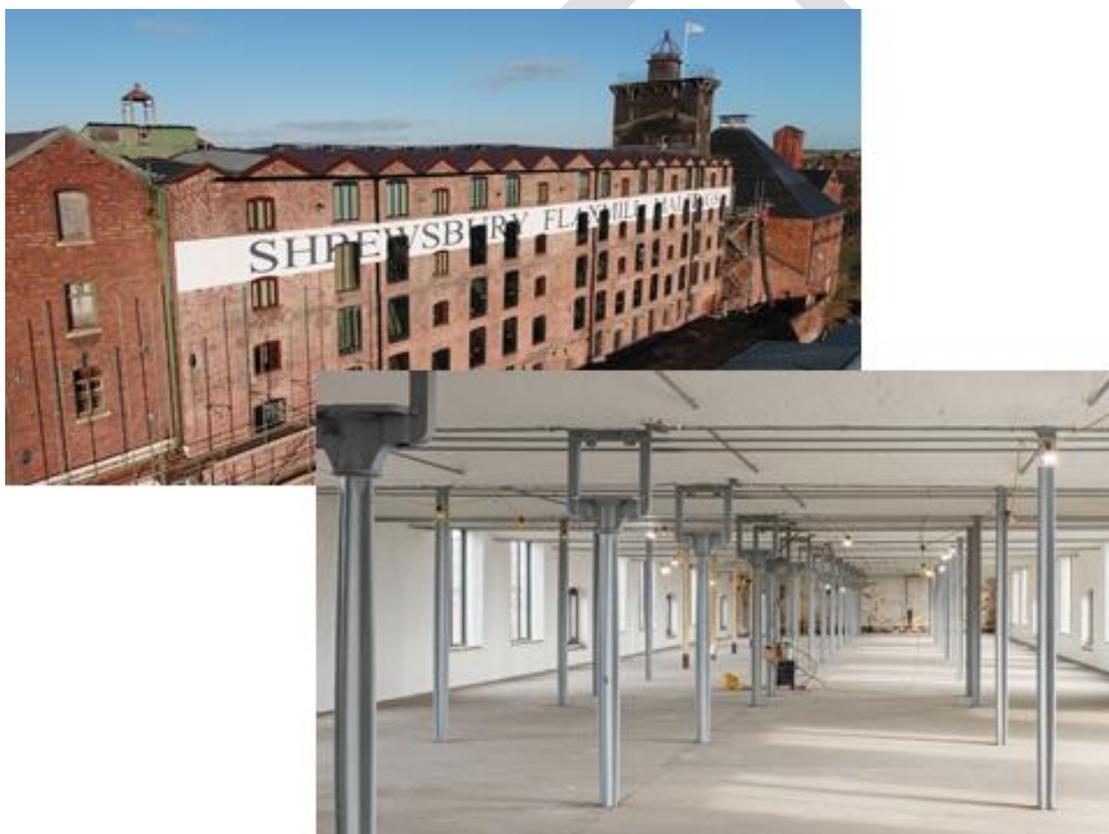


# HISTORIC ENGLAND'S INDUSTRIAL HERITAGE STRATEGY – DRAFT



Cover Image: Shrewsbury Flaxmill Maltings is the world's first iron-framed building. Front of the Main Mill, (January 2019) and part-restored third floor of the Main Mill, March 2020 (insert). Copyright: Historic England

## **Overview**

As the world's first industrial nation, the UK's industrial heritage is of major international importance. It provides the physical legacy of the technological and scientific innovation that laid the foundations for the modern world and led to huge and unprecedented economic and social change.

However, the rapid transformation of the UK economy, especially since the mid-twentieth century, has resulted in the loss of many former industrial sites and, as our 2011 Industrial Heritage at Risk survey showed, a number of surviving nationally and internationally important examples are at serious risk.

The risks are many and varied, resulting from functional redundancy, a reluctance within the development sector to take them on, serious concerns over the sustainability of some industrial sites preserved as heritage attractions, the challenge of addressing large complex industrial heritage at risk, and a lack of opportunities to develop the necessary knowledge and skills. A number of these risks have been heightened as a result of the Covid-19 pandemic.

There is also a vitally important public engagement, educational and tourism role, where the importance of England's industrial heritage is perhaps less-valued when compared with more distant periods of the past. Although the role of the voluntary sector is one its greatest strengths, the industrial heritage reflects the history and lives of working people, and provides an opportunity to enthuse and connect with members of the public who might not normally engage with heritage and the historic environment.

The scope and definition of this Industrial Heritage Strategy is based on that used for the English Heritage (now Historic England) 2011 Industrial Heritage at Risk Project – c.1750 to date with an emphasis from the 'Industrial Revolution' to the onset of the First World War.

It includes the extractive industries, processing and manufacture, public utilities and telecommunications, and all forms of transport. Industrial landscapes, buildings, structures and archaeological remains can be found throughout England in both urban and rural areas, and range from large-scale factories to the more humble craft-based workshops. Rural sites such as wind and water mills, and maltings, are within scope, together with those associated with armament, munitions and explosives manufacture (including naval dockyards), whereas defensive sites are omitted. It would not be appropriate or practical for the Strategy to adopt a rigid scope and definition, so this list should be regarded as indicative. The focus of the Strategy is England only.

The Industrial Heritage Strategy has close links to a number of other Historic England strategies and initiatives that are planned or completed: the Places Strategy, Climate Change Strategy, Threat Response Framework, Inclusion, Diversity and Equality Strategy,

and Heritage Crime Programme. It does not therefore stand in isolation, but should be viewed in the context of a wider suite of documents and other related work.

### **Vision statement**

**England's industrial heritage is of major social, economic, environmental and cultural value. Historic England will engage and work with a wide range of partners (including volunteer groups and local communities) to ensure the wider public recognises, champions, and benefits from this internationally important legacy.**

### **Vision**

To achieve this and working in partnership with others Historic England will:

- Demonstrate how the historic industrial environment can contribute to successful place-shaping. Heritage Action Zones have wider priorities and scope, but a number include a strong industrial heritage component, such as Elsecar, Greater Grimsby, Stockton and Darlington Railway, Stoke-on-Trent Ceramic and the railway town of Swindon, whereas many others contain some industrial heritage sites.
- Highlight the potential of re-purposed historic industrial buildings in accommodating new homes and businesses, especially in the north of England as part of our 'Mills of the North' project.
- Continue the on-going restoration of the internationally important Shrewsbury Flaxmill Maltings as our showcase exemplar in tackling complex industrial heritage at risk.
- Refocus the work of the Industrial Heritage Support Officer following the Covid-19 pandemic to help industrial sites preserved as heritage attractions recover and strengthen their overall resilience.

This Industrial Heritage Strategy also aims to ensure that:

- Future proposals affecting industrial heritage sites across England are dealt with consistently through the planning process, reflecting national good practice.
- All options for the sustainable reuse of redundant historic industrial buildings are considered (irrespective of designation), with demolition viewed as a last resort, thereby making the best use of finite historic resources and the embodied energy they contain.
- Public bodies/agencies (such as Network Rail, Highways England and The Coal Authority) – whose estate contains or work impacts on industrial heritage sites – are much better informed with a greater understanding and appreciation of their significance and the wider public benefits they can deliver.

- Solutions continue to be found for some of the most complex, challenging and important industrial heritage sites that remain at serious risk.
- The current knowledge and skills deficit is addressed as a result of our own training, advice and guidance, by working with partners and growing involvement from higher education institutions.

Decision-makers, politicians and Government will increasingly recognise the potential of England’s industrial heritage in contributing to wider policy objectives such as housing delivery, place-making, the Northern Power House, addressing climate change through the re-use of historic industrial buildings, improving health and well-being, and the levelling-up agenda. But, of equal importance, there is a much greater connection, appreciation, engagement and public support for this history with its strong local and regional identity linked directly to the work of our ancestors in creating the world’s first industrial nation.

**The role of Historic England, the sector and other partners**

In developing and implementing this Industrial Heritage Strategy, a number of discussions have already been held with sector partners in order to develop strong on-going collaboration and encourage wider involvement.

Historic England has also worked closely with the All Party Parliamentary Group on Industrial Heritage, which published a report in 2018 on the *Challenges Facing the Industrial Heritage Sector*. A UK-wide Industrial Heritage Summit was held in 2019 to build on the report, involving the Department for Digital, Culture, Media and Sport, Parliament and the sector. This provided a useful forum to highlight Historic England’s own developing Strategy and discussions are now underway with Historic Environment Scotland, Cadw and the Royal Commission on the Ancient and Historical Monuments of Wales on possible next steps.

**Main themes/issues: outline and key areas for action**

For ease of handling and to make it manageable, the Industrial Heritage Strategy has been divided into four themes and nine issues. The ‘themes’ align with the Strategy’s scope and definition, and the headings are commonly used to help categorise the industrial heritage. The ‘issues’ relate to its protection, management, understanding, and public presentation and appreciation. There are inevitably links within and across many of the issues and themes, but they often each relate to a specific area of interest and relevance to a particular stakeholder group.

<b>Issues</b>	<b>Themes</b>
<b>Protection</b>	<b>Extractive Industries</b>
<b>Planning &amp; Conservation</b>	<b>Processing &amp; Manufacture</b>
<b>Sustainable Reuse</b>	<b>Public Utilities &amp; Telecommunications</b>
<b>Charitable Trusts/Social Enterprises</b>	<b>Transport</b>

**Industrial Sites Preserved as  
Heritage Attractions  
Industrial Heritage @ Risk  
Knowledge & Skills  
Research  
Engagement, Participation & Promotion**

This overarching document provides an overview of Historic England's Industrial Heritage Strategy, but much more detailed information can be found in the scoping documents prepared for each issue and theme. These scoping documents, together with supporting logic models, will be posted on the Historic England website as they are completed.

What follows are the priority activities identified under each of the nine issues and four themes. Having set out what we hope to achieve in the vision, the existing position and challenges are then described, followed by key areas for action. The majority of these will be delivered by Historic England, usually in partnership with others, with the relevant bodies highlighted in bold. In some cases they have already been agreed and are being implemented, but for others discussions with the highlighted partners are planned or have yet to take place. Given its scope, ambition and the finite resources available within Historic England, partnership working will be vital to the overall success of the Strategy. Public engagement and the delivery of public benefits are also a key part of its delivery.

**Issues:**

**1. Protection**

***Vision:** For England's industrial World Heritage Sites, their economic and social contribution is realised, industrial heritage sites are no longer seen as being under-represented on the National Heritage List for England, and conservation areas/local lists are widely used in managing local industrial heritage.*

The international importance of the UK's industrial heritage is reflected by the large number of 'industrial' World Heritage Sites in England such as the Ironbridge Gorge, Derwent Valley Mills, and the Cornwall and West Devon Mining Landscape. Many other heritage assets (landscapes, standing structures/buildings and archaeological remains) have been recognised by Government and local authorities through the process of statutory designation (Listing and conservation areas), with further examples added each year. A growing number of local authorities are using local listing to identify, manage and raise the public profile of their local industrial heritage.

The potential economic and social contribution of England's industrial World Heritage Sites has yet to be fully realised and they would benefit from strengthened resilience, and a higher public and political profile. There is also a persistent perception that industrial sites are under-represented on

the National Heritage List for England, and more could be made of conservation areas and local lists in managing and promoting the local industrial heritage. Under this issue Historic England has identified the following actions:

### **Areas for action**

- 1.1 Providing advice, support and seeking to raise the public/political profile and overall resilience of industrial World Heritage Sites and considering future candidate sites as appropriate – **Historic England working with Government, UNESCO and its advisory bodies, and industrial World Heritage Site steering groups, advisory boards, management committees, etc.**, especially in terms of post Covid-19 recovery.
- 1.2 Assessing when requested, whether industrial heritage sites under serious threat of demolition or major alteration meet the criteria for statutory protection through Listing, together with assessing applications for Certificates of Immunity from Listing as appropriate – **Historic England advice to Government.**
- 1.3 Continuing consideration of particular industrial heritage asset types for assessment in the on-going strategic Listing programme and assessing areas that are at risk and/or under-represented on the National Heritage List for England, including working in Heritage Action Zones with a strong industrial heritage component (see below) – **Historic England working in partnership with others.**
- 1.4 Promoting the role of conservation areas and local lists in managing and publicly promoting an areas local industrial heritage – to be achieved through **Historic England's** regular liaison with **local authorities** on local heritage management and by providing advice and training, including an updated Historic Environment Advice Note on Local Heritage Listing.

## **2. Planning and Conservation**

***Vision:** Proposals affecting industrial heritage sites (landscapes, standing structures/buildings and below-ground archaeological remains) are dealt with consistently through the planning process reflecting national good practice to maximise public benefit.*

There are a growing number of examples where industrial heritage sites have been successfully incorporated into redevelopment schemes or converted to new uses, whilst retaining their significance.

At present, inconsistencies in the identification, understanding, conservation, redevelopment and management of industrial heritage sites can lead to unnecessary loss, poor schemes and missed opportunities. Changes to the planning system itself may create additional challenges.

Historic England intends to mainstream current good practice, including those that encourage public engagement/participation and contribute to the national understanding of England's industrial past. We will do this by:

### **Areas for action**

- 2.1 Championing the consideration of historic redundant industrial heritage sites by providing expert advice on statutory casework and other appropriate work – **Historic England working**

**with local authorities (and their historic environment specialists), consultants, contractors, development sector, owners and others.**

- 2.2 Delivering a programme of Heritage Action Zones (HAZ) showcasing how the historic environment can be used to underpin successful place-shaping by involving the public, private and third sector organisations. These have wider priorities and scope, but the following have a strong industrial heritage component and are being implemented with key partners highlighted, and many other HAZs contain industrial heritage sites.

Elsacar with its important remains of the coal and iron industries (duration of HAZ 2017 – 2020) – **Historic England and Barnsley Metropolitan Borough Council.**

Greater Grimsby, once the world’s busiest fishing port (duration of HAZ 2018 - 2023) – **Historic England, North East Lincolnshire Council, Associated British Ports, Humber Local Economic Partnership and Greater Grimsby Ice Factory Trust.**

Stockton and Darlington Railway, birthplace of the modern railway system, which celebrates its bicentenary in 2025 (duration of HAZ 2018 - 2023) – **Historic England, Darlington Borough Council, Durham County Council, Stockton Borough Council, Tees Valley Combined Authority, Friends of the Stockton and Darlington Railway, The Science Museum Group, Network Rail and Hitachi.**

Stoke-on-Trent Ceramic, home of the pottery industry (duration of HAZ 2018 – 2023) – **Historic England, Stoke-on-Trent City Council, Local Enterprise Partnership and various community partners.**

Railway town of Swindon, one of the UK’s finest monuments to the early railway age (duration of HAZ 2019 – 2024) – **Historic England, Swindon Borough Council, Swindon & Wiltshire Local Economic Partnership, Swindon Business Improvement District, Swindon Designer Outlet, The National Lottery Heritage Fund, National Trust, English Heritage and Mechanics Institution Trust.**

- 2.3 Creating an industrial heritage resource on the Historic England website containing existing and new content, such as a Historic England Advice Note on Industrial Heritage, to encourage and promote national good practice – **Historic England.**
- 2.4 Research to better understand how local authorities, consultants and contractors are identifying and managing industrial heritage sites through the planning process, together with the variability in practice, to inform future action – this potential research project will be led by **Historic England**, possibly in partnership with **professional bodies and statutory consultees.**

### **3. Sustainable Reuse of Historic Industrial Buildings**

***Vision:** All options for the sustainable reuse of redundant historic industrial buildings (irrespective of statutory and local designation) are considered with demolition viewed as a last resort, thereby making the best use of finite historic resources and the embodied energy they contain.*

Historic industrial buildings have been successfully re-purposed to a variety of new uses. Reused industrial buildings can boost the local economy by providing much-needed homes, accommodating businesses, generating council tax and business rates, and acting as the catalyst for area-wide regeneration. They are particularly attractive to creative industries and business start-ups, providing flexible low-cost space.

Former industrial buildings are not seen by developers as part of mainstream property development and in areas with low values, such as parts of the north of England, the market is unlikely to deliver a solution – a position exacerbated by the Covid-19 pandemic. Poor design can also diminish the significance of a site and its setting.

Through a growing portfolio of good practice exemplars Historic England will seek to increase the appetite amongst the development sector, owners and potential investors in the adaptability of historic redundant industrial buildings. This is to be achieved by:

#### **Areas for action**

- 3.1 Providing expert advice through statutory casework and other related work in negotiating the sustainable reuse of redundant historic industrial buildings– **Historic England engaging with local authorities, local economic partnerships, development sector, owners and others.**
- 3.2 Delivering a ‘Mills of the North’ project in Lancashire, Greater Manchester and Yorkshire by increasing the appreciation of textile mill buildings and their contribution to the economy and quality of life in the context of the Northern Power House and Government housing objectives – our ‘Mills of the North’ project involves partnership working between **Historic England, West Yorkshire Combined Authority, Greater Manchester Combined Authority, local authorities, local economic partnerships, Homes England, heritage sector partners, development sector and owners.**
- 3.3 Promoting the reuse of historic industrial buildings with Government and other key decision-makers, together with the desirability of fiscal incentives and other measures, especially in areas with low property values and large concentrations of redundant industrial buildings - **Historic England** will continue to demonstrate the economic, social and environmental benefits of reusing historic industrial buildings through on-going advocacy, supporting evidence and other activities, whilst working with **other relevant bodies** to press for fiscal reforms and other incentives.

#### **4. Charitable Trusts/Social Enterprises (including Building Preservation Trusts)**

***Vision:** Charitable trusts, social enterprises and community groups have the necessary knowledge, skills and support to identify and deliver solutions for industrial heritage sites with growing numbers becoming involved or established to take them on.*

Charitable trusts, social enterprises and community groups (including building preservation trusts) have secured the future of many industrial heritage sites. They can step-in where the market is unable or unwilling to provide a solution and a number are involved in local authority asset transfer.

Many projects deliver wider public benefits, such as space for community/cultural/educational activities, creating heritage attractions, and/or accommodation for business and homes.

Such groups can be deterred by the scale, possible contamination and perceived risks associated with industrial heritage sites and further support is needed to encourage others to tackle them.

Historic England will continue working with the Architectural Heritage Fund, Heritage Trust Network and The National Lottery Heritage Fund, whilst seeking to identify and address the specific needs for those involved with industrial heritage sites. This involves:

#### **Areas for action**

- 4.1 On-going partnership working between Historic England, Architectural Heritage Fund, Heritage Trust Network and National Lottery Heritage Fund through existing plans, programmes and projects (advice, grants, guidance, training activities and/or other joint events/initiatives, etc.) to help and support charitable trusts, social enterprises and community groups, including those engaged with industrial heritage sites – **Historic England, Architectural Heritage Fund, Heritage Trust Network and National Lottery Heritage Fund.**
- 4.2 Research to better understand how charitable trusts and social enterprises (including building preservation trusts) are engaged with industrial heritage sites and identify their learning/information needs to guide future action and encourage others to take them on - this activity and 4.3 below are closely aligned with discussions on their implementation underway involving **Historic England, Architectural Heritage Fund and Heritage Trust Network.**
- 4.3 Identifying (with partners) whether any specific activities are required for those engaged with or looking to take on industrial heritage sites - this activity and 4.2 above are closely linked with discussions on their implementation underway involving **Historic England, Architectural Heritage Fund and Heritage Trust Network.**

#### **5. Industrial Sites Preserved as Heritage Attractions**

***Vision:** The overall resilience and future sustainability of industrial sites preserved as heritage attractions is strengthened. Growing numbers are in a stable and improving condition, and there is a greater awareness and engagement in these sites by the public.*

England's nationally designated industrial sites preserved as heritage attractions present the public face of much of England's industrial heritage, and provide a unique opportunity for understanding historic industrial processes and the conditions of those who once worked there. They can be museum-based or presented as monuments, and are a major educational, leisure and tourism asset.

Two English Heritage (now Historic England) reports highlighted serious concerns over the future sustainability of some sites, together with long-term conservation challenges and a lack of strategic support. For those owned by local authorities, recent financial pressures are creating additional difficulties, whilst the Covid-19 pandemic has brought this into sharp focus, especially for those that are volunteer-led.

The Historic England response has been to fund an Industrial Heritage Support Officer (since 2012) hosted by the Ironbridge Gorge Museum Trust, to provide help, advice, training and facilitate regional 'self-help' Industrial Heritage Networks. In going forward, there will be an increased emphasis on measures needed to help aid the recovery of this sector.

### Areas for action

- 5.1 Reviewing and gaining a better understanding of the collection of nationally designated industrial sites preserved as heritage attractions and the challenges they face, including the impact of the Covid-19 pandemic, to guide future action – **Industrial Heritage Support Officer and Historic England** are undertaking the review, and relevant bodies will be approached to provide help.
- 5.2 Establishing Industrial Heritage Networks across England to share knowledge, expertise and encourage collaborative working, together with other possible measures to aid recovery and strengthen resilience – seven of the ten Industrial Heritage Networks have been set-up by the **Industrial Heritage Support Officer with help from Historic England and the Association for Industrial Archaeology**, with the remaining three to be created completing full national coverage.
- 5.3 Preparing and submitting a National Lottery Heritage Fund grant to develop and expand the training offer (to include strengthening overall resilience, together with both operational and technical skills such as the maintenance, repair and operation of historic machinery) – **Industrial Heritage Support Officer (IHSO) with support of IHSO Steering Group (Historic England, Ironbridge Gorge Museum Trust, Association for Industrial Archaeology, Association of Independent Museums, National Lottery Heritage Fund, English Heritage, European Route of Industrial Heritage and The Science Museum Group)**.
- 5.4 Securing the legacy of the Industrial Heritage Support Officer – discussions are underway within the **IHSO Steering Group** on the future of the post once the Historic England grant comes to an end.

### 6. Industrial Heritage at Risk

***Vision:** Sustainable solutions are found to reduce the number of industrial heritage sites on Historic England's Heritage at Risk Register, whilst approaches are developed for tackling complex long-term industrial heritage at risk.*

In 2011 Historic England carried out a major Industrial Heritage at Risk project. This found that industrial Grade I and II\* listed buildings on Historic England's Heritage at Risk Register were over three times more likely to be at risk than the national average. For industrial scheduled monuments it was less so, whereas the number of 'industrial' conservation areas at risk was significantly higher.

40% of the industrial buildings and structures identified could be converted to new uses, but options for the remaining 60% – such as monuments, redundant engineering structures or buildings housing important historic machinery – were more limited. Furthermore, only 10% of industrial buildings at risk were considered economic to repair.

Tackling Heritage at Risk remains a key Historic England objective which can provide economic opportunity, supporting skilled construction jobs, building resilience in private and public organisations, and boosting tourism. However, many industrial sites on the Heritage at Risk Register have limited options for reuse or carry high conservation costs, and their future is likely to depend on the availability of public and voluntary support, together with grant aid. Our priorities are as follows:

#### **Areas for action**

- 6.1 Reviewing and updating the findings from the 2011 Industrial Heritage at Risk project to determine what progress has been made since, including the list of ten key sites identified as being of outstanding national and international importance – **Historic England**.
- 6.2 Investing in de-risking industrial heritage sites, especially where they are on the Heritage at Risk Register (including those in private ownership) by providing expert advice and grants – **Historic England** working in partnership with other **key funders**.
- 6.3 Delivering the Stage 2 Shrewsbury Flaxmill Maltings restoration project, as Historic England's showcase exemplar in tackling industrial heritage at risk. A grant of £20.7 million from the National Lottery Heritage Fund – combined with funding from Historic England, the Friends of the Flaxmill Maltings and Shropshire Council – is enabling the second stage of this £28.4 million flagship project to progress. The revitalised site will result in high quality office space on the top four floors of the Main Mill. There will also be a new visitor experience and café, both open to the public on the ground floor – **Historic England, the Friends of the Flaxmill Maltings, Shropshire Council and National Lottery Heritage Fund**.
- 6.4 Developing with partners strategies for tackling complex long-term industrial heritage at risk, including sites with limited options for reuse, the issue of managed decline/monumentalisation and those where physical retention is not possible – as a first step **Historic England** will convene a workshop with key partners such as the **National Lottery Heritage Fund, Natural England, Architectural Heritage Fund, English Heritage and the National Trust** to discuss a possible way forward.

#### **7. Knowledge and Skills**

***Vision:** A marked increase in the industrial heritage training offer delivered by a growing network of partners to overcome knowledge and skills deficits, and disseminate existing good practice.*

A variety of knowledge and skills are needed across the industrial heritage sector, from those involved in all aspects of the planning process (local authorities, consultants, contractors, development sector, etc.) to voluntary groups and organisations who manage industrial sites or are considering taking them on.

At present, there are limited opportunities to develop skills and knowledge in the identification, understanding, conservation, redevelopment and management of England's industrial heritage, with an absence of training resources and organisations (including academia) to deliver them.

As-well-as ensuring our own staff have the necessary skills and knowledge, deficiencies are initially being addressed through Historic England's HELM and Heritage Practice training programme. Other areas will be discussed with key sector partners and may require new methods of delivery.

### **Areas for action**

- 7.1 Maintaining and enhancing Historic England's staff expertise in the industrial heritage, especially where there are identified knowledge and skills gaps – **Historic England.**
- 7.2 Delivering an industrial heritage training programme to further support local authorities and others, comprising Heritage Practice training (aimed at heritage professionals), HELM training (focussing on a local authority audience or others involved in the management of industrial heritage through the planning system), and a series of webinars. HELM training is being delivered by **Historic England**, whilst the Heritage Practice programme is under development and will involve discussions between **Historic England** and possible **sector partners.**
- 7.3 Showcasing Shrewsbury Flaxmill Maltings as a tool for learning about the particular skills needed in the conservation and repair of historic buildings through the heritage skills programme and associated activities - work-based placements, continuing professional development, and tours for students, trainees and those working in construction – **Historic England, Andrew Lloyd Webber Foundation and National Lottery Heritage Fund.**
- 7.4 Working with partners to identify and address other knowledge and skills gaps and by developing and implementing joint initiatives – sector partners may include **Historic England, Institute of Historic Building Conservation, Association of Local Government Archaeological Officers, Chartered Institute for Archaeologists, development sector, Association for Industrial Archaeology, Architectural Heritage Fund, Heritage Trust Network, Industrial Heritage Support Officer, Joint Committee of Statutory Amenity Societies, Civic Voice, academic institutions, specialist subject matter experts, etc.**

## **8. Research**

***Vision:** There is a vibrant and growing research sector, especially within England's higher education institutions that sets the research agenda for the subject providing a better understanding of the industrial past, helping inform proposals for change and other management options (including international examples), and addresses current knowledge and skills deficits.*

In recent years the small number of higher education institutions providing teaching or training in industrial heritage/industrial archaeology has declined and as a result the university sector is largely absent in this area. It has been left to the voluntary sector, interest groups, those heritage specialists with expertise (including local authority archaeological and historic building conservation officers, consultants and contractors) and bodies like Historic England to set the national benchmark in understanding and promoting the significance of England's industrial heritage, through research, advice, guidance, publications and other material.

Research highlighting the value of the industrial heritage to the economy, society and environment is equally important both at home and abroad, together with the development and dissemination of

specialist scientific techniques and conservation methods (such as archaeometallurgy). Our priority activities under this issue include:

**Areas for action:**

- 8.1 Ensuring all Historic England's research, advice and guidance on the industrial heritage is available as a single resource on the Historic England website to encourage and promote national good practice – **Historic England**.
- 8.2 Maintaining our expertise as one of the leading bodies at home and abroad in researching the industrial heritage by undertaking or commissioning projects (in partnership with others, such as the voluntary sector) on topics/themes that are particularly at risk or poorly understood, carrying out social, economic and environmental research, developing new techniques, scientific practice and specialist conservation methods, preparing advice and guidance, producing high quality publications and occasionally, acting as recorder of last resort – **Historic England**.
- 8.3 Developing Historic England's capability as an Independent Research Organisation to promote research into all aspects of industrial heritage – **Historic England, Arts & Humanities Research Council, Natural Environment Research Council, etc.**
- 8.4 Reviewing teaching and training provision relating to industrial heritage within higher education institutions to better understand current practice, deficiencies and guide future action – led by **Historic England**, this research project could potentially involve the **University Sector** and **Association for Industrial Archaeology**.
- 8.5 Considering international practice in the management of industrial heritage sites especially for those where reuse options are limited, together with the issue of monumentalisation and managed decline – linked with activity 6.4 above **Historic England** will explore this further with the **All Party Parliamentary Group on Industrial Heritage, other UK heritage agencies and The International Committee for the Conservation of the Industrial Heritage**.

## **9. Engagement, Participation and Promotion**

***Vision:** Growing public and political support with increasing numbers championing and engaging with the industrial heritage reflecting greater social inclusion, including new audiences wishing to know more about their local and family history.*

Having largely emerged from the voluntary sector, the work of volunteers remains one of this sector's greatest strengths with many thousands involved in industrial heritage sites preserved as heritage attractions and charitable trusts/social enterprises (including building preservation trusts) or members of industrial heritage and industrial archaeological societies.

A 2011 public attitudes survey carried as part of Historic England's Industrial Heritage at Risk project found 85% of those surveyed thought the industrial heritage should be valued and appreciated, 80% that it is as important to preserve as castles and country houses, and 71% agreed industrial buildings should be reused for modern-day purposes, whilst making sure their character is retained. Similar findings were revealed in 2017 as part of the 'Mills of the North' project with 85% against demolition

and replacement of textile mills and 70% saying they should be considered for new housing, offices and public amenities before constructing new buildings.

Despite this level of support and engagement, concerns have been expressed over the need to stimulate interest amongst younger generations and encourage greater inclusivity in England's industrial heritage. Reflecting the history and lives of working people, the industrial heritage also provides a unique opportunity to enthuse and connect with members of the public who might not normally engage with heritage and the historic environment.

**Areas for action:**

- 9.1 On-going work with the All Party Parliamentary Group on Industrial Heritage. Having supported the All Party Parliamentary Group in producing its 2018 report on the *Challenges Facing the Industrial Heritage Sector* and the 2019 Industrial Heritage Summit, Historic England will look at further opportunities to help the All Party Parliamentary Group in raising the political profile of and support for England's industrial heritage – **Historic England, All Party Parliamentary Group on Industrial Heritage and other relevant All Party Parliamentary Groups.**
- 9.2 Preparing teaching activities of direct and in-direct relevance to the industrial heritage and engaging with teachers in former industrial areas through the Heritage Schools Programme. This may include schools within Heritage Action Zones (such as those with a strong industrial heritage component) and in areas associated with the 'Mills of the North' project (see above), where the importance of an areas industrial past is considered. The 'Investigating Industrial Heritage Sites Teacher's Kit' and sub-kits will also be refreshed and updated – **Historic England and relevant schools.**
- 9.3 Representing one of the country's most important research sources for information on the industrial heritage, work will continue to expand the digital availability of holdings within the Historic England Archive and improve access to the resources and users experience of them. Growing support is to be given to regional activities including the Heritage Schools Programme, Heritage Action Zones and as part of the 'Mills of the North' project, whilst engaging with the wider sector to ensure archives relating to the industrial heritage are deposited in the most appropriate location – on-going liaison between **Historic England, and national and local repositories.**
- 9.4 Seeking to promote England's industrial heritage through increased public and community engagement, developing ways of attracting new and diverse audiences and growing tourism potential - **Historic England** will initially discuss how best to take this forward with key stakeholders such as the **National Lottery Heritage Fund, Arts Council England, National Trust, English Heritage, Industrial Heritage Support Officer, The Science Museum Group, Association of Independent Museums, Association for Industrial Archaeology, Visit Britain and European Route of Industrial Heritage.**
- 9.5 Continuing to raise the public profile of England's industrial heritage through various outlets, such as media coverage/stories and publications, by highlighting individual projects, work programmes and campaigns, including the on-going delivery of this Industrial Heritage Strategy – **Historic England and heritage sector partners.**

## **THEMES:**

### **A. Extractive Industries**

***Vision:** Increased collaboration between public agencies to mitigate damage to historic remains including essential environmental remediation works and measures to tackle managed decline and/or unavoidable loss. Innovative schemes are devised to ensure sustainable futures for mining and quarrying landscapes, buildings, structures, archaeological remains and, in particular, surviving headstocks, including public access and presentation.*

England's rich and varied mineral wealth was one of the factors that put it at the forefront of the Industrial Revolution and surviving sites often contain an abundance of flora, fauna and sometimes exposed geological features. The majority are no longer in operation and public bodies are largely responsible for their environmental legacy and management.

Many former extractive sites are presenting risks to the local environment especially through ground water contamination, whereas environmental remediation and habitat creation/management (including afforestation) schemes can pose a major threat to surviving remains. Climate change impacts, in the form of increased rainfall, flash flooding and coastal erosion, are damaging some sites, and a large number of off-shore oil and gas facilities, which underpinned the nation's wealth in the later-twentieth century, are being dismantled. Under this theme we are:

#### **Areas for action:**

- A.1 Developing sustainable schemes for the conservation and public presentation of abandoned mining and quarrying landscapes, buildings, structures, archaeological remains and, in particular mine headstocks, where reuse is often unlikely. Promotion of strategies such as monumentalisation where managed decline and/or loss are unavoidable – on-going work between **Historic England, National Lottery Heritage Fund, Natural England, National Trust, National Parks, Areas of Outstanding Natural Beauty, local authorities (and their historic environment specialists), voluntary bodies** (such as the National Association of Mining History Organisations and English Stone Forum), **Industrial Heritage Support Officer and others.**
- A.2 Strengthening partnerships between public bodies involved with the environmental legacy of historic mining activity to ensure the survival of significant historic remains and encourage public access and display – by continuing to engage with the **Coal Authority** who are leading on the Water and Abandoned Metal Mines Programme on behalf of the **Department for Environment, Food & Rural Affairs and Environment Agency**, and **The Forestry Commission** on national afforestation/management programmes, **Historic England** will look at developing this further with **National Parks, Areas of Outstanding Natural Beauty and relevant local authorities.**
- A.3 Encouraging companies with off-shore oil and gas facilities nearing the end of their productive lives to implement recording strategies, together with the selective retention of

archives and artefacts – **Historic England** in partnership with **The Science Museum Group** is looking at how to engage through the 'Capturing the Energy' project.

## **B. Processing and Manufacture**

***Vision:** Greater understanding of the historic significance of England's processing and manufacturing industries, their potential economic, social and environmental contribution for reuse and to inspire the creation of distinctive new places. Where loss, or substantial adaptation, is unavoidable strategies are put in place to mitigate any loss of information.*

The heritage of England's processing and manufacturing industries is extremely diverse: from raw material processing to high-tech manufacture being undertaken in large facilities to small-scale workshops, covering the span of the industrial age to the present day. Technologies exist that have remained largely unchanged for centuries, to others at the cutting edge of global know-how.

Obsolescence, closure, reuse, and innovation have been constant themes and in recent decades often subject to swift and unpredictable international trends. Many processing industries are located in relatively remote locations with a legacy of highly specialised and sometimes contaminated sites presenting limited options for reuse. Those closer to centres of population are more adaptable, but such opportunities are often missed and increased risk of flooding can create problems especially for sites once reliant on water power, whilst re-wilding and habitat creation may threaten associated water management systems. The remains of more recent twentieth-century industry present their own unique challenges. Our priorities include:

### **Areas for action**

- B.1 Providing strategic leadership by undertaking or commissioning national/regional/local and thematic overviews of threatened or poorly understood industries to help inform understanding to guide the management of change, including those from the twentieth-century, where priorities have yet to be established - **Historic England and heritage sector partners.**
- B.2 Working with other public bodies to ensure programmes of habitat re-creation, re-wilding and flood prevention take account, avoid damaging and where possible enhance and provide public access to the historic industrial environment – continuing engagement between **Historic England, Department for Environment, Food & Rural Affairs, Natural England and the Environment Agency.**
- B.3 Championing the sustainable reuse of historic processing and manufacturing sites (where appropriate), thereby making the best use of finite historic resources and the embodied energy they contain, through statutory casework and other related work – **Historic England working with local authorities (and their historic environment specialists), consultants, contractors, development sector, owners and others.**
- B.4 Supporting those nationally designated processing and manufacturing sites preserved as heritage attractions and developing new ways of collaborative working where physical retention is not possible - **Historic England, local authorities (and their historic environment**

specialists), local and national archives/repositories, Industrial Heritage Support Officer and others.

### C. Public Utilities and Telecommunications

*Vision: Those who own, manage and operate England's public utilities and telecommunications are much better informed and have a greater willingness to take account of its historic significance. Opportunities to publicly promote the social, economic, technological and environmental legacy are actively sought amongst the industries, whilst information on their history is made available for future study.*

The historical development of public utilities in England was of major national, sometimes international, importance – gas and electricity, the supply of water/treatment of sewage and the postal service. Telecommunications had an equally significant effect.

Much of the sector is undergoing rapid transformation (mostly outside the planning process), whilst conservation and recording (when appropriate) is not being consistently applied. Our initial focus is on those areas where sites are facing redundancy and demolition.

#### Areas for action

- C.1 Working with gas suppliers, their consultants and development companies to ensure the historic importance of the redundant gas estate is understood, consideration given to the retention of significant structures and promoting recording strategies – **Historic England** is already engaged with **gas suppliers and other relevant bodies**.
- C.2 Encouraging owners of post-war coal- and oil-fired power stations facing closure and demolition to implement recording strategies, together with the selective retentive of archives and artefacts – **Historic England** is working with **national repositories** and has approached the **power station companies and relevant local authorities**.
- C.3 Advising the Nuclear Decommissioning Authority in preparing/implementing its UK-wide heritage strategy for the recording of sites and selective retentive of archives and artefacts – a positive relationship has been established with **relevant bodies**.
- C.4 Considering how to engage with water/sewage companies to better understand how they manage their historic estate – **Historic England** will discuss this with **water/sewage companies**.

### D. Transport

*Vision: Opportunities to sustain, enhance, promote and celebrate the significance of England's historic transport infrastructure are embedded within transport providers wider estate management and future investment programmes, plans and projects to maximise public benefit.*

England's historic transport network (roads, navigable rivers, canals, railways, ports, docks and harbours) underpinned the Industrial Revolution. Large parts are administered by Government-funded bodies (Network Rail, Highways England and the Environment Agency), whilst other aspects

are operated by the Canal & River Trust (a charity) and local authorities. Ports, docks, harbours and airports are mostly privately owned.

The management of the historic resource is variable and, as operational infrastructure, modernisation programmes can present challenges.

Enhanced engagement between Historic England, local authorities (including both highways officers and historic environment specialists) and transport bodies would help reconcile operational and conservation issues. This will be achieved by:

**Areas for action:**

- D.1 Advising/supporting the Canal & River Trust and Government in developing and implementing the first National Listed Building Consent Order and disseminating the Canal and River Trusts good practice amongst transport providers and voluntary bodies involved in canal restoration projects – **Historic England** is closely engaged with the **Canal & River Trust** and providing support to the **Inland Waterways Association**.
- D.2 Working with Network Rail, Highways England and the Environment Agency so they have a greater understanding of their historic industrial estate and the wider public benefits it can deliver - this is likely to involve strengthened relationships with the **relevant organisations**.
- D.3 Considering how to engage with historic ports, docks, harbours and airports, to better understand how they manage their historic estate – **Historic England** will raise this with **owners of historic ports, docks, harbours and airports**.

**Monitor and review**

The delivery on the actions (and supporting actions) in this Industrial Heritage Strategy will be regularly monitored and the Strategy reviewed, if needed, in light of this monitoring.

11 March 2021