the Luxulyan Valley

6.4

Presentation and Transmission



... the “dangers threatening this heritage” are now recognised as including climate breakdown and ecological collapse”

Increasing the understanding of the Site and its OUV is a core management function, informing all Convention obligations, and underpins appreciation and, ultimately, conservation of the Site in the long term. As such, this Convention obligation also underpins the CMWHS role delivering sustainable development and climate resilience.

The responsibility to transmit WHS values to future generations is covered by Article 27 of the WH Convention:

1. The States Parties to this Convention shall endeavour by all appropriate means, and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage defined in Articles 1 and 2 of the Convention.

2. They shall undertake to keep the public broadly informed of the dangers threatening this heritage and of the activities carried on in pursuance of this Convention.’¹⁸

Crucially, the “dangers threatening this heritage” are now recognised as including climate breakdown and ecological collapse; and the “appreciation and respect of the cultural and natural heritage” therefore also relates to the Site’s emerging ability to contribute to tackling the climate and ecological threat, and in the delivery of the SDGs. These two related obligations therefore carry significant importance.

¹⁸ UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)

**... 'learners' are not just schoolchildren
and 'learning' is not just about the
acquisition of facts and knowledge.**



Performance of 'Hireth' at St Just

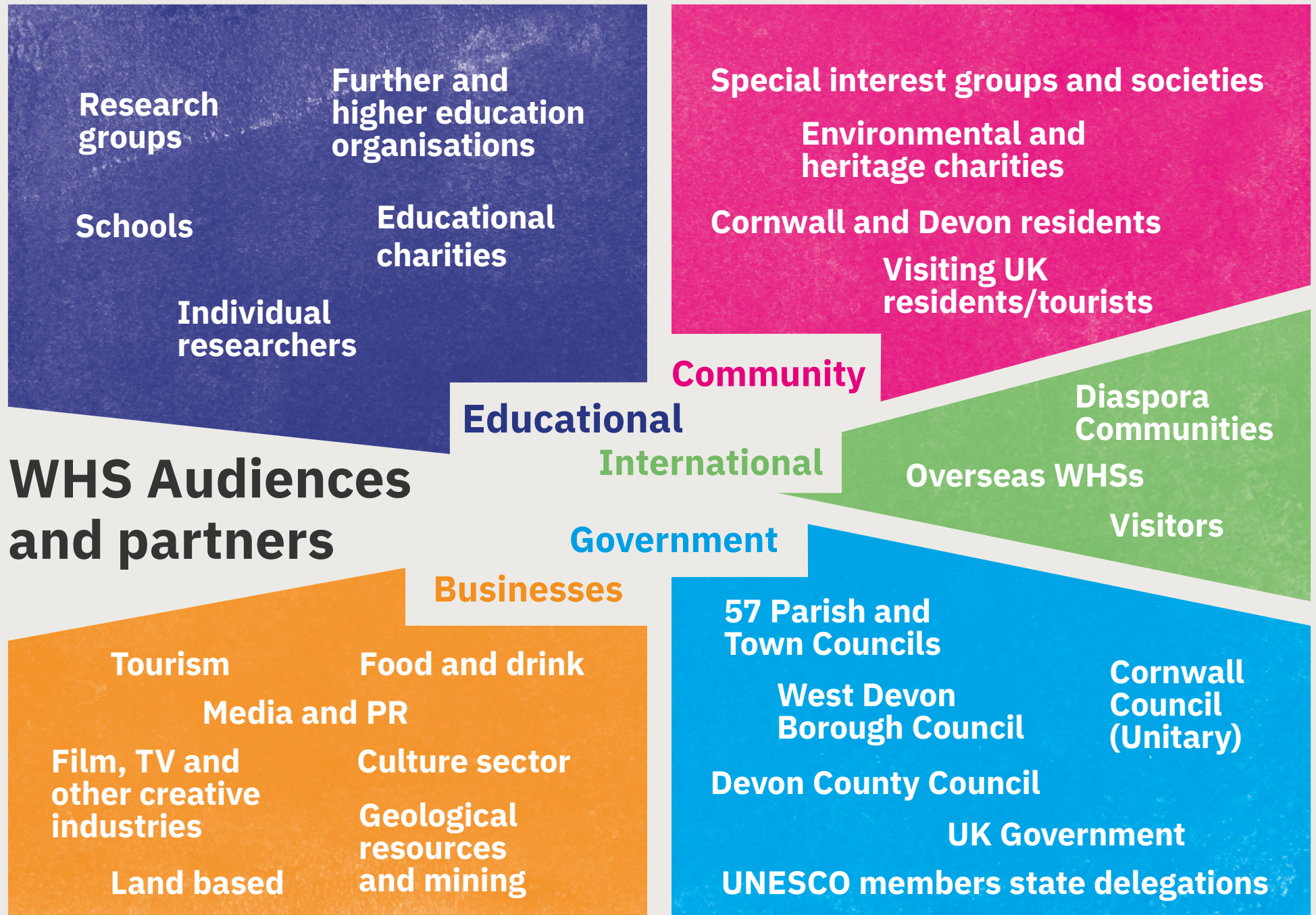
6.4.1 Audiences

Transmission and presentation of the World Heritage Convention are evidently linked, and cover learning services (for a wide variety of audiences across all age groups), community outreach, relationships with business, governance, planning, land management and community wellbeing organisations, engagement with, and management of, visitor impact, and collaboration with, and influence of, our international partners, including those communities linked to the Cornish Mining diaspora. The WHS Research Agenda provides the knowledge that underpins all management activity and is integral to designing fit-for-purpose initiatives to address the issues identified in this Plan.

This requires a broad definition of who our intended learning audiences are. The CMWHS takes an inclusive approach; 'learners' are not just schoolchildren and 'learning' is not just about the acquisition of facts and knowledge. It also means that learning activity sits within the wider context of marketing and interpretation of the Site overall, including articulation of its ability to contribute positively to global social and climate threats. Given its contributions to multiple policy objectives, a strategic approach to developing the learning and engagement opportunities afforded by WHS status remains a high priority.

This section will thus consider our presentation and transmission obligations with various audiences and partners, which together form an extensive communications network and potential reach.





6.4.1

Audiences

[continued]

Local Residents and Businesses

Culture is a critical part of community growth, and the CMWHS has an essential role in communicating the OUV across the Site as a means to contributing to resilient and developing communities. The work to date of the Partnership, as enabled via initiatives such as the Discover the Extraordinary and cultural events programmes, has fostered strong connections with the diverse communities who live and work across the Site, and created fertile ground for continuing engagement. This will further existing understanding of the OUV, and also enable the CMWHS to use those links to help its communities understand and contribute to the emerging challenges of climate and ecological breakdown, and the SDGs.

Specifically, partnerships with programmes such as Cornwall 365, itself informed by the success of the Discover the Extraordinary programme, have allowed deeper connections with businesses in relation to culture, heritage and the living landscape in which businesses operate. Work, as noted below, in sustainable tourism management, cultural programmes and possible partnerships with local infrastructure organisations, such as Cornwall Wildlife Trust, Health and Wellbeing Partnerships and various teams within Partner local authorities, will allow the CMWHS to fulfil further these three crucial roles.

Local Learning Strategy

The UNESCO World Heritage Education Programme seeks to encourage and enable tomorrow's decision makers to participate in heritage conservation and to respond to the continuing threats facing the world's heritage. It focuses on young people, and its delivery is principally guided through the 'World Heritage in Young Hands' educational support materials.



Pupils enjoying the Cornish Caretakers mining heritage workshop at Ponsanooth School (2020)



6.4.1

Audiences

[continued]



Guide to the World Heritage Site (2018)

The CMWHS has developed a Learning Strategy to encourage and facilitate the provision of learning initiatives that meet UNESCO's objectives, in the context of best practice in the UK learning sector, and that at their heart communicate the Site's Outstanding Universal Value. The principal policy aim in the Management Plan that this relates to is:

'The values and significance of the World Heritage Site should be communicated to a wide range of educational audiences.'

However, an effective learning programme supports the achievement of other policy aims relating to protection, conservation and presentation, including delivery of the UN SDGs (which include climate resilience), building support for these through a greater understanding of, and interest in, Cornish Mining heritage, and its global reach.

Notably, SDG 4 specifically urges that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

Research undertaken during the last Management Plan period investigated education audiences' needs and compared this with existing learning opportunities across a range of providers, including mining heritage

attractions. A lack of capacity to deliver effectively across the full range of potential themes that derive from the Site's OUV narrows the choices available to learning audiences, particularly for science, technology and mathematics topics. Most mining heritage attractions did not feel able to cultivate further opportunities to extend their provision or exploit their potential to deliver broader content. Many do not have access to professionally-trained learning or education staff, and so are not able to offer the full range of resources and experiences to meet learners' needs. Guidance is needed on how to develop new learning service options and approaches to engaging with audiences.

Learning providers also need to incorporate climate action into their curricula, and this will involve working with schools and research institutions, local authorities and national environmental management agencies; new collaborative partnerships will be key.

During the previous Plan period, the CMWHS Partnership developed exemplar learning projects, through a 'commissioning' process, similar to that used for the WHS Cultural Events Programme. Whilst these produced good results and were popular with learning audiences and providers, their impact was not sustained due to the limited resources available to maintain them beyond the initial CMWHS Partnership-funded initiatives.



6.4.1

Audiences

[continued]

Current mining-heritage-related learning provision does not address the ‘purpose’ and ‘function’ of the WHS as a whole, despite being a central part of the UNESCO Learning Manifesto. It should therefore be central to future WHS-commissioned learning projects, programmes, services and products. This again offers the opportunity to fold in learning around the role of the WHS in addressing climate resilience and the relevant SDGs.

Improving learning services will therefore require building additional capacity in existing organisations and networks. To facilitate this, the creation of a WHS Learning Officer post, with an operating budget, is a priority, to review and update the Learning Strategy, and co-ordinate, commission and monitor the quality of delivery. The focus of the post should be building capacity across the heritage sector, promoting partnerships, including with national institutions and higher education, in order to drive up standards.

Similarly, emerging priorities within the newly accepted Carbon Neutral Plans and strategies, and emerging Health and Wellbeing Strategies, suggest new opportunities to contribute to wider learning about the social, health and climate and ecological resilience value and significance of the site, which feed directly into SDG 3 (Good Health and Well-Being); SDG 13 (Climate Action) and SDG 15 (Life on Land).

Estah’s Story, Heartlands (2019)



We Are Of This Place
publication (2014)



Rags to Riches, Hayle (2015)

6.4.2 Local Partners

Engagement with local partners is the foundation of the transmission and presentation obligations. The spectrum of partners with whom the CMWHS collaborates and connect is vast and diverse, a critical strength as we move into new and changing territory.

Research for this Plan has identified new relationships with the health and wellbeing sectors, and the environmental growth and climate and ecological activities within Cornwall and West Devon Borough Councils as priorities. The adoption of the UN SDGs as the strategic framework for future management of the Site provides the opportunity to emphasise the multiple health and wellbeing benefits these are intended to deliver. These will be offered through an interconnected activity programme, including:

- The WHS contribution to environmental growth and support for biodiversity, creating better, healthier places to live
- The opportunities for physical access and activity in managed former mining landscapes, offering health benefits
- Community events and learning opportunities, that enhance a sense of belonging and psychological wellbeing


Our presentation and transmission obligations also offer new possibilities of building understanding of social foundation goals and planetary boundaries, from within the SDGs to our relationships with economic growth teams within Partner authorities, to contribute to the inclusive growth agendas and emerging interest in ‘doughnut economics’ – of particular significance given the levels of poverty across the post-industrial areas of the Site. Each of these offer new possibilities of enhancing learning and understanding of the Site’s OUV to new partners, whilst highlighting climate resilience and the SDGs.

6.4.3 The Sustainable Tourism Potential of the Cornish Mining WHS

Articulation of the OUV to our visitors, both those moving into and from within the Site, is expressed as ‘presentation’. This includes sustainable tourism visitor management and interpretation. Current social and climate threats, and a clear commitment to contribute to the UN SDGs, mean this activity takes on an added dimension as a means of communicating environmental values to a wide audience. The CMWHS has an opportunity and a responsibility to engage and influence all visitors, locally, nationally and internationally – whether physically or virtually – in this respect.

In relation to these threats in particular (which arguably sit across all Convention obligations given the systemic nature of the climate crisis), UNESCO notes that State Parties should:

*“Reduce the vulnerability of World Heritage properties and their settings as well as promote the social and economic resilience of local and associated communities to disaster and climate change through structural and non-structural measures, including public awareness-raising, training and education.”*¹⁹



¹⁹ Policy on the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention as adopted by the General Assembly of the States Parties to the World Heritage Convention at its 20th session (UNESCO, 2015)

As such, all activity involved in presentation will be informed by the CMWHS' role to facilitate wider understanding and enable visitors, and visitor infrastructure alike, to contribute to climate resilience and the values of the relevant SDGs.

On a more generalised level, co-ordinated WHS tourism activity at national level is limited, and until recently this has inevitably impacted on what can be achieved at local level, as individual Sites have to address low general awareness of WHS status.

New initiatives funded as part of the Discover Britain campaign may offer WHSs opportunities for promotion by national agencies. Programmes such as Visit Cornwall's Discover England funded trails project, and particularly the emerging sustainable tourism initiative 'Tin Coast', will create new space for collaboration. However, there is little WHS-specific co-ordinated tourism activity at national level, and thus far, initiatives to develop and promote WHS-focussed sustainable tourism have relied on individual Site activity.

Presentation of issues around climate and social justice, as set out in the SDGs, is similarly limited. The evolving role of the CMWHS, however, opens up new relationships with habitat managers, ecologists, natural/earth science researchers, economists and social wellbeing partners, each of which bring new opportunities to reframe the Site and its value and significance, at local, national and international levels.

World Heritage Site related interpretation delivered through partnership working at St Euny Church, Redruth.

The promotion of the CMWHS as a visitor destination, to present its OUV, meet the needs of various audiences and contribute to sustainable economic benefit, has been a major focus of the WHS Partnership's work since inscription. A framework of related strategies underpins this, including marketing and interpretation. The WHS visitor offer is distinct from many south-west tourism 'honeypots' in that it is a distributed destination, available across the ten WHS areas, most of which are predominantly rural, and many of which, as former industrial communities, experience high levels of deprivation. This presents the CMWHS Partnership with an additional challenge when developing the Site's sustainable tourism potential, but it also represents a real opportunity to ensure that tourism development brings benefits to a wider range of communities in Cornwall, whilst strategically managing visitor impacts in order to avoid over-use of a few high-profile locations.

In addition, developing the destination offer has included working with the tourism industry and local communities to help them harness WHS status as a means to achieve their own goals. Supporting people to present their own interpretation of their identities and local stories is also an important element of sustainable place-making, and CMWHS activity under this aspect of the World Heritage Convention contributes to wider social and inclusive economic benefit agendas.

Tourism development has also focussed on contributing to cultural tourism in the shoulder months – an approach consistent with emerging regional tourism agendas and local industrial strategy, when available.



6.4.3 The Sustainable Tourism Potential of the Cornish Mining WHS

[continued]

The Cornish Mining WHS Discover the Extraordinary rural tourism growth programme, which ran from 2010 to 2014, delivered significant benefits, including:

- Average 20 per cent increase in visitor income for partner businesses
- Increase of 5.5 per cent in people motivated to visit the area by its World Heritage mining landscapes, to 15 per cent of the total visitor market
- 24 new jobs

The WHS was marketed as a destination offer within the existing Cornwall and west Devon tourism product. Its key characteristics are a rich, diverse, cultural landscape, created through a sustained period of technological innovation and entrepreneurship. This landscape legacy has provided tourism facilities, such as multi-use trails and visitor attractions that express a distinctive sense of place and have created a valuable new community asset infrastructure.

In ‘The Future Travel Journey’, VisitEngland notes the important trends in global tourism in the coming five-10 years: *“Seeking authentic experiences and fully immersing oneself in a local culture and atmosphere, has become a driving force behind the desire for travel for many. 64% of global consumers would go as far as saying that experiencing authentic culture of a place is the most important thing to them when going on a holiday.”*

Crucially, this figure rises to 73 per cent in France; Europe will be the key international market in a low-carbon and climate-aware future. Travellers want to go off the beaten track and understand what it is like to live, feel, eat and drink like a local – and are often consulting these same locals to understand how they can do this.

The Partnership’s own experience in growing domestic tourism bears this out and VisitEngland’s research shows that the Cornish Mining WHS has further potential to enable Cornwall and west Devon to compete successfully in the wider tourism market. As with Discover the Extraordinary, realising that potential will require investment and co-ordinated action across the tourism sector. The domestic and European markets here are key. Increasing media debate about the ethics and carbon reality of the problems of an international tourism industry founded on flying, suggests efforts towards engaging the European market, highlighting increasing rail and ferry links, would be advisable. This would allow marketing effort, critically, to get ahead of the curve in relation to emerging visitor behaviour change, or even possible future carbon budgets and restrictions, whether at individual or corporate levels.

The legacy from the Discover the Extraordinary tourism project is still being rolled out. This has so far tended to be via time-limited initiatives, such as Cornwall 365, and there remains a need to review the strategic framework within which such activity and investment sits and to ensure that it can be sustained within the new climate and SDG framework. Visitor Management, Marketing and Brand strategies need updating to incorporate lessons learned, and in the case of the latter to reflect the need for the Partnership to seek new sources of revenue income to help fund Management Plan implementation from 2020 onwards, in the face of anticipated continued pressure on revenue budgets.





...identifying distinctive qualities and experiences tied to a destination make it stand out in the milieu..."



The cast choir of Estah's Story performing in the Diaspora Gardens at Heartlands (2019)

6.4.4

UNESCO World Heritage and Sustainable Tourism Programme



Tourism has grown over recent decades to become one of the leading global socio-economic sectors of our times”

The UNESCO World Heritage and Sustainable Tourism Programme represents a new approach based on dialogue and stakeholder co-operation where planning for tourism and heritage management is integrated at a destination level, the natural and cultural assets are valued and protected, and appropriate tourism developed.²⁰

UNESCO promotes sustainable tourism as a means of achieving World Heritage Convention goals and has produced a range of guidance and tools to support Sites in developing this aspect of their management. The UNESCO approach sees sustainable tourism as the means by which the optimum experience for the visitor can be proactively combined with optimum benefit to the destination and its host communities.

Particularly relevant to the Cornish Mining WHS approach, is the UNESCO **Siem Reap Declaration on Tourism and Culture – Building a New Partnership Model (2015)**, which concluded that:

“Tourism has grown over recent decades to become one of the leading global socio-economic sectors of our times.” Since 2012, activity has hit over one billion international tourists travelling per annum. Its findings note the close relationship that well-managed, sustainable tourism has with social and economic wellbeing of resident communities:

- Tourism creates immense opportunities for inclusive economic growth and sustainable development through job creation, regeneration of rural and urban areas, and the appreciation and protection of natural and cultural heritage
- Culture, reflected in heritage and traditions, languages, cuisine, music, handicrafts, museums and literature, is of immeasurable value to host communities, shapes community identities and fosters respect and tolerance among people, and has become a key tourism asset, creating distinctive differences between destinations
- Cultural tourism can make a significant contribution to the socio-economic development and empowerment of local communities

The resulting Siem Reap resolutions to:

- Build new partnership models between tourism and culture
- Promote and protect cultural heritage
- Link people and foster sustainable development through cultural routes
- Promote closer linkages between tourism, living cultures and creative industries
- Support the contribution of cultural tourism to urban development

are consistent with the aims and achievements of both Cornish Mining WHS tourism development projects, learning and community engagement work and heritage-led regeneration activities; and specifically connect with the climate resilience and SDG framework.

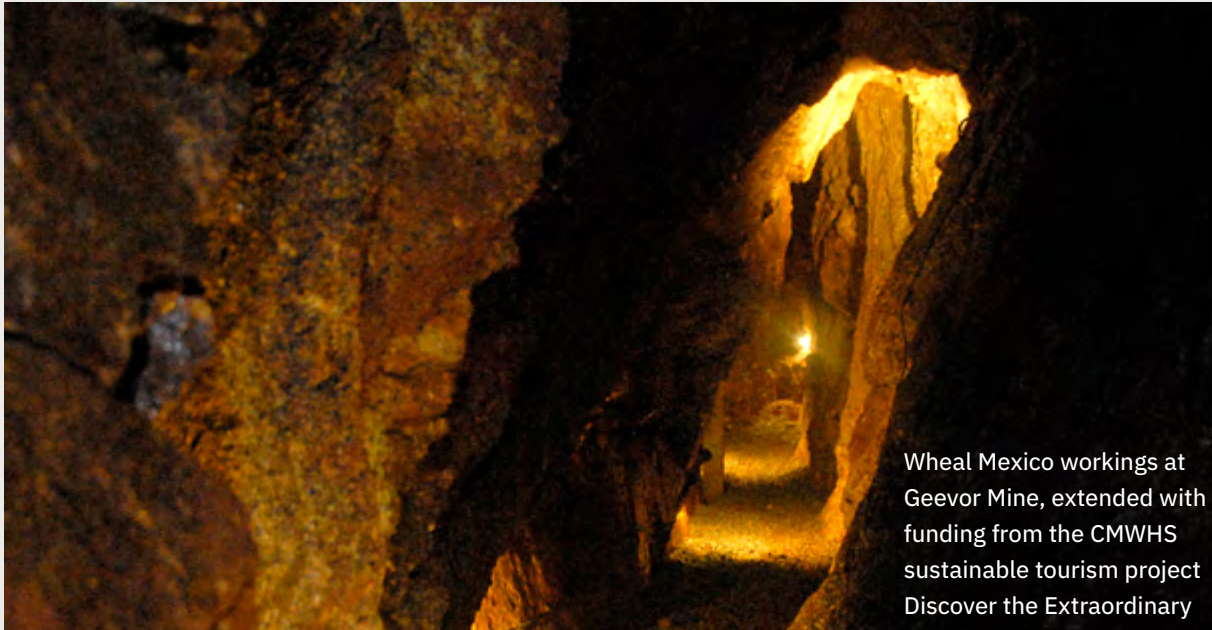
²⁰ UNESCO World Heritage and Sustainable Tourism Programme



6.4.5 Future Sustainable Tourism Priorities

Activity already carried out in relation to Discover the Extraordinary, and generally in terms of CMWHS partnership with the CoaST (One Planet Tourism) Network since inscription, has made good progress towards the SDGs and forged relationships for further work. Such partnerships have enabled the CMWHS to encourage businesses to develop good practice in relation to SDG 8 (Decent Work and Economic Growth), SDG 11 (Sustainable Cities and Communities), SDG 12 (Responsible Consumption and Production) and SDG 13 (Climate Action).

The challenge during the life of this Management Plan is to secure the capacity of the Partnership to enhance its contribution to the SDGs, and so deliver sustainable, inclusive economic benefit within place-making agendas.



Wheal Mexico workings at Geevor Mine, extended with funding from the CMWHS sustainable tourism project Discover the Extraordinary

The WHS Partnership does not own or operate any part of the inscribed landscape and does not have legal powers in this regard. It is also not a destination management organisation or tourism agency in its own right. It therefore has limited opportunities to develop its own revenue income from tourism activities, and in the past the financial benefits from these activities have flowed to partner organisations.

Whilst this exemplifies the benefits of WHS status, at present the economic impact achieved is not reflected in the sources of funding available for Site management. Unlike National Parks, which have recreation as one of their central government-funded responsibilities, this leaves the CMWHS Partnership reliant on periodic project funding, which militates against developing a systematic approach to delivering WHS -related sustainable tourism development. Addressing that challenge, and generating greater Site management resources from its activities, will be a priority for this Plan period.

The Partnership has very limited staff and financial resources that it directly manages, across all aspects of Site management, but particularly tourism. The priority strategic actions will therefore require Partners to either assist in delivery or take the lead.



6.4.5

Future Sustainable Tourism Priorities *[continued]*

The previous Plan advocated the development of ‘destination clusters’, linking all aspects of the tourism supply chain together into coherent product and experience offers. The successfully funded ‘Tin Coast’ initiative, led by the National Trust and now directed by an association of local businesses, is an excellent pilot project and will offer a model to other areas of the WHS seeking to enhance their sustainable tourism potential.

Transmission and presentation also embrace physical access, which itself includes just and fair accessibility, and focusses on low carbon impact infrastructure. The implementation of the WHS Signage Strategy, following the successful pilot scheme in the Tamar Valley, across the remaining nine WHS Areas in Cornwall, is an ongoing priority. This needs to be followed up with the encouragement of sustainable physical access to many of the key WHS visitor destinations and attractions. There are a number of opportunities which should be taken forward during the next Management Plan period related to:

- Developing WHS interpretation at existing and new mining-heritage-related multi-use trails
- Integrating low-impact and affordable public transport with access to destinations
- Examining the potential for water-based transport in areas such as the Tamar Valley
- Provision of WHS information at key transport nodes
- Implementing the findings of the Signage Strategy throughout the WHS

- Promoting walking and cycling for both visitors and local residents via public rights of way and multi-use trails

It should be noted that the findings of the condition assessment indicate that some of these require improved maintenance if they are to support sustainable tourism objectives and the health and wellbeing agenda. Interpretation of the multiple themes underpinning the OUV of such a complex WHS remains an ongoing challenge.

The creation of three Key Centres in the west, central and eastern parts of the Site, to act as a signpost to other attractions and facilities and as a focal point for formal education, has been a priority, together with establishing Area and Thematic interpretation centres. The WHS Interpretation Framework was essential supporting evidence for the Discover the Extraordinary RDPE bid, and a number of other subsequent capital bids, which together have enabled:

- Key Centres at Geevor Tin Mine in the west, Heartlands (working in partnership with East Pool Mine and others in its Area cluster) and the new development at Tavistock Guildhall
- nine Area Centres



With the implementation of new interpretation for the Luxulyan Valley Area, and implementation of the Tavistock Guildhall HLF-funded scheme, the basic interpretive structure for the WHS will be almost complete by 2021. Hayle still requires a coherent WHS -focussed interpretation scheme and, given the scale of new development proposed for the harbour, this should be identified as a priority for section 106 investments, or similar developer-contribution schemes, by the planning authority. The CMWHS will pursue this, and, if appropriate, offer additional relevant material regarding rising sea levels and extreme weather events and the action being taken locally to respond to them.

The WHS Interpretation Strategy, last reviewed and updated in 2014, will need revisiting during this Plan period, to identify the next set of priorities. This should include the Key Centre criteria (with a re-evaluation of whether the designated sites continue to meet these). It should also include a review of the opportunity to use existing and new interpretation infrastructure as a means of engaging constructively with visitors in relation to climate and SDG impacts of the WHS, such as explaining the role of the Site in building resilience in climate and biodiversity terms across its physical structures of buildings, hedgerows and mine spoil; and in terms of social justice and community resilience and prosperity, as a living landscape, as set out across the SDGs. There also remains a need to enhance those WHS-related sites or attractions recognised in the interpretation framework but which have not yet received substantial investment.



Geevor Mine

6.4.6

The WHS Cultural Programme

The WHS Cultural Programme makes a substantial contribution to increasing appreciation of, and respect for, the historic mining landscape. It provides audiences with the opportunity to understand aspects of the Cornish Mining OUV through events, the performing arts, walks and talks. The previous Management Plan delivered the ‘Tinth’ Anniversary cultural events programme – an ambitious initiative to mark the tenth anniversary of inscription in 2016 – which reached a total audience of 160,000 people over five months.

This brought an unprecedented level of local public involvement and wider public awareness, largely through the Man Engine project commissioned by the CMWHS Partnership as part of the Tinth Anniversary cultural events programme.

Whilst the level of provision resourced in 2016 is not sustainable on an annual basis within current resourcing levels, the Learning Strategy identified that there is a strong supportive link between cultural events and learning activities, especially when seeking to reach out to a wider audience beyond schools, and that integration of the two supports the achievement of both.

The learning and cultural events commissioned are focussed on increasing understanding and enjoyment of the mining landscapes, and many necessarily take place outdoors. The potential for these to be developed further, to contribute to health and wellbeing agendas, should be explored, and opportunities developed with environmental and health agencies.

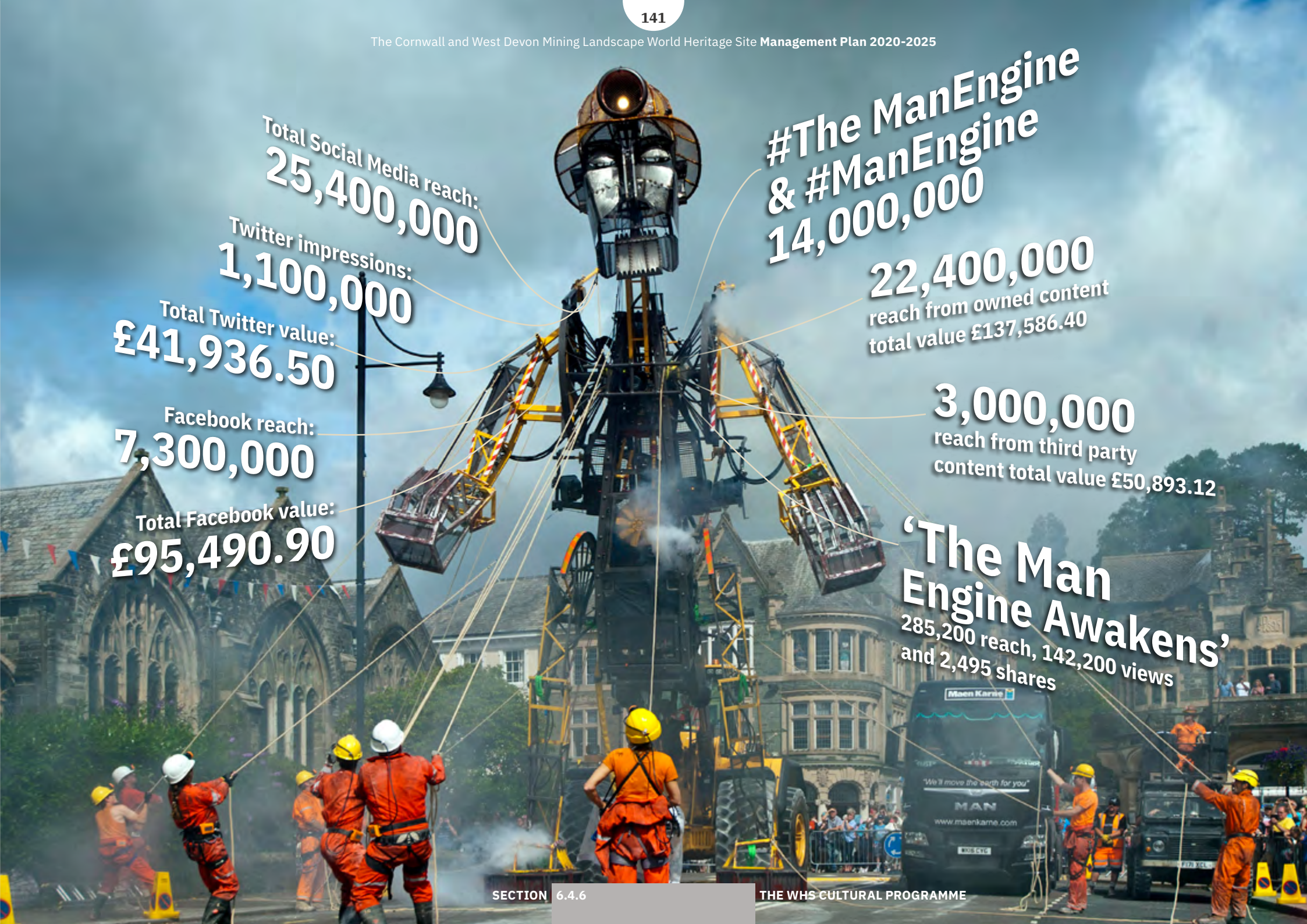
There is also a connection with sustainable and cultural tourism, as expressed in collaboration to date between CMWHS, Cornwall 365 and CoaST. This feeds directly into the SDGs supporting sustainable tourism practice and services. SDG 8 (Decent Work and Economic Growth), SDG 11 (Sustainable Cities and Communities) and SDG 12 (Responsible Consumption and Production). Closely linked to that, there exists a clear desire for visitor activities that are fun but also come with a sense of self development. Learning has become a key characteristic of outstanding tourism products, but in ways that have previously been left unexplored.

“today’s travellers (they don’t see themselves as tourists) are increasingly shying away from the obvious sight-seeing hotspots and instead want to live like the locals when they are abroad.”²¹

Given the positive reactions to date to WHS cultural events as a method of presenting the Site’s OUV, and the level of media coverage generated, priority will be given to maintaining this service. New routes will be developed to articulate and transmit the value and significance of the Site to the related SDGs, as noted above

²¹Visit England ‘The Future Travel Journey – Trends for Tourism Product Development’ (2017)

The Man Engine (2016)



Total Social Media reach:
25,400,000

Twitter impressions:
1,100,000

Total Twitter value:
£41,936.50

Facebook reach:
7,300,000

Total Facebook value:
£95,490.90

**#The ManEngine
& #ManEngine**
14,000,000

22,400,000
reach from owned content
total value £137,586.40

3,000,000
reach from third party
content total value £50,893.12

**'The Man
Engine Awakens'**
285,200 reach, 142,200 views
and 2,495 shares

6.4.7 National and International Partners

The role of the CMWHS as a national and international partner is fundamental to its operations. International collaboration and the building of better international relations through sharing superlative expressions of cultural and natural heritage are key founding principles of the World Heritage Convention. UNESCO strongly support transnational WHSs, as the ultimate expression of these principles. Furthermore, the CMWHS has an obligation to transmit OUV, within the context of emerging climate emergency and SDGs, to multiple audiences, including international visitors (whether they visit the Site physically or digitally), its national and international heritage partners, and its national and international collaborators. This extends beyond the world of heritage and into health and wellbeing, environment and ecology, and social justice.

This clear rationale for pursuing international partnerships, as the logical progression of our role in delivering the aims of the Convention, has diverse and meaningful expressions.

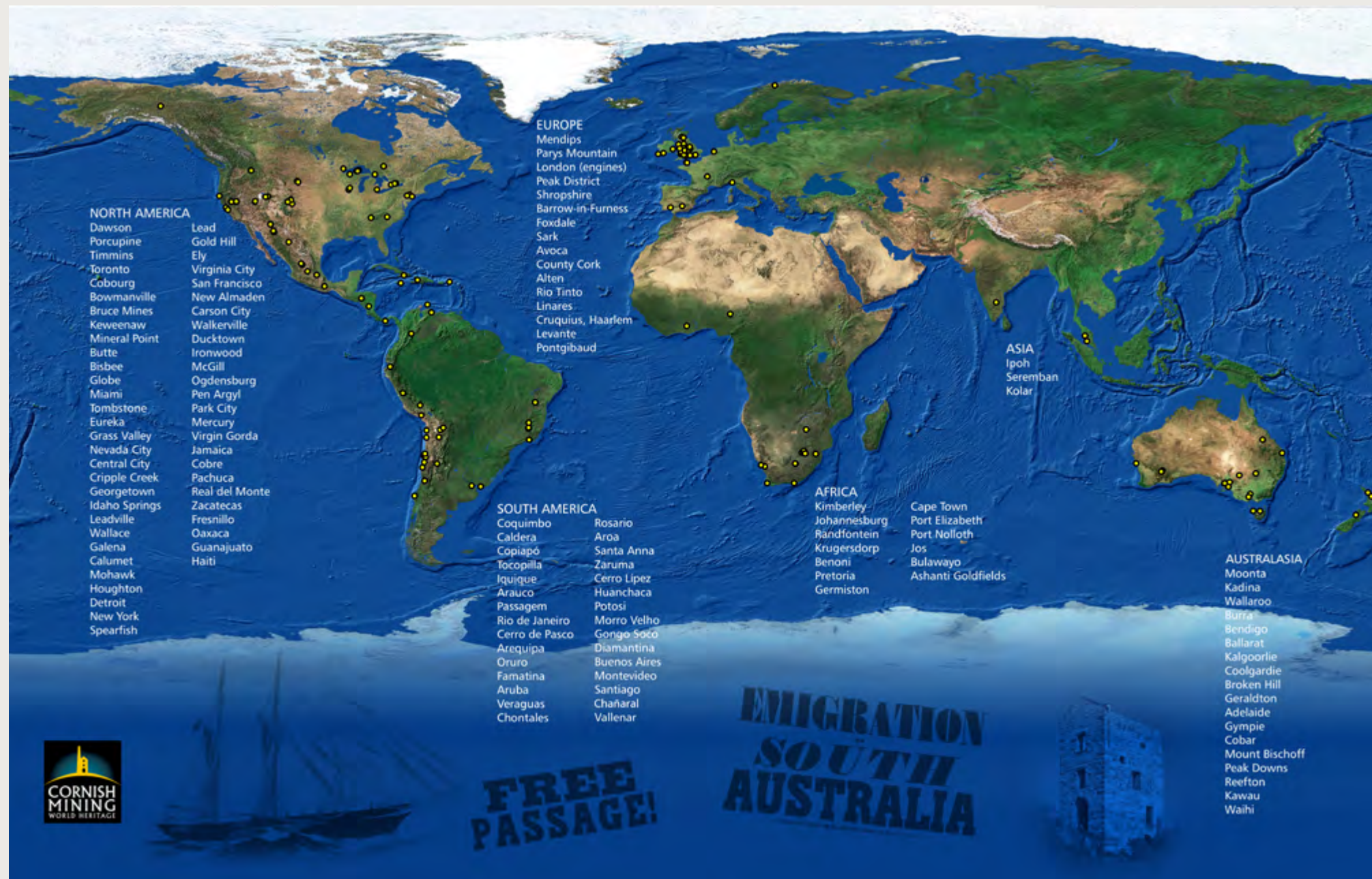


A government delegation from Japan visiting Cornwall Council and the World Heritage Site (2011)



Minister Raul Hidalgo Gallegos, of Peru's Foreign and Diplomatic Service, being met by WHS Partnership Chairman Julian German and Councillor Mary May, Vice Chairman of Cornwall Council, at the launch of 'The Cornish in Latin America', by Dr Sharron P. Schwartz. Held at Harvey's Foundry, Hayle, in 2016, the publication of this work coincided with the 200th anniversary of Richard Trevithick's journey to South America, in 1816, and his introduction of steam power to the New World.

World map naming some of the locations with Cornish mining connections (data c.2003)



Mountain Mine engine house, Allihies, Ireland



6.4.7 National and International Partners *[continued]*

The Cornish Mining WHS is unusual in that mining landscapes and features that are Attributes of OUV in Cornwall and west Devon can also be seen in other surviving mining landscapes across the globe. Research has indicated at least 175 locations around the world with a Cornish connection and most of these are related to hard-rock mining. The audience for Cornish Mining is therefore global – over and above the issues relating to the international status and interest in World Heritage Sites as places that have significance ‘...which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.’²² Cornish Mining could be said to be a transcontinental WHS.

This offers enormous potential for building Cornwall and west Devon’s reputation in, and partnerships with, communities around the world. An initial thematic study was developed in 2007, in partnership with DCMS, and shared with a group of potential partner State Parties at a side meeting hosted by DCMS at the World Heritage Committee in Christchurch that year. This proposed extension of the Cornish Mining WHS to incorporate a series of related surviving mining landscapes in South Australia, South Africa, Mexico, Spain and Ireland, and indicated great interest in re-establishing links with Cornwall and west Devon. This could bring social and economic benefits for all involved and can be delivered in a high-quality and low-impact manner with the fast-

²² The Operational Guidelines for the Implementation of the World Heritage Convention (2011)





developing world of global technological communications.

Needless to say, all such Sites will also be wrestling with the impacts of climate breakdown; and some pioneer sites will be working to contribute to climate and ecological resilience, and social wellbeing, as set out by the universally accepted SDGs. The CMWHS, as it works to address these issues, can offer high-value expertise to its international partners.

The WHS Policy Review conducted by DCMS in 2008-2010 concluded that the creation of more international links between Sites, such as through the development of Transnational or Transboundary World Heritage Sites, was desirable. DCMS, as the State Party, is responsible for building international links at national government level and has taken an active role in working with other States Parties through, for example, developing the Frontiers of the Roman Empire and the Great Spas of Europe Transnational nominations. In recognition of this, the CMWHS Partnership supported the proposal for a transnational serial nomination, focussed on the theme 'Frontiers of Cornish Mining', working with partner State

Parties, as a priority of the previous Management Plan.

Pursuing that objective with potential partner State Parties was overshadowed by the Reactive Monitoring process and the series of State of Conservation reports from the World Heritage Centre that raised the possibility of Cornish Mining WHS being placed on the list of 'List of World Heritage in Danger' (as a result of Cornwall Council's approval of the supermarket on South Quay, Hayle, backed by the Secretary of State for Housing, Communities and Local Government). Nevertheless, informal contacts were pursued with a number of countries and a positive response was received from all.

Since the last communication with DCMS about progressing a potential Cornish Mining transnational nomination, the UK government has made a commitment in its latest Heritage Statement (December 2017):

*'We will work with Historic England and other partners to encourage and support public, private and voluntary sector heritage organisations to work internationally and create international partnerships, and to increase their capacity to do so.'*²³

This provides the Cornish Mining WHS with a clear policy direction for pursuing its potential for developing and implementing international partnerships. The universal acceptance of the UN SDGs, and universal threat of climate breakdown, adds further legitimacy. World Heritage Sites, which by their very nature are already recognised for their international significance, should be particularly well placed to operate in an international context. How DCMS could "increase our capacity to do so" will need to be established, but aside from DCMS there are other government departments and agencies

Moonta Mines heritage attraction sign – 'Come & enjoy our heritage!'

Cornish-type engine house at Mina de San Pedro La Rabia (Pachuca)



²³ Heritage Statement, Department for Digital, Culture, Media and Sport December 2017



'Paste' sign at Real del Monte

that actively support, and can access funding for developing international partnerships.

The concept of a transnational WHS, and the resources necessary to pursue it, were reconsidered as part of the Management Plan review. The consultation indicated that Partnership members consider their international partnership working should be driven by:

- a) Diaspora connections, especially links with those UNESCO State Parties we have previously established links with in pursuit of the 'Frontiers of Cornish Mining'
- b) Exploring overseas business potential

The transnational serial nomination remains the preferred route. However, in light of the resources needed to develop these, the most realistic means of proceeding over the life of this Plan will be through supporting other State Parties to realise their Cornish Mining-related nominations on an incremental basis, and at their own cost. This would avoid the need for a large-scale international working party/steering group structure, thus limiting the administrative overheads. It would still require the CMWHS Partnership to develop relationships with other governments, but in an enabling capacity.

Harvey's name plate affixed to the pumping engine at Okiep Mine (O'Okiep Mine), Namakwa District (Namaqualand), Northern Cape, South Africa



6.4.8

Research

A Cornish Mining WHS Research Agenda was developed following inscription, to:

- define the current state of knowledge within the various study areas relating directly to the Management Plan
- set out known gaps or insufficiencies in knowledge
- inform the preparation of appropriate research strategies

The Agenda guides WHS direct commissioning of, or support for, research by others where this relates to the vision and aims set out in the Management Plan, under two main categories:

- The World Heritage Site: the resource and monitoring – assessment of the inscribed landscape to aid management and inform UNESCO Periodic Reporting requirements
- The World Heritage Site: outreach-related research – research primarily to inform WHS education and interpretation initiatives, and to assist marketing

During the lifespan of the previous Plan, numerous research projects have been supported or undertaken, many via partners. Notable examples include:

- The Cornish in Latin America Dr Sharron P Schwartz
- Cornish UK Migration destinations study (Stephen Colwill)
- Mine Pumping Engines in Eighteenth Century Cornwall (Rick Stewart) and Great Wheal Vor (Tony Bennett), with the Trevithick Society

The Research Agenda sets out principal areas for study but should be regarded as an evolving document which will be revised as research progresses. Future priorities have become clear in the development of this iteration of the Management Plan.

The new climate and ecological circumstances now create space for dual local and international research areas. Specific research to establish ecological value, and climate vulnerability and resilience, would be of great value to the CMWHS itself. Secondly, this work would, in turn, spawn new possibilities to identify, compare and share learning across all Sites globally which will be facing the same threats and challenges, enabling CMWHS to help navigate the way on a global stage. Exactly the same opportunities arise in relation to the connections between landscape, place and health and wellbeing, particularly in the context of rising health problems and decreasing health resource. →

6.4.8

Research*[continued]*

Investment in new collaborations and partnerships to facilitate this dual research agenda, with the University of Exeter (housing more IPCC authors than any other university in the UK), the ESI (Environment and Sustainability Institute) and the ECEHH (European Centre for Environment and Human Health), on the doorstep of the CMWHS is rich with potential. In the face of squeezed research budgets, which prioritises research of international relevance, the opportunity to craft research programmes which bring both local and international relevance in this way, within the unique international family of WH Sites, is unprecedented.

Delivery of the many and various aims and objectives of the Management Plan will undoubtedly pose new questions and research opportunities. The Research Agenda should be reviewed and updated during this Plan period. Appendix 2 gives further background to research undertaken for the World Heritage Site and details the various publications and studies either commissioned or co-funded for the period 2005 to 2018 (www.cornishmining.org.uk).

Conclusions for what this means for CMWHS strategic presentation and transmission activity from 2020-2025 should be:

- 1.** Review WHS tourism target markets in line with climate imperatives.
- 2.** Update and implement visitor management initiatives, including signage, marketing and brand strategies.
- 3.** Ensure transport agencies' sustainable transport plans support sustainable WHS visitor management.
- 4.** Foster the development of local destination networks within the WHS Areas, such as the Tin Coast Partnership.
- 5.** Influence Local Industrial Strategy goals for sustainable tourism, specifically in relation to the huge opportunity to enhance understanding of the SDGs across Opportunity 3 (Energy); 5 (Tourism); 7 (Mining) and 10 (Location).
- 6.** Explore the potential development of the 'Frontiers of Cornish Mining' Transnational Serial WHS proposal, by co-operating with State Parties wishing to submit candidate Sites for UNESCO's consideration to research and develop their nominations and management plans.
- 7.** Development of transnational partnerships and collaborations to support the delivery of UN SDGs and climate action.
- 8.** Investment in research partnerships on health and wellbeing, and climate and ecological value and vulnerabilities, to support Management Plan strategic actions.
- 9.** Develop strategic learning partnerships with the National Science Museum and higher education organisations.
- 10.** Develop and implement cultural event and outreach commissions, incorporating WHS learning framework objectives.
- 11.** Review and update the Research agenda.
- 12.** Update and implement interpretation priorities.