

North York Moors National Park Authority

27 July 2020

Historic Environment Strategy

1. Purpose of the Report

- 1.1 To seek members' approval for the Historic Environment Strategy as a framework to provide the basis for future work on the historic environment within the National Park.

2. Background

- 2.1 The historic environment is defined 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" (National Planning Policy Framework, 2012)
- 2.2 The historic environment is an integral part of the North York Moors landscape, demonstrating the impact of more than ten thousand years of human activity. Conservation, enhancement and promotion of understanding and enjoyment of this heritage are embedded within our National Park purposes, within our Management Plan Policies and as specific priorities within our Business Plan.
- 2.3 In addition to Authority Plans and Policies, historic environment work within the Authority is guided by the Joint Statement on the Historic Environment in the National Parks of England Scotland and Wales (1995, re-signed 2015) which recognises the common aims of working to the benefit of the historic environment within a National Park context.
- 2.4 A 5-year Historic Environment Action Plan was produced in 2012 to implement policies within the 2012 National Park Management Plan and Business Plan. This was not renewed when its term ended.
- 2.5 In 2017, under the direction of David Shaw, Shannon Fraser (SF) began an assessment of the Authority's historic environment provision (summarised in the accompanying paper), with a view to producing an overarching historic environment strategy for the Authority. Production of the strategy was not completed before SF left the Authority in February 2018.
- 2.6 SF's assessment outlined the scope of historic environment work across all departments within the Authority, and identified issues facing historic environment provision and opportunities for making improvements in order to meet existing objectives, to fulfil professional obligations and to enhance the current service.

3. Purpose of the Historic Environment Strategy

- 3.1 The historic environment is a dynamic and finite resource which faces many challenges, both threats and opportunities for enhancement and enjoyment. Being able to manage change effectively, to balance a variety of different needs and to maximise opportunities for engagement are fundamental to ensuring that the historic environment has a sustainable future.

- 3.2 The historic environment is as much a part of the North York Moors landscape as the natural environment, and its management therefore needs to be considered holistically alongside the natural environment in order to achieve National Park purposes and other agreed objectives and obligations.
- 3.3 The historic environment is a thread which not only concerns the work of archaeology and building conservation officers within the Conservation and Planning departments but also cuts across the work of officers in other departments. It is essential that the importance of the historic environment is taken into account fully in all areas of work and that there is a consistent approach across the Authority.
- 3.4 The purpose of the Historic Environment strategy is to set out a framework for future historic environment action within the National Park which will encompass all aspects of the historic environment and will cut across all areas of Authority work. The objectives will be to:
- Maintain the profile of the historic environment across the Authority
 - Assist in the integration of historic environment issues into the overall spectrum of Authority activities
 - Ground the Authority approach to the historic environment within national and local policy context
 - To provide a basis for establishing Action Plans for future historic environment action.

4. How the Strategy will be Used

- 4.1 The Historic Environment Strategy will be used to inform the next National Park Management Plan and it will remain current during the life of the new Management Plan.
- 4.2 An Action Plan for the historic environment will be developed from the Historic Environment Strategy to give a clear direction for historic environment work in the short-term, until the end of the extension of the current Business Plan period. Subsequent Action Plans will be developed to align with the Authority's Business Plan review cycle; these will feed into new Authority Business Plans which will be developed to implement the new Management Plan.

5. Financial and Staffing Implications

- 5.1 The Historic Environment Strategy contains no commitment to specific staffing or resourcing; it is expected that implementation of the strategy through the Action Plans will be resourced by the most appropriate means within the constraints of the Authority's financial position at any time.
- 5.2 The level of resource required to ensure effective delivery of historic environment provision and meet the strategic priorities identified in the Historic Environment Strategy is currently being reviewed and an options paper will be submitted later in the year regarding historic environment staffing

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

- 6.1 The Historic Environment Strategy will provide a framework within which the overarching historic environment aim within the current National Park Management Plan (the archaeological and built heritage of the National Park will be conserved for future generations to understand and enjoy, and for its own intrinsic value) can be met, and priorities for the historic environment can be established for the next National Park Management Plan.
- 6.2 The Historic Environment Strategy will contribute to delivering key priorities within the current National Park Management Plan relating specifically to the historic environment and cultural heritage: Policies E2, E5, E6, E7, E8, E9, E32, E35 and E45 under the Environment heading and Policies C4 and C5 under the Communities heading. It will also provide a vehicle through which other policies might be delivered, particularly those relating to Understanding and Enjoyment.

7. **Legal Implications**

- 7.1 There are no legal implications to the Historic Environment Strategy.

8. **Recommendation**

- 8.1 That:

Members approve the Historic Environment Strategy as the basis for future Authority action relating to the historic environment.

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Background papers to this Report

File ref

1. 2017 Assessment of historic environment provision
2. North York Moors National Park Authority Historic Environment Strategy

Issues and opportunities for historic environment work as assessed by Shannon Fraser (Head of Historic Environment June 2017-Feb 2018), based on her experience working for the National Park Authority plus key points which emerged from discussions with colleagues in the NPA. The term 'issues' should not be equated with 'problems' – although some of the issues below do highlight requirements for change/improvement, often they are simply statements of an existing state of affairs which may offer positive opportunities for development in the future.

Consultees: Mark Antcliff, Maria Calderon, Ed Freedman, Graham Lee, Tom Mutton, Clair Shields, Rachel Smith, Mags Waughman

Issues	Opportunities for change or improvement	2019-20 update
1. Research and Understanding		
1.1 HER, data and archive management		
<p>HER is key resource upon which historic environment advice and activities are founded, but no dedicated core staff time commitment to HER management/development/maintenance since 2012 – addressed ad hoc when time allows with funding from Archaeology Budget each year – needs implementation of long-term, consistent approach to maintenance and strategic approach to enhancement. Detailed understanding of NPA HER rests with MMS Officer [now Head of Historic Environment] and one external consultant – high risk of knowledge loss if continuity arrangements are not set in place</p> <p>Not enough time devoted to keeping abreast of developing national HER standards, such as by engaging with HER Forum and similar groups</p> <p>Existing HER software capabilities not being used to their full potential – we could ask much more refined questions of the data, but we are not set up to do so – time capacity a big issue here – learning what's possible</p>	<p>Investment in dedicated HER support – probably 0.5 FTE required in first instance to deal with database/GIS management/maintenance and quality control; managing data requests; keeping up with HER industry standards; HER development (major and minor); close liaison with Building Conservation team; wider archive management/strategy development; establishing partnership projects – of which say 1 day per week devoted to core HER data management/maintenance. Potential to build on investment in TEL HER trainee into the future, though major developments/establishing big partnership projects would need higher level of experience. To satisfy only the absolute minimum requirements would require about 5.5 weeks of officer time per annum. Proactive action required to keep pace with the new questions people want to ask of historic environment data, develop the HER systems/database to interrogate the data in a more sophisticated fashion</p> <p>Implement outstanding recommendations of 2010 English Heritage HER Audit</p> <p>Prioritise data enhancement actions that encourage integration of natural/historic environment conservation and have cross-disciplinary benefit – eg. current upgrade of quality of 1st Edition Ordnance Survey data supports work of both natural and historic environment teams within Conservation Dept, as well as that of Building Conservation Team</p> <p>Ensure all outstanding data generated by Building Conservation Team incorporated into HER</p>	<p>HER action plan in development; capacity to deal with HER enquiries built into current Archaeology Officer post</p> <p>Internal training for Historic Environment and Building Conservation staff has taken place - more to follow to ensure that skills are shared</p> <p>New HER Action Plan will prioritise developments to database as well as data enhancement</p> <p>HER Audit in progress at Historic England's suggestion.</p> <p>Building Conservation team have received training on use of HER and are starting to use it more.</p>
<p>New information on historic assets gathered by Building Conservation Team during casework is not being accessioned to the HER in a consistent fashion, with a great deal of information therefore not included in the NPA's core data set for the historic environment – consequent risk of decisions being made on inadequate knowledge base.</p>		

Need to address long-term storage and archive management of digital data created from TEL 3-d photogrammetry – and from any other NPA future project which may use this or similar technology

Loss of expertise for Structure from Motion (SfM) 3-d photogrammetry once TEL staff leave

SfM software can be renewed at end of TEL project, with TEL funds, but will not be updated thereafter

Lack of space for historic environment reference material means information resources are disorganized and much is effectively inaccessible; the provision of historic environment advice is therefore not necessarily based on full background information/understanding

No provision for collections support in NPA – no in-house archivist or shared arrangement with NYCC, for example – result is lack of professionally-informed archive management strategy (paper, photographic, digital), with risk of loss of information over short and long term (including obsolescence of digital archiving formats, lack of digital storage space)

NPA holds artefact assemblages, environmental samples etc, mostly from NPA-commissioned work – no curatorial strategy in place – needs to be considered in tandem with rest of site archives

NPA has small collection of original source material – eg Danby Beacon archive split between Moors National Park Centre and Beaconsfield, environmental records for Helmsley held by Park Services Dept, historic photographs donated by Mr Cargill in late 1990s/early 2000s (held where?), and there may be more – not being curated to professional standards, or made readily publicly accessible; is the NPA the correct institution to hold this material, or should arrangements be made for transfer to NYCC Record Office/Teesside Archives?

Lack of understanding outwith Historic Environment team of nature of photographic archive – the difference between a NPA photo library (largely for publicity and other outward engagement), and the extensive archive of images from condition monitoring, excavation projects, which form part of the base records of the HER.

Research and information gathering

Explore possibility of collaboration with University of Bradford Curious Travellers Project in terms of long term storage of digital data on publicly accessible platform, removing need for NPA to maintain this itself (discussions already opened with University in context of potential collaboration through Ryevitalize); other options may include ADS storage?

Catalogue entire library collection, reference collection, photographic archive etc; establish storage needs.

Historic Environment Volunteers have made a start at scanning and cataloguing paper items for the digital HER library.

Explore options for obtaining professional collections support for management of NPA archive, such as buying in some archivist time from NYCC

Explore partnerships with York University and others which have courses relevant to archives/collections management, including digital archive – eg York hosts Archaeology Data Service

Retired archivist has made a start at cataloguing Danby Beacon archive as part of the work of the Historic Environment Volunteers Team, with plans to make recommendations for appropriate storage conditions, and to submit information about the collection to online, publicly-available archive catalogues; this work needs to be extended to identifying and cataloguing all historic collections in the NPA. Explore options for future curation of historic collections, whether by NPA or NYCC Record Office/Teesside Archives

TEL data storage is being dealt with through project's legacy planning. Photogrammetry skills shared with small number of volunteers; current Archaeology Officer also has skills

Cataloguing and rationalisation of paper records is ongoing.

Finds and samples from TELOI archaeological work will be deposited with the fieldwork archives.

<p>Very incomplete understanding of 32 gardens and designed landscapes identified in Park so far through NYCC Historic Landscape Character Assessment, apart from 4 Registered Parks and Gardens. In some cases only part of a designed landscape has been identified in the HLCA – overall the resource is likely to be much bigger, and some may merit Registration.</p>	<p>Expand LiDAR coverage of those areas not currently covered by Environment Agency, at 25cm resolution, alongside test area of moorland at 10cm early on to determine whether moorland interpretation benefits from higher resolution data</p> <p>Explore partnership with NYCC Record Office and Teesside Archives for historic estate plan digitization project – outcome individual estate plans publicly accessible as on-line resource (NYCC and Teesside) and geo-referenced data layer for GIS (NPA).</p> <p>Initial partnership with Yorkshire Gardens Trust established, which is assessing which designed landscapes in the Park might be prioritized for volunteer research.</p> <p>Seek to identify major institutional and academic partners to engage in multi-disciplinary research projects within Park area, expanding and contextualizing understanding of the historic environment – adopt ‘broad church’, creative approach, looking not only to engage with disciplines such as archaeology, natural/cultural geography, environmental sciences, history, social history, architecture – but also literature, music, art history etc</p>	<p>Test areas of LiDAR acquired 2017-18 at 25cm; further coverage acquired from Sirius mineral in 2018-19.</p>
<p>Mesolithic Project an example of a very successful partnership with universities and others through which understanding of NP historic environment has been greatly enhanced</p>	<p>Finalize Historic Environment grant scheme criteria and launch scheme – give wide publicity to new scheme to research institutions, learned societies, professional institutes, special interest groups (many of which are volunteer/amateur)</p>	<p>Grant criteria and documentation finalised for launch in 2020-21.</p>
<p>Criteria for new Historic Environment Grants scheme have been discussed by Building Conservation and HE team – particularly to encourage multi-disciplinary projects, holistic approaches to cultural/natural environment, landscape scale projects such as thematic studies, where NPA support should help leverage other funds, even if monetary contribution relatively small</p>	<p>Seek opportunities to reinvigorate volunteer recruitment for Buildings at Risk survey programme, such as exploring potential partnerships with Yorkshire Vernacular Buildings Groups – both for volunteer surveys of specific buildings, and for expanding skills into wider community – YVVG training new volunteers</p> <p>Potential for partnership with University of York Centre for Conservation Studies?</p>	
<p>Buildings at Risk survey team consists of three long-term volunteers, from initially much larger pool: given the large number of buildings surveyed so far, it is likely that these volunteers will want to finish in the not-too distant future</p>		
<p>Conservation and management</p>		
<p>Historic environment staff workload means it is difficult to find time to provide input to consultations on Management Plans, Conservation Plans, Forest Design Plans etc</p>		
<p>NPA must demonstrate best practice in terms of conservation management, public access to/enjoyment of historic environment</p>		

No in-house facilities management [for NPA-owned heritage assets]; NYCC sometimes provides project management, but with no historic buildings expertise, thus engagement with building conservation specialists coming too late or not at all, resulting in historic elements/features being damaged/lost
NPA specialists do not have time capacity to provide necessary advice, support, project management

Cawthorn Roman Forts in need of substantial remedial conservation and interpretation upgrade; Management Plan requires revision and clearly-defined, costed programme of works

Nab Farm – suffers from ill-informed management actions of 1980s, also conservation management issues

Building Conservation Team work is largely restricted to designated heritage assets due to limited time capacity – yet many non-designated assets are worthy of designation and/or protection
Most CAs in Park were designated in 1970s/80s, with no character appraisals, and are still lacking them, so there is no base-line information for understanding on which to base future management/planning decisions

Staff resource insufficient to manage Parks' agreed decennial character appraisal/review cycle [for CAs], let alone recommended quinquennial review – only c35% of CAs have up-to-date appraisal; although very small villages which are not subject to much change over time may not be a priority, there are also CA's under much more development pressure that don't have appraisals/Management Plans

Repairs/improvements to historic buildings within the Park, which do not require planning permission often use inappropriate materials and or are insensitive to character, even though well-intentioned – general lack of awareness among householders of specific needs/nature of historic buildings

Need for clear processes to be set out for project management and routine maintenance/repair which draw in NPA in-house expertise at an early stage

Assessment of remedial conservation currently underway, implementation early 2018

Establish dedicated annual management budget linked to Management Plan

Revision of Levisham Management Plan in FY 2018-19 provides good opportunity to incorporate knowledge acquired since 2008, ensure historic environment issues adequately addressed and mechanisms for best conservation practice put in place.

Increased investment in Building Conservation staff complement from 1.2 FTE (current) to 2 FTE would allow for best practice approach to CAs, more involvement in protection/enhancement of non-designated assets (including identification of candidates for designation), more involvement in projects involving NPA heritage assets (see direct heritage asset management, below); more proactive approach to external and internal advocacy (training, awareness-raising etc)

In FY 2017-18, extra funds allocated to commission a series of CAs to start working towards aim of character appraisals for all CAs within Park; continued investment needed to obtain complete base line coverage, followed by establishment of review cycle based on context of development pressure/scale – not all appraisals will need review at same frequency.

Explore potential for proactive awareness-raising initiatives for Park residents, including free workshops on how to look after traditionally-built homes (including making more energy efficient), providing guidance leaflets on maintaining and repairing different types of feature, how to find appropriately skilled professionals to undertake the work etc – cf Aberdeen City Council traditional granite building public training workshops, Historic Environment Scotland homeowners' advice and support publications

Refers to the Old Vicarage and other properties not managed for their HE benefit

Levisham Management Plan revision in 2019-20, continuing into 2021. HE team included in discussions with opportunity to input.

<p>Residents can be wary of engaging with initiatives to improve historic environment, such as designation of new Conservation Areas, or entering into grant schemes, worrying that onerous conditions will be placed upon them</p> <p>Lack of traditional craft skills a regional issue rather than just a NP issue</p>	<p>Advocacy at local level – on the one hand identifying local individuals whose opinions will be respected in the community to help communicate NPA aims, on the other hand publicizing successful projects at the local level to demonstrate what can be achieved, what the benefits are</p> <p>Adopt long-term, collaborative approach to encouraging community engagement, such as support in development of grant applications, offer more active opportunities for discussion of issues such as proposals for designating new Conservation Areas, rather than more distanced public consultation exercise</p> <p>Work with partners such as HE, NYCC, HLF to tackle traditional skills gaps</p>	
<p>Vision paper for NPA approach to the management of SMs in the Park in place, forming basis from which HE bid prepared – coherent framework covering FYs 2018-21.</p>	<p>Use final three years of HE funding to establish long term future for Park action in this area.</p>	<p>Monuments for the Future underway, with a remit to work towards sustainable management and community/volunteer involvement with minimal NPA input.</p>
<p>TBS and CA Enhancement Grant conditions effectively equate lack of public access (visual or physical) to a heritage asset with lack of public benefit, which is entirely contrary to, inter alia, the clear statement of NPPF that historic environment assets are of public benefit whether or not the public can see or gain access to them – thus grant aided work cannot be considered a private benefit to the owner of the asset, even if inaccessible to the public. Whether or not a heritage asset is visually or physically accessible to the public, is not a professionally rigorous criterion for selection.</p>	<p>TBS selection criteria need to be recast, based on significance of the heritage asset in its local and wider context, following nationally-recognized standards and procedures in the historic environment sector</p> <p>CA Enhancement grants selection criteria need to be considered in same light, particularly how/if they might be untangled from Article 4 directives.</p> <p>Explore ways to achieve Register of all designed landscapes in the Park, whether through targeted funding to YGT to speed up the process (eg for accessing archives etc), or development of community engagement projects following example of Scotland's Garden and Landscape Heritage Glorious Gardens Project and East Midlands Gardens Trusts Research and Recording Project – potential tie-in with Park's community archaeology initiative.</p> <p>Put forward recommendations for adding designed landscapes of perceived national importance to Register of Historic Parks and Gardens</p>	<p>Need to distinguish between work we might want to grant-aid and work we would like to see happen. CA enhancement grant now part of same grant fund as historic buildings grants.</p>
<p>Management Plans/Conservation Plans [for gardens and designed landscapes] largely (or solely?) confined to Registered designed landscapes (Rievaulx Terrace, Duncombe Park, Mulgrave Castle), often with NE funding as part of agri-environment schemes – NPA has been supportive</p>	<p>Aim to expand coverage of Conservation Plans/Management Plans for estates with designed landscapes – raise awareness among landowners of benefits, seek to seed-fund preparation of Plans</p>	<p>All designed landscapes need adding to HER, but not all are necessarily worthy of Registration</p>

Education and engagement

Moors and Valleys YAC drawing in people from within and outwith Park boundary, and at this early stage looks to have strong growth potential, and should be self-sustaining by end of TEL project

Administration of YAC being transferred to HE team, although may require admin support in future.

Series of NP visitor interviews being conducted as part of evaluation exercise for increase in awareness over the period of the TEL project – opportunity to build in broader questions about what people value about the NP historic environment, as TEL funding has the capacity for this
Cawthorn: Interpretation project aimed at building on spirit of place – a place for meditation and memory – broadening approach into understanding impact on local inhabitants of invading forces – making links to modern politics. Strong creative arts element (art, poetry, contemporary literature etc) as well as good potential for community engagement, working with schools etc – good candidate for HLF/Arts Council funding
Levisham: Look for opportunities to ‘tell the story’ – eg Skelton Tower strong potential for engaging interpretation

Senior Archaeological Conservation Officer has built up extensive and very positive relationships over many years with a wide range of volunteers, amateurs, retired professionals, supporting them through advice and small grants
Community engagement programme run by Archaeological Conservation Officer 2006-9 was very strongly welcomed by local communities/groups, providing support for setting up projects, establishing volunteer networks – existing groups very much appreciate extra support/direction – Park priorities moved away from this area of activity, but current experience is that this would still be very welcome

Contacts and working relationships being maintained through new HE team as well as the North York Moors Archaeology Group.

Establishment of enthusiastic volunteer groups and progressive development of volunteer skills through TEL community archaeology programme, with concomitant raised profile within the Park – definitely enough interest here to keep that going into the future – roughly 50/50 split between NP residents and people on the periphery of the NP

Opportunities to raise awareness/involvement with existing groups such as Yorkshire Vernacular Buildings Group
Continue investment in community engagement programme after TEL project comes to an end, providing support to existing and emerging volunteer groups (such as Hidden Valleys Project group), as well as running some Park Authority-led projects as a high-publicity mechanism for attracting new people in, harnessing enthusiasm (but need to keep strict limit on number of community excavations in particular due to limited time and resource capacity for post-excavation, publication of results, short-term storage of artefacts and samples etc) – good potential to expand beyond industrial heritage. Aim for 1 FTE.

Continuation of industrial heritage work by volunteers and community as part of TELOI legacy planning. Hidden Valleys being supported by HE team and grants from Archaeology budget.

Three geographically-based volunteer groups being established through TEL – Kildale, Rosedale, Esk Valley

Potential for bringing together volunteer groups established through TEL with independent groups – for example Kildale-based NPA volunteer group with Hidden Valleys Project, which includes Kildale

Archaeology store/finds processing container will be continuing NP asset once TEL finishes, as will TEL van

Main driver of TEL interest groups is social history rather than practical building conservation
Experience so far is that it is much easier to get people interested in community excavation projects, which could easily develop into longer term projects/community archaeology groups, whereas it has been much harder with regard to building conservation and recording projects
Important to manage expectations of community groups where building conservation projects the focus – capture enthusiasm but early engagement and support key to make sure funding, methodological approaches etc channelled in the appropriate direction

Delivery

Collaboration and partnerships

Tendency for non-historic environment staff to think in terms of individual heritage assets rather than considering the broader picture of interrelated elements – historic landscapes as integrated systems of cultural and natural features (eg in assessment of constraints, pre-application planning discussions/advice).

When planning natural environment-driven initiatives such as woodland expansion, engagement with historic environment specialists can come a little late in the design process, thus historic landscape constraints end up being much more of an impediment.

Establish wider photogrammetric recording projects using volunteers – carved stone crosses would have strong appeal, as well as rock art

Some TEL projects will result in volunteer groups with the skills to monitor condition and undertake minor maintenance – opportunities here to ensure this capitalized on into the future by linking in with wider taskforce of Historic Environment Volunteers, with formalized programme being established by NYM Sustainable Monument Management Framework [Monuments for the Future].

Look to examples of successful projects which have led on developing a base of community survey and recording skills, such as Scotland's Rural Past and Scotland's Urban Past (Historic Environment Scotland), and Stockton Historic Town Project (Tees Archaeology)

Greater investment in cross-departmental training days to broaden awareness/understanding.

Connectivity may prove very useful concept to help promote holistic approach – well understood in terms of biodiversity, natural habitat etc – in historic environment terms, looking to cultural connections within the landscape which links physical features over a broad scale, both natural and cultural.

Early engagement with historic environment staff when initiatives are at design stage, enabling more focused site selection to avoid conservation conflict and open up more opportunities for mutually-beneficial landscape enhancement.

Future of these is being considered in TELOI legacy planning.

Approach to ancient woodland/PAWS is almost entirely ecologically-based, rather than considering these woodlands as cultural entities – management strategies therefore do not take account of historic management which has produced the woodland we have today. Historic environment only really considered in terms of relict features/archaeological sites and monuments within woodland compartments.

Good relationship with Natural England, particularly through their Historic Environment Specialists, whereby potential historic environment issues are raised and the NPA has a chance to influence outcomes

Ryevitalise [project development]

- EH very dynamic partner, garnering HE support as another partner
- NYCC lead partner, but unwilling to commit much officer time
- Mills recording element too ambitious for available funds, therefore has not progressed – NYCC also has little enthusiasm for it

Potential for promoting historic woodland surveys synthesizing documentary research, tree-form analysis and dendrochronology – potential for partnership with Natural England, focusing on SSSIs in first instance – resulting in information which can inform future management planning, as well as fascinating stories to share with landowners and wider public; also advocacy tool to encourage trusts and private landowners to undertake similar surveys, possibly with small contributions from NPA grant funds?

Potential to draw in rapid historic woodland assessment into ongoing NPA-led assessments, with appropriate training from historic woodland specialist – identifying potential candidates for more detailed analysis in future.

Training and resources

Apprenticeship schemes to encourage traditional skills have been very successful, generating a lot of interest – ad hoc approach has been due to need to acquire external funding and establish partnerships to support the schemes

Invest in training for non-historic environment staff who are involved in NPA direct asset management – make wider use of Historic England Historic Environment Local Management Training Programme (HELM), which provides free training – eg course on managing local authority heritage assets

North York Moors National Park Authority Draft Historic Environment Strategy

Executive Summary

The North York Moors National Park was designated for special qualities which together make up the fabric of the National Park – its landscape, wildlife and cultural heritage. The National Park Authority is committed to conserving and enhancing the fabric of this special place and to increasing both the level of public engagement with, and understanding and enjoyment of the National Park's long human history. This Historic Environment Strategy sets out the way in which we intend to recognise the importance of the historic environment and work towards our aspirations for it across the National Park.

Vision for the historic environment

Our strategy for the historic environment of the North York Moors is to aim for a holistic, integrated approach to the natural and cultural heritage of the National Park, both in terms of internal philosophy and external advocacy. The aspiration is to be inclusive and to have a well-managed and understood historic environment resource which is valued and shared. We will aim to have assets which have a sustainable future resilient to change and which will provide opportunities for participation and enjoyment of our heritage and landscape.

Purpose and objectives

All areas of the Authority's work touch on the historic environment to some degree. It is essential, therefore, that the importance of the historic environment is taken into account fully in all areas of work and that there is a consistent approach across the Authority. The purpose of this strategy is to set out a direction for future historic environment action in the National Park which will encompass all aspects of the historic environment and will cut across all areas of Authority work. The objectives will be to:

- Maintain the profile of the historic environment across the Authority
- Assist in the integration of historic environment issues into the overall spectrum of Authority activities
- Ground the Authority approach to the historic environment within national and local policy context
- To provide a basis for establishing a succession of Action Plans for future historic environment action.

Implementation of the Historic Environment Strategy

The strategy is divided into four themes, based on key priorities adopted in the Joint Statement Action Plan 2018-23, to which the Authority is a signatory.

- Research and understanding
- Conservation and management
- Education and engagement
- Delivery

Within each theme, a number of strategic priorities have been identified and these will provide the framework for detailed Action Plans to deliver future historic environment work within the Authority. The strategic priorities are detailed in section 6 of the strategy and are summarised in Appendix 1.

The Historic Environment Strategy will be implemented through a series of Action Plans which will be developed to align with the Authority's Business Plans. The strategy will inform the next National Park Management Plan which will run for 10 years from 2022 and it will remain current during the life of the Management Plan.

The changing external factors which will provide the context for the next Management Plan mean that there will be a new approach which will seek to deliver on a range of public goods, including health and well-being and other social benefits. The Historic Environment Strategy will make an important contribution to the new Management Plan in recognising the significant role that cultural heritage has to play in this.

North York Moors National Park Authority

Draft Historic Environment Strategy

1. Introduction

The North York Moors National Park was designated for special qualities which together make up the fabric of the National Park – its landscape, wildlife and cultural heritage. The National Park has always been a living and working landscape and the tangible qualities of rich history are so entwined with the natural environment that they are impossible to separate. On the one hand the traces of past lives embedded within the landscape evoke a particular sense of place, while on the other hand, the very nature of the landscape today – its vegetation and wildlife – is the cumulative inheritance of some ten thousand years of human interaction with the natural environment.

The National Park Authority is committed to conserving and enhancing the fabric of this special area and to increasing both the level of public engagement with, and understanding and enjoyment of the National Park's long human history. This Historic Environment Strategy sets out the way in which we intend to recognise the importance of the historic environment and work towards our aspirations for it across the National Park.

2. Historic Environment of the North York Moors National Park

What do we understand by the term 'historic environment'? The National Planning Policy Framework (2012) provides a definition:

“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” (NPPF, 2012)

Over millennia, different phases of human activity have each contributed to the distinct character and diversity of the historic landscape of the North York Moors National Park, producing archaeological and historic sites and information of National and International significance. The accumulated evidence of human activity, the landscape itself and our responses to it constitute our historic environment.

The long imprint of human activity, from the earliest occupation after the end of the last Ice Age to the structures associated with 20th century military activities, is recognised as one of the special qualities of the National Park. The evidence left behind includes not only visible archaeological sites and monuments, buildings and structures but also buried archaeological remains and waterlogged deposits containing information about past environments. Extensive prehistoric landscapes cover large areas of our moorland, contributing to their modern character, and in our dales, the modern agricultural landscape reflects centuries of past farming activity within which the field patterns, hedgerows and ancient woodlands often feature as elements of the historic landscape. Built heritage is a significant component of our historic environment with ruined abbeys and ancient churches, locally distinctive buildings and building materials, and settlements reflecting their agricultural, fishing or mining past. Across the National Park we also have a strong industrial heritage which contributed to the development of Britain as an industrial nation and shaped the landscape we see today.

There are more than 20,000 sites of archaeological or historic interest within the National Park, including within the intertidal zone between mean high and low water. Most have no statutory protection, but those which have been identified as being of the highest importance are designated as Scheduled Monuments, Listed Buildings or Registered Parks and Gardens. The North York Moors has 844 Scheduled Monuments, 1770 entries on the National Heritage List for Listed Buildings (32 Grade I, 57 Grade II* and 1681 Grade II) including more than 3000 individual buildings and structures, 42 Conservation Areas and 4

Registered Parklands of Historic Interest. Many more sites and buildings are not currently recorded but have the potential to be identified as undesignated heritage assets.

The National Park's cultural heritage includes more than just the historic environment, however. People attach value to heritage in many different ways which contributes to its significance. How people perceive the historic landscape around them is an important part of their cultural heritage, and the sense of place which may be imbued in historic sites gives meaning for those who live here and those who visit. Local traditions and customs, dialects, folklore and oral histories are also important elements of our cultural heritage and make up another of the National Park's identified special qualities - distinctive skills, dialects, songs and customs. These aspects of cultural heritage enhance our historic environment and contribute to making the National Park a special place.

3. Vision for the Historic Environment of the North York Moors

Our strategy for the historic environment of the North York Moors is to aim for a holistic, integrated approach to the natural and cultural heritage of the National Park, both in terms of internal philosophy and external advocacy. The aspiration is to be inclusive and to have a well-managed and understood historic environment resource which is valued and shared. We will aim to have assets which have a sustainable future resilient to change and which will provide opportunities for participation and enjoyment of our heritage and landscape.

4. Context for historic environment policy: national and local plans and priorities

Since 2000, there have been a succession of policy documents setting out government and Historic England (and formerly English Heritage) approaches to the historic environment and these provide the context for historic environment strategy within the National Park, and within the historic environment sector more generally. The first of these, *Power of Place* (2000) and *The Historic Environment: A Force for Our Future* (2001) highlight the value of the historic environment to people and the role it has to play both in creating a sense of identity and place, and in social and economic activities.

The policy and guidance contained within *Conservation Principles* (2008) have become key tools for the heritage sector and are used to underpin decisions about the sustainable management of the historic environment based on significance and heritage values. Most recently, *Heritage 2020* (2015), the successor to the *National Heritage Protection Plan 2011-2015* (2010), sets out a framework for historic environment action across the sector which is designed to deliver public benefit through sustainable management, increasing knowledge, public access and engagement, and capacity building.

While the policies and documents described above provide the background for historic environment work in general, there is a new context emerging in which the Authority will need to operate in the coming years. Climate change, the new post-Brexit Environmental Land Management Scheme, the 25-Year Environment Plan (2018), the Protected Landscapes Review (2019) and the forthcoming Agriculture and Environment Bills will each shape that context, although they have different implications for cultural heritage. In particular, the 25-Year Environment Plan and the Agriculture Bill both approach cultural and natural heritage on an equal footing, but the Environment Bill excludes heritage from its definition of environment, and while the Protected Landscapes Review recognises the importance of cultural heritage, its emphasis is very much on the natural environment. The challenge for the Authority will be to address the government priorities which these documents and legislation establish while maintaining the profile of the historic environment and reconciling the different approaches to it.

Development management within the Authority is guided by the National Planning Policy Framework (2012, updated 2018, 2019), which sets out some basic principles for the historic environment which notably include the approach to historic environment decision making and the status of undesignated assets. Although intended for Planning purposes, these

principles are relevant to other areas of Authority work. At a local level, development management is also informed by a new draft Local Plan which is expected to be adopted in its final version in 2020. The policies contained within the Local Plan are also more widely applicable to historic environment work within the Authority, recognising that significance and heritage values have a role in decision making, that the setting of heritage assets, historic character and distinctiveness are important to the historic environment and that local heritage contributes to identity and strengthens the connections between people and places.

The NYMNP Research and Management Framework was developed in 2005 (updated 2016, but due for review) to inform directions and themes for research into the archaeology of the National Park. The North York Moors Archaeology Group brings archaeological professionals, organisations and institutions together with local archaeological and historical societies and private researchers in order to share and discuss research into the archaeological and built heritage of the National Park.

The UK National Parks and the national agencies are signatories to the Joint Statement on the Historic Environment in the National Parks of England Scotland and Wales (1995, re-signed 2015) which recognises the common aims of working to the benefit of the historic environment within a National Park context. The associated Action Plan (2018-23) sets out a number of thematic goals for historic environment work within each National Park as well as recognising the importance of partnership and collaboration to achieve shared aims.

The day to day work of the NPA's historic environment professionals is guided by professional standards and codes of practice, such as those issued by the Chartered Institute for Archaeologists (CIfA) and the Institute of Historic Building Conservation (IHBC). These standards will continue to inform the implementation of historic environment actions within the Authority.

5. Purpose of the Historic Environment Strategy

The historic environment is an integral part of the North York Moors landscape and is a key component of the National Parks' statutory purposes both to conserve and enhance, and to promote opportunities for enjoyment and understanding. It also offers many opportunities to fulfil the National Parks' social and economic duty to communities. However, the historic environment is a dynamic resource which faces many challenges, not only threats but also opportunities for enhancement and enjoyment, and where there are changing circumstances it must change in response to them. Pressure from development, changes in farming practice and moorland management, greater numbers of visitors and increasingly changes brought about by climate change and our responses to it, all have an effect on the historic environment and how it is managed and experienced. Being able to manage that change effectively and to balance a variety of different needs is fundamental to ensuring that the historic environment has a sustainable future.

All areas of the Authority's work touch on the historic environment to some degree. The National Park Management Plan (2012, updated 2016) embeds historic environment firmly within the work of the Authority in an overarching aim that

'The archaeological and built heritage of the National Park will be conserved for future generations to understand and enjoy, and for its own intrinsic value',

but aspects of the historic environment also run as threads through the aims for areas of work concerned with Environment, Understanding and Enjoyment, Land Management and Business, and Communities. It is essential that the importance of the historic environment is taken into account fully in all areas of work and that there is a consistent approach across the Authority. The purpose of this strategy, therefore, is to set out a direction for future historic environment action in the National Park which will encompass all aspects of the historic environment and will cut across all areas of Authority work. The objectives will be to:

- Maintain the profile of the historic environment across the Authority
- Assist in the integration of historic environment issues into the overall spectrum of NPA activities
- Ground the Authority approach to the historic environment within national and local policy context
- To provide a basis for establishing a succession of Action Plans for future historic environment action.

The strategy will be an overarching document which will link existing and future strategies and plans guiding work on the archaeological and built heritage of the National Park, including the Archaeological Research and Management Framework to inform historic environment research (developed in 2005, but due for revision), an HER action plan identifying priorities for development of the key information resource (in production) and the Sustainable Monument Management Framework for managing Scheduled Monuments within the Park, currently being implemented through Monuments for the Future.

The historic environment policies which were associated with the 2012 National Park Management Plan have been implemented through the Historic Environment Action Plan, and in the last 3 years, through the Authority's Business Plan 2017-20. The Management Plan and Business Plan will be ending in 2021 and 2022 so there will be a need for a clear direction for historic environment work.

The next National Park Management Plan will run for 10 years from 2022 and will be informed by this Historic Environment Strategy, which will remain current during the life of the Management Plan. The new Action Plan for the historic environment which will be developed from the Historic Environment Strategy will feed into the next Authority Business Plan developed to implement the new Management Plan.

The changing external factors which will provide the context for National Park management and activities in the coming years means that the next Management Plan will be developed differently from previous Plans. There will be a new approach which will seek to deliver on a range of public goods, including health and well-being and other social benefits. The Historic Environment Strategy will make an important contribution to the Management Plan in recognising the significant role that cultural heritage has to play in this.

6. Future Historic Environment action

This strategy is divided into four themes, based on key priorities adopted in the Joint Statement Action Plan 2018-23, to which the Authority is a signatory.

- Research and understanding
- Conservation and management
- Education and engagement
- Delivery

Within each theme, a number of strategic priorities have been identified which will provide the direction for future historic environment work within the Authority. The strategic priorities are summarised in Appendix 1.

6.1 Research and understanding

6.1.1 Historic Environment Record

A sound evidence base and an understanding of the significance of heritage assets are crucial in decision making for the historic environment. They not only underpin all conservation work and provision of effective and sustainable management advice, but form the resource to which communities and the general public can refer in order to find out about their local heritage. The Historic Environment Record (HER) is the key information resource

on which historic environment advice and activities are founded and it is essential, therefore, that it is updated and enhanced as new information becomes available. The primary component of this resource is the HER database and associated GIS, but the HER also includes paper resources such as reports, photographs, maps and correspondence.

The HER database for the North York Moors was upgraded to a new system in 2012 following an English Heritage Data Audit in 2011. The new system delivered huge benefits in increased ease of use and efficiencies, but the lack of dedicated HER officer time means that its functionality has not kept pace with industry requirements and has not been developed to its full capacity. There is also a growing backlog of survey and research data which is not fully integrated into the database and a disparate body of archive material held in locations throughout the Authority's offices for which there is no adequate management. These issues must be addressed in order to ensure that the Authority's work sits on a firm foundation which is fit for purpose.

Strategic priorities

- Take a consistent approach to maintenance of the HER database and its continued development to keep pace with industry standards;
- Document the known heritage resource as the essential basis for effective, sustainable management, ensuring that new information for both archaeological and built heritage is added in a timely manner;
- Take a strategic approach to data enhancement, based on an HER Action Plan;
- Adopt a strategy for management of NPA archives and collections.

6.1.2 Research

The evidence base which informs conservation and planning work needs to be continually re-assessed and enhanced to make it relevant and up-to date. This includes not only gathering information on the condition of archaeological sites and buildings to inform our Heritage at Risk work, but more particularly research to increase our understanding of the historic environment and its significance, including significance which may stem from non-evidential or historical values. The interpretation that flows from high-quality research helps to shape our view of the North York Moors and its past inhabitants, and to build an appreciation and raise awareness of the special qualities of the place that we are concerned to conserve today. This awareness helps us to respond to fundamental needs relating to understanding place and belonging.

The NPA has a long history of implementing and supporting archaeological research within the North York Moors, but little work has been done on researching built heritage. For Conservation Areas in particular, although most of those in the North York Moors were designated in 1970s and 80s, many have no character appraisals, so there is no base-line information or understanding on which to base future management and Planning decisions. Archaeological research, on the other hand, from local investigations by community groups and NPA volunteers, to collaborative projects such as the National Mapping Programme work and the North East Yorkshire Mesolithic Project, as well as work carried out within Landscape Partnership projects such as Lime and Ice (2008-2013) and Land of Iron (2016-2021), have added greatly to our local knowledge of the North York Moors, and in many cases they have contributed to a greater understanding of the historic environment in a regional, or indeed national, context. The tradition of research must be continued and extended to cover built heritage in order to further our understanding of the significance of the historic environment at a local, regional and national level.

Strategic priorities

- Maintain a Research Framework for the National Park's archaeological and built heritage, assessing current understanding of the historic environment and heritage resources, and identifying priorities for research to fill gaps in knowledge and understanding;

- Develop and support new high quality research and survey to address priorities in the Research Framework, taking opportunities to incorporate intangible heritage, where appropriate, in order to enhance understanding;
- Hold regular meetings of the North York Moors Archaeology Group to report and discuss local developments, oversee and support the implementation of the Research Framework and to review its priorities and progression;
- Maintain Heritage at Risk registers for both Listed Buildings and Scheduled Monuments.

6.2 Conservation and management

Conservation of the historic environment is fundamental to protecting many of the special qualities of the National Park as identified in the 2012 National Park Management Plan and it is at the heart of the Authority's first purpose. The historic and natural environments together are integral to the National Park landscape and their conservation goes hand in hand. A holistic approach to management of the landscape is required, therefore, in order to give both natural and historic environments due attention. With the impacts of climate change becoming more apparent and the need for mitigation more urgent, it is becoming increasingly important to take steps not only to address the historic and natural environments together but to conserve the historic environment and build in measures to ensure resilience to future impacts.

The Authority owns or manages directly a number of historic assets including the Roman camps at Cawthorn, the Levisham estate and individual buildings such as Spout House and the Old Vicarage. In these areas there is the opportunity not only to take direct action to ensure the sustainable management and future survival of heritage assets, but also to test new approaches, refine methods and demonstrate best practice.

Over the last ten years many conservation projects within the National Park have focussed on Heritage at Risk and these have included our Monument Management Schemes which were run in partnership with Historic England (and formerly English Heritage) between 2009 and 2018 and were succeeded by Monuments for the Future. Development of the successor project was informed by a framework for future monument management which places a greater emphasis on sustainability and prevention, delivered through best practice conservation land management rather than waiting for major threats and problems to arise. This framework will stay relevant after Monuments for the Future ends in 2021.

There have been some notable successes in the conservation of built heritage, achieved for Buildings at Risk through the Historic Buildings grant funding and for Conservation Areas through the Conservation Area Enhancement grants (now combined). Delivery of improvements through the Conservation Area Enhancement grants has had a significant impact in areas such as Robin Hood's Bay. Conservation Area appraisals have been adopted for 9 of the National Park's Conservation Areas and 6 of these have Management Plans to inform how the character of these settlements will be protected, but further Appraisals and Management Plans will be needed in order to be able to protect and enhance the remaining Conservation Areas.

Few mechanisms have been available for the conservation of undesignated heritage assets, but among those that have had positive results are conservation projects for both the archaeological and built heritage delivered through the National Lottery funded Landscape Partnership projects or with Natural England funding through Higher Level Stewardship. Community led conservation has been a component of the Land of Iron Landscape Partnership project and has also been facilitated by our former Community Grant scheme (now the Village Improvement Scheme grant). There is scope, however, to increase community participation in the conservation of heritage assets which are valued locally through fostering a greater sense of ownership of and engagement with the historic environment.

As a living and working landscape, the historic environment is subject to change which must be managed effectively to protect the significance of historic assets and conserve the special qualities of the National Park. Engagement with the development management process ensures appropriate specialist advice to inform planning decisions which are also guided by the new draft Local Plan (expected to be adopted formally in 2020). This sets out specific policies not only for settlements, but for individual assets, both designated and undesignated, associated with them and in the surrounding landscape.

Outside the planning process the historic environment faces many challenges, including climate action initiatives such as energy efficiency measures adopted in traditionally built dwellings, where there is the risk that inappropriate materials may be used, or at a landscape scale, moorland restoration or tree planting. While these initiatives are desirable in principle, the significance of heritage assets which might be affected by them needs to be considered fully at an early stage and specialist advice sought in order to minimise or avoid harm to that significance. This is as much the case with other land management initiatives originating both within the Authority and from Natural England, statutory undertakers and other external bodies for whom the Authority is a consultee. Provision of specialist advice has a significant role to play, therefore, particularly for undesignated assets which have no statutory protection. Appropriate advice and consultation is crucial to ensuring that the balance is maintained between the historic environment and the natural environment, to ensure that proposed land management, forestry or utilities work does not conflict with the historic environment interest and that opportunities to benefit the historic environment are taken.

Strategic Priorities

- Ensure that sustainable management of the historic environment is considered fully in the day to day management of all aspects of the National Park landscape, including aspects of the wider landscape such as field boundaries and woodland;
- Initiate, encourage and support local projects for the protection, conservation, sustainable management and enhancement of heritage assets, making opportunities for people to come to us to identify what they see as important and thus worthy of protection or enhancement and to increase their engagement with conservation and care of the historic environment;
- Provide specialist advice, guidance and support, both internally and externally, to encourage and facilitate best practice conservation management of the historic environment, based on an understanding of the significance of heritage assets;
- Demonstrate best conservation practice in the direct management of NPA-owned assets and strive to be an exemplar of historic environment management;
- Ensure that all new development should enhance or conserve the historic environment, including the setting of heritage assets, or preserve by record where this is not possible;
- Adopt a best practice to approach to Conservation Areas, by aiming for completed Conservation Area appraisals and Management Plans for all of the National Park's Conservation Areas with an agreed review cycle;
- Advocate and support the most appropriate form of protection both for nationally important and locally significant heritage assets, whether designated or undesignated, including identifying and addressing the impacts of heritage crime;
- Develop and support practical conservation projects, not only focussing on Heritage at Risk but also on undesignated assets of special significance or national importance, adopting a preventative approach where appropriate.

6.3 Education and engagement

An important element of our strategy for the historic environment is to increase the level of public engagement with and understanding of the National Park's long human history and cultural heritage, and of the conservation work essential for the ongoing well-being and enjoyment of its physical components. Increased public awareness of the historic environment is fundamental, not only to underpin conservation work but as a basis for enjoyment and appreciation of the National Park's special qualities. We are aiming for an awareness of the historic environment as something that is not just 'out there' but needs care to preserve what gives it value and a sense of place for residents and visitors alike.

The Authority has an established network of volunteers and communities working across the Park. Since 2007 we have had a team of dedicated Historic Environment volunteers recording aspects of our heritage and in particular working with us on monitoring, conserving, managing and enhancing our historic environment through the Buildings at Risk surveys, the Monument Management Scheme and its successor, Monuments for the Future, which places a greater emphasis on volunteer and community involvement. The major Landscape Partnership projects, Lime and Ice and Land of Iron have each had significant elements of public engagement which included opportunities for participation in community excavations and these demonstrated the public appetite for involvement in archaeological discoveries. By establishing a Young Archaeologists Club and also reaching out to communities outside the Park in the Teesside area, Land of Iron has played a part in expanding the audiences for our historic environment message. The momentum which these areas of volunteer and community work have gathered is something which we should foster.

We wish to continue to increase the level of engagement and understanding already established, involving people of all ages from both within and without the bounds of the Park, enhancing capacity to realise fully our aspirations for our shared historic environment. By encouraging people to visit and enjoy historic sites, places and landscapes, we are offering the opportunity to enhance both mental and physical health and well-being, and delivering public benefits which extend beyond the historic environment itself. By broadening the scope of engagement with the historic environment to include emotional and artistic engagement, and by seeking new audiences through encompassing the creative arts we may hope to share our rich heritage as widely as possible.

Strategic priorities

- Tell the stories: shape the results of research into easily accessible information about the people who have lived in the Park over the millennia, and the landscapes and places into which they have embedded their story.
- Promote awareness of the historic environment, its appropriate management and its role in the social and economic life of the community to a wide audience including residents, landowners, communities from surrounding areas and visitors from further afield, and increase their engagement with it.
- Take a life-long approach to education in all aspects of the historic environment: lighting the spark in the youngest residents and visitors, nurturing the interest of future archaeologists and students, engaging landowners and land managers in caring for the historic environment, developing the practical skills to conserve historic buildings and structures, enthusing communities and volunteers of all ages.
- Promote and support opportunities for volunteer and community involvement in historic environment projects.

6.4 Delivery

Within the current structure of the Authority, the primary responsibility for historic environment protection, enhancement and conservation is shared by the Conservation Department and the Planning Department (predominantly Building Conservation). However, both Park Services and Corporate Services also contribute to our historic environment aims: through promotion and interpretation, Ranger Service management and other management

of heritage assets owned by the Authority, the Volunteer Service, Education and Youth Engagement initiatives, and support for and maintenance of the information base. Historic environment work cuts across all departments within the Authority, therefore, and sits side by side with the natural environment and landscape. Good communication and close working are essential to ensure smooth delivery of historic environment aims.

With the very diverse nature of work within the historic environment, many different delivery mechanisms combine to optimise opportunity for achieving our objectives and maximise positive outcomes. The strategic priorities in the following two sections cut across the three previous thematic areas of work.

6.4.1 Collaboration and Partnership

Collaboration and partnership are the keys to delivering much of what we aspire to achieve for the historic environment of the National Park. From inter-departmental and cross departmental working within the Authority to collaborations with stakeholders and external partners, working together has more positive and extensive outcomes which benefit the historic environment. Partner organisations include Historic England, who have grant-aided much of our recent work with Scheduled Monuments, and Natural England, who offer beneficial management for historic assets through national agri-environment schemes. Collaboration with other National Park Authorities individually and through the National Parks' Historic Environment Group has allowed development of best practice and a streamlined approach to issues such as climate change. Partnerships with neighbouring local Authorities have contributed to successful delivery of projects such as the North East Yorkshire Mesolithic project and the current Landscape partnership project Ryevitalise (2019-2023). External funding partners such as the National Lottery Heritage Fund have facilitated important Landscape Partnership projects such as Land of Iron, and these have cut across many different areas of Authority work with a strong historic environment focus. Collaboration with major landowners such as Forestry England, National Trust and large moorland estates, and with community groups and volunteers is also important in working towards our aspiration for the historic environment.

Strategic priorities

- Ensure that the historic environment and wider cultural heritage is integrated into all areas of Authority work, and embedded within policies and strategies, including those for education, access and interpretation;
- Foster partnerships with Natural England in order to maximise the benefits of national agri-environment schemes;
- Develop partnerships with academic institutions and professional organisations in order to encourage and support high quality, targeted research, survey and outreach projects;
- Support and work with local groups and societies, communities and individuals to deliver conservation and research within the National Park.

6.4.2 Training and resources

The resources required to deliver historic environment work within the Authority are increasingly constrained with uncertainty in the level of government funding which may be expected. External funding plays a greater role now than it did ten years ago and this trend seems likely to persist. It is even more important, therefore, that there is a creative approach to resourcing historic environment work in order to ensure that priorities are met and our aspirations for the National Park are realised. An important part of this is ensuring that all those involved in historic environment work within the National Park have the skills appropriate to the work they are carrying out.

Strategic priorities

- Deliver training for non-historic environment staff and Members to broaden their awareness and understanding of the significance of the historic environment and work towards maintaining the balance between the natural and historic environments;
- Seek opportunities to deliver skills development and training externally in order to develop the capacity for conservation and management of the historic environment;
- Identify resources to establish and maintain the highest standards of conservation, sustainable management and interpretation of the historic environment of the National Park, especially by the deployment of well-equipped, well-trained staff, resourced to meet historic environment priorities;
- Seek external funding to extend the capacity to deliver enhanced historic environment benefits under the strategic priorities in sections 6.1-6.3.

Appendix 1

Summary of strategic priorities within the Historic Environment Strategy

Research and Understanding: Historic Environment Record	Maintain and develop the HER database in line with industry standards
	Document new information on the historic resource as it becomes available
	Maintain an HER Action Plan to prioritise HER enhancement
	Adopt a strategy for management of NPA archives and collections
Research and Understanding: Research	Maintain a Research Framework for the National Park's archaeological and built heritage
	Develop and support new high quality research and survey to address priorities in the Research Framework
	Hold regular meetings of the North York Moors Archaeology Group
	Maintain Heritage at Risk registers for both Listed Buildings and Scheduled Monuments
Conservation and management	Ensure that sustainable management of the historic environment is considered fully in the day to day management of all aspects of the National Park landscape
	Initiate, encourage and support local projects for the protection, conservation, sustainable management and enhancement of heritage assets
	Provide specialist advice, guidance and support, both internally and externally
	Demonstrate best conservation practice in the direct management of NPA-owned assets
	Ensure that all new development should enhance or conserve the historic environment, including the setting of heritage assets
	Adopt a best practice to approach to Conservation Areas, by aiming for completed Conservation Area appraisals and Management Plans
	Advocate and support the most appropriate form of protection both for nationally important and locally significant heritage assets
	Develop and support practical conservation projects, adopting a preventative approach where appropriate
Education and Engagement	Tell the stories: shape the results of research into easily accessible information
	Promote awareness of the historic environment to a wide audience and increase their engagement with it
	Take a life-long approach to education in all aspects of the historic environment
	Promote and support opportunities for volunteer and community involvement in historic environment projects
Delivery: Collaboration and partnership	Ensure that the historic environment and wider cultural heritage is integrated into all areas of Authority work and embedded within policies and strategies

	Foster partnerships with Natural England to maximise the benefits of national agri-environment schemes
	Develop partnerships with academic institutions and professional organisations
	Support and work with local groups and societies, communities and individuals to deliver conservation and research
Delivery: Training and resources	Deliver training for non-historic environment staff and Members
	Seek opportunities to deliver skills development and training externally in order to develop the capacity for conservation and management of the historic environment
	Identify resources to establish and maintain the highest standards of conservation, sustainable management and interpretation of the historic environment of the National Park, especially by the deployment of well-equipped, well-trained staff, resourced to meet historic environment priorities
	Seek external funding to extend the capacity to deliver enhanced historic environment benefits under the strategic priorities above

Appendix 2

Statutory and policy context for the historic environment

1. National Park statutory purposes

The Environment Act (1995) sets out two statutory purposes for National Parks:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and
- To promote opportunities for the understanding and enjoyment of the special qualities of the Park by the public.

The National Park also has a duty in pursuing those purposes:

- To seek to foster the economic and social wellbeing of local communities.

2. The North York Moors National Park Management Plan (2012, reviewed 2016)

The 2012 Management Plan has an overarching aim for the historic environment:

- The archaeological and built heritage of the National Park will be conserved for future generations to understand and enjoy, and for its own intrinsic value.

Policies specifically relating to or referencing the historic environment include:

Environment

E2. Traditional farmed landscape features will be conserved, enhanced and reinstated where possible;

E5. The archaeological and built heritage will be conserved or restored where appropriate;

E6. Local materials, styles and building techniques will be used in restoration and in new developments where appropriate;

E7. New development in the National Park will seek to conserve and enhance heritage assets and their settings;

E8. Knowledge, awareness and understanding of the archaeological and built heritage will be increased;

E9. The traditional skills base will be developed and promoted;

E32. The moorland will be managed in a way which maintains the open landscape, supports biodiversity and protects the cultural heritage;

E35. Grazing levels on the moors will be maintained at levels required to maintain the habitat and cultural heritage of the area;

E45. The wildlife, seascape, tranquillity and historic environment of the coast and marine area will be protected and enhanced.

Communities

C4. Local communities will be supported to maintain and celebrate local heritage, customs, traditions and skills and record their social, cultural and economic history;

C5. The interpretation of the landscape and cultural heritage of the North York Moors will be encouraged.

3. National policy

Department for Culture, Media and Sport 2001 *The Historic Environment: A Force for Our Future*

Department of the Environment, Food and Rural Affairs 2018 *A Green Future: Our 25 Year Plan to Improve the Environment*

Department of the Environment, Food and Rural Affairs 2019-21 *Agriculture Bill*

Department of the Environment, Food and Rural Affairs 2019-21 *Environment Bill*

English Heritage 2000. *Power of Place*

English Heritage 2008 *Conservation Principles, Policies and Guidance for the sustainable management for the historic environment*

English Heritage 2010. *National Heritage Protection Plan 2011-2015*

Glover, J 2019 *Landscapes Review : final report*

Historic Environment Forum 2015 *Heritage 2020: Strategic priorities for England's historic environment 2015-2020*

Ministry of Housing, Communities and Local Government 2012 *National Planning Policy Framework* (Updated 2018, 2019)

JOINT STATEMENT ON THE HISTORIC ENVIRONMENT IN THE NATIONAL PARKS OF ENGLAND, SCOTLAND AND WALES

1. Parties

This Joint Statement is a declaration of intent made on behalf of Cadw, Natural Resources Wales, Historic England, Historic Environment Scotland, the National Park Authorities*, Natural England, the Royal Commission on the Ancient and Historical Monuments of Wales, and Scottish Natural Heritage. Each of these organisations has some statutory responsibility for, or interests in, the historic environment in National Parks.

* Every reference here to National Parks implicitly includes The Broads.

2. Purpose of this Joint Statement

This Joint Statement is an expression of the shared commitment of the signatories to further the sustainable management, public understanding, access to, and enjoyment of the cultural heritage of National Parks, by all appropriate means.

The delivery of the statement will achieve measurable benefits for the historic environment and forward the purposes of the signatories.

3. Preamble

The historic environment has been defined as the physical evidence that we see, understand and feel for past human activity. It is the cultural product of human interaction with nature and the evidence of all past human activity. It includes sites, monuments, landscapes, buildings, settlements and intangible heritage, as well as our appreciation and perception of them.

The co-operative work set out here is needed across the National Parks, not only in relation to statutory designations and non-statutory designations, but with regard to the whole of the cultural heritage.

Through liaison and co-ordinated programmes of work, the signatories will seek to achieve continuous improvement in the conservation and interpretation of the historic environment and cultural heritage in National Parks. It is an explicit intention that the implementation of the measures set out in this Joint Statement will further the securing of appropriate resources, and their allocation. Periodic meetings will be held at a national level to discuss co-operative programmes and policy issues of common interest, and officers will also meet regularly to monitor progress in the measures outlined below.

4. The Agencies will:

subject to their particular statutory roles and responsibilities,

- i. assist the National Park Authorities in developing objectives, strategies and policies for the historic environment;
- ii. support National Park Authorities in the preparation of their bids for resources to pursue initiatives relevant to the historic environment;
- iii. endeavour, as statutory consultees for relevant National Park plans, to ensure alignment between the interests of each National Park Authority;
- iv. seek to ensure that all activities to which they are party take full account of the range of National Park and historic environment interests, and provide for appropriate liaison with voluntary bodies;
- v. develop and disseminate good practice in relation to the sustainable management of the historic environment;
- vi. promote historic environment elements in education, access and interpretation programmes in National Parks.

5. National Park Authorities will:

- i. ensure access to expertise in the understanding and management of the historic environment;
- ii. maintain and enhance current levels of provision of this expertise;
- iii. ensure that any resources and procedures used to benefit the historic environment comply fully with appropriate professional standards;
- iv. ensure the role of these members of staff or the equivalent resources will include the enhancement of public understanding of the historic environment of the National Park, the furtherance of the sustainable management of the historic environment, and participation in appropriate interdisciplinary teams;
- v. aim to produce a regular review or summary of relevant work undertaken in each Park on the state of the historic environment in each National Park, as a contribution to the measurement of the extent to which the objectives of the National Park Authority are being achieved.

6. The Agencies and National Park Authorities will:

- i. collaborate in research to further understanding, access and enjoyment of the historic environment;
- ii. develop and maintain accessible data relating to the historic environment;
- iii. explore ways to enhance the capacity of the National Park Authorities to secure better understanding, conservation, management and interpretation of the historic environment;
- iv. arrange for officers to meet periodically to discuss and to monitor the development and implementation of cooperative programmes;
- v. encourage staff to broaden their experience of the wider aspects of National Park planning and management, especially the historic environment interests and recreational purposes of National Parks. Actively consider the secondment of staff between heritage agencies and the National Park Authorities in the furtherance of joint interests.
- vi. collaborate in the development and testing of schemes which further the sustainable and integrated management of the historic environment.

7. Application

This Statement applies to all National Parks in England, Scotland and Wales and has effect from the date below. The Statement does not affect the statutory duties of the respective organisations and its implementation depends on resources being available.

The Statement will be reviewed five years after it comes into effect.

14 October 2015

**JOINT STATEMENT ON THE HISTORIC ENVIRONMENT IN THE NATIONAL PARKS OF
ENGLAND, SCOTLAND AND WALES
ACTION PLAN 2018 – 2023**

SUMMARY

This Action Plan is intended to assist the signatories to the *Joint Statement on the Historic Environment in the National Parks of England, Scotland and Wales, 2015*, to further the sustainable management, public understanding, access to and enjoyment of the historic environment within the National Parks.

It is the fifth Action Plan developed since 2001 under the Joint Statement process. This 2018-2023 Action Plan was adopted in 2018 following a working group review.

The spirit of both the Joint Statement and its Action Plan extends beyond the Statement's signatories. Joint working and engagement with wider stakeholders and partners, delivers multiple benefits for the historic environment and its sustainable management.

This Action Plan provides the framework to deliver the objectives of the Joint Statement. It contains individual actions grouped under six themes:

- Strategies, Plans and Policies
- Research, Guidance and Understanding
- Conservation
- Education, Outreach and Interpretation
- Collaboration and Partnership
- Resources

All signatories, National Park Authorities and agencies, will provide an annual report on progress to facilitate monitoring and review. Analysis of the Signatory reports will form a key agenda item at the annual Joint Statement meeting.

It should be reviewed in 5 Years.

OBJECTIVES, ACTIONS AND OUTCOMES OF THE JOINT STATEMENT ACTION PLAN

STRATEGIES, PLANS AND POLICIES

I. Objective: For signatories to, wherever possible, seek a common approach to the sustainable management of the historic environment across the National Parks.	
Action:	Outcome:
1. Joint working with other partners and stakeholders to develop and deliver integrated policies for the sustainable management of the historic environment in plans, policies and strategic documents.	The development and implementation of integrated policies will improve the management of the historic environment in National Parks.
2. Generic historic environment performance indicators will be agreed and included in performance assessment reviews.	A review will take place of generic performance indicators and a suite agreed across all National Parks so that positive comparisons can be made and priorities for new resources identified.
3. Develop and implement mechanisms for valuing the historic environment of National Parks.	The importance of the historic environment is documented and brought to the attention of policy and plan makers.
4. Deliver on, and promote, the European Landscape Convention (ELC).	Using historic landscape assessments to contribute to the management, planning and protection of historic landscapes in the UK and European context

RESEARCH AND UNDERSTANDING

II. Objective: Promote research to improve the evidence base and further understanding as an essential basis for effective, sustainable management of the historic environment.	
Action:	Outcome:
5. Collaborate in the development of research priorities and their delivery.	Shared best practice will assist in evidence-based sustainable management and interpretation. Significant contributions to national and regional research agenda; and demonstrable public benefits.
6. Have access to and/or maintain historic environment records and databases for each National Park.	All aspects of the historic environment are efficiently and cost-effectively taken into account in the provision of information and advice.

CONSERVATION

III. Objective: The sustainable conservation of the historic environment and cultural heritage of the National Parks including both heritage assets and intangible heritage	
Action:	Outcome:
7. The sustainable management of the historic environment is fully integrated and considered in all aspects of the management of National Park landscapes.	Positive management of all aspects of the historic environment, from individual sites to landscape scale, is an automatic consideration in the day-to-day management of National Park landscapes.
8. Work in partnership to ensure the most appropriate form of statutory protection is applied to heritage assets and historic landscapes.	Heritage assets are afforded appropriate statutory protection that is responsive to recommendations for modification or additional protection where appropriate.
9. Work in partnership and within communities to ensure that non designated and intangible heritage is recognised and protected.	The positive contribution that non-statutory protected heritage makes to National Parks is a consideration in decision making and day-to-day management of the National Parks.
10. Complete and maintain, in every National Park: <ul style="list-style-type: none"> • a quinquennial review of designated assets at risk • an appraisal and management plans for priority Conservation Areas; • landscape characterisation which recognises historic components. 	Evidence-based management and reporting enabling priorities for action to be reviewed and resources identified.
11. Work in partnership with relevant authorities, agencies and organisations to monitor, record and investigate incidents of crime and anti-social behaviour – ‘Heritage Crime’.	a) Improved response and action to combat heritage crime. b) Develop effective information gathering and management in order to better identify and understand the scale, extent, nature and location of heritage crime offences within the UK National Parks.
12. Joint working with other partners and stakeholders to input into the development of climate change strategies and adaptation plans.	Increased resilience of the historic environment in National Parks to climate change.

EDUCATION, ENGAGEMENT AND INTERPRETATION

IV. Objective: To raise awareness, understanding and enjoyment through education, engagement and interpretation of the historic environment, enabling appropriate physical and intellectual access for all.
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Action:	Outcome:
<p>13. Work with communities, partners and stakeholders to enhance awareness, understanding, appreciation and enjoyment of the historic environment.</p> <p>14. Ensure all access, recreation, education and engagement activities take full account of the contribution that the historic environment can provide.</p>	<p>Increased public awareness, understanding and appreciation leading to greater support for and engagement with sustainable management of the historic environment.</p> <p>a) Physical and intellectual access maximised and the wider benefits offered by engagement with the historic environment recognised.</p> <p>b) Public awareness, understanding, enjoyment of and engagement with the historic environment is promoted through primary, secondary and tertiary curricula and lifelong learning.</p> <p>c) Health and well-being promoted by engagement with the historic environment</p>

COLLABORATION AND PARTNERSHIP

V. Objective: To share experience, maximise resources and achieve outcomes through collaboration and partnerships.	
Action:	Outcome:
<p>15. Enlist the support of universities, organisations, communities and volunteers to engage in the sustainable management of the historic environment and supplement resources.</p>	<p>a) An effective increase in the resources focused on the understanding, conservation and management of the historic environment.</p> <p>b) An increasing number of people will engage with the historic environment and achieve a greater awareness and understanding of what the National Park Authorities and the Signatories can do to manage it sustainably.</p>
<p>16. Liaison meetings to facilitate sustainable management and share good practice maintaining a local perspective and a UK context Annual reports from each signatory to enable monitoring and review.</p>	<p>a) The sharing of experience results in the development of mutually beneficial partnership projects, the recognition of appropriate best practice and identification of appropriate national initiatives.</p> <p>b) Awareness raised; successes celebrated; priorities highlighted.</p>

RESOURCES AND TRAINING

VI. Objective: Provide training, professional support and development and secure the resources required to establish and maintain best practice in sustainable management and interpretation.	
Action:	Outcome:
<p>17. National Park Authorities will seek the most appropriate means of resourcing historic environment professional and support staff and their work, within the context of individual National Park criteria. Each Authority to aim for staffing and funding levels comparable with, if not better than, regional and National Park family</p>	<p>a) All National Park Authorities will receive appropriate levels and quality of advice for the sustainable management of the historic environment.</p> <p>b) All National Park Authorities will report annually to the autumn Joint Statement meeting on their resourcing of the historic</p>

benchmarks.	environment, to provide sound evidence for the planning and prioritisation of resources.
<p>18. Support historic environment staff training and CPD by:</p> <ul style="list-style-type: none"> • Incorporate the historic environment in general staff training • Encourage and support the development of specialist training for historic environment staff ; • Encourage opportunities for shadowing and exchange programmes • Membership of professional organisations. 	<p>a) Increased staff skills, awareness and understanding of issues relating to the historic environment.</p> <p>b) Enhanced professional recognition of historic environment staff within NPAs.</p>
<p>19. People with historic environment interests will be encouraged to apply or be nominated for Membership of National Park Authorities and to act as champions for the historic environment and cultural heritage.</p>	<p>Enhanced representation and expertise for the historic environment, leading to raised awareness amongst Members of its importance and the need for its positive management.</p>
<p>20. Conservation of the historic environment should continue to feature in the programmes of National Park Conferences and Workshops, in briefing material produced for Members, ministers and in Member awareness programmes run by individual Authorities and the Signatories.</p>	<p>a) Member awareness raised throughout the National Park Authorities.</p> <p>b) Enhanced engagement by the Signatories in National Park Authority training and workshop agendas.</p>