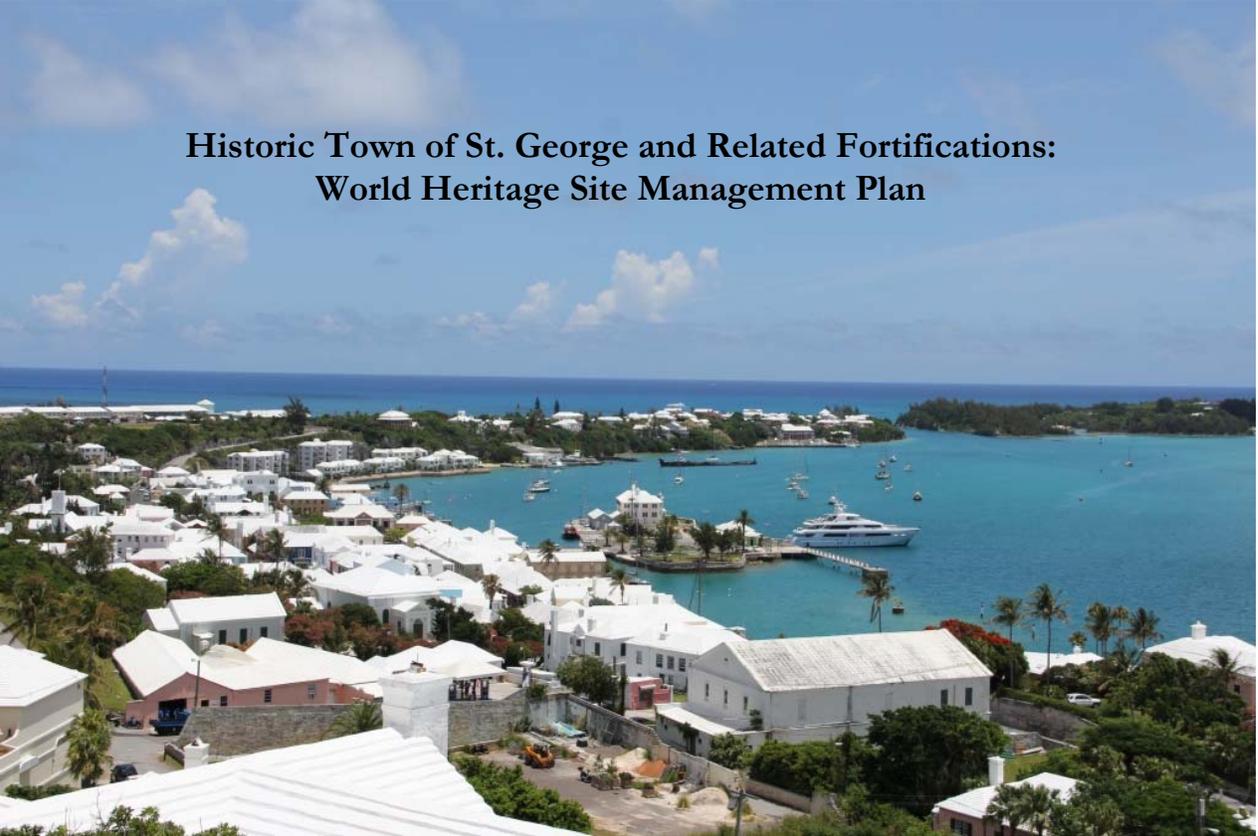


**Historic Town of St. George and Related Fortifications:
World Heritage Site Management Plan**



January 2014

*This Plan has been prepared by the World Heritage Site Management Committee
January 2014*

Historic Town of St. George and Related Fortifications: World Heritage Site Management Plan

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Foreword

The Town of St. George, Bermuda is a place where people have lived and worked for nearly 400 years.

In that time the Town has had to adapt to changing needs. It is a tribute to the foresight and common sense of our predecessors, as well as to the respect they accorded their surroundings, that necessary change has been accommodated without damage to the Town's essential character.

As a native of St. George myself, I am happy to confirm that all those now charged with the wellbeing of the Town are very conscious of the treasures we have inherited and of the responsibility upon us to pass it on to our successors in good heart.

The Government of Bermuda enthusiastically supports the nomination of the Town of St. George and its associated fortifications as a World Heritage Site, and will continue to play a full and active role in the partnership of public and private sector interests working to conserve and enhance this important part of our cultural heritage.

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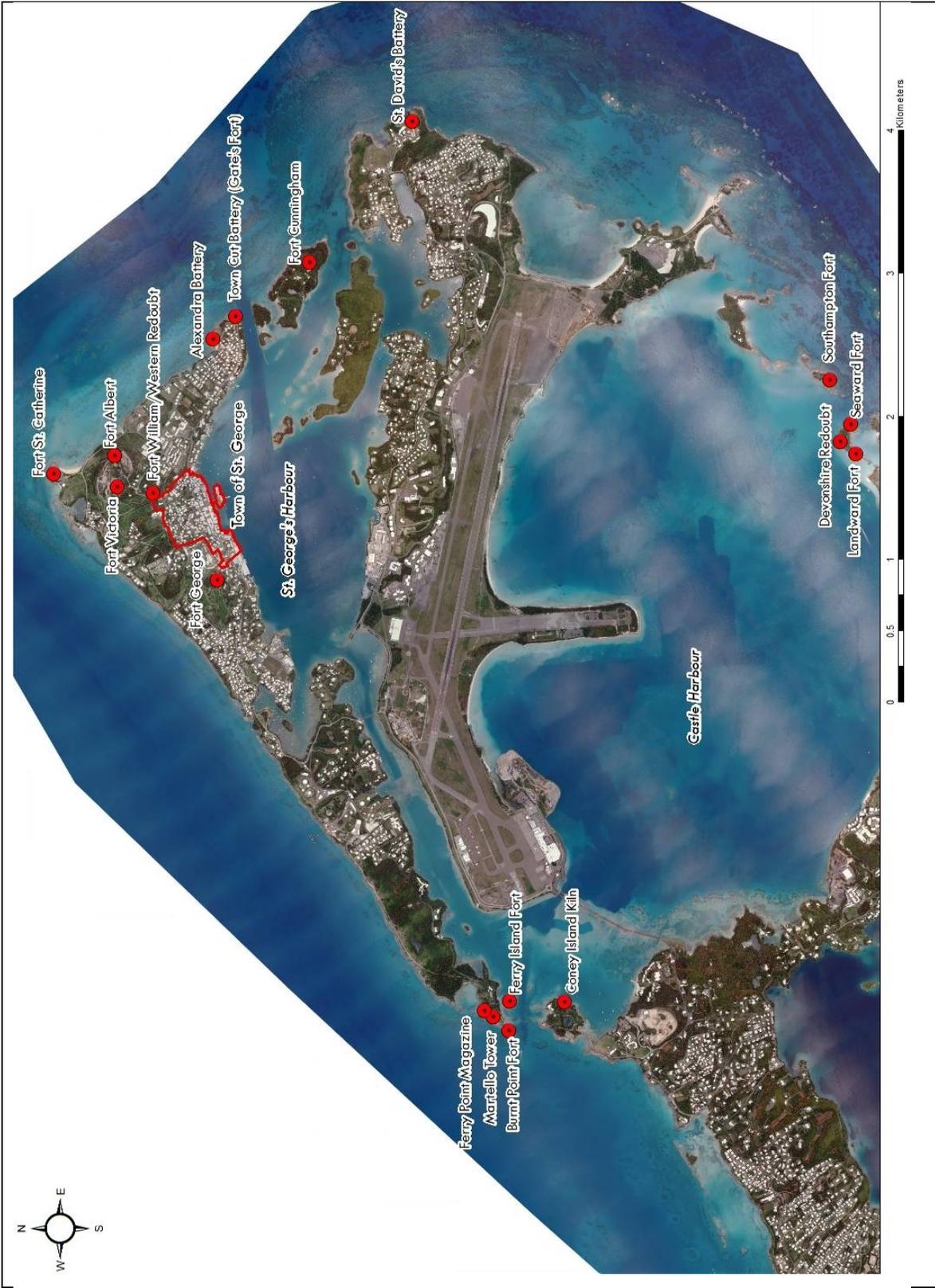


Figure 1: Map showing the Town of St. George and its related fortifications

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1 Introduction

This is the second Management Plan for the World Heritage Site, which updates the original Management Plan approved in December 2000. It has been prepared by the World Heritage Site Management Committee (WHSMC), and has been coordinated by the Government Heritage Officer.

Following a visit by Dr. Christopher Young of English Heritage, the advisor to the UK Government on World Heritage Sites in June 2013, it was recommended that the WHSMC review and update the 2000 Management Plan. After more than a decade, the aims of the plan, as well as the commitments from its members could have changed.

Furthermore, it was recommended that the composition of the WHMC, as proposed under the 2000 plan, be reviewed and restructured, and to assign overall responsibility for managing the World Heritage Site to a specific entity.

Endorsement

The Plan has been endorsed by all of the key management organisations, including the Bermuda Government, the St. George's Foundation, the Corporation of St. George and the Bermuda National Trust.

Brief Synthesis

The Town of St George is of Outstanding Universal Value as an authentic and earliest example of the English colonial town in the New World. Its associated fortifications graphically illustrate the development of English military engineering from the 17th to the 20th century, adapted to take into account the development of artillery over this period. Some of these are unique as surviving examples of the first defensive works built by early European colonists, few examples of which now remain intact. The later associated forts represent an excellent example of a continuum of British coastal fortifications.

The permanent settlement of St George began in August 1612. The inscribed area consists of the Town of St George on St George Island as well as fortifications on the Island and on a number of small islands commanding access to the Town and to the anchorage of Castle Harbour, at the eastern end of the Bermuda Islands in the North Atlantic. The layout of the Town is one that has grown organically over nearly four centuries. At its heart is King's Square (or Market Square), adjacent to the harbour, and providing the link between the harbour and the two main east-west roads that connect the Town with the rest of Bermuda: Water Street, giving access to the quays, and York Street to the north, the main street of the Town. The streets to the north provide a network of what began as narrow, winding lanes and alleys. The architecture of Bermuda is unique, and has changed little in its basic elements since the end of the 17th century. Different from other European-founded cities of the New World, St George has maintained the individually separated house for habitations, so typical of the English settlements in North America. Because of the nature of the soft limestone that continues to be used for construction, walls, including roofs, are white-washed. Buildings rarely exceed two storeys and many are only one storey in height. Since sources of water are scarce on the island, the white colour of the roofs and pitch are designed to collect

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rain water into cisterns through gutters and other conduits adding to the unique appearance of the Town.

St George was a garrison town from its earliest days, and military installations developed on the eastern side of the Town. The first of many barracks were built on Barrack Hill in 1780, and ancillary buildings, such as residences for senior officers, officers' messes, hospitals and a garrison chapel followed during the course of the 19th century. These were constructed in the standard British military style but using local materials. The related fortifications began in the early 17th century, with forts on Paget, Governor's, Charles, and Castle Islands. These were repeatedly reconstructed and strengthened during the course of the 17th and 18th centuries. At the end of the American Revolution, Britain made St George's Island its main New World naval base. The existing fortifications were radically redesigned and rebuilt in the 1780s and 1790s. Work began on the dockyard at the turn of the century, necessitating further drastic changes in the system of fortifications, with the construction of Forts George, Victoria, St Catherine, Albert, and Cunningham (on Paget Island). The advent of rifled artillery in the 1850s led to yet further modifications and strengthening.

Criterion (iv):

The Historic Town of St George with its related fortifications is an outstanding example of a continuously occupied, fortified, colonial town dating from the early 17th century, and the oldest English town in the New World.

Integrity

The inscribed property contains all the elements necessary to express its Outstanding Universal Value and is of adequate size to ensure the complete representation of the features which convey its significance.

To complete the continuum of fortifications in Bermuda, consideration should be given at a future date to adding the remaining fortifications to the list, especially the major fort at the Dockyard. The integrity is high but work was needed on the maintenance of some of the forts.

Authenticity

The town is of high authenticity, as are some of the fortifications, especially those built early in the 17th century. The Historic Town of St George is picturesque and distinct, typifying what is characteristic of Bermuda both in form and design and in its materials and substance. Today about 65% of the buildings in the town date from before 1900. Of these early structures, about 40% were built prior to 1800. Many of the significant buildings fall into this last category. St George is one of the few founding cities of a colony that has remained small, containing a high percentage of its early structures, while maintaining a continuity in its character, retaining its use and function to the present day.

Of the forts on the isolated islands, Southampton Fort, dating from 1621, stands unaltered for the most part, though a ruin. In comparable condition on Castle Island are the impressive remains of King's Castle and the Devonshire Redoubt, built by 1621. Much of the early masonry construction of these forts remains, with only additional 18th century batteries added nearby. With the exception of the Landward Fort on Castle Island, dating

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from the later part of the 17th century, and the 1612 archaeological remains of Paget Fort, the other forts in the property are mostly 19th century and many are accessible to the public. It will be important to ensure that further forts are not adapted for re-use in ways which damage their authenticity, as has happened at Fort Victoria through its conversion to a hotel recreation facility.

Consultation

Comments about this Plan are welcome and they should be addressed to:

Heritage Officer
Department of Planning
Dame Lois Browne-Evans Building
5th Floor, 58 Court Street
Hamilton, HM 12
Bermuda
tel: (441) 297 7781
fax: (441) 295 4100
email: rmlowry@gov.bm

Forward Planning
January 2014

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2 The Purpose of the Plan

Management Plan provides *a framework for managing change in a way that preserves or enhances the integrity of the World Heritage Site*. In order to achieve this, the Plan brings together a series of objectives, initiatives, policies and projects that are to be implemented under the umbrella of the World Heritage Site Management Committee (WHSMC).

The overall objectives for the Plan remain the same:

Objectives

- To gain recognition for the historic Town of St. George and related fortifications as a unique place for which special treatment should be given by Government departments, land and building owners, other agencies, the local community and visitors in order to safeguard the historic fabric of the World Heritage Site for the benefit of succeeding generations
- To meet Bermuda's (Britain's) obligations under the World Heritage Convention in relation to the effective management of the proposed WHS.

About the Plan

The management of the site, particularly the management of the Town, is complex. It has multiple ownerships and the management responsibilities are shared by a number of organisations. A summary of the present management responsibilities is set out below. The Plan aims to create a process for integrating and coordinating these various management responsibilities and, where appropriate, makes recommendations to improve the way in which the site is managed. This process is set out in more detail in Section X, but essentially it will ensure that the various plans, policies, strategies and projects that are brought forward by individual management bodies are consistent with the World Heritage Site status of the site.

It is particularly important for a site such as this that the planning and development framework is structured in a way that provides protection to the special character of the Town. The planning framework is set out in Section X.

As stated above, many of the management issues facing the Town require an integrated and coordinated approach and it is one of the tasks for this Plan to achieve this. However, in order to make the issues accessible for consultation, each issue has its own section. Each section includes:

- an introduction on the relevance of the issue to the proposed World Heritage Site;
- the objectives that the Plan seeks to achieve with regard to that issue;
- the way in which the site is managed at present; and,
- proposals that identify ways in which the existing management practices could be enhanced.

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The Plan also puts forward a proposal to establish a mechanism for achieving long-term management of the site. The Plan proposes that a World Heritage Management and Monitoring Board be established to provide coordination amongst the management organisations and to review the effectiveness of the Plan in preserving the site (*see section X*).

Key Management Responsibilities

The Plan also identifies the key management responsibilities for the WHS. Following a review in 2013, the following organisations have management responsibilities for the Town and/or the fortifications:

Corporation of St. George

- Responsible to the municipal electors of the Town of St. George
- Responsible for carrying out its duties in accordance with Municipalities Act 2013 and other relevant Acts.
- Agreeing and revising the St. George's Plan in consultation with other stakeholders
- Owns a number of important buildings, some of them historically significant
- Manages/controls highway matters within the municipal area (the area of the proposed WHS Buffer Zone), including road surfaces, street lighting, road signs, sidewalks, parking, traffic wardens etc.
- Appoints three members plus the Mayor as Chair to the St. George's Preservation Authority
- Appoints a member to the Development Applications Board and the Marine Board
- Is a consultee on planning applications in the municipal area
- Provides input to Tourism Authority on all tourism matters in the East End
- Provides input to the Ministry of Transport on transport matters affecting the Town, in particular the ferry service
- Operates water supply and waste water/ sewage disposal systems and manages public toilets
- Organizes trash collection and street cleaning
- Manages the docks
- Maintains the Parks in Town
- Organizes re-enactments/ ducking/ major events

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St. George's Preservation Authority

- Is a consultee on planning applications within the Preservation Authority Scheduled Area, the Town of St. George Historic Protection Area, and the World Heritage Site and World Heritage Site buffer zone.
- Can make protection orders on important buildings (21 already exist)
- Can, potentially, issue building permits and, thereby, control all new development in the Scheduled Area

St. George's Foundation

- Raises funds and implements projects that protect and enhance the Town
- Provides an enabling/ catalytic role for improvement in the Town
- Manages a revolving fund to invest in historic buildings
- Provides an educational, promotional and communications role for St. George
- Invests in projects that support the local economy

National Parks Commission

- Responsible for fortifications in the National Parks System

Parks Department

- Maintains and operates those fortifications in Class A National Parks: Amenity Parks.
- Maintains the landscaping and grounds around these fortifications
- Conducts physical improvements to the fortifications and artillery within these fortifications
- Conducts physical improvements to the fortifications and artillery within these fortifications
- Provides interpretation and visitor services related to these fortifications
- Ex-Officio on the National Parks Commission

Conservation Services Department

- Maintains and operates those fortifications in Class C National Parks: Nature Reserves.
- Maintains the landscaping and grounds around these fortifications
- Conducts physical improvements to the fortifications and artillery within these fortifications
- Conducts physical improvements to the fortifications and artillery within these fortifications
- Ex-Officio on the National Parks Commission

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Bermuda National Trust

- Owns a number of the most significant buildings in the Town
- Operates two museums in the Town
- Maintains a number of military cemeteries in St. George's
- Carries out archaeological excavation and research in the Town
- Carries out architectural and historical research in the Town
- Provides some guidance and advice on historic building/architectural matters
- Appoints three members to the St. George's Preservation Authority
- Organizes cultural tours and special events such as the Christmas walkabout
- Monitors and comments on development proposals of national significance

Department of Planning

- Heritage Officer to develop and manage projects for the WHS and provide assistance with regulating development related to the Historic Environment.
- Provides the land use and conservation policy context for the Town
- Processes planning applications and building permits
- Manages the listed building initiative including administering interest-free loan scheme.
Provides guidance and advice on conservation/ architectural/ building matters

Historic Buildings Advisory Committee

- Identifies buildings and areas to be protected for their architectural or historic interest
- Provides guidance and advice to the Minister responsible for Planning and the Development Applications Board on matters affecting historic buildings and historic areas
- Identifies eligible work to listed buildings for the Ministry's Interest Free Loan Scheme

Bermuda Economic Development Corporation: Economic Empowerment Zone

- Provide financial support for eligible EEZ property and business owners.
- Supports the Olde Town Market

Bermuda Tourism Authority

- Develops and manages tourism policy
- Develops and manages cruise ship policy

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- Provides financial support for events, attractions and walking tours and the Visitor Information Centre in the Town of St. George

Chamber of Commerce

- Coordinates business interests in the Town
- Organizes special events for locals and tourists

Ministry of Cultural and Community Affairs

- Disseminates information to the public about cultural and community affairs
- Manages Heritage Month activities in May, throughout the island
- Manages the Historical Heartbeats public lectures and tours throughout the island

Ministry of Transport

- Provides advice on traffic, parking and visitor transportation issues
- Undertakes market research survey work
- Develops and manages Transport policy including:
 - Scheduling bus services/ bus tours
 - Scheduling ferry services/ docks/ Marine and Ports
 - Manages the taxi service

St. George's Historical Society

- Operates a museum in the Town

The Bermudian Heritage Association

- Operates a museum in the Town

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3 Management and Monitoring

The implementation of the Plan will be achieved by a variety of agencies and individuals who own property or currently have management responsibilities in the proposed World Heritage Site area. Some strategies will require collective action, while others will fall to a single agency or individual. The willingness of property owners and appropriate organisations to support the Plan and contribute to the maintenance of the proposed WHS area is fundamental to the achievement of the objectives of this Management Plan.

Initial Organization

In order to integrate and co-ordinate the WHS, the 2000 Plan called for a World Heritage Management and Monitoring Committee, comprised of representatives of the following stakeholders

Corporation of St. George	Bermuda Police Service
St. George's Foundation	Historic Buildings Advisory Committee
St. George's Historical Society	Institute of Bermuda Architects
St. George's Preservation Authority	Ministry of Education
St. George's Chamber of Commerce	Ministry of the Environment
Bermuda Electric Light Company	Ministry of Tourism
Bermuda Maritime Museum	Ministry of Transport
Bermuda National Trust	Ministry of Works and Engineering
Bermuda Telephone Company	Ministry of Development and Opportunity
Bermuda Cablevision	Bermudian Heritage Association

World Heritage Management and Monitoring Committee

The purpose of the Board was to oversee the implementation and delivery of the Management Plan and monitor its success. The Board, composed primarily of agencies, organisations and groups involved with the development of the Management Plan itself, would meet on a regular basis, probably every 3 or 6 months. In the interests of accountability to the appointing organisations, the Board will operate according to an annual business plan, and will make an end-of-year report to the appointing organisations. Their main functions were:

- i. to act as a forum for ensuring that projects brought forward within the proposed WHS and its buffer zone preserve or enhance the area;
- ii. to co-ordinate matters of management within the proposed WHS to ensure the preservation and enhancement of the area;
- iii. to act as a forum for the exchange of information on matters affecting the proposed WHS;
- iv. to advise the planning authorities, as requested, on proposed developments, in order to supplement the normal consultation requirements under the planning system;
- v. to advise St. George's property owners/managers on matters relevant to preservation and enhancement of the proposed WHS;

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- vi. to ensure the most efficient use of resources in the proposed WHS (human, organisational and financial);
- vii. to consider the reports of individuals or groups who have particular expertise to offer.

World Heritage Site Executive

In order to assist the Board in discharging its functions there was also to be a WHS Executive. The Executive would be composed of representatives from the key bodies on the Board and will meet more regularly than the Board, perhaps every three or four weeks. The Executive would also have the ability to appoint standing committees to advise it and the Board including a Preservation Panel (HBAC/ Preservation Authority), a Risk Preparedness Panel and an Economic Development Panel. The Executive, which would be serviced by the WHS Officer, will include representatives of the following organisations:

Corporation of St. George	Bermuda Maritime Museum
St. George's Foundation	Bermuda National Trust
Ministry of the Environment	Historic Buildings Advisory Committee
Ministry of Tourism	

The initial tasks for the Board and Executive were as follows:

- i. Setting up terms of reference, goals, business plan etc under which the WHS Executive and Board will operate in accordance with the objectives set out in the Management Plan.
- ii. Reviewing the current process of consultation on development in the proposed WHS area. Making recommendations to the appropriate Minister regarding changes to the system if necessary.
- iii. Securing adequate resources to preserve and enhance the World Heritage Site area. This would include the funding for the position of WHS management officer (see below) and additional funding for key initiatives, programmes and activities.
- iv. Investigating opportunities for funding the position of a World Heritage Site Management Officer, to be based in St George's. This position to be responsible for:
 - implementing the Management Plan according to the agreed objectives and work programmes, and management of ongoing projects;
 - reporting to the Executive and the Board and negotiating on their behalf over the various action points within the Plan;
 - providing detailed, technical advice on preservation and conservation matters to local property owners and the World Heritage Management and Monitoring Board;
 - coordinating and servicing the WHS Executive and Board;
 - identifying grant-giving bodies (national and international) and making applications for funding;
 - organising ongoing education and awareness-raising programmes and activities relevant to a WHS site (symposiums, workshops etc);

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- liaising with property owners;
- preparing reports for the Board that monitor the effectiveness of the Management Plan;
- preparing an annual performance review for the Board to be forwarded to ICOMOS and UNESCO;
- coordinating communications and public relations regarding the promotion of the proposed WHS.
- maintaining networks with other WHS Officers at comparable sites.

World Heritage Management Committee

Instead of the proposed structure, a World Heritage Management Committee (WHSMC) was formed around a core group of stakeholders who were able to attend regular monthly meetings. The Heritage Officer, within the Department of Planning, served as an ex-officio member and recording secretary.

Committee membership evolved over the last decade with some stakeholders stepping down while others were added. Additionally, other stakeholders attended meetings when their input was sought or they had issues to discuss.

Following the review of the Management Plan, the Committee shall have the vital role in ensuring that all of the plans, policies, strategies and proposals relating to the World Heritage Site that come forward, shall meet the aims and objectives of the Management Plan. Furthermore, it will be the responsibility of the Committee to ensure that the Plan is implemented, monitored and reviewed regularly.

Membership of the Committee shall centre on a core group of stakeholders and they shall meet each month, unless otherwise agreed by the Chairperson.

Corporation of St. George	Economic Empowerment Zone
St. George's Foundation	Department of Parks
Bermuda National Trust	Department of Planning
Historic Buildings Advisory Committee	Department of Cultural Affairs
Bermuda Tourism Authority	Economic Empowerment Zone

However, there are a number of stakeholders that cannot attend monthly meetings that should be kept abreast of projects and activities and allowed to attend meetings when required:

St. George's Preservation Authority	Bermudian Heritage Association
St. George's Historical Society	Bermuda Police Service
St. George's Chamber of Commerce	Ministry of Education
National Museum of Bermuda	Ministry of Transport
Bermudian Heritage Association	Ministry of Public Works

The Committee agreed that the Chairperson should be nominated by the St. George's Foundation, an organization established specifically to support the World Heritage Site. It was felt that appointing a Chairperson from one of other stakeholder organizations might be

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problematic, as their objectives often extended beyond the World Heritage Site. The person nominated would then need to be approved by the Committee by a simple majority vote.

It is also recommended that the Committee appoint a Deputy Chairperson from the regular member stakeholders, to chair meetings in the absence of the Chairperson.

Purpose and Functions of the Committee

The purpose of the Committee is to oversee the implementation and delivery of the Management Plan and monitor its success. The Board, composed primarily of agencies, organisations and groups involved with the development of the Management Plan itself, will need to meet on a regular basis, probably every 3 or 6 months. In the interests of accountability to the appointing organisations, the Board will operate according to an annual business plan, and will make an end-of-year report to the appointing organisations.

The main functions of the Committee will be:

- i. to act as a forum for ensuring that projects brought forward within the proposed WHS and its buffer zone preserve or enhance the area;
- ii. to co-ordinate matters of management within the proposed WHS to ensure the preservation and enhancement of the area;
- iii. to act as a forum for the exchange of information on matters affecting the proposed WHS;
- iv. to advise the planning authorities, as requested, on proposed developments, in order to supplement the normal consultation requirements under the planning system;
- v. to advise St. George's property owners/managers on matters relevant to preservation and enhancement of the proposed WHS;
- vi. to ensure the most efficient use of resources in the proposed WHS (human, organisational and financial);
- vii. to consider the reports of individuals or groups who have particular expertise to offer.

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4 Managing the Forts

Introduction

There have been at least 86 forts constructed in Bermuda, not counting a number of sites of the same name, built at different periods and subsequently destroyed or subsumed by later work. There are seven phases of development for the island's fortifications (1612-1957), which are described below.

The fortifications associated with the Town of St. George are without parallel and represent almost the complete range of British coastal fortification and artillery overseas from the early 17th century until the end of coastal defence in 1956. The surviving forts on Castle and Southampton Islands were the first English masonry fortifications in the Americas and are the oldest standing English forts in the New World, indeed in the overseas empire. They also mark the beginning of the coastal defence of the British Empire overseas. Several 18th century forts are among the earliest examples of strategic works after the loss of the American colonies in 1783, while some of the Victorian forts are unique as well, notably Fort Cunningham with its iron frontages. One of the few Martello Towers built outside the United Kingdom of the classic English South Coast design stands in singular form at Ferry Reach on St. George's Island. The end of British coastal defence is illustrated in the unique work at St. David's Island, a single battery of two 6-inch and two 9.2-inch breech loading guns erected in the first decade of the twentieth century, and not found elsewhere with the guns still emplaced.

While many obsolete artillery pieces in the UK were simply returned to the foundry to be melted down, this was not possible in Bermuda. There were no industrial foundries on the island and transporting such heavy pieces to areas that did was not practical, since these areas already had a steady supply of iron ore available. Therefore, these artillery pieces remained in Bermuda, which boasts one of the most complete collections of British artillery dating from the 16th to the early 20th centuries in the world.

Objectives

- To preserve and protect Bermuda's unique heritage of coastal fortifications;
- To facilitate educational and cultural heritage tours of the fortifications where this does not damage the structure or setting of the fort;
- To enable archaeological investigation to improve our understanding of the development and history of the fortifications where this does not damage the structure or setting of the fort.

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Phases of Fortification Development in Bermuda

Settlement Period (1612-1622)

- This first phase saw the establishment of the first forts in and around the original settlement area of St. Georges Island landing.

Colonial Period (1623-1782).

- During this time the British fortified the island against other colonial powers and then a newly independent United States. The majority of these forts looked to fortify the vulnerable south shore. The majority of Bermuda fort sites were constructed during this phase.

Durnford Period (1783-1808)

- Andrew Durnford was an English naval officer who constructed or re-engineered several notable. These included Devonshire Redoubt, Fort St. Catherine, Ferry Island Fort, Smith's Fort, and Upper Paget Fort.

Fortress Bermuda (1809-1859)

- Bermuda became the "Gibraltar of the West" with the development of major works at the Royal Naval Dockyard including the Ravelin Tower, the Land Front, the Western Rampart and the Keep.

Rifled Breech and Muzzle Loading Era (1860-1890)

- Many existing fortifications were either built or remodelled to accommodate these new armaments as the old smooth bore cannon were replaced. This included the construction or remodelling of fortifications such as the Dockyard, Scour Hill Fort, Whale Bay Battery, Fort Hamilton, Fort Langton, Fort Prospect, Fort Cunningham, Fort St. Catherine, Fort Albert, Fort Victoria and Fort George.

Steel Breech Loader Period (1899-1938)

- The advent of new technology and the use of hardened steel led to the re-arming of the forts such Fort Victoria, Alexandra Battery and Fort Cunningham. Additionally St. David's Battery was constructed to suit the new ordinance.

US Defensive Period (1939-1957)

- The final period saw the development of coastal batteries and base end stations built predominantly by the United States. These included installations such as Turtle Hill, Tudor Hill, and St. David's Base End Station.

Historic Town of St. George and Related Fortifications: World Heritage Site Management Plan

Present Management

At present all of the fortifications included in this submission are owned and managed by the Bermuda Government. The Ministry of Public Works has a budget to carry out repairs to the fort structures, whilst the interpretation of the Forts and the management and maintenance of the areas around the forts is the responsibility of the Department of Parks, for those forts located in National Parks (Class A: Amenity Parks) and the Department of Conservation Services for those located within National Parks (Class C: Nature Reserve).

The Bermuda Government commissioned Dr E. C. Harris of the Bermuda Maritime Museum (now the National Museum of Bermuda) to compile a 'Fortifications Heritage in Bermuda, a Conditions and Management Survey of the Historic Forts, 2003'. Dr Harris conducted a conditions assess of the sites, landscapes, buildings, archaeology, artefacts, and the exhibits for all fortifications throughout the island. In addition to individual recommendations for each site, Dr Harris recommended that the curatorial aspects of the historic fortifications be delegated to a private organization, although the latter was never implemented.

Follow-up conditions assessments were planned for every 3 - 5 years at each fort to identify work that needs to be undertaken to maintain or repair the fort in the short/ medium and long term. This would consist of an on-site survey by technical officers from the Parks Department, an archaeological consultant, a structural engineer, and the Heritage Officer; a detailed photographic record of the condition of the fort and its setting; a review of the effectiveness of the programmed maintenance of the fort and its setting, and recommendations for improving it; and an assessment of what action is needed to protect the fort structure and its setting from continuing erosion, particularly those forts that sit close to the water's edge.

Following a visual assessment in 2005 the Parks Department produced a multi-year phase action plan for all fortification sites island-wide, 'Forts and Historic Sites Preservation Manual, Part 1: Design Guidance, Preservation Standards & Management', that was finalised in 2009. Furthermore, a comprehensive survey of the WHS fortification sites is being planned for 2014.

A plan for pre-hurricane preventative action was developed along with a system for effective and timely action to ensure a rapid and appropriate response for assessment and repair following hurricane or severe storm damage. After each tropical storm or hurricane photographic surveys are carried out on terrestrial sites by Parks Department staff while surveys at the island fortifications are carried out by the Heritage Officer along with technical officers from the Department of Conservation Services.

Finally, in 2011, the Parks Department presenting the 'Historic Artillery Action Plan' to prioritise the 'rearming' of all the emplacements within the National Park System, with particular emphasis on the WHS, with historically suitable pieces from the Bermuda Collection. Furthermore, cannons that had been upended and used a dock bollards would be rescued, rehabilitated, and re-homed.

Historic Town of St. George and Related Fortifications: World Heritage Site Management Plan

Protection

The majority of Bermuda's historic fortifications are today protected from demolition or unsympathetic alteration by a range of legislative and policy measures. As stated in the submission document, the fortifications that form part of this bid are protected by one or more of the following:

- A Designation as a listed building, grade HM (Historic Monument), Development and Planning Act 1974, Section 30;*
- B Inclusion within a Historic Protection Area, as designated under the Bermuda Plan 2008 Zoning Maps (Development and Planning Act 1974, Section 31);*
- C Inclusion within a designated National Park: Class A Amenity Park (Bermuda National Parks Amendment Act 2009);*
- D Inclusion within a designated National Park: Class C Nature Reserve (Bermuda National Parks Amendment Act 2009);*

The Planning regulations for Listed Buildings and Historic Protection Areas are discussed in Section 6. Activities within National Parks are covered by the Bermuda National Parks Regulations 1988, which are currently being reviewed.



Figure 2: Fort St. Catherine and Gates Bay

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Fort	Level of protection
Castle Island	
King's Castle (1612, alterations 1621, 1790s)	A, B, and D
Devonshire Redoubt (1621, added to 1790s)	A, B, and D
Landward Fort (1650s)	A, B, and D
Southampton Island	
Southampton Fort (1621)	A, B, and D
St. David's Island	
St. David's Battery (1910)	A, B, and C
Fort Popple (1638)	B and C
Governor's Island	
Smith's Fort (1613, altered 1790)	B and C
Paget Island	
Paget Fort (1612, altered 1790s)	B and C
Fort Cunningham (1820s, altered 1870s and 1900)	A, B, and C
Peniston's Redoubt (1614)	B and C
St. George's Island	
Gate's Fort (1620s, rebuilt 1700)	A, B, and C
Alexandra Battery (1840s, rebuilt 1870s and 1900)	A, B, and C
Fort Albert (1830s, altered 1870s)	A and B
Fort St. Catherine (1612, rebuilt early 1700s, 1790s, 1825, 1840s, 1870s)	A, B, and C
Fort Victoria (1820s, altered 1870s, 1900)	A and B
Fort William/Western Redoubt (1840s, altered 1890s)	A and B
Fort George (1615, rebuilt 1790s, 1820s and 1870s)	A and B
Ferry Reach National Park, St. George's Island	
Martello Tower, magazine and lime kiln (1820s)	A, B, and C
Ferry Island Fort (1790s, rebuilt 1810s)	A, B, and C
Burnt Point Fort (later 1600s, altered 1790s)	A, B, and C
Coney Island	
Limekiln (1830s)	A, B, and D

Historic Town of St. George and Related Fortifications: World Heritage Site Management Plan

Archaeology at the forts

Both the National Museum of Bermuda and the Bermuda National Trust may provide expert consultations on archaeological matters.

The Department of Planning has also prepared a guidance note for archaeological assessments and management plans, which is included in the Appendices.

In addition, a policy for archaeological projects within National Parks has been adopted for their Management Plans, and the Castle Island Management Plan is included in the Appendices.

List of Excavations within World Heritage Site to date

Site and Year	Project Leaders	Collaborative Institution	Reports
Tucker House, St. George's (1988-1991)	Marley Brown	Colonial Williamsburg	BJAMH vol. 6, p. 168-193: 1994
Reeve Court, St. George's (1989)	Marley Brown	Colonial Williamsburg	
Stewart Hall, St. George's (1990-1991)	Marley Brown and Mary Ellen D'Agostino	Colonial Williamsburg	
Fort Cunningham, Paget Island (1991, 1992)	Edward Harris, John Triggs and Richard A. Gould	Brown	BJAMH vol. 3, p. 65-88: 1991 BJAMH vol. 4, p. 21-58: 1992
Old Rectory, St. George's (1991-1992)	Bermuda National Trust's Archaeological Research Committee (ARC)		
Old Battery, Tucker's Town, St. George's (1992)	Patricia Stamford	Colonial Williamsburg	
Daniel's Fort, Daniel's Island (1992)	Edward Harris and Norman Barka	William and Mary	BJAMH vol. 10, p. 90-106: 1998
King's Castle, Castle Island (1993-95)	Edward Harris and Norman Barka	William and Mary	BJAMH vol. 6, p. 1-80: 1994 BJAMH vol. 8, p. 1-29: 1996 BJAMH vol. 9, p. 1-64: 1997
Bridge House, St. George's (1993)	Marley Brown and Michael Jarvis	Colonial Williamsburg	
Mitchell House, St. George's (1994)	Michael Jarvis	Colonial Williamsburg	
Watlington Horse Ferry (1994)	Edward Harris and ARC		
Unfinished Church, St. George's (1995)	ARC and Anna Agbe Davies	Colonial Williamsburg	
Town Dock, St. George's (1996)	Marley Brown, Margaret Cooper, Kevin Bartoy and Carrie Ablinger	Colonial Williamsburg	A Preliminary Report of the Town Dock Site (69AJ) 1996 St. George's Archaeological Project
Globe Hotel, St. George's (1996)	Michael Jarvis	Colonial Williamsburg	
Tucker House Kitchen, St. George's (1997)	Dwayne Pickett and Katherine Briggs	Colonial Williamsburg	

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Site and Year	Project Leaders	Collaborative Institution	Reports
Paget Fort, Paget Island (1997, 1999)	Edward Harris and Norman Barka	William and Mary	BJAMH vol. 11, p. 1-24: 1999
Smiths Fort, Paget Island (2000-2001)	Edward Harris and Norman Barka	William and Mary	BJAMH vol. 15, p. 48-69: 2004
Peniston's Redoubt, Paget Island (2002)	Edward Harris and Norman Barka	William and Mary	
Devonshire Redoubt, Castle Island (2002)	Edward Harris and Norman Barka	William and Mary	
Fort Bruere, St. George's (2006)	John Triggs	Wilfred Laurier	
One Gun Alley, St. George's (2002)	ARC		One Gun Alley Archaeological Assessment 2002
Unfinished Church, St. George's (2002)	Mark Horton and Dan Hicks	Bristol University	An Archaeological Evaluation at Bank of Bermuda Car Park, Unfinished Church & Aunt Nea's Inn, St George, Bermuda (Bristol University, unpublished 2003)
Hillcrest (Aunt Nea's Inn), St. George's (2002)	Paula Gardner and Dan Hicks	Bristol University	Ibid.
Bank of Bermuda Car Park, St. George's (2002)	Mark Horton and Dan Hicks	Bristol University	Ibid.
Harbourview, St. George's (2002)	Mick Worthington and Dan Hicks	Bristol University	
Long House, St. George's (2003)	Richard Lowry		
Reeve Court, St. George's (2003)	Emma Dwyer and Barry Devon		
State House, St. George's (2004)	Paul Belford	Bristol University	State House Excavations 2004 Interim Report
St. Peter's Church, St. George's (2008)	Brent Fortenberry	Boston University	Archaeological Excavations at St. Peter's Church 2008 Interim Report
Whitehall, St. George's (2008)	Brent Fortenberry	Boston University	Archaeological Excavations at Whitehall 2008 Interim Report
Ming House, St. George's (2008, 2009)	Brent Fortenberry	Boston University	Archaeological Excavations at Ming House 2009 Final Report

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Access

Nature Reserves

There is a direct relationship between access and security. If an area is not highly accessible, then it is more difficult to protect from vandalism. For example, the Castle Harbour Islands are not very accessible due to their location and geography. Most of the islands have a rocky coastline and steep sides, which renders them difficult to access even when the weather conditions are optimal. Rough seas make travel to the islands close to impossible. This feature is actually an asset in controlling fortuitous entry into this Nature Reserve Area.

The Department of Conservation Services relies mainly on the Marine Police to monitor the area, however, they will not set foot on the islands unless there is an emergency, and only patrol the area on a random basis during the active season from May to November. Presently, the Department does not have any plans to increase the security on the island, as there are very few incidents of vandalism. Littering appears to be a minor problem, however, it doesn't seem to be any worse than occurs in our more widely used parks. We will schedule more frequent trips to the island by the Conservation Crew to take care of trash collection while doing conservation management. We could also encourage people who schedule a guided tour to collect any litter found and properly dispose of it on the mainland. All islets east of Castle Roads will continue to be restricted access Nature Reserves.

Castle Island

Pre-arranged tours are available through the Department of Conservation Services and can be scheduled by the Conservation Officer or Park Officer. Tours limited to a maximum of 20 people per guide, organized by pre-approved individuals will also be given selectively. Detailed signage specifying and explaining the regulations necessary on this restricted area Nature Reserve were erected in 2000, however, the island is open to public access subject to the Bermuda National Park Regulations 1988.

Southampton Island

No attempt should be made to facilitate access onto the island. Special tours can be scheduled by qualified staff or pre-approved individuals. A sign will be erected recognizing this island as a restricted area Nature Reserve and an important skink habitat. No landing allowed, except by Special Use Permit, issued by the Department of Conservation Services. However, even though the public will not be allowed onto the island it is essential that the fort is accurately documented, maintained and stabilised in line with the proposed Forts Conservation Plan.

Charles Island

This island will continue to be a popular destination for charter boat tours and private boat users because of its beach. The Department of Conservation Services will inform charter boat companies that the island is indeed a Nature Reserve and has guidelines for use that must be respected. Signage detailing and explaining the special regulations concerning this islet will be restored in 2000. Landing is permitted, but the island is subject to Bermuda National Park Regulations, 1988.

Coney Island

Coney Island is accessible via a bridge from Hamilton Parish and is the headquarters of the Fisheries Section of the Department of Environmental Protection. The limekiln is publically accessible.

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Amenity Parks

The fortifications in Amenity Parks located on islands are less accessible than those on the mainland, but are all open to the public. Paget Island is one exception, as the Department of Youth Sport and Recreation manages a hostel facility on the eastern side of the island, so prior notification is recommended, as a courtesy.

The mainland sites in Ferry Reach, Fort St. Catherine, Alexandra Battery, and Gates Fort are easily accessible to the public. Access to the fortifications themselves is managed by the Parks Department, with the major tourist attraction, Fort St. Catherine, operating under regular opening hours. Others, such as the Martello Tower, are open by appointment.

Other

Fort Victoria, Fort Albert, and Fort William/Western Redoubt are not open to the public. The Keep at Fort Victoria was demolished to create a pool and shuffle board desk when the site was developed as a hotel in the early 1960s. Fort William and Fort Albert are both relatively intact, but access to the buildings is prohibited, unless by special permission from the Parks Department.

The site of Fort George is publically accessible, as Harbour Radio occupies a two storey addition to the roof level of the Keep. The lower levels of the keep and the ditch are only accessible by special permission of the Parks Department.

Conservation and Interpretation

Many of the fortifications and their assorted ordnance required some attention in 2000 and the Department of Parks has spearheaded these projects. Each National Park has a Management Plan, and any fortifications located within are incorporated into this plan.

The Forts and Historic Sites Preservation Manual was developed by the Parks Department in consultation with stake holders as two volumes. The first volume: 'Design Guidance: Preservation Standards & Management' focused on the management overview of the island's fortification system, the approvals process, and preservation plans. The second volume, 'Design Guidance: Treatment & Maintenance Procedures' focussed on the methodology of assessment and treatment of the historic materials of the fortifications, including finishes, signage, and the historic ordnance.

Fort George

In 2006 the restoration of the No. 12 Southern and No. 14 Northern 11-inch Rifled Muzzle Loader (RML) guns, along with their platforms, was completed.

Fort St. Catherine

In 2009 a comprehensive restoration project was completed for Fort St. Catherine. The work included the repair of the Artillery Store Roof; removing the redundant exhibits from the Magazine and Keep; stabilizing the foreshore; providing disabled access; develop and maintain the collections and exhibits; install external lighting; and add signage.

In addition a new exhibit strategy was implemented, which included the restoration of the artillery store as the main exhibit hall with new exhibits focussing on the early settlement of Bermuda; the WHS fortifications; the development of Bermuda's forts and artillery; and notable figures related to the defense of Bermuda.

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Other works completed includes the restoration of the artillery collection throughout the fort; the restoration of the Haxo Casemate; the interpretation of the 1840s Keep with next exhibits; and new magazine exhibits on the development of artillery and ammunition specifically on the evolution of artillery and ammunition.

Martello Tower

In 2007 a comprehensive restoration project was completed for the Martello Tower. The works carried out included establishing new interior lighting; new appropriate door and window treatments; cleaning the interior masonry to remove graffiti; mounting an original 18 pounder cannon on an appropriate replica gun carriage on the roof level; developing new exhibits and interpretive signage; re-landscaping the fort using native and endemic plants; providing additional directional and interpretive signage.

St. David's Battery

In 2007, two 9.2 Rifled Breech Loading (RBL) Guns and their emplacements were restored.

In 2009, two 6 inch RML Guns and their emplacements were restored.

Penno's Wharf

In 2009, two 6 inch RML Guns were recovered from the foreshore of Penno's Wharf, where they had been used as bollards. They were cleaned and conserved at Cooper's Island before being placed on replica carriages outside the World Heritage Centre, and at X

Fort Victoria

In 2009, the Former Club Med Hotel was demolished and the pool and shuffled board deck were excavated, leaving only the remains of the former Fort Victoria. After consulting with the World Heritage Site Management Committee, the St. George's Preservation Authority, and the Historic Buildings Advisory Committee, the northern emplacement for a 9.2-inch Breech Loading Cannon, which dates to 1904 and weighing about 23 tons was demolished and the ordnance taken to the R. N. Dockyard, where it will be emplaced.



Figure 3: New exhibit at Fort St. Catherine, with a restored RBL 40 pounder Armstrong gun on a replica carriage

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5 Managing the Town

Introduction

St. George's is a living Town and, as such, it relies on a wide range of support and infrastructure services to enable it to provide an appropriate comfort level for its residents, businesses and its many visitors. The Corporation of St. George is responsible for managing most of the day to day services including roads and sidewalks, streetlights, public car and bike parking, trash collection and street cleaning, managing and maintaining the docks, sewage disposal, providing a piped flushing-water supply, public toilets, and public parks.

The Corporation is established under the Municipalities Act 2013 and is made of 9 elected members; The Mayor, and eight Councillors. The municipal area managed by the Corporation is also the area identified as the World Heritage Site Buffer Zone in the Bermuda Plan 2008 Planning Statement.

Objectives

- To provide for the efficient management of the Town and its services and facilities
- To enhance the quality of life for St. Georgians, local businesses and visitors
- To adequately plan for future demand for essential services and facilities whilst preserving or enhancing the buildings, roads, docks and features that contribute to the character of the Town as a proposed World Heritage Site.

Present Management

The Corporation of St. George is responsible for managing the following infrastructure and services:

- Highway maintenance and improvement, including road surfaces and sidewalks. This responsibility is shared with the Highways Division of the Ministry of Public Works. In making improvements it will be important to retain the existing historic street pattern including the narrow street widths;
- The provision and maintenance of street furniture such as streetlights, trash bins, seats, bollards, street name signs, temporary banners, etc;
- Public parking facilities (on street and off street), parking policy, pricing, bike parking etc;
- Trash collection and street cleaning;
- Managing and maintaining the docks. The cruise ship terminal in the Town was moved from Ordnance Island, which now caters to private yachts, to Penno's Wharf, next to the World Heritage Centre. However, since 2012 the majority of cruise ships have moored in Heritage Wharf in the R.N. Dockyard in the west end of the island as the newer ships are too large to fit through the Town Cut. The Corporation and the Tourism Authority are looking at smaller cruise ships and these still call on the Town. However, high winds can make accessing the Town Cut problematic, so widening this channel is being

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explored. This would involve demolishing parts of Higgs and Hen Island and would change the water flow into the harbour.

- Providing a piped water supply for flushing water. Due to the age of the pipe system the water supply can be unreliable. This is of particular concern to commercial properties that rely on this supply (visitor facilities most of all) but it clearly impacts on the quality of life for residents too. One option is to suspend this service altogether. However, if it is suspended it may result in demands for more tank space in historic properties or more water trucks visiting the narrow historic streets. It may be that the supply is linked efficiently to commercial properties (adjacent residential users can link into it if they are close enough);
- Providing the sewage disposal system for the Town. This is now becoming increasingly out of date and failing pipes means a poor quality service for businesses, visitors and residents in the Town. Bermuda Water Consultants Report
- Providing public toilet facilities. The existing facilities off Kings Square are being upgraded in early 2015.
- The public parks within the municipal area are maintained and managed by the Corporation. These include Somers Gardens on York Street and the park on Ordnance Island.

In addition to the management responsibilities of the Corporation there are a number of other organisations whose services help the Town to run smoothly.

Bermuda Police Service

The Police Service provides the law and order service for the Town. The St. George's Police Station off Customs Square (a Grade 2 Listed Building) was closed and the Police were relocated to nearby Southside in St. David's. The old station was refurbished and reopened in 2013 with Station Duty Officers and members of the Community Action Team on call from 8:00am – 8:00pm Monday through Thursday and 8:00am to midnight on weekends. Additional opening hours are established during holiday weekends and other busy periods.

Bermuda Fire and Rescue Service

The Bermuda Fire and Rescue Service provides a full time professional rapid response for the entire island and the depot for the East End is located in Southside area of St. David's Island near the airport. While the newer fire trucks are unable to navigate through some of the Town's smaller lanes, it is possible to reach within 50 metres or less of any building within the Town, and then run hoses to reach any potential fire.

Marine Environment

The Bermuda Biological Research Station, now the Bermuda Institute for Ocean Sciences (BIOS) has reported on the biological and chemical monitoring of St. George's harbour. This report was included in the complementary information that was sent to UNESCO in November 1999. The quality of the marine environment in St. George's harbour will continue to be monitored and the results will be incorporated into the annual Management Plan monitoring report. Of particular concern is the impact that large cruise ships have on the environment of the harbour.

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Land ownership

Whilst most of the land and buildings within the historic Town of the proposed WHS is in private ownership, much of the land at the forts and particularly in the proposed Buffer Zone for the Town is owned by the Bermuda Government. This will ensure that any proposal for new development on Government owned land within the WHS or its Buffer Zone is not only subject to planning control but also is subject to the control of Government as landowner. The Government is committed to preserving the unique character of the historic Town, its Buffer Zone and the forts. A plan of Governments land ownership is included as appendix J.



Figure 4: York Street in the Town of St. George

Proposed Action

The Corporation of St. George, with the support of Government, is preparing a Plan for effectively managing the Towns infrastructure needs into the future and securing the necessary resources to ensure that these needs can be met. (A first draft of this Plan is included as appendix O).

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6 The Planning and Development Framework

Introduction

As already stated, perhaps the most significant management tool for preserving the special character of the Town is the planning and development legislation and policies as enacted by the Bermuda Government. The submission document identifies the special architectural character of the Town as one of the defining elements of the proposed World Heritage Site and as such it is vital that this special character is preserved or enhanced when development proposals are being considered.

The Town is a living place and therefore alterations or additions to existing buildings will be permitted. However, the significance of the site, demands that such alterations or additions must either preserve or enhance the special character of the building or area.

Economic activity in the Town is vital if there is to be continued investment in the historic building fabric of the Town, and the maintenance of its special character. The key to future economic development in the Town is to ensure that it is sustainable. The architecture and building techniques employed in the Town represent a unique and homogenous style, therefore, it is essential that the special character and appearance of building in the Town, whether by alteration, addition or new building, accurately and sympathetically reflects this unique character.

The planning process can provide an opportunity to raise awareness amongst landowners that their site might have archaeological potential. This may allow the opportunity for archaeological investigation to take place when new development on a site is proposed.

Objectives

- To conserve and enhance the special character of the World Heritage Site;
- To permit new development and investment while retaining St. George's unique character;
- To ensure an effective and efficient process for managing alterations and additions to existing buildings and structures;
- To ensure that owners of historic buildings have access to expert advice and assistance and to provide a mechanism for financial assistance;
- To ensure that the boundary of the site and the buffer zone offers the best protection to the site and remain the most appropriate.
- To allow archaeological investigation to take place prior to redevelopment;

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Present Management

The Department of Planning

The Department of Planning provides the land use and conservation policy context for the Town and processes planning applications and building permits. Decisions on planning applications are made by the Development Applications Board (DAB), which is appointed by the Minister responsible for Planning. The full Board meets every two weeks, or as needed, to consider major planning applications or any applications which have been officially objected to. A sub-committee of the Board, the Development Applications Committee (DAC), meets every week to consider smaller applications. There is a right of appeal to the Minister and this will normally be heard by an independent Planning Inspector appointed by the Minister, although the final decision is the Minister's.

Development and Planning Act 1974

Planning legislation is contained in the Development and Planning Act 1974, while planning policies are contained in the Bermuda Plan 2008 Planning Statement. The provisions of the Plan that are relevant to the Town are set out below.

Under Section 30 of the Act the Minister responsible for Planning may add buildings to the Register of Listed Buildings and a defined procedure is detailed therein. Under Section 30(1) the Minister to amend the Register, but unlike the procedures stated for the Listing of a site, there were no procedures in the Act for their removal. In 2013, the Ministry adopted a procedure that any building that is considered for removal must go through a public consultation process before the Minister shall make a decision.

The Bermuda Plan 2008

The Department of Planning prepared the Review and Strategy Report 2007, which provided background research and material for the production of a new development plan to replace the Bermuda Plan 1992, which pre-dated the formation of the World Heritage Site in December 2000 as well as the creation of Listed Buildings in 2001. In May 2008 the Draft Bermuda Plan was launched, and following a public consultation period and objections tribunal, the final Bermuda Plan 2008 became operative in June 2010. The relevant sections pertaining to the World Heritage Site are compiled in Appendix X.

Chapter 21: Historic Environment of the Bermuda Plan 2008 greatly expanded on the policies included in the Bermuda Plan 1992. These policies were developed to meet the Historic Environment objectives, which are to conserve buildings of architectural and historical importance, to conserve areas of special architectural, historical or cultural significance, and to conserve sites of archaeological significance and to ensure that archaeological excavation work is conducted prior to development.

Historic Protection Areas had been introduced under the previous plan and the policies preserving the established historic, architectural, or cultural character of the area were maintained in the new plan. However, specific policies for the Town of St. George Historic Protection Area were added related to setbacks, building frontages, the physical attributes of buildings, building materials, maximum building heights, and a ban on reflective glass. Furthermore, Historic Protected Areas were added to four sites within the World Heritage Site designation that had not been covered under the Bermuda Plan 1992: St. David's Battery, Paget Fort, Smith's Fort, and Fort Cunningham.

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New policies for the Historic Environment were also introduced in the Bermuda Plan 2008. One set of policies covered Listed Buildings, offering protection from development which would be detrimental to the established historic or architectural importance of the building, its setting, or any outbuildings on the property. Policies were also included to protect the World Heritage Site and buffer zone (the boundary of the Corporation of St. George), ensuring that no proposal would adversely affect the World Heritage Site, while also minimizing the scale and massing of new development, as well as preserving the aspect and prospect of the Town. Finally, policies were introduced to ensure that the physical attributes of buildings should respect the character and visual integrity of the Town and its related fortifications. Finally, requirements for Preliminary Archaeological Assessments and Archaeological Management Plans were introduced for any proposal affecting a Listed Building, Historic Protection Area, or any site deemed to have archaeological significance.

In addition to these provisions for Historic Protection Areas, Listed Buildings, the World Heritage Site, and sites of archaeological significance, the Bermuda Plan 2008 changed the Base Zoning for those areas that comprise the World Heritage Site. In particular the Development Base Zones for the Town were changed in the new plan from Residential and Commercial to Residential and Mixed Use, following the existing boundaries. In Chapter 30: Mixed Use, the Town of St. George was acknowledged as a community centre with an objective to support further development but also encourage development which both complements and contributes to the Town's historic significance and identity. Within Mixed Use, a greater variety of permitted and discretionary uses are allowed and many development regulations are at the discretion of the DAB. However, within the Town of St. George Mixed Use Zone, special policies are included to align with the Historic Environment regulations.

With Chapter 26: Residential, special provisions are included for the Town of St. George to preserve its special character in the Residential Base Zone. This includes providing the DAB the discretion to relax a number of development standards to allow new development to both fit into its unique urban fabric, while still maintaining and enhancing the Town's distinctive architectural and historical character. Again, provisions are made within the Residential Zone to ensure the Historic Environment policies are maintained.

Many of the outlying fortifications that comprise the World Heritage Site fall under Nature Reserve or Park Conservation Base Zones (Chapters 14 and 15, respectively), which have very strict development standards. These include the fortifications on Coney Island, Ferry Reach, St. George's Island, the islands in St. George's Harbour, and the islands in Castle Harbour. Two fortifications, Fort Victoria and Fort Albert, are located within a Tourism Development Base Zone (Chapter 27), which is more permissive, but these as all parts of the World Heritage Site are also covered by Historic Protection Areas, then they are all covered by the Historic Environment policies.

Finally, the Bermuda Plan 2008 Planning Statement established a series of specialist consultations to provide advice to the DAB for any planning application affecting the World Heritage Site, including the Historic Buildings Advisory Committee, the St. George's Preservation Authority, and the National Parks Commission. In addition, the World Heritage Site Management Committee is also consulted on major development proposals that affect the World Heritage Site.

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Guidance Notes

While the Historic Environment section of the Bermuda Plan 2008 was greatly expanded, a number of guidance notes were created in order to provide more detailed advice on the preservation policies. Three guidance notes were produced for the Bermuda Plan 2008 that relate to the World Heritage Site and two additional guidance notes were produced in 2010 and 2014:

- GN 119 Archaeological Assessments
- GN 201 Development in the Town of St. George
- GN 203 Alterations or Additions to Listed Buildings and/or Buildings Located Within Historic Areas
- World Heritage Site: Guidelines for Advertising Signs
- Listed Building and Historic Protection Area: Guidelines for Windows, Shutters, and Doors.

Historic Buildings Advisory Committee

The Historic Buildings Advisory Committee (HBAC), is a subsidiary committee of the Development Applications Board (DAB) composed of historians, architects, and members of the construction industry to provide specialist advice to the DAB on development proposals that affect Listed Buildings, Historic Protection Areas, sites of archaeological importance, the World Heritage Site, and World Heritage Site buffer zone. In addition HBAC also provides comments to the Minister responsible for Planning on buildings that should be added to the Register of Listed Buildings.

The Town of St. George (Protection of Buildings of Special Interest) Act 1950

The St. George's Preservation Authority was established under the Town of St. George (Protection of Buildings of Special Interest) Act 1950. The Bermuda National Trust provides three of the seven members of the Authority, while the Corporation provides four including the Mayor as Chair of the Authority. The Authority is empowered to issue building permits and, thereby, control all new development within the Scheduled Area. However, in order to do this it must issue Building Permits and have a capital budget to be able to fund at least 50% of the cost of enhancement works to buildings. The Authority has very limited resources and therefore doesn't issue permits but it does provide comments and advice to the DAB on proposals within the Scheduled Area. Under the Bermuda Plan 2008 Planning Statement, a policy was added to allow the DAB to request advice from the SGPA on any proposal affecting the Town of St. George Historic Protection Area as well as the World Heritage Site or World Heritage Site buffer zone.

The SGPA has worked with the Department of Planning and HBAC on producing two guidance notes on signage, as well as windows, shutters, and doors.

Corporation of St. George

The Corporation is a consultee on planning applications within the Corporation area (which is the same as the proposed WHS Buffer Zone).

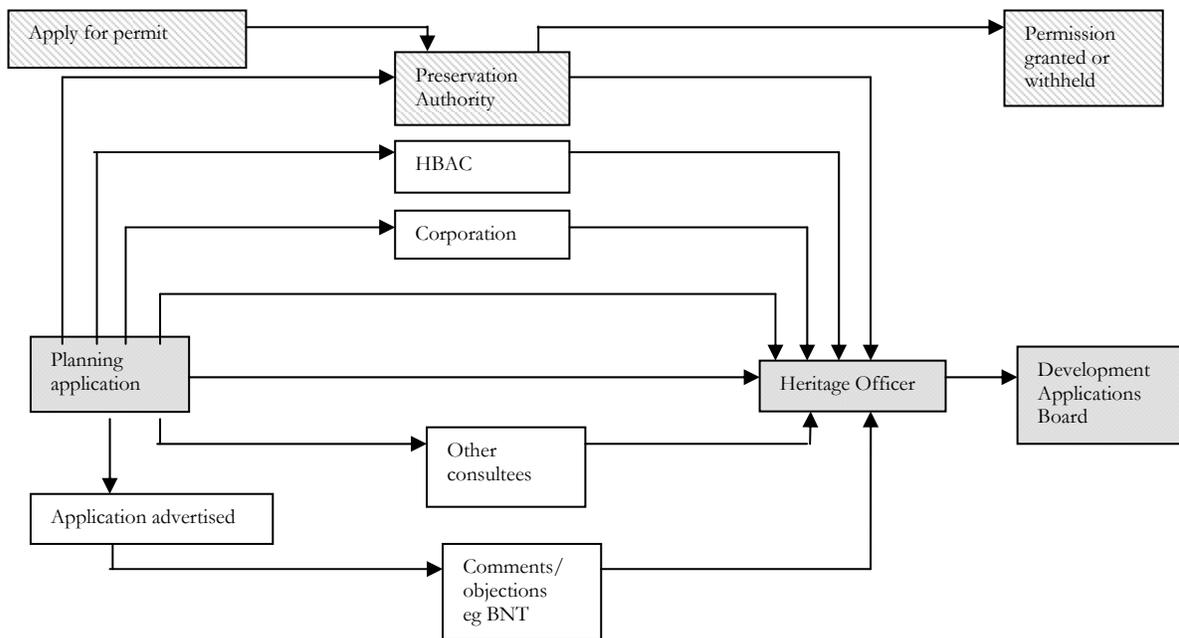
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Other Consultees

The Bermuda National Trust, through its Historic Buildings Committee, monitors and comments on development proposals that affect historic buildings or impact on the natural environment.

Current Consultees on Planning Proposals in the Town

At present, a planning application submitted for development within the Old Town is subject to a number of consultations. The St. George's Preservation Authority and the Corporation are important consultees, as is the Minister's Historic Buildings Advisory Committee (HBAC). However, this can sometimes lead to delay in handling the application and has the potential of the different bodies offering different advice on the same proposal through no consultation. The opportunity exists to make this consultative system both more effective with regard to the quality of decision and less time consuming and complex for the applicant.



The Building Code Regulations 1991

Section 513.1 of the Building Code Regulations 1991 states;

“For the purposes of existing buildings or structures listed under section 30 of the Development and Planning Act 1974, the provisions of this code shall not be mandatory provided that the intent of the provisions of this code in respect of public health, safety and welfare is, in the opinion of the Building Official, satisfied.”

This section of the Code enables the Building Official to take into account the potential impact of a requirement of the Code on the special character of a listed building. In order to preserve or enhance the special character of a listed building a variance to the Code may be allowed, provided that the Building Official is satisfied that the *intent* of the Code is being adhered to. The general authority of the Building Official to issue directions, including

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permitting a variance to the Code that would preserve or enhance the special character of a listed building, is also referred to in paragraph 2.10 of the Bermuda Residential Building Code 1998.

The Building Official also has the discretion to allow a variance to the code for a new building or an addition to an existing building within the historic Town to ensure that its character is retained.

The Bermuda Building Code is currently being updated and a draft should be ready for public consultation in 2014.

Interest Free Loans for owners of listed buildings

Government has set aside capital resources in the financial year to provide assistance to the owners of listed buildings who wish to carry out repairs and restoration work that preserves or enhances the building's special character. This assistance is in the form of an interest-free loan.

The Enforcement of Planning Control

Part 10 (Sections 62 – 69) of the Development and Planning Act 1974 sets out details for the enforcement of planning control. An enforcement notice may be served on the owner or occupier of land where development is alleged to have taken place without the grant of planning permission or a building permit. In the case of unauthorised work to a listed building, an enforcement notice may require the land or building to be restored to the condition it was in before the alleged development took place. This may require the demolition or alteration of any unauthorised alterations to a listed building. If the enforcement notice is not complied with then the owner or occupier of the land may be subject to imprisonment, a fine or both.

Development Brief Area



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The property comprises 124 acres and is located at the northern most point and eastern end of Bermuda, just north of the Town of St. George and within the jurisdiction of the Corporation of St. George. The site is owned by the Government of Bermuda and includes an 18 hole golf course, a beach, and three historic forts: Fort Victoria, Fort Albert and Fort William/Western Redoubt that are part of the World Heritage Site designation.

The first hotel on the site, the Holiday Inn, opened in 1971 and this development radically altered Fort Victoria, demolishing the central barracks and replacing it with a swimming pool and shuffle board deck. In 1983, the property became Loews Inn, while in 1985 Club Med took over its operation. The hotel closed in 1989 and remained vacant, under the control of Club Med, until the original 125 year lease was handed back to the Government of Bermuda in 1997. A new tourism development was proposed the Park Hyatt (St. George's) Resort Act 2008 was passed to provide a 131 year lease. In August 2008, the above ground structure of the hotel building was demolished and removed from the site, with some elements of the hotel foundations and associated reinforced concrete basement retaining walls remaining. The swimming pool, shuffle board deck, and the physical plant were all removed from Fort Victoria, as was the 9.2 inch breech loading gun from the site. Plans for the new development were reviewed and approved, but after several years without commencement, the Act was repealed in 2013 and new developers are being sought as part of a Request for Proposal (RFP).

Summary of Achievements

The Bermuda Plan 2008 provides a balanced approach to regulate development within the World Heritage Site, allowing the Town to continue to grow but to protect the unique historic character of the area. In addition, a number of guidance notes for the Town have been prepared to explain the regulations and to help owners understand the need to protect against unsympathetic development. However, the following proposals are intended to further enhance this situation:

- i. The legislative and policy framework for protecting the proposed WHS will be monitored to ensure that the proposed WHS is adequately protected.
- ii. The consultation process will be reviewed and, where necessary, will be made more effective and efficient and will ensure that the DAB benefits from specialist advice and guidance when making decisions on proposals within the proposed WHS area.
- iii. Detailed and expert guidance will be made available to owners and other interested parties interested in carrying out development in the Town.
- iv. A system for enabling archaeological investigation prior to new development within the proposed WHS area has been developed.

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7 Preservation and Enhancement

Introduction

In addition to creating a robust planning framework, the Plan seeks to ensure that the resources are available to preserve, conserve and, where appropriate, enhance the historic fabric of the Town. One of the basic tests that the site must satisfy in order to maintain its WHS designation is that of authenticity.

When considering preservation, it is essential to look, not just at individual historic buildings, but at the Town as a whole. It is a living breathing entity – not a museum, but every change or alteration to the physical characteristics of the Town, from a signpost to a new building, must demonstrate a sensitivity to the character of the Town as a whole.

The World Heritage Site and World Heritage Site Buffer Zone comprise 190 Listed Buildings and 23 Historic Protection Areas. This allows any development to be assessed by the Historic Buildings Advisory Committee and the St. George's Preservation Authority, to ensure there is no detrimental impact to the World Heritage Site.

Key stakeholders, such as the Corporation of St. George, the Bermuda National Trust, the St. George's Foundation, the Department of Parks, and the Department of Conservation Services continue with projects to upgrade and enhance the buildings, public spaces, and fortifications within the World Heritage Site.

Objectives

- To ensure the retention of good quality authentic buildings and their details;
- To ensure that adequate building materials and techniques exist to maintain the authentic quality of the buildings and fortifications;
- To establish an accurate picture of the condition and vulnerability of all the historic buildings and structures within the proposed WHS;
- To monitor the effectiveness of policies to secure improvement and repairs;
- To raise the standard of design proposals affecting buildings and sites within the proposed WHS area;
- To identify a programme of enhancement and improvement projects and secure resources for its implementation

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Present Management

Ensuring Authenticity

Following the WHS designation in December 2000 and Listed Buildings in 2001, property owners were notified in writing of the special character of the Town and its buildings, and the need to protect and preserve them.

A number of bodies, including the Historic Buildings Advisory Committee, the St. George's Preservation Authority, and the Department of Planning, provide guidance and advice regarding retaining the authenticity of an historic building when proposals are being made to make alterations to it. In addition, the Heritage Officer has implemented a preconsultation process for owners of buildings within the WHS to seek advice before submitting applications. Issues can therefore be dealt with beforehand, which will then speed up the processing times for applications.

To supplement this, guidance notes have been prepared relating to renovations of Listed Buildings and properties within Historic Protection Areas and applications for the Town of St. George Historic Protection Area in particular. Full colour guidance notes with examples of good and bad designs have also been published for signage within the WHS, as well as windows, shutters, and doors for Listed Buildings. Finally, in 2002 the Bermuda National Trust and the Department of Planning published the *Traditional Building Guide: Advice for Preserving Bermuda's Architectural Heritage* to assist owners in maintaining and renovating their historic buildings.

The Condition of Historic Buildings in the Town and Fortifications

A basic condition survey of buildings in the Town was completed by the Bermuda National Trust's Archaeology Committee in 2003, while photographic surveys are carried out on a regular basis, in order to provide a photo historic of prominent buildings and major views throughout the Town.

In 2013 a survey of derelict buildings was carried out by the World Heritage Site Management Committee. Derelict buildings are problematic as in many cases the property had been inherited by a number of family members and due to disagreements on how to proceed, or the inability for one member to buy the other members out, a building will sit vacant and slowly deteriorate. However, the Corporation of St. George is keen to resolve this issue and will be looking at potential buildings that can be rehabilitated.

Stewardship: Non-governmental

The Bermuda National Trust owns many of the most significant buildings in the Town and maintains a number of military cemeteries in St. George's Parish. The Trust carries out archaeological, archival and architectural research in the Town. It also provides some guidance and advice on historic building/ architectural matters.

The Corporation of St. George owns a number of important buildings, some of them historically significant. Storekeeper's House on Ordnance Island was in very poor condition but was renovated to provide ground floor offices for the Corporation as well as upper level apartments.

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The St. George's Preservation Authority can make Protection Orders on important buildings (21 already exist). However, in order to issue a Protection Order the Authority has to pay compensation and, at present, its resources are limited.

The St. George's Foundation develops and manages projects to enhance the Town. It provides funding for repaving the pedestrian priority streets in the historic core of the Town. They also renovated the Queen's Warehouse at Penno's Wharf to create the World Heritage Centre.

The Foundation, working with the Corporation of St. George, has raised funds to repave a number of streets throughout the Town.

Barber's Alley

Taylor's Alley

Customs House Square

Tiger Bay Walkway

Featherbed Alley

Blacksmiths Hill

Pilot Darrell's Square

Water Street

Pound Alley

Church Lane

Smith's Garden

Broad Alley

Silk Alley

One Gun Alley

Stewardship: Government

The Ministry of Public Works manages Government-owned property in the Town, including the site of the former Club Med hotel, and the site of the former St. George's Secondary School.

The Department of Parks and the Department of Conservation Services manages the fortifications within the WHS, maintains them and provides enhancements to the site.

The Department of Planning manages the listed building initiative, including the administration of an interest-free loan scheme. It also provides guidance and advice on conservation/ architectural/ building matters.

The Historic Buildings Advisory Committee identifies buildings and areas to be protected for their architectural or historic significance. It also approves work to listed buildings which qualifies for financial assistance.

The Bermuda Fire Service, in conjunction with the St. George's Fire Brigade, provides fire-fighting services for the Town, as well as regulations, advice and guidance on fire, and fire prevention matters.

Proposed Action

- Create guidelines for appropriate "Town accessories" such as benches, lighting, road surfacing, signs etc.
- Continue to develop incentives for owners of historic buildings.
- Create plan for recycling of derelict properties, rehabilitating them for active use.

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- Investigate the availability of authentic materials for use in WHS area, especially non-renewable resource such as Bermuda stone. Develop a programme to ensure that a stock of materials is available for use on restoration projects. Consider programme for recycling materials from demolished buildings throughout Bermuda.
- Update the *Bermuda Traditional Building Guide* that was produced by a partnership between the Bermuda National Trust and the Department of Planning.
- The need for skills and expertise will be reviewed and, where these skills are in short supply, a training programme should be developed to promote traditional skills amongst young Bermudians.
- Set up programme of WHS awareness for residents and all groups and individuals responsible for preservation of public and private property, suppliers of material, architects, contractors, etc.
- Create risk preparedness plan for WHS area; detailed recording of all buildings and forts will enable accurate repairs/reconstruction in the event of disaster, eg fire or hurricanes.
- Review any other threats to the historic fabric of the Town, eg the impact of vibration caused by large vehicles, heavy machinery etc.
- Work on promotional signage for the Town, to both raise awareness within the local community as well as celebrate the honour of being a World Heritage Site.

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8. Traffic and Transport

8.1 Introduction

St. George's narrow roads and alleys contribute significantly to the unique character of the Town. Therefore, it will be essential that the way in which traffic and transport issues are managed will balance the needs of a living, working Town with the need to preserve the character of the World Heritage Site.

The Government of Bermuda prepared a comprehensive National Transportation Plan and, in this context, the Government, the Corporation of St. George and the St. George's Foundation have developed a plan to further improve transport options for residents and visitors to St. George's. However, there were objections from the business community about losing parking spaces in the centre of the Town near the shopping area. The primary objective of transportation improvements for St. George's is to develop outlying areas for parking of individual modes of transport (such as cars and bikes), while reserving the closer in areas for higher capacity modes of transport (bus, ferry, mini-bus, and taxi). By minimising vehicular traffic in the central area the plan will encourage further improvements in the pedestrian environment and in the quality of the historic Town generally.

8.2 Objectives

- To reduce vehicle and pedestrian conflicts by giving greater priority and space for pedestrians;
- To ensure that adequate public transport is provided to support the World Heritage Site;
- To introduce traffic management measures designed to limit the impact of traffic on the historic areas of the Town; and
- To provide adequate parking facilities for the general public and residents in locations that do not detract from the character of the Town as a World Heritage Site.

8.3 Present Management

Traffic

Bermuda remains one of the few countries in the world that limits car ownership to one per household, with no rental cars available for visitors to the Island (although they are permitted to rent auxiliary cycles). Government also controls the physical size and engine capacity of vehicles that can be used on the island. The legal framework for these restrictions is contained in the Motor Car Act 1951, and its amendments, which is implemented through the Transport Control Department of the Bermuda Government.

In St. George's, responsibility for managing traffic is shared by the Corporation of St. George and the Ministry of Public Works of the Bermuda Government. The narrow width of streets in the Old Town, many of which are single carriageway only, means St. George's has limited capacity for absorbing traffic. The only route through the Town is York Street, although it could be possible to connect Secretary Road to Suffering Lane through the golf

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course would provide an alternate route to the north of the Town to the proposed tourism site.

In recent years, two areas have been closed to vehicular traffic during peak times. Water Street west is pedestrian only weekdays from 8:00am - 4:00pm. Similarly, King's Square was pedestrian only during the weekdays, but in 2011 the Corporation installed large brick planters to shut off the majority of the square from vehicular access. These planters are only removed for special events, such as the annual Peppercorn Ceremony. While current plans do not include a total removal of vehicles, securing alternative locations for taxis, bikes and private cars will dramatically reduce the impact of vehicular traffic in the areas that pedestrians frequent.

Parking

Public car parking is managed by the Corporation of St. George. All-day car parking is provided at only two locations: Todd's Wharf to the east of the Town, and at Tiger Bay to the west of the Town. During the weekdays, one hour parking between 9:00am and 5:00pm is permitted along the edge of King's Square, Custom's Square, Hunter's Wharf and along marked bays on York Street. Resident's parking is also permitted along Church Lane with a special permit issued by the Corporation of St. George. All-day cycle parking is allowed on Ordnance Island, while one-hour cycle parking is available at Kings Square and Custom's Square, between 8:00am and 4:00pm. There is no charge for parking anywhere in St. George's although . The overall objective is to accommodate the majority of the car and bike traffic on the outskirts of the historic centre, thus encouraging pedestrian activity within the centre.

Public Transport

The public transportation service in Bermuda is operated by the Bermuda Public Transportation Board (PTB). All parts of the Island are served by the public bus system, with walking distances to a bus stop rarely exceeding ½ mile. Four bus lines operate between the Town and the main Bus Terminal in the City of Hamilton, located in the centre of the Island. There is also a seasonal bus service between the Town and Clearwater Beach in neighbouring St. David's Island.

While the Town of St. George is well served by the public bus system, insufficient space exists to adequately queue buses and load customers. There are four bus stops in St. George's; three on Duke of York Street and one at the Bus Depot located across from the old St. George's Secondary School site. The primary bus stop is located in the heart of the Town on York Street, with good access from Water Street. This bus stop lacks adequate space for passenger queuing.

From April to October a weekday public ferry service operates between the main cruise ship terminal at the Royal Naval Dockyard and St. George's. This ferry service, operated by the Department of Marine & Ports Services, coincides with the cruise ship season to facilitate the transportation of cruise ship visitors from the west end to the east end of the island. A commuter ferry service between St. George's and the City of Hamilton was cancelled due to budget cuts. Originally, the ferry terminal was located at Todd's Wharf on the east end of the

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Town but this was moved to the former cruise ship terminal at Penno's Wharf, which is next to the World Heritage Centre.

The St. George's Mini-bus Service, a private enterprise operates in the Town providing trips for residents as well as visitors between the Town Square and Tobacco Bay/Fort St. Catherine. In addition, a vehicular train offers tours of St. George's using the existing road network.

Taxis currently stage in four areas; on the Square in front of White Horse Tavern; on the Ordnance Island Bridge (west side only); on Ordnance Island, close to the Cruise Ship Terminal and at the western edge of Penno's Wharf Cruise Ship Terminal, when cruise ships are in port. Taxi tours (for cruise ship passengers) stage on Ordnance Island, adjacent to the Cruise Ship Terminal and at the western end of the Penno's Wharf Cruise Ship Terminal. Taxis on tours from other parts of the Island queue along the Ordnance Island Bridge awaiting their customers.

Auxiliary cycle rentals are available at two locations in the Town.

The Visitors Information Centre (VIC), operated by the Bermuda Chamber of Commerce provides information about transportation services and bus/ferry passes and tickets are available from here and the Post Office.

8.4 Proposed Actions

- Improved public bus service amenities including better facilities to queue buses and load passengers.
- Improved ferry service to St. George's for commuters and a weekend service.
- Integration of the mini-bus service with the public bus and ferry systems by providing transfers between the transport services and improved amenities for mini bus service in St. George's.
- Proposals for car and bike parking facilities to direct traffic away from the historic core of the Town.
- Proposals for further improvements to the pedestrian environment.

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9 Tourism

Introduction

Tourism is one of the two major industries that drive Bermuda's economy. From its early beginnings in the late 19th century, the tourism industry has seen a variety of highs and lows, averaging around 575,000 visitors per year. There has been a shift in the market over the past 10 years, with the number of visitors arriving by air decreasing, and cruise ship visitors increasing. In 2013, 340,030 visitors to Bermuda arrived by cruise ship compared with 236,343 air arrivals. This has had an impact on the entire island and especially the Town of St. George. In this context, it is important to review the impact of cruise ships on the World Heritage Site status of the Town and its surrounding forts. It is also necessary to consider how an increase in the number of visitors – as is normally the result of World Heritage Site designation – will affect the historic, cultural, architectural and social fabric of the Town.

Objectives

- To expand and improve cultural tourism in St. George's and Bermuda;
- To manage large numbers of visitors, especially those arriving by ferry, so that:
 - the integrity and charm of the site is retained;
 - the fabric of the historic buildings is not compromised;
 - the experience for visitors is a positive one;
 - the amenity of life in historic St. George's is preserved for residents.
- To create a new directional and informational signage for visitors to the Town and fortifications.

Present Management

The Bermuda Tourism Authority develops and manages tourism policy. It also provides grants to help fund attractions, events and tours, and is responsible for establishing, monitoring and enforcing the cruise ship policy and contracts.

The Chamber of Commerce runs the Visitor Information Centre (VIC), with major funding from the Bermuda Tourism Authority.

The Corporation of St. George manages the town, from the docks and parks, to the streets and trash collection (see Section 1 for detail of management responsibilities).

Transport is provided by a variety of sources (see Section 8 of this plan).

Interpretation of the historic sites is provided by a variety of sources (see Section 10).

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Management Issues

a) Visitor management

Because of its remoteness, Bermuda has always had control over the number of visitors reaching its shores by air and sea – and thus the ability to monitor numbers accurately. However, it is difficult to assess the number of visitors actually going to St. George's. Relatively few stay in the old town, due to the lack of a major hotel, although there is the St. George's Club timeshare and a number of smaller guesthouses throughout the Town.

b) Cruise ships

Changes in the cruise ship industry and the preference for the larger 'post-Panamax' ships unable to travel through the Town Cut Channel into St. George's Harbour, have led to a drastic reduction in the number of cruise ships docking in the Town. Between 2007 and 2011 this number fell from 108 to 2, with the resulting number of direct cruise ship visitors falling from 126,158 to 1,023. At the same time, following a study by the Ministry of Tourism and Transport, the Royal Naval Dockyard in the west end of the island became the main cruise ship terminal for Bermuda. Major upgrades to Heritage Wharf were completed in 2011 to accommodate two 'mega cruise ships' at once. While smaller cruise ships may make sporadic visits to the Town, the loss of visitors and especially the crew has had a negative economic impact on St. George's.

In 2011, a study on widening the shipping channels in Bermuda, including the Town Cut, to facilitate these larger cruise ships was completed by the Ministry. In order to widen the Town Cut would involve dredging the channel as well as demolishing most of Higgs and Hen Island. The widening would also change the tidal patterns in St. George's Harbour, and result in additional flooding of the Town during a hurricane. Currently the proposal to widen the Town Cut has been shelved indefinitely and the Ministry is looking at working with cruise lines that have smaller ships.

c) Education and marketing

In order for cultural tourism to flourish in the proposed World Heritage Site, it will be necessary for Bermudians and especially St. Georgians to buy in and feel involved. The early flush of pride engendered in the local community by the designation has not been sustained, despite regular historical themed events that occur in the Town. While Bermudians believe their island is very special, they are not, for the most part, especially knowledgeable about the significance of their history and architecture. Preservation and care of the World Heritage Site will be guaranteed only if everybody appreciates what a treasure they have in St. George's and surrounding forts.

Current educational programmes for the World Heritage Site are managed by the Bermuda National Trust, which incorporates the island's built and natural environment. These primarily target middle and primary school children and consist of school visits as well as summer camps. In 2005, the St. George's Foundation completed the World Heritage Centre with a number of exhibits dedicated to the World Heritage Site. They also provided an education programme but this ceased in 2008.

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In addition, the Tourism Ministry's marketing strategy should make good use of the proposed World Heritage Site designation of St. George's and forts.

d) Cultural Tourism

The WHS submission committee promoted the idea that the dedication of the Town of St. George and its Related Fortifications would increase its appeal as a major cultural tourism destination. In addition, the designation will raise the profile of the area, at home and overseas. Consequently, the designation was promoted as having a positive economic impact to the Town. However, there was no way to monitor this metric, also Tourism visitor exit polls consistently rated the desire for a better and more expansive cultural tourism product across the island.

Additionally, care needs to be taken to protect this "product", ie the historic structures, with good visitor management, and to ensure that the ancillary services are up to standard. The latter includes interpretation of the site – web site, videos, books, brochures, etc – and the fundamental infrastructure (bathrooms, transport, accommodation, etc). The benefit of a growth in cultural tourism – statistically proven to be a high-end, higher spending group of visitors – will be to decrease mass tourism, which is not well suited to this small and potentially fragile historic site. There is also an opportunity through re-enactments and guided tours to use the authentic fabric of history to bring the Town's story to life.

e) Accommodation

There is a need for more accommodation in the Town of St. George. This has focussed on the 124.81 acres Tourism Development Site (the former Club Med Hotel) to the north of the Town, which incorporates three WHS fortifications and impacts a fourth. In 2008 a developer had been issued an Act providing a 262 year lease and in-principle planning approval, and the Government demolished the old hotel, golf club and the swimming pool, shuffle board deck, and physical plant from Fort Victoria. In addition the emplaced 9.2 inch Breech Loading Gun from Fort Victoria was dismantled and relocated to the Royal Naval Dockyard, where it will be installed. While an in-final planning application had been submitted and approved in 2010 there was no further movement on the re-development of the site and consequently, in 2013, the Government repealed the 2008 Act. The Department of Planning has revised the Development Brief and the Ministry of Tourism is seeking new developers.

Currently, the St. George's Club, a 71 unit cottage colony, and Aunt Nea's Inn at Hillcrest, a 14 unit inn, provide the main tourist accommodation for the World Heritage Site, although there are two major hotels, Grotto Bay Resort and Tucker's Point Resort in nearby Hamilton Parish. In recent year, a number of bed and breakfasts or apartments rentals have opened and thrived in the Town using an online booking system, such as www.airbnb.com. Of particular note, a historic carriage house on Clarence Street was converted into one bedroom split-level guesthouse that won a Bermuda National Trust Preservation Award and has proven so successful that a detached second guesthouse on the site is planned. This tourist model is especially suited to the Town of St. George, which contains a number of derelict or underutilized properties that could be renovated to provide similar tourist accommodation. Furthermore, as a small urban centre, shops, restaurants, supermarkets, and public transportation are no more than a five minute walk away.

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Providing and improving facilities for visiting yachts is a potential area of growth for a niche visitor market in the Town and a marina off Ordnance Island is being planned.

Proposed Action

- More information is needed on visitor numbers to St. George's, including market research on what they do, what they spend, what they would like to do, etc. This would enable a visitor management plan to be developed, ensuring that suitable infrastructure and entertainment can be put in place in the likely event of an increase in the number of visitors to a World Heritage Site. Such a plan would include measures to move the visitors to the various sites (forts, beaches, etc) so that they do not remain en bloc in the center of the historic area, detracting from their own experience.
- Custodians of accessible historic sites need to provide effective signage and brochures, and management of numbers of visitors at their site at any one time.
- A clear communications strategy needs to be developed to further educate people of all ages, especially those in the St. George's area, on the significance of their architectural heritage and historic legacy.
- Greater use needs to be made of the historic area of St. George's and Forts in the national curriculum .
- World Heritage Site designation should be a key element in the Department of Tourism's marketing strategy.
- A plan for cultural tourism is being developed by the Department of Tourism.
- Look for new developers for the St. George's Tourism Development Site.
- Look at different tourism models, such as guesthouse, bed and breakfast, and hostel accommodation as ways to promote private enterprise as well as incorporate derelict and under-utilized building stock in the Town.

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10 Interpretation, Education and Training

Introduction

One of the significant benefits of WHS status is the increase in awareness amongst residents and visitors that the site is very special and worth preserving. The goal of creating a dynamic living history experience in St. George's will be realised by: creating informative, entertaining interpretive programmes; educating the public about the unique history; and culture of St. George's, and ensuring that guides, interpreters, and museum staff are adequately trained to bring the extraordinary history of St. George's to life.

The World Heritage Centre serves as a hub for interpretation, education and training in the Town. It will serve as an orientation centre for visitors to St. George's and provide information on the places of historic and cultural importance in St. George's.

The Bermuda National Trust provides an excellent education programme for primary and middle school students.

Objectives

- To ensure that historic properties and other features of WHS interest are well signposted and interpreted without undermining the character of the Town or the forts;
- To maximize the use of St. George's as an educational resource and as a place to experience "living history";
- To ensure that the necessary skills are available locally to restore and preserve historic buildings and structures;
- To use archaeology to improve our understanding of history and support cultural tourism;
- To encourage and promote academic research to achieve a deeper understanding of the proposed WHS;
- To secure adequate resources to fund conservation and research studies in order to create a database of information for the public.

Present Management

The St. George's Foundation

The St. George's Foundation provides an educational, promotional and communications role for St. George's. An independent, non-profit body, the Foundation was formed to work in partnership with the local community, Government and the Corporation of St. George's, to act as a catalyst for change, and to raise the necessary funds for projects. They raised the funds to renovate the historic Queen's Warehouse on Penno's Wharf to create the World Heritage Centre, which incorporates permanent and revolving exhibits on the World

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Heritage Site, a multi-purpose theatre for films and lectures, event space and a catering kitchen, and finally a second hand shop.

The Bermuda National Trust

The Bermuda National Trust is a not-for-profit organization, formed in 1970 with a legislated mandate to preserve our built and natural heritage. To this end, its key areas of focus are education, preservation and advocacy.

Education plays an important role in all Trust programmes and Education Officer has developed a number of educational programmes and summer camps that incorporate the historic environment of the Town of St. George's.

The Trust owns and operates two museums within the Town, Tucker House and the Bermuda National Trust Museum. It also contributes to the cultural experience of the Town by organizing cultural tours and special events, such as the Christmas Walkabout, when most of the museums and other properties are open to the public. In addition, the Trust owns a number of historic buildings within the Town, and is considered the best resource on the island for finding skilled craftsmen and professionals to restore and conserve these buildings.

The Parks Department

The Department of Parks offers tours of all the island's forts. Fort St. Catherine and the Martello Tower have both undergone major renovations that incorporate new exhibits and interpretative signage. Parks also produced a visitor's brochure featuring the island's fortifications within the National Parks System.

The interpretation of the remaining major forts is improving as new interpretive signs are planning. The Parks Department sees one of their roles as supporting cultural tourism through its tours of the island forts by its Park Rangers. It also hires summer interns, to provide tours and guides through the forts, museums and exhibits.

The Corporation of St. George

The Corporation that handles the day-to-day running of the Town also organizes events that attract the public and visitors to the Town. They are a major partner in any event within the Town, such as the Plough Weekend, the Town's birthday celebrations, the Christmas Walkabout, and the Peppercorn Ceremony. They also maintain the ducking stool, the stocks and the historic cannons in Kings Square and Ordnance Island. The Corporation also licenses the blue badge tour guides through the administering of an exam.

The Department of Tourism

The Department of Tourism provides financial support for the cultural events and tours and markets them to attract visitors to the Island and the Town. The department is instrumental in funding the Visitor Information Centre (through the Chamber of Commerce) as well as the historical re-enactment the Corporation of St. George's. The department also produces guides and brochures and has a web-site (www.gotobermuda.com) which visitors can use to explore Bermuda. It could better coordinate and promote such historical events/tours focusing on the niche market of cultural tourists.

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Museums and Historic Properties within the World Heritage Site

- ***World Heritage Centre:*** located in the former Queen's Warehouse at Penno's Wharf, the World Heritage Centre is central to the promotion of the Town and Parish of St. George's. Lively, interactive histories are told through state-of-the art technology, participatory talks, historical re-enactments, and an ongoing programme of dramatic presentations, cultural activities and special events. The multi-functional building contains attractive, innovative and functional installations including an Orientation Exhibit, Interactive Education Centre, Retail Galleries, and Theatre.
- ***Tucker House:*** located on Water Street in the heart of St. George's, Tucker House was built in the 1750s and celebrates its most famous inhabitants, the Tuckers. Henry Tucker, President of the Governor's Council, moved into the house in 1775; his family remained there until 1809. A magnificent collection of Tucker family silver, china and crystal, antique English mahogany and Bermuda cedar furniture, portraits by Blackburn, and exquisite hand-sewn quilts are just some of the treasures on view. Tucker House also contains the Rainey Exhibit on Joseph Rainey, a free Black man from South Carolina, who operated a barber shop in or near the kitchen at Tucker House from 1862-1865. Following the end of the Civil War Rainey and his wife returned to the Carolinas in 1866 where he became the first African American US Congressman in 1870. Finally, there is the Archaeology Exhibit providing intriguing glimpses into the daily lives of the building's occupants over the centuries. The artefacts and display panels also chronicle the Tucker Family's connection to Colonial Williamsburg, Virginia, through Henry Tucker's brother, St. George.
- **The Bermuda National Trust Museum** at the Globe Hotel on York Street was once the offices of the Confederate agent, Major Norman Walker, were housed here during the American Civil War (1861-1865), which makes this significant historic building a most appropriate site for the permanent exhibit Rogues & Runners: Bermuda and the American Civil War. The video presentation, Bermuda: Centre of the Atlantic, features rarely-seen paintings and documents in telling the story of Bermuda and the forces which shaped her history.
- **Bermuda Heritage Museum** located at Samaritan's Lodge, 29 Water Street, Town of St. George, is operated by the Bermudian Heritage Association, with the aim of promoting the history and accomplishments of black Bermudians. The Leon Charles (Jimmy) Williams room (dedicated to the memory of this founding member) contains exhibits on the 1959 Theatre Boycott, Bermuda cedar, the discovery of the Crystal Caves, and the story of Venturilla, the first recorded human to set foot on Bermuda. The Beek Room contains exhibits of Sally Bassett, Mary Prince, as well as Native and South American, Portuguese African and West Indian slaves. The upper floor is dedicated to another founding member, the late Cyril Packwood, and contains many diverse exhibits. The Senate room highlights regalia and photos of the local political parties and Senate members. The Music Room of Fame contains exhibits on Bermudian musicians, the Gombeys, as well as local connections to African musical culture.
- **Unfinished Church:** Located at 1 Government Hill Road, the Unfinished Church is managed by the St. Peter's Church Vestry. Begun in 1874 to replace an aged and damaged St. Peter's Church, disagreements amongst the parishioners and the Church Vestry, as well as financial issues, meant that construction was suspended, even though the exterior work had all but been completed. Damage from subsequent hurricanes and

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the decision to repair St. Peter's Church, meant that the structure has endured as an iconic ruin overlooking the Town. Major structural work was carried out in 1998 and in 2009

One of the main reasons was strong difference in opinion within the parishioners. A local population felt that they would rather invest the money in repairing the old church instead of building a new one. There was also severe fund problems. The construction of this unfinished church was almost immediately stopped. In 1926, when the church remained incomplete, a strong hurricane destroyed much of the construction work carried out until then. Today, the picturesque ruins are a protected historic monument and part of the St. George's World Heritage Site.

- ***Mitchell House***. The St. George's Historical Society operates the historic on Featherbed Alley. Furnished much as it was when it was a private home, this typical Bermudian structure from the early 1700s houses artifacts and documents pertaining to the Island's earliest days. Featherbed Alley Printery located on Featherbed Alley in the Town has a working printing press brought to Bermuda in 1784 to print the colony's first newspaper.
- ***St. Peter's Church, Their Majesties Chapell*** located at 33 York Street, Town of St. George. It is the oldest Anglican Church outside the British Isles, and is the oldest Protestant church in continuous use in the New World. The first church on the island was built in 1612, but its location is unknown. A second church was erected on the site of the current church in 1619. The existing stone church dates to 1714, although it has been extensively renovated several times. Within the church, there is a baptismal font of Purbeck stone ca. 1450, two sandstone statues gifted from the Palace of Westminster, the 1660 Bermuda cedar pulpit, 1612 Communion Table and 1640 dole cupboard, along with exhibits of the Church silver. The historic graveyard contains the memorials to Governors, gentry, commoners, and slaves and was in use until the early 19th century. In 2012, Her Majesty, Queen Elizabeth II, in her Diamond Jubilee year and for the church's 400th anniversary honoured it with the title "Their Majesties Chappell", a term first used in the 17th century during the reign of King William and Queen Mary.
- ***The State House (formerly known as the Sessions House)*** located at 4 Princess Street. It was originally built by Governor Nathaniel Butler in 1620 in the "Italianate Style" and was one of the first stone buildings made of native limestone mortared together with lime and turtle oil. This was the seat of the judiciary and the legislature, as well as a magazine on the upper floor, until the capital moved to Hamilton in 1815. Afterwards, the Governor granted the building to Lodge St. George, No. 200, Ancient, Free and Accepted Masons on the role of the Grand Lodge of Scotland for a yearly rent of one peppercorn, which is celebrated during the annual Peppercorn ceremony. The original flat parapet roof was replaced by a pitched roof in the 18th century and the whole building was rebuilt in 1969 based on the design shown in a 1624 John Smith engraving.
- ***Fort St. Catherine*** located at 15 Coot Pond Road at the northernmost point of St. George's Island interprets Bermuda's forts and the island's early history. A significant part of Bermuda's military history, the present fort dates from the 19th century. There is also an underground maze of tunnels and munitions rooms. In 2008, the museum underwent a major redevelopment with new exhibits on the island's fortifications, the life of a soldier at the fort, as well as a significant collection of historic British ordnance.

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- ***The Martello Tower*** located in Ferry Reach National Park, at the extreme western end of St. George's Island. In 2008, the fortification was renovated and new interpretive signage was installed.

Historical Documents, Photographs, Paintings and Maps

The Bermuda Archives retains archival information relevant to the history and development of the Town and the forts. This includes early documents, photographs and maps. The archives are located within the Government Administration Building, 31 Parliament Street, City of Hamilton. In addition, the Forts Heritage Officer uses the conservation lab located at the Bermuda Maritime Museum as a resource for restoration and conservation of artifacts and historical memorabilia, which may be used in the museums.

Public Education and Information

- ***The Department of Cultural and Community Affairs*** develops programmes and disseminates information to the public about Bermuda's cultural heritage. Through the Department of Cultural Affairs, it produces a television show called "The Lernalots" in which children age 8 to 12 years old inform the public about cultural aspects of Bermuda. One recent episode focused on the forts and particularly on the forts surrounding the Town of St. George's in which the Curator of Forts was involved. The Department also produces an annual Emancipation commemoration programme as well as seasonal Historical Heartbeats Lecture Series programming which often involves the Town and provides financial assistance to the Corporation's "Heritage Nights". The Ministry of Community, Culture and Sports has recently assembled an ad hoc committee of six people made up of a cross-section of Government Ministries to research how the forts can become better cultural assets. The Department of Community and Cultural Affairs provides community classes at educational institutions throughout the island on various subjects that may be of interest to the public. Of these, some focus on Bermuda's history and heritage, the Town of St. George's and Bermuda's forts.
- ***The Ministry of Education*** has as one of its policies that Bermuda history must be a part of its public and private school curriculum. It introduces Bermuda history and especially the Town of St. George's history to students at the elementary level. In the middle school the teaching goes a step further and explores the lives of the early settlers. At the senior school level, history is combined with geography, political science, world history, and preserving our heritage to gain the greatest understanding of the development of the town and its subsequent effect on Bermuda as a whole. This school year, the Ministry will place greater emphasis on how effectively Bermuda's history will be taught by teachers to students. Furthermore, the curriculum will be evaluated and observed on a regular basis.
- ***Social Media***: The World Heritage Site Facebook page was created in September 2013 <https://www.facebook.com/TSGWHS>. Stories, articles, and events related to the World Heritage Site are posted on a regular basis, with a loyal following of 116 members and growing. This will be followed by a Tumblr microblog site in 2015 to further promote the town and its fortifications.

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Archaeology

With the help of the Bermuda National Trust and the Bermuda Maritime Museum a number of archaeological digs have already been undertaken within the Town and the surrounding forts. These have added to our understanding of the life and development of the area.

The Bermuda National Trust has its own archaeological committee made up of volunteers. It collaborates with the college of William and Mary and has overseas experts and student brought in on a regular basis to conduct digs. As a result of the submission for WHS status, the Trust currently has its expert conducting a survey of the Town in which sites are being prioritized and identified for further archaeological investigation.

The Bermuda Maritime Museum is the entity that conducts archaeological digs on and around the forts and has set up a yearly schedule of digs. The museum collaborates with Brown University and has an overseas expert, as well as, students brought into the island each year. It makes application to the Parks Department for permission to conduct digs, as most of the forts are located within park areas. This working relationship has revealed that there is a need for management agreements for dig sites involving the involvement of numerous government departments and particularly if forts are located in Nature Reserve areas.

In an effort to uncover more of Bermuda's history, opportunities to undertake archaeological investigation should be taken when sites become available for redevelopment. More discussion is needed on this, but initial suggestions are that this could perhaps be accomplished as part of the planning process.

Proposed Action

There is a wealth of information available on the history of the Town of St. George's, however there needs to be improved collaboration between the involved public and private organizations. The Departments of Tourism, Education and Cultural Affairs, the Chamber of Commerce, the Corporation of St. George's, the Bermuda National Trust and the St. George's Foundation all expose the public to the town's heritage in some manner, but how this is done can be improved. The proposed WHS Board will play a key role in ensuring this is accomplished through developing a collaborative vision for the area and ensuring a combined effort for implementation. Therefore, the following are proposed actions evolving from this collaboration.

- i. Educate the population of St. George's about the historical significance of the Town and the importance of preserving its unique building heritage and culture.
- ii. Develop a network of organizations to produce informative and entertaining interpretive programmes that collaborate and build on each other.
- iii. Increase awareness among students of the significance of the proposed WHS.
- iv. Provide information and training to guides, interpreters, teachers, museum staff and interested members of the public.
- v. Provide an avenue for exposure to expertise, skills and information on conservation and preservation from locally and overseas and make access to this easier.
- vi. Support and develop educational and training programmes that promote preservation and restoration skills.

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- vii. Improve existing signage and develop new signage that tells the history of the proposed WHS without compromising its integrity.
- viii. Ensure that the public can easily visit historic places of interest within the proposed WHS through adequate hours of operation, availability and access.
- ix. Identify and prioritise archaeological sites and secure funding for digs and interpretation of the sites.

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11 Maximizing Opportunities for St. George's and Bermuda

Introduction

Along with greater cultural awareness, one of the most tangible benefits of World Heritage Site status is likely to be a boost for the local economy through the growth of cultural tourism. Local businesses that serve visitors as well as residents will have an opportunity to capitalise on the benefits that World Heritage Site status can bring. However, it is vital that this economic benefit is not achieved at the expense of the integrity of the World heritage Site, nor at the expense of the quality of life of the existing St. George's community.

Objectives

- To realise the economic benefits of World Heritage status without a negative impact on the unique historic character of St. George's, the forts or the quality of life of the St. George's community;
- To maximize for Bermuda the economic benefits offered by World Heritage status;

Present Management

Chamber of Commerce

The St. George's Division of the Chamber of Commerce is composed of East End businesses of all categories. The aim of the division is to promote tourism and thus promote business in Bailey's Bay, the Bermuda International Airport, St. David's, and St. George's. An Executive Committee is elected annually at the Annual General Meeting. There are representatives from airport operations, hospitality, sales, shipping, professionals, the Corporation of St. George's, the St. George's Foundation and the Visitors Service Bureau on the Executive Committee.

The St. George's Division has held 'Think Tanks' to find ways and means to increase and progress business in the Old Town. For the past eleven years the committee has hosted a charity Golf Tournament. There is always a raffle or an auction where all prizes are donated as well as a prize-giving luncheon following the tournament. All proceeds raised from the Golf Tournaments are put back into the promotion of the East End in the form of supporting Market Nights (Seasonal summer event) and funding mixers to encourage membership to the East End.

Economic Empowerment Zone (EEZ)

In 2005 three Economic Empowerment Zones were established on the island: North East Hamilton, Somerset and St. George's. Since 2011, the Bermuda Economic Development Corporation (BEDC), a full time Economic Development Officer has been based in the Town to focus on issues involving the East End.

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These include:

- Provide Business Development advice and guarantee assistance to clients
- Provide support and advice to key St. George's Business and community organizations
- Develop and host seminars specific to business and community development
- Provide support and advice to the Olde Towne Market
- Assistance in the Development of plans identified in the National Tourism Plan
- Assist in the development of co-op opportunities that support Arts.
- Partner with key stakeholders to market St. George's leading to an increase in visitors to St. George's and increasing jobs in the tourism and retail sectors.

The Department of Tourism is responsible for promoting tourism overseas (see Section 8 on Tourism).

Proposed Action

The World Heritage Site Management Committee will investigate ways to leverage its cultural assets in order to maximise opportunities for local businesses and entrepreneurs.

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12 Conclusion

This Management Plan for the World Heritage Site (WHS) has identified the main management responsibilities at the Town and its related fortifications. It attempts to coordinate and integrate those management processes that already exist. In addition, it seeks to identify where there are opportunities to introduce enhanced and more effective operations and maintenance programmes, and where policy and legislative changes are needed.

The Plan will help Bermuda to fulfil its obligation to care for the WHS by establishing a process for dealing with change in the historic Town and at the forts. The establishment of the World Heritage Management Committee is a significant step towards preserving the site's unique character. The Committee will also be charged with monitoring the effectiveness of the Plan. The Heritage Officer will be responsible for preparing the monitoring report for the Board to review each year. This report will be sent to UNESCO bi-annually.

Consultation with the Bermuda community will continue. This consultation will build on the very firm foundations already established by the extensive consultation and participation that has been undertaken already and is outlined in the introduction.

The Plan has an important role for the St. George's community by providing a process to balance the protection of the site's unique heritage with the ability to realise sustainable economic benefits for the people of the Town and Bermuda as a whole.

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13 Appendices: Guidelines for Archaeological Research:

The Parks Department supports continuing archaeological research on the island as may be determined and agreed upon by the National Parks Commission and reviewed on an annual basis.

A predetermined area, approximately 10' -15' surrounding each fort's outer walls, will be referred to as a 'No Tree Zone' and will be carefully maintained in order to prevent tree roots and other vegetation potentially damaging the stone walls. If the archaeologists decide that an area of vegetation needs removal to facilitate their work, then they will be required to notify the Parks Department - Conservation Division to schedule the correct removal of vegetation. Three (3) months notice will be required to schedule any horticultural work by The Parks Department. There will be no burning of horticultural waste on the island, but it will be either removed from the island or stockpiled and allowed to naturally compost in areas specifically located on the plan.

Every effort must be made to protect skink habitat areas, cahow, tern and longtail nesting sites from disturbance.

It is the view of the archaeologists that the present use of the site as a place for people to visit will continue. Given the significance of the site as the premiere archaeological site for the early English fortifications in the New World, it is their view that access to the site should be directed through the original Main Gate on the south side of the island. Once on the island, the visitors should be led on paths determined by planting arrangements, so as to restrict their movements.

It is the archaeologist's opinion that no restoration work should be undertaken on Castle Island, with the exception of restoring of the curtain wall on the south side of the island where it has fallen into the sea. It is important that this fort should be well documented with drawings and photographs before any restoration of the wall is contemplated. Ensuring the stability of the standing walls will precede the restoration of the fallen wall. The purpose of rebuilding the wall will be to direct access to the Main Gate, and to assist in the conservation and preservation of the rest of the curtain wall. The emphasis should be on **conservation**, not restoration, for the remainder of the structures. The purpose of conservation is to hold what now exists in a steady state: this would include repairs to structures damaged in the recent hurricanes and consolidation to damaged buildings now needed or as necessary in the future. On King's Castle, the embrasures that were damaged in Hurricane Gert in 1999, will be repaired and the loose stonework secured in place. Also, the area south of the 'Old Barracks Building' will be repaired and stabilized to prevent further deterioration of the natural rock foundation. **Guidelines** for this work will be researched by The Ministry of Works & Engineering - Structural Engineer and presented to the Parks Commission for their review.

The Parks Department has decided that once the archaeological work has been completed for the summer session, the site will be restored to its former state prior to any disturbance. Mounds of rubble and soil shall not be left near the fort walls or monuments in the 'No Tree' Zone as defined above. In the past, piles of rubble excavated on site have been left near the forts and they appear unsightly. Also, the rubble piles are promoting small weed species, like Casuarina, Casuarina equisetifolia, and Indian laurel tree, Ficus retusa to germinate and grow. If the archaeological team is to support the 'No Tree' Zone around the forts, then they will be required to clean-up the site upon leaving for the summer. Any annual financial assistance provided to the archaeological work will be withheld until the previous year's work leaves the site restored to it's former state and meets with the approval of The Parks Department.