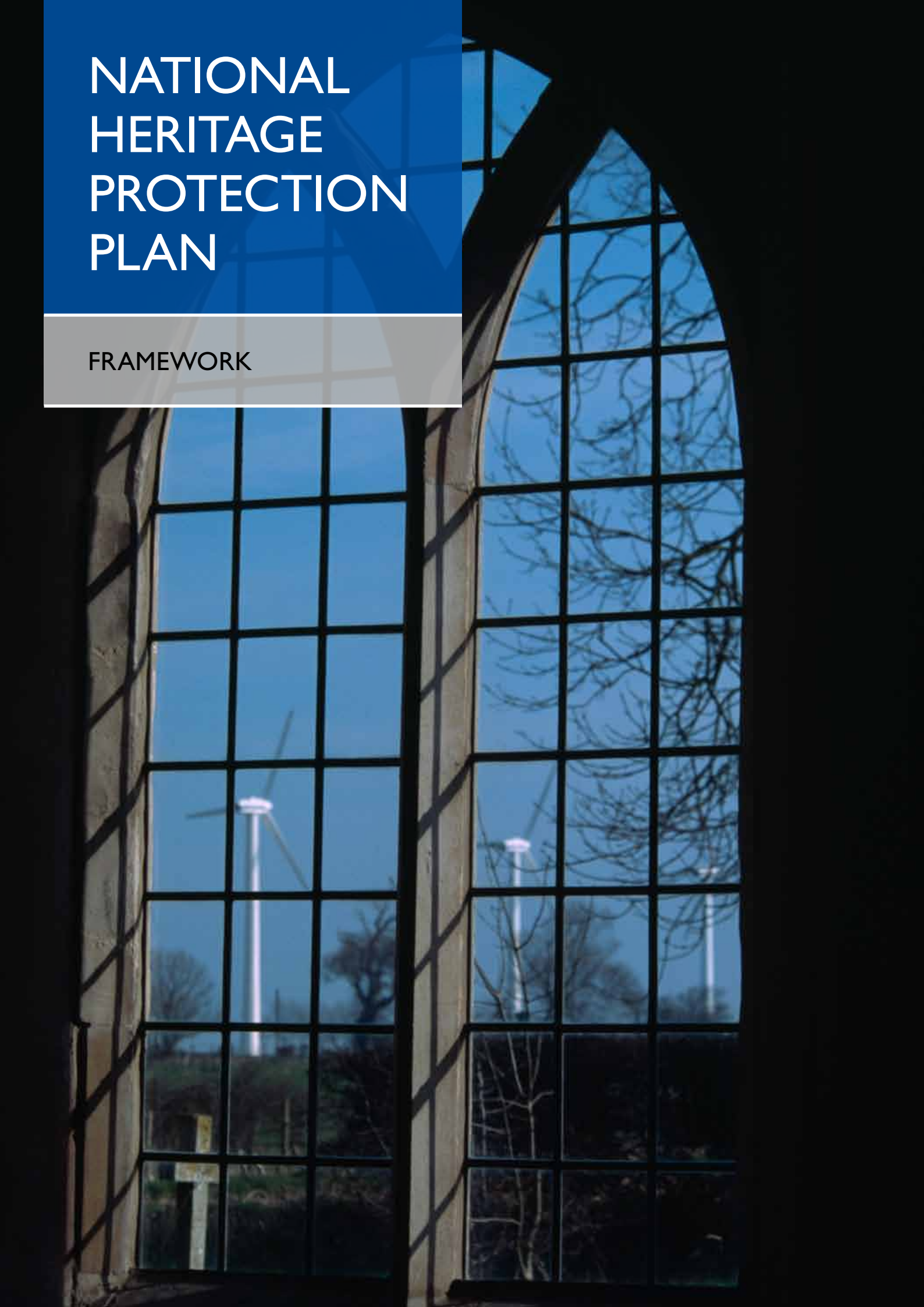


# NATIONAL HERITAGE PROTECTION PLAN

FRAMEWORK



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Version: April 2013

# SUMMARY

Described in November 2012 by Ed Vaizey MP, Minister for Culture, Communications and Creative Industries, as ‘effectively the business plan for the historic environment’, the National Heritage Protection Plan (the ‘Plan’) comprises a framework for heritage protection built around a clear set of priorities that resulted from widespread public consultation. It is hoped that this framework will encourage a wide variety of organisations to develop action plans in order to address some or all of these priorities.

The Plan seeks to ensure that England’s historic environment:

- is not needlessly at risk of damage, erosion or loss;
- is experienced, understood and enjoyed by local communities;
- contributes to sustainable and distinctive places to live and work;
- helps deliver positive and sustainable economic growth.

The cooperation of all heritage sector bodies and those with an interest in heritage is vital if the full potential of the historic environment is to be realised. English Heritage hopes that the plan will provide these interested parties with a common

framework that they can adopt and, over time, adapt in order to:

- develop and express agreed priorities in terms of protecting our heritage;
- promote sector-wide collaboration and the coordination of scarce resources to address those priorities.

The Plan’s definition of protection is broad and includes developing a sound evidence base; advice to owners; investment in the repair and maintenance of assets or their adaptive re-use; grant-aid and other forms of financial help; protection through the planning system or by designation; and sometimes recording ahead of unavoidable destruction.

To promote better understanding of the way priorities are being addressed and resources allocated, the Plan is organised around a series of eight Measures for enhancing protection of the historic environment, together with the supporting actions (such as training and community engagement) necessary to ensure their successful delivery. Four of the Measures involve gathering evidence and four focus on practical responses. Each Measure is then subdivided into priority themes for action, called Activities. Each Activity

	NHPP Measures	
Building the evidence base	Foresight	Essential Supporting Actions Socio-economic research; Capacity-Building; Information management; Community Engagement; Philanthropy
	Strategic Threat Assessment and Response	
	Recognition and Identification of the potential resource	
	Assessment of character and significance	
Responses	Protection of significance	
	Management of planned change in the historic environment	
	Managing major holdings of historic assets	
	Help and advice for owners	

summarises the need for action and sets the context for responses – whether through specific projects or ongoing programmes of work.

This document explains the thinking behind the Plan and sets out the high-level framework of Measures and Activities.

The framework document doesn't however set out how protection of heritage might be improved. That is the job of Action Plans. These take the general priorities broadly agreed by the sector and set out how each participating organisation or group will tackle them.

Action plans are already being developed by a range of heritage organisations, setting out how they are integrating evidence gathering, survey, designation, advice, grant-aid and/or property management work in order to achieve a real step change in heritage protection at a time of significant economic pressure.

In offering a lead and a model for this engagement, English Heritage has developed its own [action plan](#) that sets out the particular contribution we will make between 2011 and 2015 to support the objectives of the Protection Plan. It is also intended to make the allocation of EH resources more transparent and accountable to the heritage sector and to the wider public. It also offers a structure which other organisations may use to frame their own action plans.

The English Heritage Action Plan sets out how we will contribute to the objectives of the overall Protection Plan and demonstrates how we have fully integrated our evidence gathering, survey, designation, advice, grant-aid and property management work in order to achieve this. Our action plan is, therefore, a significant component of the wider work of English Heritage and is intended to make the allocation of our resources more transparent and accountable to the heritage sector and to the wider public. It also provides a structure which other organisations may use to frame their own action plans.

English Heritage developed the first versions of the Plan and is coordinating it with the help of an [Advisory Board](#) drawn from a wide range of organisations. In time we hope that the heritage sector as a whole will assume collective leadership of the Plan and English Heritage will become one of a number of active contributors.

English Heritage publishes the Plan on-line and provides progress reports twice annually. These can be seen [here](#). Other organisations and individuals can get involved in the National Heritage Protection Plan in a number of ways including influencing the priorities in the Plan on an annual basis; developing their own Action Plans; and reporting their successes.



The River Dart Estuary, Devon. Photo by Damian Grady, © English Heritage.



# I. THE NATIONAL HERITAGE PROTECTION PLAN

## Introduction

The overwhelming majority of people in England value and appreciate the historic environment<sup>1</sup> and want to see it appropriately protected. Government recognises this and sets policy to achieve it, for example through the National Planning Policy Framework and through the DCMS's Business Plan.

The National Heritage Protection Plan sets out a new strategy for the period April 2011 to March 2015, which English Heritage believes will ensure this protection happens more effectively. The Plan is now in its second iteration and this version reflects a great deal of constructive feedback from heritage sector partners. It also reflects the continuing pressures on the economy, nationally and internationally, and the ongoing changes to the heritage and planning systems through the Penfold Review and the Enterprise and Regulatory Reform Bill which are intended to deliver more efficient and effective processes while maintaining current levels of protection.

Protection for the historic environment is delivered through the care and maintenance of heritage assets by private owners, as well as through voluntary, not-for-profit, philanthropic, developer-funded and academic contributions. In all cases there remains a wider public interest in heritage protection and a significant gap in resources that requires public support. In addition, impartial expert advice is essential when changes to the historic environment are being considered. This is where local and national government needs to intervene to ensure high-quality outcomes and minimise irreversible loss.

English Heritage hopes the Plan will make a positive contribution to supporting all these interested parties in their work to conserve the historic environment and increase people's understanding and appreciation of the past. There are currently two key elements of the Plan:

- Firstly a framework for determining agreed heritage protection priorities which, it is hoped, will help a wide variety of organisations and local communities to develop action plans, based around a shared set of goals. This will increase collaboration and partnership, reduce duplication and expose gaps where urgent work is needed but where no-one has yet been able to take up the challenge.
- Secondly Action Plans designed to deliver against the priorities determined above. This is intended to make the allocation of participating organisations' resources supporting the plan transparent and clear; but more importantly to maximise opportunities for collaboration and thus efficiency.

The constructive conservation<sup>2</sup> of the historic environment makes an important contribution to growth and achieving it with the involvement and support of local communities is an essential step in delivering sustainable places of quality and character.

Throughout the Plan the word 'protection' is used in a broad sense to include the wider conservation and management of the historic environment to protect its significance. This includes the repair, maintenance, adaptation, reuse and interpretation of heritage assets by owners, developers and voluntary groups; the identification, assessment and recording of the historic environment; decision-making through the planning system or other mechanisms; and statutory protection and grant-aid.

Through this transparent prioritisation of activities, by developing Action Plans English Heritage and other organisations have begun to deliver the shared objective of ensuring effective protection by:

- encouraging communities and individuals to take more responsibility for the management of their local historic environment;

<sup>1</sup> The historic environment is defined in the Government's National Planning Policy Framework (2012) as 'All aspects of the environment resulting from the interaction between people and places through time, including surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.' Paragraph 3.2 provides more information on the results of survey of public attitudes.

<sup>2</sup> The aim of constructive conservation is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to make sure that people can continue to use and enjoy them (see <http://www.english-heritage.org.uk/professional/advice/conservation-principles/constructive-conservation/>)

- encouraging closer working between English Heritage, its partners and the wider public;
- focusing resources to address the most threatened parts of the historic environment.

The Plan is beginning to:

- establish a consensus about the priorities for protecting England's historic environment;
- lead to more efficient and effective protection through better coordination of activity and joint working, which is particularly important in times of considerable reductions in public spending;
- facilitate greater engagement in the protection of the historic environment by local communities.

By the end of the first Plan period in 2015, the **outcomes** will include:

- A better understanding – and agreement across the heritage sector - of those parts of the historic environment that are most threatened;
- Actions well underway to reduce that threat;
- A higher public profile for heritage issues and greater active engagement by more people;
- A cross-sector programme of agreed projects carried out where possible and where appropriate in partnership with local communities;
- An improving designation base to better inform decision-making;
- Improved public and professional access to information about the significance of the historic environment;
- An agreed rationale for public investment that responds to those immediate and severe threats which have not been previously identified;
- A second Plan for 2015-2020, owned by the wider heritage sector with shared aspirations by everyone with an interest locally and nationally, whether in the private, voluntary or public sectors.

The development of Action Plans will be an important stage in the evolution of the Plan. Rather than demanding that organisations change their strategies or do new things, the Action Plans set out in simple terms what they are already doing in the context of the shared priorities. This will help establish where opportunities for collaboration may exist and where significant gaps need to be addressed. English Heritage's own Action Plan can be found [here](#) and covers both what we will be doing with our own staff and what we will be supporting others to do through funding and expert advice. It is hoped that Action Plans will provide a framework that will:

- capture the priorities and aspirations of the wider community;
- help deliver those aspirations, within the resources available;
- become in time a comprehensive overview of planned work.

By making the process of working more transparent and sharing knowledge widely, English Heritage and the historic environment sector will achieve more at lower cost.

In order to ensure the Plan is informed by a wide range of expertise, advice is provided by an independent Advisory Board, led by and comprising representatives from the heritage sector. The Board plays a key role in the rolling annual review of the Plan.

In order to develop and establish shared priorities, together with our partners and the Advisory Board, English Heritage runs consultations each year from December to January; provides a monitored email link for suggestions and observations ([NHPP@english-heritage.org.uk](mailto:NHPP@english-heritage.org.uk)); and publishes reports on progress twice annually. It is hoped to expand this publication to include case studies drawn from the Action Plans of an increasing range of organisations, to show just how much is being achieved by professionals and volunteer organisations alike.

## 2. LOCAL EMPOWERMENT: A KEY ELEMENT IN THE PLAN

Most heritage management happens locally, whether by owners maintaining their buildings or land, by building preservation trusts taking on individual buildings, by philanthropy (whether money or time), or by local amenity societies tackling cluttered and poorly maintained streets in their area. The Plan aims to empower owners, local groups, communities and individuals, by providing them with access to expert advice, technical support and, in some circumstances, financial assistance, to help them protect their historic environment.

Much can be done locally, but not everything. Some things require national standards (such as listing a building), or benefit from national advice (such as expert input into proposed changes to designated heritage assets or how to deal with the effects of flooding affecting historic buildings) or national coordination (such as promoting the recognition of otherwise overlooked types of heritage or the development of common standards for Historic Environment Records). Some expert organisations, such as English Heritage and the National Amenity Societies, gather information and expertise nationally that can guide local decisions by setting site-specific issues in a wider context.

The framework of the Plan and the development of accompanying Action Plans by a range of partners and collaborators will help ensure that the right level of intervention occurs from the right source in a timely manner. National coordination is vital but much more can be done to engage those working at a more local level in decisions about resources. In this, local authorities are currently the key agents, and English Heritage will continue to develop its close working relationship with them, for example, through the advice it offers on plan-making and development management, offering training opportunities and working with elected member Heritage Champions.

It is hoped that through the changing way in which the protection of heritage is delivered by public and voluntary agencies, local communities will also increasingly take on responsibility for their own historic environment. Where appropriate English Heritage will seek ways of encouraging local

communities to address local priorities themselves with assistance from national and local expert organisations when needed.

The continuing shift to more local heritage management will not be completed overnight, but the Plan will speed progress. As an increasing number of local authorities share staff resources more flexibly, to ensure their historic environment services are delivered in the most effective way, the Plan will help focus the efforts of English Heritage and other organisations on delivering that change by responding to the specific needs of those local authorities.

As well as supporting local authorities, the Plan envisages local communities becoming more involved in heritage protection, through such activities as the collection of information (particularly where heritage is overlooked or poorly understood), providing views on the values of heritage assets, identifying how such assets might best be protected and providing an input into plan-making and decisions that are part of the planning system.

Local authorities, local organisations (including local amenity societies) and communities may find that an informal local heritage protection Action Plan gives a useful focus for their own priorities and activities. For example, many Regional Historic Environment Strategies which set out broad goals for understanding and managing heritage and which were drawn up by the historic environment sector at regional level are, in large part, already heritage protection plans. Such local plans will enrich the National Heritage Protection Plan, and this would be a way of expressing locally what needs to happen and help align national priorities with local action.

### 3. ESTABLISHING PRIORITIES

The Plan covers the whole of the historic environment, evidenced by sites across England dating between 800,000 BC and the present day. These include the earliest traces of human occupation such as at Happisburgh in Norfolk through to Elisabeth Frink's 'Desert Quartet' sculptures in Worthing, West Sussex, which were installed in 1989 and listed in 2007. The expertise needed to cover 50,000 sq. miles of England plus territorial waters over a period approaching a million years cannot be found in a single organisation or even in groups of bodies such as local authorities, amenity societies, universities and consultants and it is for this reason that continued and increased partnership working is vital. Heritage protection has enjoyed strong public support but this must not be assumed to continue unchanged, so all the activities in the Plan need to consider specifically how public interest can best be stimulated and, where appropriate, engaged with directly.

The Plan will ensure that immediate impacts, such as development pressures or the erosion of coastal sites by the sea, can be responded to speedily and sustainably. Responses might include rapid assessment, formal designation, investigation to gain new understanding or seeking alternative management arrangements. The emphasis of the Plan will be on practical protection and management outcomes based on a sound understanding of the historic environment. The Plan will also anticipate potential threats and propose appropriate protection and management measures before they become real problems and heritage assets are irretrievably lost.

It is recognised that, with limited resources across the sector, the Plan will only ever be able to achieve a part of what it identifies as desirable. Robust priorities will help focus action where it will produce the best results and will help the sector as a whole be able to see better where sufficient effort is being rewarded with real protection and where opportunities to make a real difference may be being missed. Prioritisation, however, does not just enable

us to tackle the most threatened parts of our heritage; it also helps us to identify opportunities to enhance the understanding, enjoyment and sustainability of our heritage more generally.

The priorities currently in the Plan have been informed by:

- The views from people and organisations outside English Heritage who have an interest in protecting the historic environment and who attended discussions and/or who fed into the pre-consultation in 2010, and the subsequent winter consultations in 2010/11 and 2011/12. Summaries of the consultation responses (323, 74 and 64 replies respectively) can be viewed [here](#);
- Research commissioned by English Heritage asking 250 local authorities for their views on priorities for listed building designation work ;
- The positive objectives of the National Planning Policy Framework in relation to the historic environment<sup>3</sup>;
- The general public – through focus groups and a face-to-face survey carried out in 2009. A summary of this research can be viewed [here](#).

A range of collaborative national and regional research frameworks produced by the sector with the support of English Heritage.

English Heritage's own experience in advising Government, local authorities and owners on many heritage issues. Detailed assessments of themes considered prior to drawing up the draft priorities can be viewed [here](#).

A simple method for prioritisation informed by professional judgment was drawn up by English Heritage and the results reviewed in the light of the external responses received to the first draft of the Plan. This process has directly influenced the proposed allocations of financial resources. This is described in detail at <http://www.english-heritage.org.uk/professional/protection/national-heritage-protection-plan/all-about-NHPP/other-nhpp-docs/>

<sup>3</sup> The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; the desirability of new development making a positive contribution to local character and distinctiveness; and opportunities to draw on the contribution made by the historic environment to the character of a place (NPPF, para 126)



The results of the Winter 2012-2013 Consultation exercise confirm increased support for the direction the Plan is moving in compared with 2011-12. More than five times as many respondents felt the Plan was improving and had clear priorities compared to those who did not think so. Twenty-two times as many respondents felt the Plan largely addressed priorities for the historic environment compared to those who felt it did not do so. Key messages to emerge from the consultation were:

- recognition that there is increasing pressure on resources in the historic environment sector;
- barriers to those outside the heritage sector who wish to fully engage with the Plan; and
- the need to simplify the Plan further and increase access to its outputs and products;
- the desire of many to work in partnership with English Heritage to deliver progress on the issues identified in the Plan and the benefits of greater collaboration;
- the need for responsiveness in the Plan to deal with a fast-changing world;

- the potential for commercial sponsorship in certain areas and the need to consider all funding sources.

On occasions, the importance of newly emerging issues or asset types identified by English Heritage or other organisations as priorities for action may not be readily appreciated or understood by wider audiences. In such cases we will need to communicate their significance to the widest possible audience. Published foresight activity, covered in Section 5.1, will help set such work in context.

By expressing the priorities clearly and demonstrating the need for further work in certain areas, the Plan is likely to be of considerable interest to academic researchers who, in order to obtain funding, need to identify the demand for such research and to demonstrate the practical impact of its results. The importance of research impact is clear from changes to the Research Excellence Framework (REF 2014) and the value of clear outcomes increasingly apparent within Research Council programmes and funding calls. The academic sector therefore has an important role to play in making the Plan a real success.



NHPP Equalities Impact Assessment: consultation with experts in under-represented heritage. Photo by James O. Davies, © English Heritage.

## 4. A COMMON FRAMEWORK FOR ACTION – THE PLAN STRUCTURE

The Plan framework is divided into four main components. The first three, Foresight, Threat, and Understanding, together aim to develop a sound evidence base for action. The fourth, Responses, sets out appropriately targeted action to meet the need. The Plan is supported by a range of essential wider strategic functions and activities (we call them supporting actions) carried out by English Heritage and many other organisations across the sector.

### Foresight

Foresight uses intelligence and horizon-scanning from a wide range of sources to identify trends and issues (threats or opportunities) and to assess the implications of change. Foresight also provides a long-term perspective on how external pressures, particularly social, economic, environmental, and political ones are likely to affect the historic environment in order to inform strategic action.

The Plan will capture and process perspectives from within and beyond English Heritage to be responsive to changing circumstances. This includes the development of appropriate tools to ensure better awareness, assessment and analysis of threats and opportunities (for example by the facilitation of discussions within the sector about approaching threats that need the most urgent attention), and occasional larger scale analysis and correlation with external horizon scans.

### Threat

The identification of threats and the development of ways to respond to them are crucial to an effective Plan, because much of the historic environment is not under immediate threat. Informed by foresight, this part of the Plan helps identify what the key threats facing the historic environment are, and identifies work that is likely to be necessary to understand better those threats, in advance of finding appropriate responses to those threats. This part of the Plan looks at all types of threat whether caused by human activity or by natural processes.

Local authorities and organisations hold much knowledge of threats to the historic environment, and the collation and analysis of that information will have a considerable influence in informing the priorities for the subsequent sections of the Plan.

### Understanding

There are two steps to filling gaps in our understanding. The first is the identification of interest; the second is the assessment of significance. The first stage identifies the heritage asset, counts and classifies it; the second establishes its importance and significance. The assessment process has been divided into eight topics that have been identified as a priority because of the urgent threats faced by these parts of the historic environment.

### Responses

Responses to the threats are those actions undertaken by, or on behalf of, all interested parties (see 1.3) to ensure that historic significance is not unnecessarily lost or damaged. Responses fall into three areas:

- Protection responses; pre-emptive activities, principally inclusion of sites on local Historic Environment Records, statutory designation such as scheduling an archaeological site or listing a building, that are designed to create a robust system that minimises the chances of damaging changes to the historic environment.
- Management responses; activities that help to minimise damage to the historic environment including the provision of expert advice in plan-making, appropriate decision-making, the offering of financial assistance and other activities such as developing Heritage Partnership Agreements. Such management responses are of particular importance to the overwhelming majority of the historic environment that is not formally designated or which could not readily be protected through the designation process and involves work at both the strategic and site-specific levels. Also

		Measure	Activity Topics		
Building the evidence base	Foresight	1. Foresight	1A Impacts of wider long-term changes (economic, social, environmental); identifying threats to, and opportunities for the historic environment and assets; gathering, collating, and interpreting sector intelligence and agreeing priorities 1B Mechanisms to identify flexible/timely responses to changing circumstances and to review effectiveness of outcomes	Essential Supporting Actions Socio-economic research; Capacity-Building; Information management; Community Engagement; Philanthropy	
	Threat	2. Strategic threat assessment and response	2A Development-based threats 2B Social threats to significance 2C Natural and Environmental threats 2D Resource exploitation threats 2E Professional infrastructure threats		
	Understanding	3. Recognition and Identification of the potential resource	3A Identification of heritage assets and their significance		
		4. Assessment of character and significance	4A Urban and public realm 4B Transport, infrastructure and industry 4C Sport, leisure and entertainment 4D Worship and commemoration 4E Conflict and defence 4F Rural settlement and land-use 4G Alluvial and wetland archaeology 4H Marine assets and landscapes		
Responses	5. Protection of significance	5A Designation and registration tools 5B Management Frameworks 5C Historic Environment Records			
	6. Management of planned change in the historic environment	6A Managing change in the historic environment 6B Strategic Condition Monitoring			
	7. Managing major holdings of historic assets	7A Protection and management of major holdings of historic assets			
	8. Help and advice for owners	8A Advice and grant-aid to reduce risk or replace unavoidable loss with knowledge gain			

Table 1: Summary of the NHPP Structure

covered here is the work that major historic estate custodians (including English Heritage) undertake to protect and manage changes to their portfolios.

- Advice, investment and grant-aid for protection; including assistance for urgent repairs in particular where other sources of funding are not available and the emergency recording of assets threatened with imminent destruction.

## Supporting Actions

There are also a number of fundamental cross-cutting activities without which any joint efforts at protection are destined to fail. These vital activities do not of themselves protect our heritage but they are of such particular importance to the Plan that they need clear recognition. They have been termed Supporting Actions and include the following:

- Ensuring that the public understand and agree that looking after our heritage is important both in terms of the economy of the country and the well-being of its people (addressed through **socio-economic research and research into perceptions and values**);
- Ensuring that the right skills exist and that the right tools and advice are available to those engaged in looking after our heritage (addressed through capacity building activities such as **training, development of advice and guidelines**);
- Ensuring that information management and knowledge transfer is as good as it can be so that what we learn can be used to its greatest benefit (addressed through **research and development of information systems** which promote sharing of knowledge);
- Ensuring that the right systems exist for encouraging local communities to get involved in decision-making and in delivery of protection (addressed through supporting and providing

tangible **tools and advice for local people** to get involved);

- Encouraging people to take pride in helping to protect their own heritage through philanthropy, volunteering and celebration of success (addressed through **recognition and celebration of effort and success**).

These parts – that is the four main stages and the underpinning supporting actions – together form a simple structure to help provide a common framework for action. This structure therefore comprises both the eight numbered Measures and the Supporting Actions.

These Measures are arranged into high-level topics which characterise the key themes that have been identified which relate to each Measure (summarised in Table 1). Each Topic is sub-divided into distinct Activities (for example, within Measure 2 Strategic Threat: Assessment and Response there is a range of natural and environmental threats, each of which will require addressing by different activities, and within Measure 3 Recognition and Identification of the Resource there is a range of assets relating to urbanism each of which may require a different response). The complete list of Activities is present in Appendix 1 of this document.

Organisations developing Action Plans can then set out the particular Protection Results that they intend to achieve in response to the issues raised by each Activity. Typically, achieving a stated Protection Result might involve one or more linked Projects to be undertaken during the Plan period. The aim and scope of each Activity is only summarised briefly in this document.

English Heritage has developed its own comprehensive Action Plan setting more detailed descriptions of what we intend to do or support under each Activity, accompanied by an on-line programme to show how we expect the Action Plan to progress. This can be found [here](#).



## 5. GETTING INVOLVED

Organisations and individuals can get involved in the National Heritage Protection Plan in a number of important ways:

### Influence priorities for action

The first is by influencing the Plan's shared priorities. The Plan will be reviewed annually to ensure its priorities continue to be relevant and up-to-date. Ideas and suggestions are welcome from across the heritage sector, from local communities and from the owners and managers of historic buildings and places. Suggestions can be made as part of this yearly consultation, or at any time via an email post-box at: [NHPP@english-heritage.org.uk](mailto:NHPP@english-heritage.org.uk)

### Develop an Action Plan

The value of developing an Action Plan for a group or organisation lies simply in the benefit which comes of being able to compare and share information on efforts to protect a particular kind of heritage asset (whether it may be archaeological earthworks or cropmarks or a late 20th urban building form), or to tackle a particular strategic threat to our heritage (perhaps coastal erosion or loss of key craft skills). It is about developing a common language rather than forcing a change of approach or function.

An Action Plan can thus be either a standalone document or integrated with existing organisational mission statements or strategic objectives. The format is unimportant: what does matter is that the Action Plan clearly articulates what **Protection Results** are expected and that these are realistic in scope.

Not every organisation's Action Plan need respond to every Activity. Instead the Plan seeks to play to the strengths of the sector and provide a basis for creating new dialogues, new partnerships and new collaborations where real, tangible protection outcomes are likely to be realised.

In order to share objectives and progress two things are needed. First, that the Action Plan is **accessible** – probably on the internet. And second, that a summary annual **report** against

your chosen Protection Results can be made available. In due course English Heritage would like to show-case these Action Plans and reports alongside its own and thus present an increasingly comprehensive view of progress in protecting our heritage.

Some fundamental basic assumptions are made about approaches to protection within each Activity. These are:

**Comprehensiveness.** Any assessment of a particular theme of asset (e.g. Public and Civic buildings) should consider related aspects such as the interiors, associated archaeology, open spaces and ancillary structures at an appropriate level of detail. The aim should be to get a fully-rounded view of what is significant.

**Local Involvement.** Planners of projects should consider how and where relevant local communities might be included in the assessment of values and significance so that we can balance the continuing need for expert assessment with local perceptions of values.

**Clarity.** Where assets or landscapes are considered to be of national significance, this needs to be explained clearly so that everyone can appreciate how the conclusions have been reached.

**Accessibility.** The dissemination of the results of projects which contribute to an Activity is a fundamentally important aspect of undertaking or supporting the work and should be factored into the costing and delivery of each strategy. Each project will need to consider how identified audiences can best be informed of the outcomes of the work.

### Report success

From local groups to major organisations, the effort applied to protection should be noticed and celebrated. Whether a local research programme or a major regeneration project, English Heritage will be happy to consider it for inclusion in the regular reports on NHPP progress.

## APPENDIX: FRAMEWORK OF MEASURES AND ACTIVITIES

The following Measures and Activities set out the general priorities developed through consultation since October 2010. English Heritage's own response to these can be found in our separate [Action Plan](#).

### Measure I. Foresight

A formal process of foresight is fundamental to a plan focused on establishing threats and developing responses to those threats. The development of appropriate intelligence-gathering and coordination mechanisms is essential to ensure that the sector can establish views on likely scenarios for the historic environment to inform our continuing and evolving implementation of the Plan. The Activities supported in this Measure will help to integrate approaches to horizon-scanning and impact assessment, test recommendations with sector partners, update the Plan accordingly, and review the progress and impact of the priorities taken forward.

#### IA: FORESIGHT

##### IA1 Foresight and Threat/Opportunity Assessment for the Historic Environment

Long-range assessment of trends is important to help establish the nature of likely threats, impacts and opportunities. Oversight at this scale will consider the key trends (for example, climatic change, information technology development, demographic and social transformation). Trend analysis will collate data from Historic Environment Sector and other sources across a broad platform. Regular assessment of identified priority threats and indeed opportunities arising for the protection of the historic environment, undertaken in close cooperation with our partners and stakeholders, will permit the NHPP to refine and where necessary redefine priorities for action. Consultation internally and with the sector on a periodic basis with appropriate follow-up analysis is a key process within this Activity.

##### IA2 Data-Gathering and Assessment of Priorities for Understanding and Protecting the Historic Environment

Foresight will be used to establish patterns for assessment of significance. As well as threat (IA2 above), this activity will capture local and national values to fine-tune broader priority goals, and will continue to tap into sector-wide intelligence on research gaps to ensure added value from protection-based priorities.

##### IB1 Review of Progress and Impact

Part of the cycle of foresight and planning is ensuring regular benchmarking of progress and impact: the NHPP will be reviewed annually to establish what is or is not working well and allow corrective adjustments to be made to the strategy, and a major review will be held towards the end of each Plan period.

## Measure 2. Strategic Threat Assessment and Response

Natural processes and human activity impact on our heritage. Some processes and activities have a very significant impact that can be countered, offset, mitigated or adapted to in ways that reduce the loss of our most important heritage. This Measure aims wider support and action at these 'winnable battles' where focused action can make a real and lasting difference. Activities are grouped under the following headings, but will focus on specific targeted subsets of each heading, as set out in the more detailed descriptions. Action should focus explicitly on establishing tangible responses to the most urgent and serious threats.

### 2A: DEVELOPMENT PRESSURES

#### 2A1 Development Pressure

Many of England's historic settlements, both urban and rural, are undergoing considerable change. Pace of urban redevelopment and reorganisation of housing provision strategies will have significant impact on heritage. Action will seek to facilitate strategic resource planning and engagement with partners and stakeholders in those places which are (1) undergoing most change, (2) most sensitive to change, and (3) least resourced to manage change. Research on the degree of likely change through planning applications, master planning and other activities, linked to the spatial distribution of heritage assets in those areas, will be used to develop methodologies and tools for guiding sustainable change and minimising negative impacts.

#### 2A2 Resolving Impact of Carbon Challenge on Built Heritage

The drive towards a carbon-neutral economy may have significant impacts on the adaptation of historic building stock to increase energy efficiency and decisions about conversion/reuse vs. new build. Action will focus on developing the evidence base required to ensure that the appropriate decisions are made that avoid unnecessary degradation of our most significant heritage assets.

### 2B: SOCIAL PRESSURES

#### 2B1 Tackling Neglect

A major threat to our most significant built heritage assets is poor care and neglect. There are numerous causes for neglect and we do not yet have sufficient information on range and distribution. Action will focus on developing an understanding of the nature of this neglect in order to establish patterns and distributions of asset types, and geographical regions; this will help target practical partnership and support to counter the impact of neglect.

#### 2B2 Heritage Crime

Heritage crime (e.g. theft of architectural features, interiors; theft from sites; criminal damage to buildings, monuments and other manifestations) is a major issue: for example church roof lead loss in 2010 was running at £1m per month. Volume crime and anti-social behaviour degrades significance of assets and leads to devalued communities. However, crimes remain very under-reported and infrequently acted upon. Action will aim to gather and collate evidence for crime, review legislation and recommend change, and work with partners to develop cost-effective deterrents and interventions.

#### 2B3 Recreational Activities

Accidental or unthinking damage to heritage can be the regrettable by-product of some leisure activities. These include off-roading, caving, metal-detecting (to be distinguished from criminal activities such as 'nighthawking') and sports diving. Action will focus on development of a risk assessment for such activities to establish which require responses. Responses will mainly comprise educational measures and guidance on mitigation of impact.

## 2C: NATURAL AND ENVIRONMENTAL THREATS

### 2C1 Major Environmental Threats

While uncertainty remains over trends, currently we recognise flooding events and erosion as threats whose severity may be increasing in certain areas as a result of climatic changes. Apparent reduction in precipitation may increase fire risks in moorland or woodland areas. Related directly to such threats, national and international directives and legally binding measures (for example for water management and water quality) may have a significant impact on heritage assets. Action will focus on partnership working to establish risk mapping and strategies for prioritising tactical responses. The artificial distinction between threats/impacts covered here and some under 2C2 is recognised.

### 2C2 Attritional Environmental Threats

A wide range of environmental processes threaten the preservation of heritage assets, whether built, buried or submerged, interior or exterior. These can be characterised as physical (e.g. severe precipitation, wind, changes in relative temperature or humidity, compression, dewatering), chemical (pollutants, acidification, corrosion etc.), or biological (microbial, invasive plants, insects and invertebrates, larger, burrowing and roosting animals). Climate change is accelerating many of these impacts (and probably retarding others). Action should focus on the need to understand the likely impacts on our most significant heritage and to develop priority responses.

## 2D: RESOURCE EXPLOITATION IMPACTS

### 2D1 Agricultural and Forestry Impacts

Agriculture and forestry present very significant threats to our designated and undesignated archaeological heritage, buried and built. Intensification appears inevitable. Out of the c. 20,000 Scheduled Monuments, just under 20% are at immediate risk of destruction or loss, with agriculture and forestry land management practices outside the development control framework being the main reasons. Agricultural buildings and complexes are under threat from piecemeal change, redundancy or conversion. Action should focus on reducing cultivation impact and developing practical management regimes.

### 2D2 Marine Exploitation Impacts

Passage of the Marine and Coastal Access Act 2009 recognises the rapid increase of exploitation of the marine environment. Submerged landscapes, wrecks and other sub-tidal heritage assets are under increasing risk. Fishing and dredging continue to have an impact. Sustainable exploitation requires understanding of the impacts and their distribution in relation to heritage assets; suitable management approaches will then be developed for the most immediate threats and in the most significant areas.

### 2D3 Energy Generation Impacts

Significant changes in the means of energy generation and supply are anticipated in the short to medium term. These will have an impact on historic structures no longer required (see 4B2), but also on heritage assets where generating structures are sited (microgeneration on buildings, windfarms in estates, biofuels on archaeological landscapes and similar). The likely negative impacts will be assessed and appropriate responses advanced.

### 2D4 Mineral Extraction Impacts

As a result of Defra's Aggregates Levy Sustainability Fund (2002–2010), understanding of the impacts of extraction on land has been well developed; much of this understanding transfers to non-aggregate minerals. However, dimensional stone and other non-aggregate minerals (e.g. coal, china clay) require some impact assessment, and marine dredging for aggregates is also less well understood. Action should focus on regional impact assessments and tailored strategies for mitigation.

### 2D5 Materials Supply Loss

Local distinctiveness is very often the result of the specific materials used in buildings and structures. This is true of stone, ceramics and also natural materials such as thatch. If the sources of particular materials become inaccessible then that distinctiveness will erode and the character or significance of heritage assets and places will be diminished.



## 2E: PROFESSIONAL INFRASTRUCTURE THREATS

### 2E1 Heritage Management, Conservation and Craft Skills Shortages

National guidance on protection and change management cannot be implemented successfully without a suitably skilled workforce. Maintenance of significance and heritage value of heritage assets and landscapes similarly relies to a great extent on the availability of a workforce with the right key skills in the right numbers. Pressure is intense in particular skill areas for a variety of reasons, and the integrity or maintenance of assets which rely on these skills are therefore at increasing risk. We need to ensure that the relevant skills to care for and conserve our heritage remain available now and for the future, including heritage management, technical conservation skills and building and interiors crafts skills.

### 2E2 Capacity-Loss in Local Authorities

Economic pressures are intensifying on Local Authorities, the most important organisations in caring for our historic environment. Local Authority historic environment capacity is closely linked to the level of local political support. Resources are under exceptional strain and restructuring and capacity reduction is a reality and likely to accelerate. While options are limited, we need to work together to ensure that the necessary expertise is available to local authorities and that it is sufficient to deal not just with the day-to-day planning casework but also with pro-active plan-making and information gathering so that the sector is prepared for the upswing in economic activity as and when it comes.



Didcot 'A' Power Station, Oxfordshire. Photo by Steve Cole, © English Heritage.

## Measure 3. Recognition and Identification of the Potential Resource

There are considerable areas of the country where even basic identification of what heritage we have is poor and thus where there is a real risk of losing nationally significant landscapes and assets before we even know what is at risk. This is, unsurprisingly, true more of buried archaeology than it is of standing structures, especially for hard-to-access landscapes, those in remote uplands, deeply buried within or under glacial gravels, hidden in subterranean locales, inundated in marsh or wetlands, or submerged below the seas. A wide range of players will be involved in this Activity, from contributions made by local communities, commercial investigations and strategic surveys undertaken by agencies, academic bodies and other groups. All Activities are grouped under Topic 3A: Survey and Identification.

### 3A: SURVEY AND IDENTIFICATION

#### 3A1 Unknown Marine Assets and Landscapes

We know very little about marine heritage assets: continued survey and mapping will provide an essential basis for identifying assets worthy of protection. The focus therefore remains on seabed mapping and characterisation and, in support of this, establishing cost-effective ways of assessing potential for discoveries within areas marked for development and exploitation.

#### 3A2 Unknown Coastal Assets

Sea level change, erosion and inundation will have a major impact on coastal heritage. There is still a need for primary assessment of significant portions of our coastal heritage and a consideration of its significance, follow-up designation or local listing, enhancement of management datasets (e.g. HERs) and establishment of protection strategies for significant assets. Information will inform Shoreline Management Plans as well as local and strategic development (see also 2D2, 2D3).

#### 3A3 DEEPLY BURIED/SUBTERRANEAN PLEISTOCENE AND EARLY HOLOCENE ARCHAEOLOGY

Very ancient sites of human activity (e.g. Boxgrove, Happisburgh) are internationally significant. Often deeply buried, and found most often by chance (by quarrying or coastal erosion for example) they are at significant risk of destruction. Action should include developing models of high potential, techniques for location and cost-effective recording, and developing partnerships with industry and other agencies to ensure reporting of chance finds.

#### 3A4 Identification of Terrestrial Assets Via Non-Intrusive Survey

Sites of national significance continue to be discovered via aerial survey and other non-intrusive detection methods. As of 2010 c. 42% of England has been surveyed using aerial photographs, so much still remains to be examined. Follow-up ground-based analysis and survey in particularly significant or threatened locations will lead on to candidates for local or national designation. Future activity will focus on designated landscapes (National parks, Areas of Outstanding Natural Beauty etc.), where threat from agricultural/forestry intensification is greatest, or where gaps in our knowledge exist.

#### 3A5 Identification of Wetland/Waterlogged Sites

Sites such as Star Carr and Flag Fen are reminders of the national and international importance and vulnerability of wetland heritage. Urban waterlogged zones can be extensive and of exceptional significance. Standard survey techniques are insufficient to model and map such landscapes. Action should focus on development of deposit models to highlight potential, methodologies to test prediction, and survey in areas under significant threat of change. Upland peatlands, small (<10ha) wetlands, and urban waterlogged archaeology remain poorly understood and little assessed. With the exception of select periods and regions, understanding of the archaeology associated with river channels also requires consideration of distribution patterns, character and significance.

## Measure 4. Assessment of Character and Significance

This Measure focuses on a range of themes and places which through consultation have emerged as being insufficiently understood, significantly threatened by change, and of potentially high significance in terms of their heritage values. Activities are grouped under the following Topics, but will focus on specific targeted subsets of each topic, as set out in the more detailed descriptions. Action should focus explicitly on establishing tangible protection outcomes for the assets and landscapes under scrutiny.

### 4A: URBAN AND PUBLIC REALM

#### 4A1 Historic Towns and Suburbs

Our urban centres are subject to continuous and significant change. Work focused on developing significance and protection is still outstanding, with particular targets including several major centres, some small towns and market towns. Key current priorities are poorly understood suburbs, mass/public housing, urban vernacular, public art, designed open spaces, vulnerable building types, and buried archaeological assets in urban contexts.

#### 4A2 Later Twentieth-Century Heritage

Post-Second World War buildings and landscapes are facing acute redevelopment pressures and their designation and protection is often highly contentious, underscoring the need for an enhanced, authoritative knowledge base as well as an increased public appreciation of their value. Consensus on strategies for management is vital. Action should focus on a thematic or case-based approach to espousing values and practical protection for heritage beyond the traditional.

#### 4A3 Historic Ports, Dockyards, Harbours and Coastal Resorts

Historic coastal settlements and complexes are of great heritage significance, and subject to specific and varied pressures relating to environment, ownership and economic pressure. Action should focus on establishing the character and significance of such places to inform sustainable change. There is a clear overlap with approaches to general coastal heritage (3A2), but the separation of this Activity recognises the unique challenges associated with coastal settlements.

#### 4A4 Public, Civic and Communal Buildings

Town halls, schools, courts, police stations, libraries, drill halls, post offices, workers' institutes and many other civic/community buildings are at risk of substantive change or loss. Current priorities are developing national, regional or area-based assessments on poorly-understood classes of public, civic, communal and non 20<sup>th</sup>-century military buildings in civic settings facing disposal, demolition or refurbishment.

### 4B: TRANSPORT, INFRASTRUCTURE AND INDUSTRY

#### 4B1 Historic Water Management Assets

New EU Directives, domestic legislation and policy (e.g. Water Framework Directive, Flood & Water Act 2010 and Waste Water NPS) as well as demand to develop micro-renewable energy sites will place increasing pressure on a range of historic water management assets (mills, pumping stations, dams, weirs, flood meadows etc.). Action should focus on completion of coverage for those categories most at risk of major change and on ensuring minimal loss of significance (see also 2C1).

#### 4B2 Traditional Industry, Modern Industry, Mining and Associated Housing

Smaller-scale traditional industries and 20<sup>th</sup>-century industry are under pressure because of drastic changes in organisation and working practices. Subterranean mining remains are often of exceptional interest but are difficult to assess and protect and vulnerable to impending European water quality directives. Related, purpose-built workers' housing is threatened by redevelopment: in places, this may involve loss of important or rare examples of early workers' housing, the core of many inner city communities. Action should focus on assessing these priorities and establishing realistic approaches to protection of the most significant.

### 4B3 Transport and Communications

Development of transport and communications has had a profound impact on the historic environment. Landscapes, buildings and structures associated with transport are under-appreciated and subject to rapid and wholesale change. Constant change within the transport industries routinely requires intervention to historic fabric. Action should focus on delivering adequate understanding and appreciation of that fabric for appropriate management; current priorities are road, rail and canal transport heritage.

## 4C: SPORT, LEISURE AND ENTERTAINMENT

### 4C1 Sport and Entertainment Buildings and Landscapes

Although knowledge of sports buildings has improved in recent years, there are still many classes of leisure buildings and landscapes, many of which have a high communal value, requiring study to underpin heritage protection and management decisions. They are often under-appreciated and under-protected, and are facing acute redevelopment pressures. Action should focus on poorly-understood and threatened classes of buildings and landscapes associated with sport and leisure, including overviews of racecourses and seaside amusement parks.

## 4D: WORSHIP AND COMMEMORATION

### 4D1 Places of Worship

Much is known of Christian places of worship, but particular and urgent issues include significant threat to interiors, substantial loss of poorly understood assets in some areas, poor understanding of the scale of loss and lack of synthesis available to evaluate relative significance. Furthermore, the heritage of many non-Christian faiths is very poorly understood, but with increasing cultural diversity in British society this heritage is making an expanding contribution to the built environment. Action should focus on understanding the significance and values of the heritage of such places of worship and encouraging the engagement of a more diverse range of building owners and cultural groups in the historic environment.

### 4D2 Churchyards, Cemeteries and Burial Grounds

Extant or visible historic burial grounds and other commemorative locales, significant both at a personal and historic level for local and faith communities, are under threat from vandalism, neglect and development pressure. Their full heritage significance (monumental, design and archaeological heritage values) is often poorly understood, especially for the period after 1500. Knowledge of earlier cemeteries is much better as a result of archaeological investigations, but the basis for protection lies primarily through policy (Ministry of Justice licences, church Faculties and Pastoral Measures etc.), and a clearer articulation of significance is required.

## 4E: CONFLICT AND DEFENCE

### 4E1 Battlefields

Recent investigation has demonstrated that spatial location of terrestrial battlefields in England requires closer care and better definition of accuracy. Without this, the management regimes necessary to protect the setting of the battles and/or their diffuse material culture cannot be established. Action should focus on assessment to locate, identify and characterise the archaeological nature of terrestrial and sea battlefields.

### 4E2 Twentieth-Century Military Heritage

The evidence base for 20<sup>th</sup>-century military heritage is extensive; a small number of priorities remain to be addressed to develop understanding of significance and permit informed protection of the most important. All are affected by piecemeal losses and lack of knowledge. Action should focus on Ministry of Defence disposals, First World War heritage, and specific themes such as communications, temporary airfields, aircraft crash sites and Cold War installations.



## 4F: RURAL SETTLEMENT AND LAND USE

### 4F1 Rural Historic Buildings and Their Settings

Understanding of significance of more modest rural buildings, especially agricultural buildings, rural vernacular buildings and smaller country houses and their associated landscapes is based on an insufficient knowledge base. The pressure of change has never been more acute. Significance is threatened by changes in farming practice, changing demographics and lifestyle expectations, fragmentation of estates, and the impact of new housing on the historic character of rural settlements. Action should focus on developing and understanding the significance of these less-well understood heritage assets, and provide tools to help owners and planners manage them.

### 4F2 Field Systems

Field systems - extant/still in use; relict (i.e. earthworks or other visible features which survive above ground, but which are no longer in use); or entirely below-ground - are the most extensive form of heritage asset in the country. They contribute significantly to local and regional distinctiveness. Studies have demonstrated the rate of loss of historic field systems still present in the landscape, their antiquity and value in character terms, and their ability to preserve earlier and nationally significant landscapes and assets. Action should focus on engaging communities in helping to preserve the distinctive character of our agrarian heritage.

## 4G: SEDIMENTARY AND WETLAND ARCHAEOLOGY

### 4G1 Pleistocene and Early Holocene Archaeology

Aligned with work on establishing predictive approaches to very ancient subterranean or deeply buried sites of human activity (3A3), further work is needed to develop the framework for assessing the significance of those that are encountered. Such ancient sites often defy accurate quantification in terms of taphonomy, boundaries and chronology and thus present challenges in developing protection and management. Action should focus on developing workable approaches and guidance based on exemplars.

### 4G2 Ploughzone Archaeology

Lithic scatters, early medieval 'productive sites' and chance finds of nationally important artefacts (e.g. Staffordshire Hoard) all demonstrate the significance that can be found within the surface horizon and plough soils. For aspects of prehistory they can represent the great majority of known sites. For some sites they represent the total surviving evidence. Action should focus on developing detailed understanding of site characteristics and distributions and measures for assigning significance (i.e. equivalent to principles of selection for assets that can be designated).

## 4H: MARINE ASSETS AND LANDSCAPES

### 4H1 Submerged Heritage Assets and Landscapes

Survey and identification of submerged heritage and inundated prehistoric landscapes (Measure 3) will provide key targets for follow-up assessment. These will comprise specific assets (wrecks, crash sites etc.) and wider landscapes (landforms of high potential). Further action should relate only to areas or assets subject to imminent change (aggregates dredging, energy developments, fishing, loss through tidal action/erosion).

## Measure 5. Protection of Significance

This Measure focuses action on the development of formal protection systems. These range from Designation, whether at a national or a local level, development of formal management plans, and development and expansion of Historic Environment Records for undesignated heritage both on land and in the marine zone. The Activities set out here are, clearly, closely aligned with those related to Managing Change (Measures 6 and 7) and Advice, Investment and Grant-Aid for Protection (Measure 8), but are distinguished by their focus on infrastructure (protection systems) rather than case-specific responses.

### 5A: DESIGNATION AND REGISTRATION TOOLS

#### 5A1 Strategic Designation Programme

Planned designation activity will help to ensure that the full weight of statutory protection is given where threat is most urgent, or where future threat may be most appropriately forestalled. This Activity is the actual designation/registration of nationally significant assets, not the assessment of that significance. It will therefore involve the combination of priorities for designation where significance has already been scored, with priorities feeding through from understanding significance established by Activities under Measures 3 and 4 above.

#### 5A2 Upgrade and Modernisation of Designation Base

The legacy of statutory designation systems which have been conducted for over fifty years is a large number of designations where the supporting information does not comply with modern standards of clarity and transparency. Over time, errors have been introduced into some data. Furthermore, if Government proposals in the Penfold Review Implementation plan (AI) are enacted, they will enable the specification of what aspects of a Listed Building confer its significance, to reduce regulatory burden. English Heritage needs to ensure that the designation base is fit for regulatory requirements.

#### 5A3 Restructured Responsive Designation Programme

Listing, scheduling or registration in reaction to public requests forms a very significant part of Heritage Protection activity within English Heritage. It remains the best ad-hoc mechanism for identifying individual assets or areas under threat. It is anticipated that English Heritage will be able to handle around 1500 cases from 2011-12 (of which approximately 500 may end in a positive recommendation). Through the sharpening of criteria against which requests are taken forward and the strategic approach to priority assets, we aim to reduce the caseload to between 1000 and 900 cases per annum by Year 4 of the Plan, a reduction of more than 40%.

#### 5A4 Supporting Local Communities in Protecting Significant Heritage Assets

Heritage assets are valued for their contribution to local distinctiveness and character, and historical and archaeological associations. Translating this local pride into better protection empowers local communities to manage and celebrate their heritage. Action should focus on developing practical and feasible means to assist local people, organisations and authorities in developing appropriate registration of such assets.

### 5B: MANAGEMENT FRAMEWORKS

#### 5B1 Heritage Partnership Agreements and Model Management Plans

It is essential that management activities, often conducted by owners or consultants, are based on a clear understanding of significance. Development of consistent structures and principles for management plans and HPAs is essential to build understanding and encourage successful implementation. Action should aim to establish model structures and guidance on development of management agreements and HPAs, and clear routes for identification of need and delivery of information to the relevant stakeholders in timely manner and to the appropriate format.

### 5B2 Underpinning Local Planning Processes

The arrival of the National Planning Policy Framework (NPPF), the Localism Act, and the Enterprise and Regulatory Reform Bill (2013?) puts the historic environment at the heart of spatial planning and makes it clear that understanding significance is the key to successful conservation in both plan making and decision making. English Heritage and other bodies have an important role as statutory consultees within the planning system (see Measure 6) to ensure that the changes proposed by the government are implemented in a way that embeds the principles of NPPF. This Activity will ensure that role is underpinned by appropriate guidance, toolkits and partnership protocols.

### 5B3 Developing Marine Heritage Management Structures

There is a need for greater alignment of terrestrial and marine systems to protect the historic environment and offer operational clarity on responsibilities with the UK zones of influence. Action should focus on supporting the UK Marine Policy Statement, supporting development of inshore HERS, and agreeing defined responsibilities for action outside the 12 nautical mile limit.

## 5C: HISTORIC ENVIRONMENT RECORDS

### 5C1 Enhancing the Capabilities of Historic Environment Records

The publication of the National Planning Policy Framework underpins the value of a smoothly functioning planning process of a current, accessible and dynamic Historic Environment Record (NPPF, 141, n 30). This Activity recognises the need to work across the sector to establish better standards of access; integration and content for historic environment data, whether in English Heritage, Local Authorities or with other organisations by working towards content consistency and management and new approaches to interoperability, access, data exchange and coverage.



Model Village, Bourton-on-the-Water, Gloucestershire, listed Grade II in 2013. Photo © The Old New Inn & Model Village.

## Measure 6. Management of Planned Change in the Historic Environment

Heritage legislation and the National Planning Policy Framework make provision for the protection and conservation of our historic environment so that it can be used and enjoyed for its contribution to the quality of life of this and future generations. The front line of protection in the vast majority of cases depends on the way in which change to the historic environment is managed positively. Significance is what sets apart the most important buildings, landscapes and buried archaeology and preserving and sustaining that significance is at the core of the work of local authorities and many heritage sector organisations when they engage with the planning and other consent systems, either through contributions to plan-making or through their input to decision-making. Whilst there are others, the core organisations involved in assessing and maintaining that significance are local authorities, English Heritage (and sister agencies such as the Marine Management Organisation), exempt denominations for many of our places of worship, local and national amenity societies and other statutory consultees.

### 6A: MANAGING CHANGE IN THE HISTORIC ENVIRONMENT

#### 6A1 Strategic Planning Frameworks

This Activity focuses on the development of positive and proactive strategies for the conservation and enjoyment of the historic environment. Advice is given by a number of statutory and non-statutory consultees on a range of different types of plan/strategy. In a local authority context, these include local development frameworks, neighbourhood plans, sustainable community strategies, mineral plans, economic strategies and cultural strategies. More widely, plans developed by other bodies such as the Environment Agency, Natural England and Local Enterprise Partnerships (amongst others) also often have a significant heritage dimension as do specialist strategic planning frameworks such as World Heritage Site Management Plans and Marine Plans.

#### 6A2 Early Support for Management of Change

Many bodies with a planning advice role (including English Heritage and the amenity societies) place a high priority on providing pre-application advice on proposals affecting the historic environment. This aids in the constructive conservation of places based on sustaining significance. Action should continue to develop and deliver timely, clear and justified pre-application advice to owners, developers, local authorities and other bodies.

#### 6A3 Management of Scheduled Monuments

One of English Heritage's unique roles is in advising the Secretary of State on the granting of consent for works to archaeological remains of national importance which are designated as scheduled monuments. On behalf of DCMS, English Heritage will continue to administer the scheduled monument consent process by providing timely and efficient expert advice to owners and developers and making clear recommendations to DCMS on individual consent applications. English Heritage's statutory role for scheduled monuments also includes the delegated granting of licences for non-invasive survey and investigating damage to scheduled monuments (results of which will inform our Heritage Crime initiative – see Activity 2B2).

#### 6A4 Decision-Making in the Planning Process

This Activity covers advice given relating to the historic environment and its significance, which contributes to good decision-making as part of the formal planning process. Those involved include local authority historic environment services, national and local amenity societies and English Heritage. The aim is to provide timely, clear and constructive advice on managing major change to locally and nationally important heritage assets at all stages in the formal planning process. Such advice includes, but is not restricted to, listed building and planning applications, assessing environmental impact assessments and change affecting registered parks and gardens, registered battlefields, conservation areas and their settings and the setting of listed buildings and scheduled monuments. It also includes advice on nationally significant but undesignated heritage assets through the planning process.



### 6A5 Supporting Care and Management of Listed Places of Worship

This Activity covers the management of change to places of worship by those denominations exempt from listed building consent and by others with an interest or duty to assist them, such as central church bodies, the national amenity societies and English Heritage. The focus of the Activity is well-informed decision-making by the relevant advisory committees and their decision-making bodies, supported by timely, clear and constructive advice and guidance to local faith communities and congregations.

### 6A6 Supporting Informed Management of Change in the Marine Environment

English Heritage is a statutory consultee for the new marine licensing system started on 6 April 2011 (replacing the Food & Environmental Protection Act and the Coastal Protection Act). English Heritage will provide informed, timely and constructive advice on managing the marine historic environment in this process and advising on Marine Conservation Zones, and will operate the protected wrecks licensing system in relation to the Protection of Wrecks Act 1973.

## 6B: STRATEGIC CONDITION MONITORING

### 6B1 Strategic Condition Monitoring

Protection and management of change in the historic environment requires a clear understanding of the condition of heritage assets and places. Through English Heritage's Heritage at Risk programme and other local programmes, English Heritage and local authorities gather and use data on the condition of a wide range of heritage assets. These feed into prioritisation, future planning and practical action to manage and conserve historic significance. Additionally, English Heritage undertakes annual surveys on heritage assets in English waters on behalf of DCMS and advises HM Revenue & Customs on outstanding historic entities for beneficial tax treatment available under the Conditional Exemption scheme as well as monitoring their condition thereafter to ensure an exemplary standard of management. Opportunities exist for a wider range of stakeholders to get involved in capturing information on the fragility of our historic environment.



Royal Shakespeare Theatre, Stratford-upon-Avon, Warwickshire. Photo by Steve Cole, © English Heritage.



## Measure 7. Managing major holdings of historic assets

Many organisations (including the National Trust, English Heritage, the Church of England, the Crown Estate etc.) are responsible for protecting and managing significant collections of historic sites, properties and associated archives and collections. Protecting and managing change to these assets is therefore a vital and integral part of their contribution to the protection and management of the historic environment. This measure sets out the general activities through which this is accomplished. It does not, however, include programmes and expenditure committed to developing the visitor experience or increasing income to support the wider work of the organisation.

### 7A: PROTECTION AND MANAGEMENT OF MAJOR HOLDINGS OF HISTORIC ASSETS

#### 7A1 Asset Management Plans

Asset Management Plans help to govern the protection of historic estates. They are based on a detailed understanding of condition and significance, allowing current and future conservation needs to be addressed and anticipated.

#### 7A2 Estates Change Management

Major owners of historic estates will seek to ensure that they understand the impact of any development or requirement for change on the significance of the asset, and include the capacity for expert advice to enable the enhancement or protection of that significance. Effort of this nature forms the focus of this Activity.

#### 7A3 Securing Archives and Collections

Many organisations are responsible for major archival collections of objects, artefacts, documents, photographs, plans, reports and other records relating to their holdings and estates. These support the analysis and understanding of the historic environment of England, and may also be of national importance in their own right. This Activity focuses on ensuring that such archives are appropriately stored and managed, and that they remain accessible for future generations.

#### 7A4 Preservation of Historic Artefacts and Interiors

Many organisations are responsible for nationally and internationally significant collections of historic artefacts and interiors. As well as being integral to the historic properties to which they relate or belong, they are also a major resource for research and understanding of the past. This Activity focuses on the work required to properly curate and conserve these collections to ensure they are handed on to future generations in the best condition possible.



Stonehenge, Wiltshire. Photo by James O. Davies, © English Heritage.

## Measure 8. Help and advice for owners

The most important participants in the protection of our heritage are owners. They are responsible for its upkeep and they play a hugely significant role in determining whether or not a given asset or landscape will survive to be enjoyed by future generations. Timely and expert advice can often avert risk and protect assets. This can involve investment in repair and maintenance by the owners themselves or investment in the adaptive re-use of other assets by the market or through the use of 'revolving funds'. The provision of public resources through grant-aid (from bodies such as the Heritage Lottery Fund, English Heritage, Natural England or the Architectural Heritage Fund) or through tax incentives (such as exemption from inheritance tax) is justified where other funding streams are not available and the alternative would be substantial or complete loss. Even with this capacity, it is not always practical to save some assets (for example from loss by natural erosion). Grant-aid bodies may therefore provide some funding (where appropriate) to ensure that when faced with inevitable and unavoidable loss, in such cases the core significance is not lost for ever but translated into public benefit through increased understanding.

### 8A: PROTECTION THROUGH EXPERT ADVICE AND GRANTS

#### 8A1 Reducing Risk to Heritage Assets through Expert Advice

Central to reducing the level of risk to the significance of the nation's heritage is the deployment of expert advice targeted on finding solutions. This may be through advice given by Local Authorities or by national and local organisations (such as English Heritage, and national and local amenity societies). It also includes guidance produced by a wide range of bodies (such as EH, SPAB, IHBC, ALGAO) and publications such as the Practical Building Conservation series and Constructive Conservation (EH).

#### 8A2 Building Specialist Capacity/Skills to Manage and Conserve Heritage Assets

The historic environment benefits greatly from conservation work undertaken by a wide range of organisations, from local authorities to charitable and voluntary bodies. This Activity covers work to develop the specialist capacity and skills in such organisations to manage the historic environment and prevent/tackle Heritage at Risk.

#### 8A3 Reducing Risk to Heritage Assets through Repair Grants

To protect and preserve significant sites from loss, a number of organisations run substantial grants programmes targeted on vulnerable heritage assets where other sources of funding for urgent repairs are not available. Some of these are widely based (such as HLF, EH and Natural England), others focus on particular types of asset (such as the War Memorials Trust). Local authorities also have statutory powers which are key tools in rescuing heritage assets. This Activity aims to highlight the range of partners in this vital support network.

#### 8A4 Reducing Risk to Heritage Assets through Acquisition and Repair

As a last resort, where owners and other agencies have not been able to take the necessary action to protect a key building or monument, English Heritage and other organisations (such as the Churches Conservation Trust, the Historic Chapels Trust and Building Preservation Trusts) may be able to take ownership to carry out urgent and essential repairs, identify a sustainable future and, where appropriate, find a suitable end-user to take long-term responsibility for the asset.

#### 8A5 Offsetting Loss through Knowledge Dividend

Where protection is simply not practically possible, English Heritage and some other organisations also offer funding of last resort to ensure that such loss is offset for the public benefit by increased understanding through investigation and recording.

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