

NATIONAL HERITAGE PROTECTION PLAN 2011-15

PROGRESS REPORT
MAY–SEPTEMBER 2011

Compiled by
English Heritage
October 2011



ACKNOWLEDGEMENTS

This report has been compiled by English Heritage on behalf of the historic environment sector and those with particular interests in it. Implementation of English Heritage's part of the NHPP is overseen by an Implementation Board, chaired by Dr Edward Impey, Heritage Protection and Planning Director, and composed of senior management representatives from:

Heritage Protection Department

Designation Department

National Planning Department

Conservation Department

Curatorial Department

Government Advice Team

It will benefit greatly from advice and comment provided by an independent NHPP Advisory Board representing a wide range of organisations with particular interests in the protection of our historic environment. The Board's role is to monitor and advise on the implementation of the plan, to review and advise on the priorities of the plan and to receive and comment on progress reports. It is chaired by Dr Mike Heyworth MBE and currently comprises representatives of the following organisations/groupings:

Association of Local Government
Archaeology Officers

British Property Federation

Civic Voice

Council for British Archaeology

Country Land and Business Association

DCMS

Defra

English Heritage

Federation of Archaeological Managers
and Employers

Heritage Alliance

Heritage Lottery Fund

Higher educational institutions

Historic Houses Association

Institute of Historic Buildings Conservation

Joint Committee of National Amenity Societies

Local authorities

National Association of Local Councils

National Trust

Natural England

The Archaeology Forum

The Crown Estate

INTRODUCTION

The National Heritage Protection Plan (NHPP) was launched by the Rt Hon John Penrose MP, Minister for Tourism and Heritage on 23 May 2011. It was conceived by English Heritage as a framework for prioritising precious resources from across the heritage sector and wider communities on protecting our tangible historic environment. Detailed information on what the current Plan aims to achieve can be found on the English Heritage website [NHPP pages](#), although a summary is provided here as part of the progress report.

The NHPP framework does not aim to (nor could it feasibly ever) cover the entire range of activities undertaken in support of heritage. It has been deliberately designed to focus on the independent gathering of evidence to help shape policy and the development in partnership of effective responses to issues. The priorities represented by the Plan have been the subject of wide-ranging consultation, and while it is recognised that universal agreement is unrealistic, we are confident that there is widespread approval for action on the subjects and issues set out in it.

The NHPP sets out a range of Activities each of which aims to achieve one or more particular protection results. Success in these ambitions will provide tangible benefits whether in the development of our understanding of specific threats and how we may respond to them or in the widening of our knowledge of the most significant and valued historic places, buildings, monuments and landscapes. As we achieve them, we will in turn establish new goals and the NHPP will evolve accordingly. In this way, we hope to

achieve real improvement in protecting the best of our historic environment.

This, the first report on its implementation, is inevitably focused on activity supported or undertaken by English Heritage itself. We hope and expect this to change between now and 2015 as more organisations and community groups recognise the work that they themselves are putting into the priority Activities that the Plan identifies. One local survey of historic industrial buildings or a cemetery recording project is important, but fifty similar surveys repeated by communities across the country becomes a remarkably powerful source of national knowledge and the basis for real protection.

English Heritage is committed to support the Plan through our expertise, staff commitment and funding resources, but wider success will be through the partnerships across the sector that are now beginning to develop in earnest. As coordinators of the Plan, we would therefore be genuinely delighted to hear of projects and activities that you feel make a contribution, and to help to ensure that they get the recognition they deserve.

If you wish to know more about the NHPP, or if you wish to tell us of the work your organisation or community is doing, please contact us at NHPP@english-heritage.org.uk.

Dr Edward Impey
Director of Heritage Protection and Planning
English Heritage

ORGANISATION OF THE NHPP

The heart of delivery of the NHPP is the Action Plan. This is divided into 8 themes (called Measures). These are further sub-divided into a series of Activities comprising over 400 planned or active projects. The Activities address specific areas of work (e.g. places of worship, historic ports, strategic designation) that have been identified as priorities for the Plan. The details can be found through the following links:

Measure 1: Foresight

Foresight is essential to a plan focused on establishing threats and developing responses.

Measure 2: Threat: Assessment and Response

This Group of Activities is aimed at 'winnable battles' to counter, offset or mitigate the loss of our most important heritage.

Measure 3: Understanding: Recognition/ Identification of the Resource

Rapid survey of areas of the country where even basic identification of what heritage we have is poor and where there is a real risk of losing nationally significant landscapes and assets before we even know what is at risk.

Measure 4: Understanding: Assessment of Character and Significance

This Measure focuses on a range of themes and places which are insufficiently understood, threatened by change, and of potentially high significance.

Measure 5: Responses: Protecting Significance

The development of formal protection systems, such as Designation, and the development and expansion of Historic Environment Records.

Measure 6: Managing Change

This measure sets out English Heritage's statutory role in the planning process, giving pre-application advice and providing timely, constructive advice on managing major change to the historic environment.

Measure 7: Responses: Protecting and Managing English Heritage Historic Properties

Protecting and managing change to the national collection of historic sites, properties and archives in our care.

Measure 8: Responses: Grant-aid for Protection

The provision of grant-aid and advice to owners and managers of heritage assets; and the funding of emergency investigation to offset the imminent and unavoidable loss of nationally significant assets.

ORGANISATION OF THIS REPORT

Progress on the NHPP will be collated by English Heritage and reported twice yearly. This, the October **Progress Report**, aims to present the half-year statement of progress against the protection results we aim to achieve, and in next and future years will also include a consultation of likely plan revisions to be enacted in the subsequent year. The March **Year End Report** will summarise the impact of the past year's work and will present the revised and updated Plan for the coming year.

This report is divided into two sections. The first is the **Overview**, providing a general summary, some noteworthy highlights and case studies and other news relating to the implementation. The second section, the **Activity Programme**, sets out in more detail the progress against each of the year's agreed Activities.

We would welcome any views on the structure of the report to NHPP@english-heritage.org.uk

OVERVIEW MAY–SEPTEMBER 2011

Since its launch the NHPP has been gathering pace. This section skims through the summary of activity of the last 6 months. Readers wishing to learn more detail can review individual Activity reports in the *Activity Programme*.

Measure 1: Foresight

English Heritage is undergoing extensive restructuring both to reflect the requirements of the 2010 Comprehensive Spending Round settlement and to reorganise its resources to deliver its core objectives. This restructuring involves the development of a team specifically engaged in gathering and assessing intelligence on the historic environment and developing horizon-scanning approaches to support our strategic planning process. The team should be in place by the end of the year and further news on its activities will be reported here.

Measure 2: Threat assessment and response

Work on assessing development pressures (2A1) has been limited by EH restructuring, but the use of historic landscape characterisation in developing sensitivity toolkits to aid strategic planning at the EIA/SEA level is at an advanced stage of development. The research on thermal performance of historic buildings (2A2) is also progressing on multiple fronts (developing realistic baseline evidence for thermal performance as

well as looking at the impacts of interventions to improve efficiency and any associated technical risks to the structure of such interventions).

Our Heritage Crime Initiative (2B2) has seen increasing numbers of local authorities signing up to memoranda of understanding and offering online reporting procedures ([Cheshire West and Chester](#), [Ipswich Borough Council](#)); this will be supported by new research into the extent of impacts on designated heritage, and our [new guidance on metal theft from churches](#).

Assessing natural threats to our heritage (2C1, 2C2) is a broad subject. A [risk assessment of EH coastal estate](#) has been completed and a local pilot to extend the work to the heritage of others is being developed. EH and partners are improving resilience (and cost-effectiveness) of historic structures and ruins through soft wall capping research and development of new ways of counteracting stone erosion. Partnership working with Government, Natural England and the Church of England is developing approaches to managing bats in historic buildings and churches. And our National Collections are acting as live test-beds for a range of major Science and Heritage AHRC/ EPSRC and EC 7th Framework projects on conservation of historic interiors particularly in connection with impacts of climatic change.

Work funded by EH and Defra on [reducing the impact of changing agriculture and forestry practices](#)

EH Coastal Estate Risk Assessment (2C1)

A project using predictive models to assess the impacts of accelerated coastal erosion and increasingly frequent and severe flood events on EH properties in the coastal zone. Properties were given a risk level and issues explored to assist with future management.

Coastal erosion at Reculver Towers and Roman Fort, Kent, has been occurring for many centuries.



(2D1) offers real possibilities in helping landowners lift significant numbers of scheduled (and undesignated) monuments out of threat through land stewardship and completed scientific research on modified tillage methods. Marine fishing has potentially significant impacts on submerged heritage so EH will be supporting the development of notification protocols for fishing industry (2D3). The aim to improve sustainability of minerals extraction in relation to heritage will be supported by a continuation (albeit somewhat limited) of minerals archaeological resource assessments (2D4) to provide mineral planners and industry alike with the evidence base for appropriate risk assessment. Finally, the national EH/CLG Strategic Stone Study project on the quarry sources for historic architectural stone (2D5) is approaching its completion.

The pressures on capacity and skills are intense and the sector recognises the threats associated with reduction in heritage expertise. EH undertakes periodic surveys on skills capacity nationally (2E1) (this year focusing on historic gardening and horticulture craft skills) and heritage investigation skills and provides support for bursaries and placements (this year in conjunction with SPAB), as well as working with professional institutions and associations to ensure knowledge transfer can take place. EH is also monitoring (with IHBC and ALGAO) local authority capacity (2E2) and the [latest survey](#) has now been published. EH and local authority partners have joined up to look at innovative ways of achieving more efficient service delivery without service loss.

Measure 3: Recognition and Identification of the resource

Progress continues to be made in the wake of the hugely successful Aggregates Levy Sustainability Fund programme of marine surveys and research (3A1). EH will support the completion of Historic Seascapes Characterisation, providing a unique management dataset for the cultural dimensions of our seas; EH is also supporting more targeted technical surveys of submerged prehistoric landscapes. Our coastal work is well established (3A2) but the NHPP will drive the [Rapid Coastal Zone Assessment Survey programme](#) of coastal surveys to completion and integration with Shoreline Management Plans and current NHPP work is focusing on the south-east and south-west coastlines. For our most ancient (and often ephemeral) heritage covering most of the last 800,000 years or more (3A3, see also 4G1), EH is supporting approaches that build on existing knowledge to develop better understanding of significance and how best to ensure protection. For more recent epochs (the last 6000 years or so), support for [remote sensing](#) of areas under greatest change or threat or with pressing management needs is being offered (3A4, see also 4G1); projects from the North York Moors to the Dorset coast will identify key monuments of significance and alert owners, managers and the public to their existence. Specific surveys of our rich wetlands (3A5) have been impacted by the restructuring process but are in train.



The Hulk Assemblages Survey (3A2)

The Hulk Assemblages Survey identified, quantified and plotted all known hulk assemblages within English waters in order to identify priorities for future survey work and inform proposals for future management and asset designation frameworks.

Bow of flat bottomed Chichester Harbour Barge 'Mab'. © MOLA

Measure 4: Assessment of character and significance

Key work on [England's towns and cities](#) includes assessing our historic suburbs and their particular housing forms, our urban parks and open spaces, and our smaller historic towns (4A1). Work under way with EH and Local Authority support ranges from broad landscape-scale surveys of character through to consideration of particular building types, and a particularly important theme is that of local authority assets, where disposal or change of use may be highly likely. 20th-century architecture (4A2), the recent past, is a critical aspect of this approach and features strongly in EH supported work. Coastal settlements (4A3) face their own issues and the NHPP is reviewing what is known and the successes of recent initiatives, as well as examining the specific issues on Cornish ports and harbours and military dockyard towns. Civic and public buildings in cities, towns and villages (4A4) remain popular and important subjects and EH is considering both national assessments for prioritisation and key subjects such as rural schools and public libraries which are already priorities.

Water Framework Directives and other overarching environmental strategies may bring considerable change to river catchment areas and so focus is shifting to historic water management and industrial assets (4B1) such as mills, weirs and associated landscapes. EH progress has been impacted by necessary restructuring, but valuable

partnerships with the Environment Agency and community groups are emerging. Other protection for industrial heritage (4B2, see also Measure 6 below) includes support for Luton's industrial heritage in its town centre, Lancashire's textile mills and development of management solutions for internationally important mining sites in Derbyshire, Yorkshire and County Durham. The historic infrastructure of our railways, subject to significant upgrading, is also considered (4B3).

In tune with the London 2012 Olympics, EH is supporting the review of London's extraordinarily varied sporting complexes and associated heritage (4C1) and both popular publication and national designation outcomes are intended.

Historic places of worship remain hugely important and support to enable protection of the best is a key aspect of the NHPP (4D1). A ground-breaking study of the development and significance of England's mosques and assessments of significance and sensitivity of Roman Catholic churches are both providing much needed information and understanding which it is hoped will lead to informed management and better protection. Work on cemeteries and burial grounds (4D2) will focus on establishing more robust ways of assessing significance in tandem with development of community-based approaches to protection.

Key aspects of work on military heritage (4E1/2) include a review of the protection afforded to our

Ministry of Defence Disposal and Development Sites – Wiltshire pilot (4E2)

Over the next few years we anticipate an intensification of closure, disposal and redevelopment of Ministry of Defence sites in England. In many instances, due to their closed and secretive nature, their historical significance is not well understood. The project's principal aims are the timely dissemination of information about historic character and significance and the delivery of national or local designations, where appropriate.

Former Joint Services Corsham Copenacre Site, Wiltshire, this site originated as the surface facilities for a wartime underground storage depot.
© English Heritage NMR 26905-022.



historic battlefields; development of the evidence base to support informed disposals of elements of the Defence Estate as part of the Strategic Defence and Security Review; and a pilot for a major community-led assessment of our First World War heritage.

Major strategic work is in train for the rural heritage (4F1/2), with integrated guidance on assessing significance linked to practical support on managing historic farmsteads; recognition of the importance and undervaluation of walled gardens within more modest rural estates; and the specific character imparted by detached villas in the Lake District. Pilots for community involvement are being tested here too.

In the marine zone (4H1), work is aimed at assessing the potential and feasibility for management of submerged heritage such as prehistoric land surfaces or drowned medieval towns; the value and applicability of designation as a protection for military vehicle assemblages lost at sea; and the ongoing strategic approach to the monitoring and management of England's Protected Historic Wrecks.

Measure 5: Protection of Significance

The Unified Designation System and National Heritage List for England was publicly launched in May 2011. Further development work is underway to refine and improve functionality, which has had an impact on our designation output. The List and online application form are successful in supporting and managing responsive designation

under 5A3. The new casework system supports implementation of NHPP projects through more efficient management of designation cases, and supporting better tracking and reporting of outputs.

The most prominent designation activity (5A1/2/3) in this period concerned the delivery of a thematic assessment of London Underground Stations. Sixteen stations from a range of periods were listed at Grade II and a further three Charles Holden designed stations were upgraded to Grade II*. Upgradings included the 1920 Scenic Railway at Margate, Kent, one of the 5 oldest roller-coasters in the world. Aviation listings included the slipway at the former Supermarine factory at Woolston, Southampton, the seaplane hangar at Hythe, Hampshire, fighter pens at RAF Croughton, Northamptonshire and a pair of rare training buildings at RAF Davidstow, Cornwall. The former Thor missile site at RAF North Luffenham, Rutland was listed at Grade II*, while 18 individual structures were listed at RAF Wittering, Cambridgeshire. New post-war listings have included Wolfson College, Oxford and the lecture block at Brunel University, Middlesex. Transport-related listings have included a number of structures on the Stroudwater Canal in Gloucestershire, again the fruit of a thematic project of the sort we are expecting to do more of through the NHPP. More scheduling cases are starting to come through, such as the recent scheduling of the medieval fishponds at Thornbury Castle, Gloucestershire.

Table 1: 5A1 and 5A3: Strategic and Responsive Designation, combined Statistics: April to September 2011 (including Certificates of Immunity and Building Preservation Notices)

	New	Amendment	Deletion	All (inc COI & BPN)
<i>Applications Received</i>	547	141	61	758
<i>Applications Rejected/ Declined</i>	200	22	3	228
<i>Full Assessment</i>	336	113	55	514

<i>Designation Decisions</i>	Yes (add to List/ Schedule/ Register)	No	Amend	Delete
	161	146	82	41

EH's programme of Heritage Partnership Agreements (5B1) is progressing according to plan with a number of candidates now approaching the sign-off stage, and HELM training events on HPAs having taken place in the report period. A model for equivalent marine management plans is being developed and pilot work will begin this financial year. In terms of supporting wider community and local planning processes (5B2), much will ride on the impact of the National Planning Policy Framework and the Localism Bill, but preliminary programme development is being undertaken. The Ministerial launch of the Southport report in July 2011 with its recommendations on how to enhance the public benefit of planning-led investigations (through archaeological investigations, architectural surveys etc) in the light of PPS5 suggested that the NPPF would carry through much of the guidance that had intended to support PPS5.

Support for Historic Environment Records as local authority repositories for planning-related heritage data (backed up where appropriate by core national datasets) continues to be a major objective. English Heritage's first dedicated scheme (HER21) ran alongside the development of the NHPP and its follow-up is now integrated within it (5C1); major partnership work covering a range of professional and governmental stakeholders is seeking to develop appropriate and consistent standards, community involvement, holistic approaches to content, and appropriate advocacy.

Measure 6: Managing change in the historic environment

EH is consulted by local authorities and others on proposals to make changes to some designated sites, including their settings. This includes buildings, monuments, sites and landscapes. We aim to respond within 21 days or an agreed deadline (42 days for SMC) and measure our performance against these targets. Through a rigorous prioritisation process we concentrate on providing advice on proposals which are likely to cause harm, or substantial harm, to heritage assets of national significance. Our performance against target for the period from April 2011 to end of September 2011 (6 months) is given in the summary table below.

Heritage at Risk is English Heritage's primary response to condition monitoring. The official statistics for 2011 were published on 18 August with the launch of the 2011 Register and theme of Industrial Heritage taking place on 19 October. A total of 297 nationally designated sites has been taken off the Register since last year. However a further 256 buildings, monuments, landscapes and wreck sites have been added together with 267 Places of Worship (at all grades), added for the first time. 74 Conservation Areas were also removed from the Register; however 100 were added as more local authorities completed their assessments. The Register is available to search at

Table 2: 6A1 to 6A5: Summary of national EH casework activity and response time against agreed targets (1 April to 30 September 2011)

Casework Type	Nos	Responses within deadline
<i>LB Consent</i>	2,800	97.2%
<i>Planning</i>	3,196	97.0%
<i>SMC</i>	524	98.1%
<i>Ecclesiastical Exemption</i>	343	95.3%
<i>Section 42</i>	90	98.9%
<i>Damage</i>	2	100.0%
<i>Conservation Area Consent</i>	200	94.0%
<i>LB Consent Referrals</i>	1	100.0%
<i>Pre-application work</i>	1,097	84.2%
<i>Protection of Wrecks Act 1973 s1 licences</i>	41	100.0%
Total	8,294	96.5%

<http://risk.english-heritage.org.uk/register.aspx>. All sites at risk have been reviewed and a variety of sources both from within EH and from partners used to identify sites which need to be added. The industrial theme identified what factors make these sites more at risk than others, what can be done about them and English Heritage has provided a suite of advice on how owners and developers can make progress together with providing considerable information on the management of industrial Heritage at Risk. This is all available at <http://www.english-heritage.org.uk/caring/heritage-at-risk/industrial-heritage-at-risk/>.

Two further publications have been produced and launched to help manage and reduce risk: an update to *Stopping the Rot: a guide to enforcement action* and a new publication *Maintaining Vacant Historic Buildings*.

Alongside work by EH staff, many other organisations are helping galvanise community effort to assess and address the condition of heritage. One example this year is the Dartmoor Cairns Survey, which has repaired 34 of 50 cairns damaged by disturbance.

Measure 7: Protecting and managing English Heritage historic properties

English Heritage publishes its Asset Management Plan separately. The NHPP Progress and Year End

Reports will not contain information on the AMP and readers should refer directly to the AMP pages on the EH website.

Detailed research from investigations resulting from significant change are under way on several of our properties, where redevelopment has required archaeological or architectural investigation in advance of works. These include Stonehenge, Silbury Hill, Whitby Abbey, Wigmore Castle, Apethorpe Hall, Chester Amphitheatre, Chiswick House, and Baguley Hall. There have been impacts on the progress of these relating to the current restructuring at English Heritage.

Measure 8: Advice and grant aid to protect significance

As with Measure 6, the advice work involved in this measure is case-work led and therefore strategic reporting will be confined to highlights. EH continues to offer advice to other grant giving bodies including the Heritage Lottery Fund and Natural England, including providing map based information highlighting where Heritage at Risk sites are located to help target funding.

In 2010/11, EH offered £5.2m in grant to 71 sites on the Buildings at Risk Register, bringing the total offered since the Register started, to £69.8m. Heritage at Risk, across all designated asset types, continues to be EH's highest priority for grants. Offers made this year include for example grants

Table 3: 8A1 to 8A4: Summary of grant aid activity (offers of grant)

Scheme/Type	2010/11		2011/12 to 30.09.11	
	No	Value (£M)	No	Value (£M)
Secular	136	£8.97	44	£1.73
Areas	37	£2.39	16	£0.97
Places of Worship	35	£0.87	1	£0.02
S17 Management Agreements	111	£0.51	47	£0.18
Capacity Building	112	£3.38	35	£1.25
War Memorials	6	£0.05	0	£0.00
	437	£16.17	145	£4.15

to Middleport Pottery in Stoke-on-Trent and Elizabeth Gaskell's House in Manchester.

EH has gone into partnership with the Architectural Heritage Fund on an exciting new capacity-building project to link in with the EH industrial heritage at risk initiative, by funding four support officers to bring together voluntary groups, principally building preservation trusts but civic societies, development trusts and others, who could take on industrial or other buildings at risk to repair and bring them back into use.

Places of Worship continue to be a priority and we are in discussions with a number of organisations, in spite of the current economic conditions, to extend the current 26 Support Officer posts to meet our target of 30 by the end of this financial year. Whilst many are with Church of England Dioceses, there are several others, including the Roman Catholic Patrimony Committee, Jewish Heritage UK and a number of cross-faith posts.

Work to complete the urgent repairs at Apethorpe Hall continues with the completion of repairs to the dovecote and commencement of repairs on the Hall Range roof which are expected to complete in 2011/12. A bid to the HLF for funding for works to Ditherington Flax Mill continues to be refined and EH took on a further building at risk for direct repair with the acquisition of the barn at Harmondsworth. It is hoped that repairs will commence in this financial year.

Supporting Activities: Making the NHPP work

The ambition of the NHPP is significant, and it is vital that support flows to partner organisations to help them communicate, to gather important evidence to assist in planning and to maintain the shared vision. The contribution by so many organisations represented on the Advisory Board is a clear example of this commitment. Other mechanisms include capacity-building grants provided by EH to amenity societies to assist with their vital protection work. We are developing more specific approaches too. EH is currently discussing with Civic Voice, in partnership with Heritage Alliance and the Council for British Archaeology, undertaking a major survey of what local communities themselves are already doing to help meet the objectives of the NHPP. And we are exploring the relationship between the work of the NHPP and the primary objectives of the Arts and Humanities Research Council, a major funder of heritage-based research through Higher Education institutions and the Heritage Lottery Fund, the largest supporter of heritage-based projects in the UK. In due course we will be considering the impact of the localism agenda, the National Planning Policy Framework and other important new Government policies to assess what other forms of support to partners may be needed in the future as the Plan develops and evolves.

Scarisbrick Hall School
Boathouse, Ormskirk,
Lancashire (8A3).
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ENGLISH HERITAGE

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