



FOR PUBLICATION

DERBYSHIRE COUNTY COUNCIL

IMPROVEMENT AND SCRUTINY COMMITTEE - PLACES

WEDNESDAY, 1 MARCH 2023

Report of the Executive Director - Place

Derwent Valley Mills World Heritage Site

1. Purpose

- 1.1 To provide information on issues relating to the appropriate stewardship of the Derwent Valley Mills World Heritage Site (DVMWHS).

2. Information and Analysis

- 2.1 The Derwent Valley was inscribed as a World Heritage Site (WHS) on the 2nd of December 2002. WHSs are cultural and/or natural heritage that is so important that they merit protection for the whole of humankind.
- 2.2 The DVMWHS was inscribed onto the United Nations Educational Scientific and Cultural Organisation's (UNESCO) World Heritage List as it is the valley that saw the birth of the factory system, when new types of building were erected to house new technology for spinning cotton. The need to provide housing and other facilities resulted in the creation of the first modern industrial settlements.
- 2.3 Of the ten criteria, of which WHSs must meet at least one to be considered for inclusion of UNESCO's List, the DVMWHS met two:

Criterion ii:

Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.

The Derwent Valley saw the birth of the factory system, when new types of building were erected to house the new technology for spinning cotton developed by Richard Arkwright in the late 18th century.

Criterion iv:

Be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

In the Derwent Valley for the first time there was large-scale industrial production in a hitherto rural landscape. The need to provide housing and other facilities for workers and managers resulted in the creation of the first modern industrial settlements.

- 2.4 WHS are inscribed for their Outstanding Universal Value (OUV). There are three parts to OUV:
- 1) Significance: This relates to the criteria for which a WHS is inscribed onto UNESCO's List and is the part of OUV that is most akin to significance, as judged through the English planning system.
 - 2) Intactness and Authenticity: Entities, or in UNESCO terminology 'properties', that merit inclusion onto the World Heritage List need to be sufficiently intact to be appreciated and understood and be in an authentic state. Heritage sites that have been lost cannot be recreated for inclusion on the List.
 - 3) Management: There needs to be a comprehensive management system in place for each WHS to show how it will be appropriately stewarded. In the UK this is done through management plans.
- 2.5 A Statement of OUV for the DVMWHS can be found in the latest iteration of its management plan:
<https://managementplan.derwentvalleymills.org/>
- 2.6 The DVMWHS stretches from Derby in the south through to just south of Matlock Bath in the north. It is 24km / 15 miles long and includes Mason Mills, Cromford Mills, Cromford, Smedley Mills, Belper Mills, Numerous Model Farms, Belper, Milford, Darley Abbey Mills, Darley Abbey, Darley Park and the Silk Mill – now the Museum of Making. The River Derwent provides a unifying feature.
- 2.7 When WHSs are Inscribed a site's immediate setting should be identified as a Buffer Zone. The DVMWHS's Buffer Zone is particularly important as it includes the relict 18th century landscape that is part of

the OUV of the WHS. Developments and changes in a WHS's Buffer Zone should be considered as if they are in the WHS.

International Governance of WHSs

- 2.8 The World Heritage Convention requires UNESCO to compile a list of WHSs on behalf of the United Nations. The Convention has been ratified by 193 member states of the United Nations (out of 206 recognised), including HM Government.
- 2.9 Article 4 of the World Heritage Convention states: "Each State Party to the Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage [...] situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain."
- 2.10 Paragraph 4 of the UNESCO Operational Guidelines for the Implementation of the World Heritage Convention (2021) states:

"Cultural and natural heritage is among the priceless and irreplaceable assets, not only of each nation, but of humanity as a whole. The loss, through deterioration or disappearance, of any of these most prized assets constitutes an impoverishment of the heritage of all the people of the world. Parts of that heritage, because of their exceptional qualities, can be considered to be of "Outstanding Universal Value" and as such worthy of special protection against the dangers which increasingly threaten them."

The Operational Guidelines also say that State Parties have responsibility to 'not take any deliberate measures that directly or indirectly damage their heritage or that of another State Party to the Convention' (item h of paragraph 15).

Paragraph 108 of the Operational Guidelines stipulates that 'each nominated property should have an appropriate management plan or other documented management system'.

National Governance of WHSs

- 2.11 As can be seen from 2.8 it is the State Parties', in the case of the DVMWHS, HM Government's, responsibility to ensure that WHSs on its territories are appropriately managed. The UK is responsible or partially responsible for 33 WHSs and the DVMWHS is the only Site in the East Midlands.

- 2.12 There is currently no standalone legislation in the UK that covers WHSs. Change in WHSs in the UK is governed through the planning system. In the English planning system WHSs are identified as heritage assets of the highest significance. The DVMWHS Partnership's Coordination Team has produced a short presentation to show how WHSs should be considered through the English planning system: <https://youtu.be/wLxYCLCwKqA>
- 2.13 In order to meet its commitment to the World Convention, HM Government, expects each UK WHS to produce a management plan on its behalf, and that the Management Plan should ideally be reviewed quinquennial. The DVMWHS Partnership coordinates the production of the DVMWHS Management Plan on behalf of HM Government. The latest iteration of the DVMWHS management plan was adopted by HM Government at the beginning of 2020 and sets out how the government expects the DVMWHS to be stewarded - <https://managementplan.derwentvalleymills.org/> .

Local Governance of the DVMWHS

- 2.14 The DVMWHS crosses 5 Local Planning Authorities (LPA): Derbyshire County Council (The Council), Derbyshire Dales District Council, Amber Valley Borough Council, Erewash Borough Council and Derby City Council. Each of these LPAs is responsible for the administration of the planning system in its jurisdiction. The Council is responsible for mineral and waste applications in its jurisdiction as well as planning applications relating to its own estate. All the LPAs, apart from the Council, are also responsible for administering Listed Building Consent applications.
- 2.15 The DVMWHS Partnership (the Partnership) oversees and coordinates delivery across the DVMWHS. The Partnership is not a formal partnership but a coalition of bodies across the DVMWHS from LPAs, charitable trusts and other Non-Governmental Organisations (NGOs) through to individual homeowners. The Management Plan is the coordination document for the activity of the Partnership.
- 2.16 The formal structures of the Partnership are set out in the Management Plan and consist of a Technical Group that meets twice a year and has representation on it from all the agencies that are responsible for delivering Actions that are included in the Management Plan. Feeding into the Technical Group are a number of Working Groups. These Groups are either focussed on specific specialist activities, such as the Conservation and Planning Group, or are Task and Finish Groups. The Technical Group feeds up to the DVMWHS Strategic Board. The

Strategic Board formally meets once a year and is the highest level discussion making body of the Partnership. It consists of senior representatives all the LPAs in the DVMWHS as well as representatives from Historic England, Natural England, National Lottery Heritage Fund, Arts Council England, Marketing Peak District, Visit Derby and Derbyshire and Derby University. The Strategic Board is Chaired by the Council as the host body for the DVMWHS Partnership's Coordination Team. The Current Chair is Cllr Barry Lewis, the Leader of the Council.

Funding and Commitments

2.17 The nomination documentation, that HM Government submitted to UNESCO for consideration, sets out the commitment made by the Partnership members towards staffing at the time of inscription: *“The authorities and agencies engaged with the nomination are committed to continued co-operation and collaboration to provide an effective professional, technical and administrative regime for fulfilling the objectives outlined in the Management Plan.”* It continues: *“A substantial commitment of staff resources to prepare the nomination has been made by Derbyshire County Council, Derby City Council, the district councils and English Heritage [now Historic England]. Each are committed to the continuing provision of staff time and financial resources to ensure the good stewardship of the nominated site.”* This commitment still stands and is not time limited.

2.18 DVMWHS Core funding 2022/23

Derbyshire County Council	£112,552
Derby City Council	£10,000.00
Erewash Borough Council ¹	£0.00
Amber Valley Borough Council	£7,000.00
Derbyshire Dales District Council	£8,100.00
Total	£137,652.00

2.20 The DVMWHS Coordination Team is hosted by the Council. The DVMWHS Partnership's Coordination Team consists of 2 x

¹ In response to the austerity savings it was agreed, by the then DVMWHS Steering Group, that Erewash Borough Council could reduce its contribution to the core funding of the DVMWHS Partnership's Coordination Team from £2,500 to £0.00. In comparison with the other District and Borough Authorities, only a relatively small area of the WHS is within Erewash Borough Council's jurisdiction. Nonetheless, Erewash Borough Council is one of the signatories to the nomination document that was submitted by HM Government to UNESCO for consideration. Each District and Borough Authority, including Erewash, in the nomination document, committed to the “continuing provision of staff time and financial resources to ensure the good stewardship of the nominated site”. At the current time it is felt that £500 represents an appropriate nominal contribution to the costs of the DVMWHS Partnership's Coordination Team from Erewash Borough Council to address its commitment in the inscription document. Erewash Borough Council has indicated that it will contribute £500 going forwards.

Coordinators and 1 x Assistant Coordinator and operates under the procedures and practices of the Council.

Current Issues

- 2.21 In 2021 UNESCO requested that HM Government provide a 'State of Conservation' Report for the DVMWHS. This was principally because of two erroneous planning applications. In order to address UNESCO's concerns the DVMWHS Coordination Team rolled out training for all planning officers and planning committee members for all the LPAs across the WHS. The training events were well attended and culminated in the production of the presentation highlighted in 2.12.
- 2.22 The Partnership's Coordination Team drafted the State of Conservation report for HM Government, which should have been considered at the World Heritage Committee in July 2022. However, the meeting was cancelled as it was due to be held in Russia. The Report will now be considered at the next World Heritage Committee in September 2023.
- 2.23 It is hoped that the DVMWHS will be removed from the State of Conservation reporting process, although experience from other WHSs shows that this is unlikely. The process brings an extra focus onto the appropriate stewardship of the DVMWHS. If over time the DVMWHS cannot show that it has addressed UNESCO's concerns the Site could be placed on the WHS 'In Danger' List. If action is not taken to remedy why it has been placed on this list, the Site could be struck from the World Heritage List – as happened with the historic docks in Liverpool. It should be made clear that the DVMWHS is a significant distance from being placed on the In Danger list.

Significant work streams

- 2.24 **North and East Mills, Belper:** The Partnership has just secured £71,000 from the National Heritage Lottery Fund (NLHF) to produce an alternative proposal for the North and East Mills site in Belper to that which has been submitted Amber Valley Borough Council as LPA.
- 2.25 The alternative scheme will be supported by a robust funding strategy, an outline business plan for the end use, and recommendations on the delivery vehicle/mechanism. The reason for securing the alternative scheme is that the Partnership believes the proposals that have been submitted to the LPA will negatively impact on the OUV of the DVMWHS and are unlikely to be financially viable. The North and East Mills site is a key monument site in the DVMWHS and if the buildings' deteriorating condition is not appropriately addressed it is likely to reflect badly with UNESCO, especially while the Site is in a 'State of Conservation' reporting process. £10,000 from the Council, £20,000

from Historic England and up to £20,000 from the DVMWHS Partnership Reserve, held by the Council, has been secured as match to the NLHF Grant.

- 2.26 **DVMWHS Development Framework:** The Council is investigating and consulting on the production of a Development Framework for the DVMWHS. A development framework would provide a positive vision and highlight development possibilities as well as identifying the infrastructure that is needed to release the DVMWHS's full potential.
- 2.27 Having such a document, which the DVMWHS did kind of have when it was first inscribed, in the form of its Economic Development Plan, would provide a coordinated vision and direction for development and investment in the WHS. This will hopefully promote community 'buy-in', especially if the DVMWHS's communities are involved in the framework's development. The framework would definitely provide more certainty for investors and businesses.
- 2.28 **Management Plan Refresh:** The latest iteration of the Management Plan runs from 2020 to 2025. The Management Plan was adopted by HM Government was just prior to the COVID-19 outbreak, and lockdown has had a significant impact on the Plan's delivery. Delivery of the Actions included in the Management Plan had already been identified as ambitious prior to lockdown. Due to the impacts of the COVID lockdown the DVMWHS Strategic Board agreed that the current plan could run to 2030 with an addendum being issued in 2025 to cover any changes in legislation and any amendments in Actions. The Coordination Team is currently consulting with the wider partnership to recast the delivery programme for the Management Plan.

3. Consultation

- 3.1 There was a wide-ranging engagement and consultation process that was undertaken in the development of the latest iteration of the DVMWHS Management Plan. This involved early engagement with the communities of the DVMWHS as well as detailed discussions with LPA, key sites and other delivery partners and NGOs. Details of stakeholder engagement can be found in appendix 10 to the Management Plan which is available on the DVMWHS's website – www.derwentvalleymills.org

4. Alternative Options Considered

- 4.1 Do Nothing – The Council would be reneging on the commitments is made to UNESCO through HM Government in the Inscription Documents. This would lead to reputational damage.

5. Implications

- 5.1 Appendix 1 sets out the relevant implications considered in the preparation of the report.

6. Background Papers

- 6.1 DVMWHS Management Plan:
<https://managementplan.derwentvalleymills.org/>
- 6.2 DVMWHS Training for Planners:
<https://yoiutu.be/wLxYCLCwKqA>
- 6.2 DVMWHS Background and OUV:
<https://www.youtube.com/watch?v=CcMrSNtinT0>

7. Appendices

- 7.1 Appendix 1 – Implications.

8. Recommendation

That the Committee:

- a) Seeks an annual update to developments on issues relating to the appropriate stewardship of the Derwent Valley Mills World Heritage Site.

9. Reasons for Recommendation(s)

- 9.1 To ensure that Derbyshire County Council remains aware of its commitment to the DVMWHS and of the broader work of the DVMWHS Partnership.

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Implications

Financial

- 1.1 The Council contributes £112,552 annually to the core funding of the DVMWHS Partnership.

Legal

- 2.1 The DVMWHS Partnership is not a legal entity and as the Council hosts the Partnership's Coordination Team it is legally liable for its activities. To this end, the Coordination Team undertakes its duties in accordance with the Council's policies and procedures.

Human Resources

- 3.1 The Coordination Team is situated in the Council's Conservation, Heritage and Design Service and is managed by the Head of Conservation, Heritage and Design. This time is not captured in the Council's financial contribution to the DVMWHS.

Information Technology

- 4.1 NA.

Equalities Impact

- 5.1 NA.

Corporate objectives and priorities for change

- 6.1 One of the key actions in the Council Plan 2021-2025 under 'a prosperous and green Derbyshire' is to have *"Mobilised the Derbyshire Cultural Framework and reviewed and developed a costed action plan for the Derwent Valley Mills World Heritage Site"*, and that by 2025 the Council will have *"Conserved and promoted Derbyshire's unique heritage to bring greater economic and community benefits to Derbyshire residents, including highlighting our key globally important assets such as the Derwent Valley Mills World Heritage Site."*

Other (for example, Health and Safety, Environmental, Sustainability, Property and Asset Management, Risk Management and Safeguarding)

- 7.1 World Heritage Site status is a highly significant international designation showing the Sites importance to humankind. To this end, it could be argued that the DVMWHS is the East Midlands' most historically and culturally significant landscape.
- 7.2 The DVMWHS saw the birth of the 'green' industrial revolution, harnessing waterpower for its machinery and developing sustainable settlements where people walked to work and food was farmed and sourced locally.