

North York Moors National Park Authority

Monday 21 September 2015

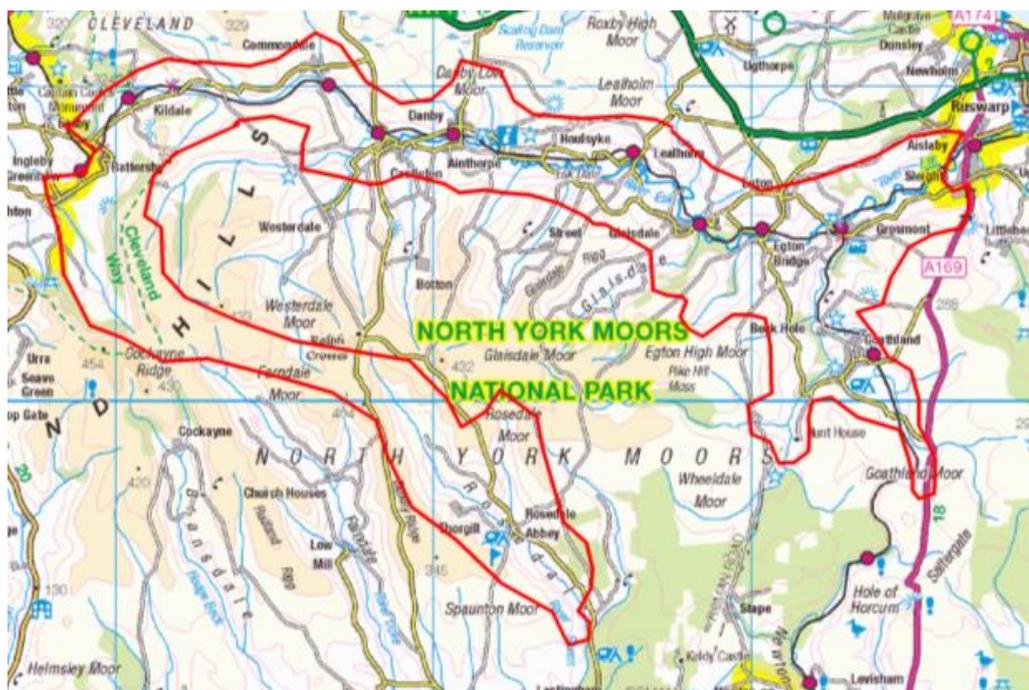
This Exploited Land

1. Purpose of the Report

- 1.1 To bring Members up to date with progress in the Development Phase of the 'This Exploited Land' – Landscape Partnership Scheme (TEL) and to seek approval for submission of the final bid.

2. Background

- 2.1 ***This Exploited Land – the trailblazing story of ironstone and railways in the North York Moors*** is a Landscape Partnership Scheme funded by the Heritage Lottery Fund (HLF). The Scheme was developed in partnership and submitted by the North York Moors National Park Authority to HLF in May 2013 and received a Stage One pass in October 2013. The Stage One pass triggered a two year Development Phase with an HLF grant of £198,000 to fund development costs. The submission deadline for the second stage application is 31 October 2015. The total HLF funding earmarked for TEL, subject to a Stage Two approval, is £3m, the maximum Landscape Partnership grant available.
- 2.2 The Scheme tells the story of forgotten communities and pioneering ironstone exploitation and early iron-making together with the early development of railways during the 19th century in the valleys of the northern half of what is now the North York Moors National Park. It will also embed this within the wider landscape that we know today and integrate it with the area's biodiversity and how the previously industrial sites have been reclaimed by other uses and the natural environment.



The TEL area was agreed in Partnership following community consultation and follows a wide horseshoe covering 200km² (the maximum permitted area for an HLF

Landscape Partnership) stretching from Goathland, along the Esk Valley and crossing the moors below Kildale into Rosedale. The area follows the ironstone and railways story timeline from east to west, from the discovery of viable commercial ironstone in the Murk Esk during the 1830s to the final phase of active ironstone mining in Rosedale during the 1920s. The boundary has been subtly refined to match the landscape character assessment as part of the Development Phase and will be finally confirmed by the Partnership at its September meeting.

- 2.3 TEL will conserve, protect and record a number of key industrial archaeological sites: Grosmont ironworks; Esk Valley mine head; sites along the (Grosmont to Goathland) Rail Trail which include bridge structures on the 1836 and 1844 railway routes, mining remains at Beck Hole and the railway incline; Warren Moor mine complex in Kildale; the kilns, cottages and trackbed at Rosedale East and the calcining kilns at Rosedale West (Bank Top). In addition, TEL hopes to include the remediation of the Rosedale Railway footpath and bridleway at Dalehead where landslips and drainage failures have rendered the route impassable to all but the most determined.
- 2.4 TEL will enhance and protect sites of ecological significance to contribute to the National Park's strategic priority relating to habitat connectivity. In particular, TEL will aim to conserve and extend the upland hay meadows in Rosedale, protect the wild daffodils in Rosedale and restore PAWS (plantations on ancient woodland sites) across the TEL area, including a partnership scheme with the Forestry Commission at Beck Hole. Connectivity work will be carried out along the Esk and the Murk Esk and engineering solutions to the removal of at least one of the barriers to salmon migration will be carried out. A programme of conservation at Fen Bog will be undertaken in partnership with the Yorkshire Wildlife Trust. During the Development Phase a new and successful venture has been the pilot mine water remediation scheme undertaken at Sil Howe above Goathland in partnership with the Environment Agency and the University of Hull. The EA has secured additional funding to carry out further remediation schemes during the current financial year.
- 2.5 The TEL Scheme will tell the story of ironstone and railways in a compelling and comprehensive way. It will establish long term connections with the peoples of Teesside, the inheritors of the iron making legacy, and will explore how the influences of the early industrial heritage of the North York Moors stretched across the globe.
- 2.6 The Scheme will have a training programme and a volunteer programme. In addition, there will be a Small Grants Programme of £100,000 within the overall Scheme to enable communities and interest groups to carry out complementary projects within their own localities.
- 2.7 The TEL Scheme is being promoted and driven by a broad Partnership of organisations under the leadership of the NPA and is being co-ordinated and developed by the TEL Project Team who sit within the NPA's Conservation Directorate. The Partners are statutory agencies including Historic England, Natural England, the Environment Agency and the Forestry Commission together with local interest groups and organisations which include the North Yorkshire Moors Railway, Cleveland Industrial Archaeology Society, the Esk Valley Railway, local history societies, parish councils and local authorities.

3. **Progress to Date**

- 3.1 The dedicated TEL officers funded through HLF comprise Programme Manager Stephen Croft and Heritage Officer Dr Louise Cooke. These officers are supported by specialist officers from both the Conservation and Park Services Directorates as well as input on financial, procurement and other back office management issues from Corporate Services and input on specific planning concerns and building conservation

advice from the Planning Directorate. In this sense the TEL Scheme is a genuinely cross-Authority Programme as is the team that is delivering it.

- 3.2 The Development Phase programme of work is nearing completion in readiness for submission to HLF at the end of October 2015. Every effort has been made during this Development Phase to ensure that the Stage Two bid reflects the approved Stage One Scheme and that there is no change to the overall balance of the planned programme and to the scale, scope and nature of planned works and activities.
- 3.3 During 2015 the Landscape Conservation Action Plan (LCAP) has been researched and drafted. This is the main HLF submission document. In their (HLF) words, this is the 'prospectus' or 'manifesto' for our landscape. It is a comprehensive document containing an analysis of the landscape and its significance. This analysis includes its human and cultural value as well as its importance as a physical landscape. A full Statement of Significance, compliant with international conventions, has been prepared to capture the question of 'why this landscape is important and to whom it is important?' Detailed project plans have been prepared for each of the 57 individual projects which comprise the TEL Scheme. This includes a small number of aspirational or reserve projects which can be brought forward should resources allow during the lifetime of the Scheme.
- 3.4 During the past year, a detailed survey of 24 archaeological sites and monuments has been carried out to assess current condition and structural integrity, the impact of any past conservation works and has recommended a prioritised programme of new works together with options for conservation, as appropriate, and costs. We have been able to extend the number of planned surveys to give us a more comprehensive baseline position. The over-riding approach is to have minimal intervention wherever possible and to sustain the structures in their current condition but protected from further deterioration. This consultancy work was carried out by a professional team lead by Purcell UK, based in York. Agreements under Section 39 of the Wildlife and Countryside Act are being put in place with the key landowners to enable the works and their ongoing accessibility. Necessary consents for the works under statutory legislation have been secured or are in process. In addition, a high resolution Light Detection and Ranging (LiDaR) (aerial laser surveying technique) survey was flown over the Murk Esk valley during the 2014/2015 winter, revealing much of the lost archaeology now concealed by tree cover and steep topography from conventional visual surveying.
- 3.5 Biodiversity surveys were carried out in Rosedale, along the Esk and Murk Esk and within the PAWS woodlands across the TEL area with The Woodland Trust, a new TEL Partner, making a financial contribution to the PAWS survey work. Individual consultations were undertaken with the major landowners and the farmers and land managers concerned. A full programme for Year One is in place and the shape of the subsequent years is agreed, together with costs and budgets. Draft land management agreements have drawn up but are conditional upon the release of the HLF funding. Methodologies for evaluating success have been agreed and are built into the TEL programme and involve the North and East Yorkshire Ecological Data Centre as a TEL partner. A grant from Natural England has helped fund some work in the development phase to establish the monitoring framework for natural environment activity.
- 3.6 Fish pass engineers were commissioned to survey two target fish barriers, at Glaisdale and Butter Beck, and they have produced costed engineering designs for inclusion in the Stage Two bid. The solution for Glaisdale Beck will form part of the Year One activity plan.

- 3.7 PCP Market Research of York carried out visitor and non-visitor surveys to create a baseline for the TEL programme and to inform the plans for audience development and the interpretation scheme. The results were very encouraging. There is a significant appetite to learn more about our industrial heritage amongst both our visitors and non-visitors and we have unearthed a surprising high level of interest amongst the non-visitors in being involved in 'hands-on' conservation projects. Two focus groups were held at Easter 2015, one in York with current regular visitors to the Park and the other in Middlesbrough with non-visitors, which have confirmed the overall survey findings and have helped to shape the TEL Interpretation programme.
- 3.8 The Stage One bid envisaged changes to the Moors Centre at Danby to accommodate the TEL story. Architects, BHD of Whitby, were commissioned to assess the potential of the building for conversion and extension and to identify options for consideration. These have been discussed with the Dawnay Estate and now form part of the detailed proposals for implementation, including outdoor play based interpretation as well as indoor interpretation.
- 3.9 PLB Projects Limited of Malton was appointed to develop an interpretation strategy for TEL. The consultants have undertaken an analysis of the target audiences for the area as a whole and for individual sites and have identified the key messages to promote and have established measures of success. Interpretation will have three physical hubs – Rosedale, Danby and Grosmont with localised interpretation as necessary across the landscape. Key sites will be linked together by a series of 'Walks in the Land of Iron'. The TEL story will be taken outside of the National Park to reach key target audiences in Teesside and other places. There will be an events programme across the 5 year Delivery Phase and there will be a TEL community tapestry created to involve the widest spectrum of our communities.
- 3.10 A full Partnership event at Rosedale in April 2015 was well attended and confirmed its support for the approaches taken and the prioritisation of projects. A further Partnership Event is planned for 24 September 2015 to 'sign off' the final Stage Two submission document. The Partnership continues to sustain its enthusiasm and contribution to programme development. New Members have joined during the past year to strengthen the breadth of interests represented. A sub-set of the Partnership, the Executive Group, meets monthly with NPA Member Andrew Scott as Chair to drive progress and to shape the Stage Two bid on behalf of the wider Partnership. A separate group for statutory agencies has been formed to guide the consenting of potential programme elements and also to ensure that the Programme integrates with other ongoing work.
- 3.11 Beyond the Partnership is a growing 'Wider Interest' Group. A quarterly electronic bulletin keeps this Group up to date.
- 3.12 Members have been kept informed of progress through regular reports to FRASC and through short updates in the Members' Bulletin.
- 3.13 TEL Project Team officers have attended a number of the 2015 Summer agricultural shows within the TEL area to promote the programme and to gauge public support. The results have been encouraging. In addition the Team has supported the Cleveland Industrial Archaeology Society's summer walk, the NPA's WalkFest and has also hosted two days as part of the European Heritage Open Days programme – one day in Rosedale East and one day in Grosmont.
- 3.14 Invitations continue to be received to give talks to various organisations about both the planned Scheme and the ironstone story which has inspired it.

3.15 There is press interest in TEL. Further articles have appeared in the D & S Times and there has been good coverage by BBC Radio Tees as part of National Park Week at the end of July 2015. A number of blogs have been posted on a variety of TEL topics. Various local newspapers and publications have reprinted articles and information about TEL.

3.16 In parallel with the numerous consultancy works and developing the submission documents, the TEL Team have established or renewed links with a range of institutions and organisations with a common interest in the natural or cultural heritage including Beck Isle Museum, Whitby Museum, Cleveland Ironstone Mining Museum and Ryedale Folk Museum and have identified numerous opportunities for joint working.

4. Next Steps

4.1 On 24 September the TEL Partnership will gather to review the final version of the TEL Stage Two bid ahead of its final proofing and review in time for the submission deadline of 31 October 2015.

4.2 As this report was being prepared, the final versions of the application documents and the supporting papers were in preparation and under peer review. This will continue until the final submission. The level of intensity of activity has risen significantly to ensure that all aspects of this complex Scheme have been fully considered, particularly to ensure that the Scheme is fully 'deliverable' once HLF approve the grant.

4.3 All key statutory, legal and landowner consents will be in place prior to the submission in October 2015.

4.4 There will be a detailed roll-out programme for the first year of Delivery, complete with all matched funding identified. After such a prolonged Development and Approval period, it is important to see early signs of delivery on the ground.

4.5 Membership of the Partnership will be kept under constant review and strengthened as necessary to ensure it reflects the multi-disciplinary nature of the Scheme, its communities of place and interest and that it has the necessary expertise to ensure long term success.

5. Longer Term Plans

5.1 HLF have confirmed that they will take a number of months to assess the final bid before they issue their formal 'Permission to Start' document. On this basis, the Project Team are planning for a Delivery Phase start date of April 2016. It should be noted that no Landscape Partnership Scheme has failed to secure its Stage Two approval, but this is absolutely no guarantee of success and still represents a significant challenge in terms of securing the Delivery Phase.

5.2 The HLF funded TEL programme would run for 5 years which is anticipated to be until the end of March 2021. The legacy of the programme must however last well beyond – this is critical to the Project's success.

5.3 The approved Stage One bid envisaged a 4 person delivery Team. The Programme Manager and the Heritage Office will be supported by an Ecology Officer and a Volunteer Co-ordinator. It is expected that these two posts will be recruited in time for the formal start of the Delivery Phase, April 2016. Despite the addition of these posts the TEL programme will continue to rely on and integrate with the wider work of the Authority as the lead partner for the Project as well as a large number of other

organisations and communities. The final approach to the staffing of the Programme is still being considered in light of the requirements of the programme's delivery.

- 5.4 The Partnership will continue in place throughout the entire Delivery Phase and will not be wound up until a Succession Strategy is agreed, approved and functioning effectively.
- 5.5 The Partnership will commission an Evaluation study as part of its commitment to meeting HLF expectations. Delivery of the Evaluation study will trigger the release of the final 10% of the HLF funding.

6. **Financial and Staffing Implications**

- 6.1 The current Development Phase has secured £198,000 of HLF funding to cover staffing and consultancy costs. The funding had a contingency allowance to cover additional investigative work as required. There is a full time Programme Manager and a 0.6 Full-time equivalent (FTE) Heritage Officer. HLF will fund any bridging period between submission of the bid and Permission to Start, if the Scheme is approved, but this is at the Authority's risk.
- 6.2 The overall Scheme would receive £2,802,000 of HLF grant over the period 2016-2021. The current £198,000 is part of the overall £3m but any underspend cannot be carried over into the main Delivery Phase.
- 6.3 The National Park Authority has allocated up to £250,000 from Reserves as match funding and the Programme is reliant on in-kind time from all departments. Given ever-reducing central resources which may reduce the availability of such support, budget provision has been made within TEL for external specialist support where necessary as well as appropriate and dedicated staffing to be funded through the HLF grant. The TEL programme will deliver against the Authority's key conservation targets

7. **Contribution to National Park Management Plan**

- 7.1 The TEL Scheme will contribute to a wide range of Management Plan targets. In particular:
 - E1 The landscape character of the National Park will be maintained/enhanced
 - E5 The archaeological heritage will be conserved or restored
 - E8 Knowledge, awareness and understanding of the archaeological heritage will be increased
 - E9 The traditional skills base will be developed
 - E11 Existing habitats will be conserved, restored and expanded...
 - E12 The connectivity and resilience of habitats will be improved...particularly in relation to species rich grasslands, woodlands and river corridors
 - E13 The conditions for wildlife within streams, rivers and riparian habitats will be improved
 - E36 Better connected and more resilient woodland habitat networks...through restoring PAWS
 - E43 Watercourses will be protected and restored for the benefit of wildlife
 - U10 The awareness of the National Park amongst the regional population and visitors will be increased
 - U11 Under-represented groups will be supported to increase their awareness/access
 - U13 Children within and outside the National Park will be engaged during their school career

- B21 Employment and training opportunities will be increased
- B23 Traditional skills will be developed within the workforce
- C2 Opportunities for volunteering will be created
- C3 Communities will be involved in plan-making and delivering services and projects
- C4 Local communities will be supported to maintain and celebrate local heritage etc and record their social, cultural and economic history
- C5 The interpretation of the landscape and cultural heritage will be encouraged

8. Legal Implications

- 8.1 Bespoke Section 39 Agreements will be entered into with landowners to enable the execution of the archaeological conservation works with access and maintenance obligations where appropriate. Smaller separate agreements will be negotiated for land management work.
- 8.2 The opportunity is being taken to review and extend the existing Rosedale Railway permissive access licences with the two Estates. The current agreements would otherwise expire in 2019 during the term of the TEL programme.

9. Recommendation

- 9.1 That Members note the content of this progress report; and
- 9.2 Agree to support the submission of the detailed Stage Two bid to the Heritage Lottery Fund to meet the 31 October 2015 deadline, and to approve the allocation of up to £250,000 from Reserves to part fund the Project

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Background papers to this Report

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