

Should York be a World Heritage site?

**The Report of the
York World Heritage Site Working Group**

19th March 2007

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Executive Summary

This report by the York World Heritage Working Group:

- summarises the UNESCO World Heritage and UK Tentative List history and procedures;
- advises that seeking World Heritage Status is a three stage process:
 - stage 1, Report of the York World Heritage Working Group
 - stage 2, nomination to the UK revised Tentative List
 - stage 3, application to UNESCO for World Heritage status
- advises that the UK government will create a new Tentative List, that an announcement from DCMS on the revision of the Tentative List is some weeks away and that the process is likely to begin with a piece of research on the costs and benefits of World Heritage status to inform people's decisions on whether or not to bid for inclusion on the new tentative list;
- advises that York has a very strong case for designation as a UNESCO World Heritage site and that it will have a difficult, though not impossible, task of achieving a place on the revised UK Tentative List (Stage 2) and being designated a World Heritage site by UNESCO (Stage 3);
- advises that the process of applying for UK Tentative list status, even if it turns out to be unsuccessful, will be a valuable contribution to and inform the Local Strategic Partnership (LSP, Without Walls) and Local Development Framework (LDF) processes and to Tourism and Economic Development promotions of the City;
- recommends that the boundary of the World Heritage site should be the area contained within the City Walls and St Mary's Abbey Walls, and that a buffer zone should consist of those parts of the Central Historic Core Conservation Area and the central Area of Archaeological Importance which lie outside these walled areas;
- presents the results of its matrix analysis of advantages and disadvantages and reports on information received from Edinburgh and from individual discussions members of the Group have had;
- considers that designation as a World Heritage site will be a vital contribution to the future economy of the City through promoting a quality tourist product in a highly competitive market and attracting and retaining entrepreneurs, investors, risk-takers and students who, in the modern world, can choose to locate anywhere;
- advises that the financial cost of Stage 2 is likely to be around £15k. The report identifies that stage 2 funding will be required in 2007/08 and that this funding must come from a broad based public and private partnership within the City and Region led by the City of York Council;

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- recommends that the model of the York Millennium Bridge Trust could be used as a vehicle which could take a bid forward. It recommends that if York is successful at stage 2 a York World Heritage Trust should be created and that it should be responsible for raising the money to carry out and manage Stage 3;
 - advises that the costs of a Stage 3 Bid could be in the region of £80k-£100k (at current prices). The very earliest this Stage 3 expenditure would occur would be in 2010/11, but will probably be no later than 2015/16;
 - recommends that the City Council
 - adopts the recommendations of the Working Group and that York should make a bid for UK Tentative List status
 - should take the lead in pushing this project forward to Stage 2
 - if successful in achieving UK Tentative List status initiates a formal review of the Stage 3 and creates a York World Heritage Trust to lead the application process to UNESCO for World Heritage status.

YORK AS A WORLD HERITAGE SITE

OUTLINE OF CONCEPT

York is submitted for listing as a world heritage site as a continuously inhabited historic city. It qualifies for inclusion because of the architectural and historical interest of its buildings, exceptional both in quality, number, age, state of preservation and conservation, and of the deep, extensive and well-preserved archaeological deposits below which between them testify to York's continuous role as central place for much of the North of England for 2000 years, from Roman until recent times.

Because of its central role in many periods of British history York has more or less wholly-preserved remains typical of many periods and cultures, often, because of the depth of archaeological deposits that contain them, largely unaffected by subsequent developments. Its story is documented in unusually rich, varied and complete civic, ecclesiastical and private archives, in exemplary inventories including over 1700 listed historic buildings and scheduled monuments, and by extensive archaeological investigation and publication.

In Roman times York was both a legionary fortress whose garrison played a large part in building Hadrian's Wall, and a provincial capital. A number of Roman emperors visited or resided there, notably Septimius Severus and Constantius Chlorus, both of whom died in the city, and Constantine the Great, who was proclaimed emperor there. In Anglo-Saxon times York was the scene of conversion to Christianity of Edwin King of Northumbria and the emergence of ecclesiastical institutions that became the focus of Northumbrian culture in its Golden Age, producing amongst others Alcuin, a scholar of continent-wide reputation and the leading figure in the Carolingian renaissance. York became a Viking age capital city in the 9th and 10th centuries, the only Viking royal seat in Britain, at which time much of the still-surviving street and property layout was established.

In the later Middle Ages York had two castles, five gates and continuous city walls, almost all of which survive in good condition; the largest medieval cathedral in Northern Europe, York Minster; and over 45 other churches 20 of which survive. The Minster contains one of only two masons' tracing floors known in the world, demonstrating practices that lay behind all major medieval architecture anywhere. There were many guildhalls, four of which survive including the best preserved anywhere, and thousands of lesser buildings a good proportion which survive. York, second in importance only to London in the Middle Ages, is, on a world scale, exceptionally well-preserved as a medieval city. It was the scene of important events and activities such as the Jewish pogrom of 1190 at York Castle, commemorated annually by Jews the world over, the Pilgrimage of Grace (1536-7), royal government through the Council of the North (1530-1641), and the Siege of York (1644).

York retained its regional importance into the eighteenth century and contains some of the best and most influential examples of town architecture of the period including Lord Burlington's seminal Assembly Rooms, the civic Mansion House, one of the earliest of its kind anywhere, and Fairfax House, one of many well-preserved 18th century town houses.

The city's two 18th century mental hospitals Bootham Park Hospital and The Retreat were leaders in treatment of mental disorder.

In the 19th century York became a focus in the early development of railways with fine surviving Victorian stations and administrative buildings, and a manufacturing town with products -Terry's and Rowntrees' chocolate and T Cooke and Sons' optical instruments - of world-wide importance. It was also the subject of Seebohm Rowntree's pioneering social studies of poverty, leading to social reforms and, at the city's New Earswick suburb, some of the earliest idealised urban planning. The 19th century city was a centre of innovation. York's scientific society the Yorkshire Philosophical Society (1822) helped initiate the British Association for the Advancement of Science (1831) and the Museums Association (1889), the earliest museums association in the world. Both were inaugurated at the YPS's Yorkshire Museum. This museum and the later York Castle Museum, Jorvik Viking Centre and National Railway Museum have become exemplars to the world in presentation and interpretation of the heritage. The city's initiatives in building and heritage conservation from the 1827 York Footpath Association (for the preservation of the city walls) through early post-war conservation of the street The Shambles to Lord Esher's *York: A study in Conservation* (1968), have provided similarly influential exemplars. The city's role as a military headquarters has been maintained through much of two millennia, its ecclesiastical role for 14 centuries, and its civic, judicial and administrative roles continuously for over 1200 years.

York therefore is of outstanding universal value.

It contains masterpieces of human creative genius (York Minster; York Minster and other medieval glass, York City walls and gates, Merchant Adventurers' Hall, Minster masons' tracing floor); outstanding examples, both above ground and in buried though well-preserved archaeological deposits, of structures illustrative of various traditions of urban settlement over 2000 years.

It exhibits important interchanges of human values over a long span of time on developments in architecture, monumental arts and town planning.

It bears unusual testimony to cultural traditions and civilizations both living and disappeared, and has direct association with events, traditions, persons and movements of universal significance.

It is especially worthy of inscription on the World Heritage List because no other place on earth combines the same series of functions over so a long period, such continuity of occupation and activity, all in such a relatively small area, such excellent above and below ground preservation, and such complete documentation.

1 Background

- 1.1 As part of her Mayoralty, the Lord Mayor decided to examine the question “should York be a World Heritage site?”. In order to carry this out, she invited representatives of Institutions and individuals from the City to form a small Working Group to address this question and to explore the benefits and disadvantages of World Heritage status. Members of the Working Group are listed in Appendix One.
- 1.2 This Report is the product of the deliberations and research undertaken by the Working Group in the period from October 2006 to March 2007.

2 UNESCO World Heritage Sites and the UK Tentative List

- 2.1 UNESCO seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world which is considered to be of outstanding universal value to humanity. This is embodied in the international treaty called the *Convention concerning the Protection of the World Cultural and Natural Heritage*, (World Heritage Convention) adopted by UNESCO in 1972. Since then, national governments which have ratified the World Heritage Convention (State Parties) have been encouraged to nominate sites within their national territory for inclusion on the World Heritage List.
- 2.2 The Convention provides for the identification, protection, conservation and presentation of cultural and natural sites of "outstanding universal value". It requires a World Heritage List to be established under the management of an inter-governmental World Heritage Committee.
- 2.3 State Parties are responsible for creating Tentative Lists of potential World Heritage sites under their jurisdiction. A State Party may nominate one site per year from their Tentative List to UNESCO for inscription on the list of World Heritage sites. Nominations are subjected to a rigorous assessment by UNESCO's advisers (IUCN and ICOMOS) over an 18 month period. Decisions on whether to inscribe sites in the World Heritage List are taken by the World Heritage Committee at its annual meeting each July. The Committee comprises 21 of the member states of the Convention, each elected for a six year term.
- 2.4 The World Heritage List currently includes 830 properties around the world which the World Heritage Committee considers as having outstanding universal value. The World Heritage List can be viewed at <http://whc.unesco.org>. There are currently 27 UK World Heritage sites, of which three are in the UK overseas Dependent Territories (see Appendix Two)
- 2.5 The World Heritage Convention was ratified by the United Kingdom in 1984. The Department for Culture, Media and Sport is responsible for the UK's general compliance with the Convention, and for nominating sites in England.
- 2.6 In 1999, the Secretary of State for Culture, Media and Sport, announced the UK Tentative List (see Appendix Three). This consisted of 25 sites (including three in

the UK's Overseas Territories) which might be nominated for WH status over the period 1999 to 2010; the inclusion of sites on such a list is a pre-requisite for formal nomination to UNESCO. Six of the sites on the 1999 Tentative List have now achieved World Heritage status.

- 2.7 In December 2005, the Parliamentary Under-Secretary of State for Culture Media and Sport (Mr David Lammy) stated that he would announce the start of a review of the tentative list in spring 2006. We have been advised by English Heritage that an announcement from the DCMS on the revision of the Tentative List is still some weeks away and that the process is likely to begin with a piece of research on the costs and benefits of World Heritage status to inform people's decisions on whether or not to bid for inclusion on the new tentative list. If York wishes to pursue nomination as a World Heritage Site it is essential that it be first placed on the revised tentative list. Therefore, this is an appropriate time to address the question raised by the Lord Mayor.
- 2.8 The York World Heritage Working Group has identified three stages in the process of gaining World Heritage Status:
stage 1, Report of the York World Heritage Working Group and acceptance by the City of York Council;
stage 2, nomination to the UK revised Tentative List;
stage 3, application to UNESCO for World Heritage status.

3 York: a World Heritage Site?

- 3.1 York has come late to the World Heritage process. There were inconclusive discussions about York applying for World Heritage status in the early 1990's. It is clear that an application at that time would have stood a considerably greater chance of success than an application today. The York World Heritage Working Group believes that York should not miss out on this opportunity to pursue World Heritage status.
- 3.2 There is now also a serious problem for York in that the nomination process and attitudes to the types of site suitable for nomination have moved on. The World Heritage list is biased towards western European sites, and there are a number of medieval walled cathedral cities on the List. It is probable that this may make a bid from York difficult to take forward. Indeed, when the UK Tentative List was drawn up in 1999, it specifically excluded this type of site. However, it did state that it would review this decision next time round.
- 3.3 York has a very strong case for designation as a UNESCO World Heritage site. It is clear that York will have a very difficult, though not impossible, task of achieving a place on the revised UK Tentative List (Stage 2) and being designated a World Heritage site by UNESCO (Stage 3).
- 3.4 The wealth of the historic environment in York is considerable. There are 22 Scheduled Ancient Monuments, some 1800 listed buildings, 34 Conservation Areas, and one of only five Areas of Archaeological Importance in the country. York Minster and York City Walls are two of the best examples of such monuments in Europe. These are representative of the well-preserved and well-

managed historic buildings and structures that survive in the City.

- 3.5 York is unique in having evidence for being a living City over almost 2000 years. It possesses a complete set of archaeological deposits from the Roman period onwards. Significant parts of these deposits are deep, waterlogged and anoxic; they constitute a probably unique sequence of well-preserved Roman, Viking and medieval features and deposits.
- 3.6 York's street plan is a testimony to successive episodes of planning by Romans, Vikings, medieval, Georgian, Victorian and modern administrations.
- 3.7 The primary documentary archives of the City of York, the Dean and Chapter, the Borthwick Institute, coupled with the archives of many private organisations such as the Merchant Adventurers Company represent an almost unparalleled body of archival material for academic and popular study.
- 3.8 The historic environment and the archival and archaeological resources have been studied extensively and are well documented through the numerous histories of the City (from Francis Drake's *Eboracum* published in 1736 to *York* edited by Prof P Nuttgens, 2001) and through volumes and journals such as those published by the Royal Commission on Historic Monuments (England), the York Archaeological Trust fascicule series and web publications, and the Esher Report of 1968.
- 3.9 However, if York is to be successful in gaining nomination to the UK Tentative List it must demonstrate that it meets the criteria adopted by UNESCO for Assessment of Outstanding Universal Value. These criteria are listed in Appendix Four.
- 3.10 The Working Group has considered these criteria and believes that York meets criteria i) ii) iii) iv) and vi)
- i. to represent a masterpiece of human creative genius;
 - ii. to 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;
 - iii. to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
 - iv. to be an outstanding example of a type of building, architectural or technological ensemble or landscape
 - vi. to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria).
- 3.11 Dr Addyman has produced an outline of concept for York as a World Heritage site (see above). It summarises the historic and cultural characteristics of the City and demonstrates how these criteria are matched:

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preservation and conservation, and of the deep, extensive and well-preserved archaeological deposits below which between them testify to York's continuous role as central place for much of the North of England for 2000 years, from Roman until recent times..

It is clear from the outline concept that the City is of outstanding universal value and is a strong candidate for World Heritage status.

- 3.12 The Working Group also considered potential boundaries for a York World Heritage site and associated Buffer Zone. In York there are already a number of statutory conservation designations which cover the historic core of the City. The central historic core, Bootham, Clifton, The Mount and Blossom Street are contained within three contiguous Conservation Areas designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 and its predecessors. A significantly larger area was designated in 1984 as an Area of Archaeological Importance under Part 2 of the 1979 Ancient Monuments and Archaeological Areas Act. The Working Group considered the benefits of including other parts of the City in a World Heritage site. New Earswick and the Retreat were discussed but rejected on the grounds that although significant they did not add greatly to the case made in the draft Inscription.
- 3.13 The Working Group considers that there is a very close match between the draft Inscription and a boundary which encompasses the walled historic core of the City and St Mary's Abbey precinct. This boundary includes the area of the Foss Valley to the south-west of Foss Islands Road, which although excluded from the Central Historic Core Conservation Area lies within the Area of Archaeological Importance.
- 3.14 Therefore, the Working Group recommends that the boundary of the World Heritage site should be the area contained within the City Walls and St Mary's Abbey Walls, and that a buffer zone should consist of those parts of the Central Historic Core Conservation Area and the central Area of Archaeological Importance which lie outside these walled areas
- 3.15 The Working Group considers that the process of applying for UK Tentative list status will be a valuable contribution to and inform the Local Strategic Partnership (LSP) and Local Development Framework (LDF) processes and to Tourism and Economic Development promotions of the City in that it will bring another, wider, perspective to considerations of the historic environment and its role in the life and economy of the City.

4 Assessment of Advantages and Disadvantages of World Heritage Status

- 4.1 Inscription as a World Heritage Site and the international recognition that the Site is of outstanding universal value is perhaps the highest accolade a place can receive and brings with it significant international prestige. The UNESCO World Heritage Convention considers that there are three main benefits to gaining World Heritage status:

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- 4.1.1 *Public awareness.* Inscribing a site for heritage preservation on the World Heritage List can serve as a catalyst to raising awareness for heritage preservation on the part of governments and citizens alike. Heightened awareness, in turn, should lead to greater consideration and a general rise in the level of protection and conservation afforded to heritage properties. The World Heritage Committee can provide financial assistance and expert advice as support for promotional activities for the preservation of sites as well as for developing educational materials.
- 4.1.2 *International assistance.* It is the State Parties' responsibility to provide adequate protection and management for their sites. In this regard, a key benefit of ratification, particularly for developing countries, is access to the World Heritage Fund. Annually, about US\$3 million is made available, mainly to Least Developed Countries and Low Income Countries, to finance technical assistance and training projects. Emergency assistance may also be made available for urgent action to repair damage caused by human-made or natural disasters. Inscription of a site on the World Heritage List may also open the way for financial assistance from a variety of sources in heritage conservation projects.
- 4.1.3 *International recognition.* The overarching benefit of joining the World Heritage Convention is that of belonging to an international community of appreciation and concern for unique, universally significant properties that embody a world of outstanding examples of cultural diversity and natural wealth
- 4.2 At present, designation as a World Heritage site does not introduce any additional conservation or planning controls. Para 2.22 of Planning Policy Guidance 15: Planning and the Historic Environment specifically states that "*No additional statutory controls follow from the inclusion of a site in the World Heritage list.*"
- 4.3 On March 12 2007 The Department for Culture Media and Sport issued a White Paper *Heritage Protection for the 21st Century*. In the White Paper, there are proposals which would clarify and strengthen protection for World Heritage Sites in England and Wales. In paras 52-55, it states that
- 4.3.1 *while in general WHSs are adequately protected, there is a case for some small changes that will clarify and, in some cases strengthen, current protections ... First, as part of a wider review of the Call-in Directions, we intend to introduce specific notification and call-in requirements for significant development affecting World Heritage Sites. Second, we will update planning policy to strengthen the consideration of World Heritage Sites within the planning system ... We will therefore issue a planning circular which will further recognise in national policy the need to protect World Heritage Sites as sites of outstanding universal value, and will make more prominent the need to create a management plan for each WHS, including, where needed, the delineation of a buffer zone around it ... We will also include World Heritage Sites as Article 1(5) land under the Town and Country Planning (General Permitted Development) Order 1995. This would put them on the same footing as other protected areas such as conservation areas, National Parks and Areas of Outstanding Natural Beauty, where permitted development rights are more restricted, not being available for minor changes such as artificial stone cladding or dormer windows."*

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- 4.4 The Working Group recognises that York has clear economic development ambitions and plans and that York needs to build a new economic future and capitalise on its historic assets. It recognises that the City Council has a responsibility to ensure the continued economic and social well-being of its citizens through a period of rapid change. Therefore, the Working Group has carefully assessed the impacts that might arise as a consequence of designation as a World Heritage site. The Working Group has produced a Matrix of advantages and disadvantages of World Heritage status (Appendix Six). It is clear from the Matrix that there are both pros and cons to World Heritage Status.
- 4.5 These were analysed under the headings of *Status and Recognition, Tourism Benefits, External involvement in City Decisions, Possible Attraction of Increased Funds, Stage 2 Bid, and Stage 3 Bid*. From the matrix it can be seen that the Group considered that the disadvantages came from the possibility of external influence and interest in planning decisions in the City and from the issues of leadership, costs and other resources required to make a Stage 2 and Stage 3 bid.
- 4.6 In order to explore these issues further, the Working Group obtained information from the City of Edinburgh Council to assist in assessing the weight that should be given to these disadvantages. The City of Edinburgh Council supplied a copy of a report to the City Scrutiny Panel called World Heritage Sites Costs Benefits. In that report, officers stated that:
- 4.6.1 *The World Heritage Site ... has played a central role in the development of Edinburgh's intellectual life and economy, becoming the base for many of the financial and cultural institutions which have shaped Edinburgh, and Scotland's development. It is also the City's main retail centre and houses a thriving residential community (increased by 11% from 19,600 to 21,700 over the period 1994 to 2004).*
- 4.6.2 *World Heritage Site status represents a key opportunity to further the development and implementation of protection and conservation measures aimed at enhancing the historic environment and preserving the features which contribute to its character and visual cohesion. The Council also promotes architectural quality, excellence and innovation in new build within the World Heritage Site. World Heritage Site status acts as a catalyst for the improvement of works to the built environment and sets a quality level that supports the principles of the Design Initiative.*
- 4.7 They went on to state that
- 4.7.1 *inscription has no immediate consequences in terms of additional statutory protection, [in an area] which is already subject to the strictest of controls consequent on the 'outstanding' conservation area status ... World Heritage status does not seem to have resulted in any reduction in the development potential of the Site; reflected in the increasing number of substantial new development projects which over the period 2000-03 increased from 2 to 7.*
- 4.7.2 *Inscription can be viewed very positively in the extent to which it has stimulated*

more intensive management considerations and implementation of a management plan. The establishment of the Edinburgh World Heritage Trust in April 1999, from an amalgamation of the Edinburgh New Town Conservation Committee and the Edinburgh Old Town Renewal Trust, represents a new revitalised approach to the management format for the area. The single organisation has also resulted in cost efficiencies in terms of staff and premises.

- 4.7.3 *Conservation of the historic fabric of the World Heritage Site relies on investment and viable economic use ... Recent reports indicate that Edinburgh has the fastest growing economy of twenty of the world's top cities. This is ten years following inscription as a World Heritage Site, and indicates a very positive link between heritage and the economy.*
- 4.7.4 *World Heritage Site status contributes most to the local economy and employment through the potential for increased tourism. The most popular reason for visiting Edinburgh is its heritage assets and World Heritage status, which is an indicator of heritage quality, enhances its attractiveness to tourists. The Site also benefits from increased marketing activity, exemplified by VisitBritain's website which features World Heritage Sites prominently in both its overseas marketing activities and domestic campaigns.*
- 4.8 The report concluded that
- 4.8.1 *There are considerable benefits of World Heritage Site. The hallmark of an environment of international quality provides a positive setting for the economic well-being of the city.*
- 4.9 The Working Group consider that these comments from a well-established UK World Heritage site with similar economic development aspirations to those of York demonstrate that the disadvantages noted in the matrix should not be given much weight. The exception to this is the issue of the resource issues which are discussed in Section 5.
- 4.10 The historic environment of York is one of its key assets. World Heritage status will promote the need for outstanding new developments and will continue the careful management of the historic environment which together will contribute to the quality of life which sets York aside from its competitors. The Working Group consider that designation as a World Heritage site will be a vital contribution to the future economy of the City through promoting a quality tourist product in a highly competitive market and attracting and retaining entrepreneurs, investors, risk-takers and students who, in the modern world, can choose to locate anywhere.
- 4.11 Letters supporting the principle of applying for World Heritage status have already been received from York Tourism Bureau, York Civic Trust, Company of Merchant Adventurers, and York Business Pride.

5 Financial Considerations

- 5.1 The analysis of advantages and disadvantages has highlighted that the issues of leadership, costs, and other resources are significant problems
- 5.2 It is probable that the Stage 2 process will be carried out over the next 12 months. Given this relatively short timescale, the Working Group believes that it is at this stage that the City of York Council can provide effective leadership.
- 5.3 The Working Group believes that the financial cost of Stage 2 is likely to be around £15000 and that this funding will be required in 2007/08. If possible this funding must come from a broad based public and private partnership within the City and Region led by the City of York Council. At present, charities and other organisations are being approached by the Lord Mayor to obtain expressions of financial support. It is anticipated that perhaps seven organisations could contribute between £2000 and £3000 in order to meet the overall £15000 cost of Stage 2.
- 5.4 If York is successful at Stage 2, it is recommended that the Stage 3 process is subject to a formal review in order to clarify the timescales, processes and costs. In particular, it will be necessary to decide if a new vehicle is required in order to manage the Stage 3 bid to UNESCO. The City is lucky in that a successful model exists in the City for managing and resourcing a major project. The York Millennium Bridge started as a community initiative. This was taken forward and given leadership by York City Council. The City Council then created the York Millennium Bridge Trust which managed the bid to The Millennium Commission and took the project forward to completion. The Working Group recommends that the model of the York Millennium Bridge Trust should be used as a vehicle which can take carry out the post-Stage 2 review, take a bid forward and that it should be responsible for raising the money to carry out and manage Stage 3.
- 5.5 The Working Group advises that the costs of a Stage 3 Bid could be in the region of £80k-£100k (at current prices). The very earliest this Stage 3 expenditure would occur would be in 2010/11, but will probably be no later than 2015/16;

6 Recommendations

- 6.1 The York World Heritage Working Group recommends that the City Council
1. adopts the recommendations of the Working Group and that York should make a bid for UK Tentative List status
 2. should take the lead in pushing this project forward to Stage 2
 3. if successful in achieving UK Tentative List status initiates a formal review of Stage 3 and creates a York World Heritage Trust to lead the application process to UNESCO for World Heritage status.