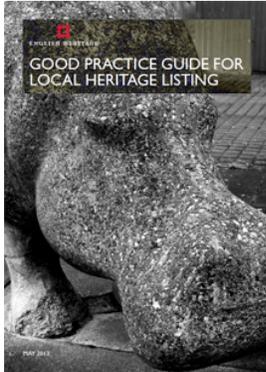




Historic England

## Good Practice Guide for Local Heritage Listing



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Although this document refers to English Heritage, it is still the Commission's current advice and guidance and will in due course be re-branded as Historic England.

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ENGLISH HERITAGE

# GOOD PRACTICE GUIDE FOR LOCAL HERITAGE LISTING

MAY 2012



# GOOD PRACTICE GUIDE FOR LOCAL HERITAGE LISTING

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## FOREWORD

Local heritage lists have, for many years, played an essential role in building and reinforcing a sense of local identity and distinctiveness in the historic environment. They provide a unique opportunity for communities, in partnership with local authorities, to identify heritage assets that they wish to protect at the local level. By drawing attention to heritage assets with strong community associations, local heritage lists also support the National Heritage List for England at the local level. In doing so they play a crucial part in helping to conserve or even enhance local character.

At its heart local heritage listing provides a much needed opportunity for communities to have their views on local heritage heard. It recognises that the importance we place on the historic environment should extend beyond the confines of the planning system to recognise those community-based values that contribute to our sense of place.

Indeed, the case studies within this guide highlight the incredible work of the countless individuals, voluntary organisations and local authorities that has ensured greater recognition for local heritage. The future success of local listing relies entirely on their continued efforts.

I am confident that this guide, by bringing together good practice on the creation and management of local heritage lists across England, will play an important role in securing the future of local heritage. It provides the basis for a transparent, consistent and proportionate system for the identification and recording of local heritage assets. I hope that it inspires you to create a local list of your own.



### BARONESS ANDREWS

Chair, English Heritage

## I. INTRODUCTION AND OVERVIEW

The historic environment is an asset of enormous cultural, social, economic and environmental value, contributing to our sense of history, place and quality of life. This guide describes how local heritage listing, backed by the National Planning Policy Framework (NPPF), can help to recognise local distinctiveness and character to ensure these values are taken into account when changes affecting the historic environment are proposed.<sup>1</sup>

Local heritage lists play an important role in celebrating heritage that is valued by the community at the local level. The process of preparing a local heritage list not only allows local people to identify local heritage that they would like recognised and protected, but is also an opportunity for local authorities and communities to work in partnership. Creating a local heritage list also helps to improve access to clear, comprehensive and current information about the historic environment at the local level through resources such as Historic Environment Records (HERs).

This document is the first comprehensive guide to local heritage listing in England. It draws on good practice from across the country in developing a new local heritage list, or making improvements to an existing one, and includes a number of case studies illustrating key aspects of the process. Importantly, this guide should be seen as a starting point. In order to remain flexible enough to respond to local needs, decisions on the way in which assets are identified, and the system adopted for managing the local heritage list, are matters for local planning authorities (LPAs) and their communities.

**Below:** Bethel Baptist Chapel, Chelmsford.



<sup>1</sup> National Planning Policy Framework, Communities and Local Government, March 2012.

## THE ROLE OF LOCAL HERITAGE LISTING

Local heritage listing is a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local historic environment. It provides clarity on the location of assets and what it is about them that is significant, guaranteeing that strategic local planning properly takes account of the desirability of their conservation.

## NATIONAL PLANNING POLICY FRAMEWORK AND HERITAGE ASSETS

The NPPF advises LPAs to set out 'a positive strategy for the conservation and enjoyment of the historic environment' in their Local Plan. Emphasis is placed on 'sustaining and enhancing the significance of heritage assets' and recognising that heritage assets are an 'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance'.<sup>2</sup> Heritage assets are defined in the NPPF as:

*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).<sup>3</sup>*

Heritage assets not designated under statutory regimes, but recognised by the LPA as having heritage significance, do merit consideration in planning matters; with the LPA taking a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.



Above: Bollard, Tower Hamlets, London

<sup>2</sup> NPPF, paragraph 126.

<sup>3</sup> NPPF, Glossary, p.52.

## CASE STUDY I

# EXAMPLE OF A LOCAL LIST

### WATFORD

The development of a local list in Watford was seen as an effective way of providing additional protection for buildings and structures that are valued by the local community. The original local list was a simple table of addresses and, while it was coupled with a District Plan policy on protecting locally listed buildings, its effectiveness was mitigated by the lack of a robust evidence base and its relatively low profile.

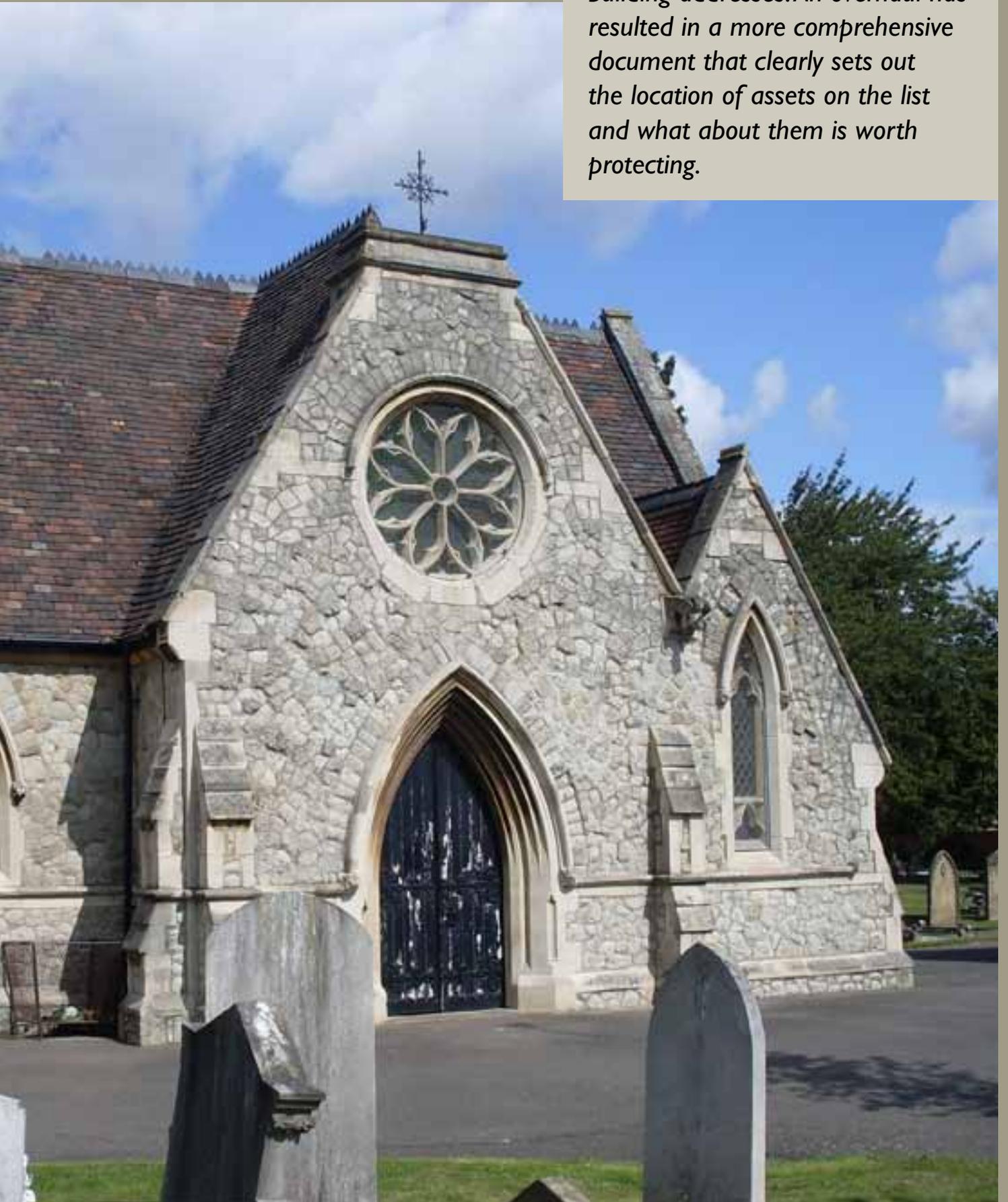
Watford Borough Council decided to produce a more comprehensive document. A consultation process was instigated to ask local residents and community groups for listing recommendations. Resources such as the Historic Environment Record (HER) and conservation area character appraisals were also explored for potential buildings of interest. All the buildings and structures that had been identified were visited and photographed, before being researched further at local and specialist archives and through map regression.

The format of the new local list clearly sets out the justification for each listing along with building descriptions and other related information, such as whether assets are located within conservation areas. The buildings in the document are arranged by council wards which helps with identifying where the structures are. The document is available to download from the Council's website and paper copies are available from various locations such as local libraries. The local listing designation has also been added as a 'constraints' layer to the Borough's online planning portal and the information has been integrated into the HER.



Right: Vicarage Road Cemetery Chapel, Watford.

*Watford's original local heritage list consisted of a simple table of building addresses. An overhaul has resulted in a more comprehensive document that clearly sets out the location of assets on the list and what about them is worth protecting.*



## CASE STUDY 2

# PROTECTING LOCAL HERITAGE ASSETS

### DUDLEY

Dudley Council adopted its local list of around 400 buildings in 1996. The Dudley experience is that the local list is a highly effective vehicle for highlighting the significance of particularly distinctive assets with individual resonance to the locality. Crucially, the local list has always been supported by a specific development plan policy that commits the Council to resist demolition or damaging alteration unless it can be demonstrated that retention is not feasible. This is reinforced by strong historic environment policies in the overarching Black Country Core Strategy.

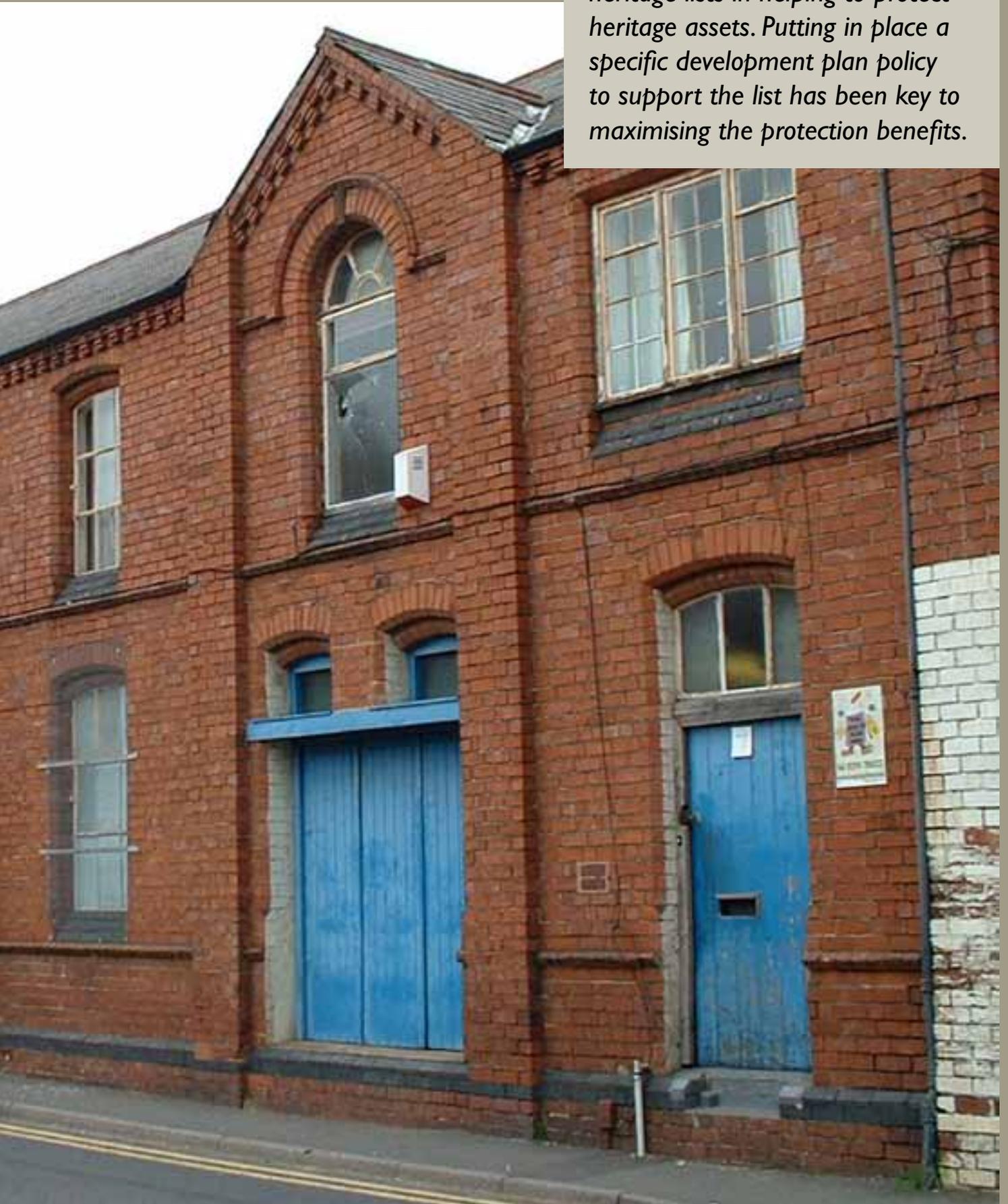
The Council's overarching management strategy, again backed by development plan policy, has always been to conserve the local distinctiveness of the historic settlements that make up Dudley. This has primarily been achieved through the Local Development Framework by using historic characterisation assessments as an evidence base for Area Action Plans. This allows for the identification and mapping of individual heritage assets which are assigned varying degrees of relative significance. This gives a context and a justification for the addition of assets to the local list but, equally, the approach also allows for the creation of a range of other locally derived policy designations, including Areas of High Historic Townscape and Landscape Value.

These supporting local policies provide a level of detail and clarity as to how heritage assets may be best conserved in the context of the other local planning priorities. This provides both a degree of certainty for developers and a strong platform from which the council can negotiate. As a result many locally listed buildings that would otherwise undoubtedly have been lost have been retained and put to beneficial use.

**Right:** Former chain works, Dudley. Local heritage listing has drawn attention to buildings that may have otherwise been lost.



*Dudley Council have long recognised the value of local heritage lists in helping to protect heritage assets. Putting in place a specific development plan policy to support the list has been key to maximising the protection benefits.*



## PROTECTION OF LOCALLY LISTED HERITAGE ASSETS

Locally listing a heritage asset does not bring additional consent requirements over and above those required for planning permission. It can, however, help to influence planning decisions in a way that conserves and enhances local character. Under the NPPF the conservation and contribution of locally listed heritage assets will be a material consideration in planning decisions that directly affect them or their setting. Local heritage assets within conservation areas also benefit from the general control over demolition afforded by the Planning (Listed Buildings and Conservation Areas) Act 1990.

While local heritage listing can be a legitimate response to an actual or perceived threat to a heritage asset, including the threat of demolition, the level of protection afforded is reliant on the manner in which the local heritage list is prepared. The sounder the basis for the addition of an asset to the local list – particularly the use of selection criteria – the greater weight can be given to preserving the significance of the asset. However, the absence of any particular heritage asset on the local heritage list should not be taken to imply that it has no heritage value, simply that it does not currently meet the selection criteria or that it has yet to be identified.

Development that does not require planning permission is unaffected by either the NPPF or the Local Plan. LPAs may consider whether the exercise of permitted development rights would undermine the aims for locally listed heritage assets. In cases where it would, LPAs may consider the use of an article 4 direction (in tandem with the local listing process) to ensure any permitted development is given due consideration.<sup>4</sup>

<sup>4</sup> NPPF, paragraph 200.

<sup>5</sup> Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, 2011.

<sup>6</sup> NPPF, paragraph 169.

<sup>7</sup> NPPF, paragraph 157.

<sup>8</sup> The Localism Act came into force in November 2011. The new Act has the potential to increase the role of communities in determining how planning decisions are made at the local level, including those involving heritage assets. Communities will play a key role in preparing neighbourhood plans which establish the general planning policies for the development and use of land in a neighbourhood. The Act also requires local authorities to maintain a list of assets of community value that have been nominated by the local community. As long as they meet the requirements set out in the Act, assets on a local heritage list may also qualify as assets of community value. Further information on the Localism Act can be found on the Communities and Local Government website: <http://www.communities.gov.uk/localgovernment/decentralisation/localismbill/>

## LOCAL LISTING AND CONSERVATION AREAS

*Heritage assets can be added to a local heritage list regardless of whether they are sited in conservation areas. Nonetheless, conservation area appraisals and management plans may provide a useful starting point for the preparation of a local list.<sup>5</sup> One aspect of the appraisal process with particular relevance to local heritage listing is the identification of unlisted buildings that make a 'positive contribution' to the character of a conservation area. Although such buildings may be suitable, the addition of a positive contributor to the local heritage list still needs to be made on the basis that it satisfies the requirements set by the selection criteria.*

## LOCAL PLANS AND LOCAL HERITAGE LISTING

A local heritage list can form a useful element of a Local Plan as it is sound evidence of local heritage assets in the area that have a degree of significance meriting consideration in planning decisions.<sup>6</sup> It also informs a positive, proactive strategy for the conservation and enjoyment of the historic environment.<sup>7</sup> The NPPF contains policies that in generic terms offer protection to heritage assets on a local list. These policies do not need to be repeated in development plans.<sup>8</sup>

Depending on the timing and adoption of the plan, recognition for local heritage assets in Local Plans may be best achieved by the use of a Supplementary Planning Document (SPD). The clarity that a local list can bring can make the processing of applications more efficient and hence bring forward successful development at an increased rate. The broad options for the contents are:

- the list of heritage assets themselves, with a description of their significance
- the selection criteria for those heritage assets; also acting as a means of assessing other assets in the area not locally listed, but which may come to the attention of the local authority as a consequence of a planning application
- policies that are area or asset specific.

## CASE STUDY 3

# LOCAL HERITAGE LIST SUPPLEMENTARY PLANNING DOCUMENT

### SOUTH GLOUCESTERSHIRE

In 1996 the new South Gloucestershire Council, created by the amalgamation of Northavon District Council and Kingswood Borough Council, decided that it would extend the existing local list to cover all of the new authority area. The Council introduced a local list policy within its new Local Plan in recognition of the value placed on these buildings and their contribution to the local character of the area. In support of the new local list, guidance was produced which was adopted as a SPD in order to give it weight when used to determine planning applications.

The local list guidance was drafted by local authority officers and subjected to the extensive public consultation process required before the document could be adopted as SPD by the Council. The SPD has been sent to owners of properties newly added to the local list, helping them to understand the contribution that locally listed buildings make to the local character and history of their area.

*Supplementary Planning Documents (SPD) can play an important part in the preparation of local heritage lists by providing specific guidance on the implementation of local list policies. When South Gloucestershire Council decided to expand their existing list, an SPD was developed to help maintain the character of locally listed heritage assets.*

It stresses the need for good design, provides guidance on repairs, underlines the value of retaining the features that contribute to the character of the building, and the need to respect the building's setting. Finally, it sets out how buildings can be added to the list and the grounds for challenging inclusion.

**Below:** Medieval hall house, Stoke Gifford, South Gloucestershire.



## 2. SELECTION CRITERIA: DEFINING THE SCOPE OF THE LOCAL HERITAGE LIST

Local heritage listing has the capacity to include all types of heritage assets. Selection criteria are essential in defining the scope of the local heritage list and should take account of the range of assets in an area. This includes recognition that local distinctiveness may lie as much in the commonplace or everyday as it does in the rare and spectacular.<sup>9</sup> Local Lists will be more effective if supported by objective criteria that have been tested through public consultation.

### CASE STUDY 4

## RANGE OF HERITAGE ASSETS ON LOCAL LISTS

*Local heritage lists have the capacity to include the full range of asset types, not just buildings and structures. The Isle of Wight Council have established a list that helps recognise the island's rich legacy of designed historic landscapes.*



## DEVELOPING SELECTION CRITERIA

Although criteria used for national designation are readily adapted for local use, it may be necessary to develop location-specific criteria in order to identify heritage assets of community value. Table 1 (overleaf) sets out some examples of selection criteria commonly used to support local heritage listing.

The various selection guides and supporting documents dealing with listed buildings, scheduled monuments,

registered parks and gardens, registered battlefields and protected wreck sites set out further information on the types of criteria that can be adapted to local heritage listing.<sup>10</sup>

<sup>9</sup> Sue Clifford and Angela King, *Losing Your Place*, Common Ground <http://www.english-heritage.org.uk/protecting/heritage-protection/criteria-for-protection>, accessed 19 November 2009.

<sup>10</sup> Further information on the various criteria for protection can be accessed through the English Heritage website: <http://www.english-heritage.org.uk/protecting/heritage-protection/criteria-for-protection>

## ISLE OF WIGHT

The Isle of Wight Council's local list was established in 2001 and was based on criteria developed to assess the full range of heritage assets. The list currently features twenty-seven parks and gardens, nominated by the local Gardens Trust, that recognise the locally distinctive designed historic landscapes on the Island. Welcoming such

a wide variety of asset types onto the list has helped to increase understanding and knowledge of the historic environment.

Because of the popularity of the Island's natural landscape and panoramic sea views, numerous pleasure grounds and designed landscapes were provided as attractive settings for marine villas and cottage orne's for tourists who first discovered the picturesque "Garden Isle" from the late 18th century onwards. These assets have formed an important component of the Island's historic development and identity. The survival of these landscapes today brings environmental, social and economic benefits to Islanders and visitors alike.

Working in partnership with archaeologists, town and parish councils, the public and civic societies, the Council extended the project to include other types of sites which contribute to the Island's sense of place. The list now recognises the richness of the everyday such as the traditional red K6 phone boxes, Edward VIII post boxes, war memorials, early streetlamps and the cliff lift at Shanklin. In so doing the local list has enabled local communities to articulate local distinctiveness right across a streetscape, helping to sustain heritage values for the future.



Left: Ventnor cemetery, Isle of Wight.

## WHAT TO CONSIDER WHEN DEVELOPING LOCAL SELECTION CRITERIA

The preparation of an overarching statement setting out local historic distinctiveness can be a useful aid to developing local selection criteria. This might take the form of a ‘statement of significance’ that succinctly identifies local characteristics, comparable to defining special interest when preparing a conservation area appraisal.<sup>11</sup> The preparation of a statement of significance is also a good opportunity to encourage community involvement. The statement could cover the following overarching themes:

- **Cultural landscapes:** heritage assets associated with a significant period in an area’s history
- **Social history:** assets associated with the social history of an area, including intangible aspects of heritage such as traditions and practices, or literary associations
- **Patterns of settlement:** notable examples of planned or incidental planning including: street plans; characteristic clusters of assets; interrelationship between buildings and open spaces; major infrastructure
- **Local Figures:** assets associated with individuals of local importance including those identified by commemorative plaque schemes

EH’s Conservation Principles<sup>12</sup> provides further detail on assessing the significance of a heritage asset, based around an understanding of an asset’s evidential, historical, aesthetic or communal value. Guidance in support of historic area assessments (HAA) also provides useful advice on assessing the historic character of a defined area.<sup>13</sup>

Table 1: Commonly applied selection criteria for assessing suitability of assets for local heritage listing: such criteria are often adapted from those used for national designations.

Criterion	Description
<b>Age</b>	The age of an asset may be an important criterion and the age range can be adjusted to take into account distinctive local characteristics
<b>Rarity</b>	Appropriate for all assets, as judged against local characteristics
<b>Aesthetic value</b>	The intrinsic design value of an asset relating to local styles, materials or any other distinctive local characteristics
<b>Group value</b>	Groupings of assets with a clear visual, design or historic relationship
<b>Evidential value</b>	The significance of a local heritage asset of any kind may be enhanced by a significant contemporary or historic written record
<b>Historic association</b>	The significance of a local heritage asset of any kind may be enhanced by a significant historical association of local or national note, including links to important local figures
<b>Archaeological interest<sup>14</sup></b>	This may be an appropriate reason to designate a locally significant asset on the grounds of archaeological interest if the evidence base is sufficiently compelling and if a distinct area can be identified
<b>Designed landscapes</b>	Relating to the interest attached to locally important designed landscapes, parks and gardens
<b>Landmark status</b>	An asset with strong communal or historical associations, or because it has especially striking aesthetic value, may be singled out as a landmark within the local scene
<b>Social and communal value</b>	Relating to places perceived as a source of local identity, distinctiveness, social interaction and coherence; often residing in intangible aspects of heritage contributing to the “collective memory” of a place

<sup>11</sup> Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, 2011.

<sup>12</sup> Conservation Principles: Policies and Guidance, English Heritage, 2008

<sup>13</sup> Understanding Place: Historic Area Assessments: Principles and Practice, English Heritage, 2010.

<sup>14</sup> It is important to note that the majority of archaeological sites and landscapes remain undesignated. Even in cases where they are added to a local heritage list, the interest and significance of archaeological assets may therefore be national or regional.

## CASE STUDY 5

# DEVELOPMENT OF SELECTION CRITERIA FOR UNDESIGNATED HERITAGE ASSETS

*Selection criteria are at the heart of the local listing process. Bassetlaw Council recognised the benefits of developing criteria for identifying and protecting undesignated heritage assets, including those of local importance.*

### BASSETLAW

Following the introduction of PPS5 Bassetlaw Council saw an opportunity to protect more of its significant heritage. The aim was to create a set of criteria which could be used to identify all types of assets. The process of developing criteria began with a review of the range of existing national and local guidance, including English Heritage's listed building selection guides. Two main themes emerged from this review: interest and significance. Common to the various definitions of 'interest' were four separate types: architectural; archaeological; artistic; and historic. Similarly, 'significance' was measured in terms of: rarity; representativeness; aesthetic appeal; integrity; and association.

To ensure that the criteria were easy to use and understand for council officers, developers, applicants and the general public, they needed to be presented in a straightforward manner. In line with PPS5 guidance, a document was produced that could be used to assess the significance of any type of historic environment feature within Bassetlaw. This guidance also provides a clear steer on the assets that are prevalent within, and contribute to the historic character of, the District (and Nottinghamshire County), many of which are not covered by national designation.



Above: Walkeringham Railway Station.



Above: Walkeringham Methodist church.

### 3. MANAGEMENT FRAMEWORK: PROCESSES SUPPORTING THE CREATION AND MANAGEMENT OF LOCAL HERITAGE LISTS

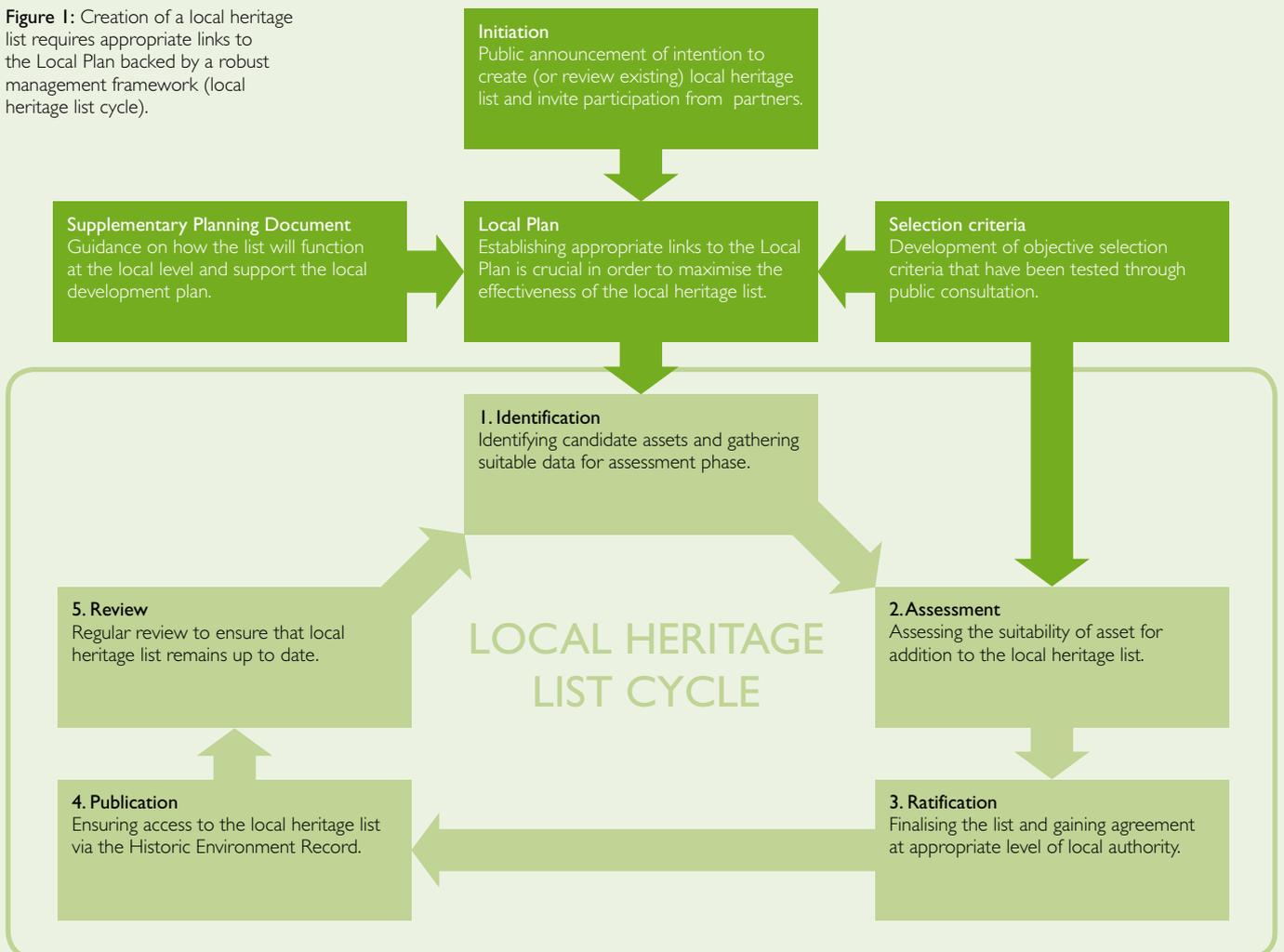
The development of a management framework (the “local heritage list cycle”) supports the selection criteria by providing the processes and procedures against which assets can be nominated and their suitability for addition to the local heritage list assessed (Figure 1). Because no single approach can be expected to apply to all areas, the management framework should be individually tailored to take account of local circumstances.

#### CREATING A LOCAL HERITAGE LIST

Before creating a new local heritage list, or reviewing an existing one, it may be useful to think about the overarching strategy behind its preparation. The approach taken in practice could be based upon any of the following methods:

- **Historic Theme:** looking at the study area in terms of historic themes that are distinctive to the locality (e.g. industrial, military)
- **Asset Type:** similar to the thematic approach, but structuring the local list based on asset type (e.g. buildings, parks & gardens)
- **Geographic:** breaking down the study area into more manageable geographical units, for instance by parish, ward or neighbourhood; especially applicable to local authorities covering large areas or rich in heritage assets

**Figure 1:** Creation of a local heritage list requires appropriate links to the Local Plan backed by a robust management framework (local heritage list cycle).



## CASE STUDY 6

# APPROACHES TO CREATING A LOCAL LIST

### CHELMSFORD

Chelmsford Borough has a diverse range of heritage assets, from Roman archaeology to radar masts. The production of a local list (known as the local register in Chelmsford) would have been a time consuming process for the Borough's sole conservation officer. Rather than covering the entire Borough in a single phase, the survey, production and adoption of the list was undertaken on a parish by parish basis.

In order to ensure consistency between parishes it was important that selection criteria were clear from the beginning and that they were rigorously applied. Themes were identified to ensure consistency and efficient use of resources. Existing or active studies were used on certain topics, including WWII structures and industrial buildings, to draw up draft lists, in readiness for specific parish surveys. Likewise draft lists were added to as and when information became available, for instance through the development control system or the research activities of local societies.

The benefits of this approach are numerous. The adoption of the list is more rapid, without the need for the whole borough to be covered. Areas with limited understanding of significance can also be targeted first, for instance where the coverage by statutory lists or documentation of local distinctiveness is poor. Similarly, survey work can be timed to coincide with activities such as conservation area character appraisals and landscape character assessments. Finally, public involvement and consultation can be targeted to those who are most relevant to a particular area, meaning that communities are more inclined to feel part of the process.

*Many local authorities cover large areas or contain vast numbers of heritage assets. This can present a potential issue when developing a local heritage list. Chelmsford Borough Council have tackled this issue by phasing the production of their list on a parish by parish basis.*



**Right:** Clock tower for former Britvic factory, Chelmsford. Industrial sites are a popular choice for inclusion on local heritage lists.

## INITIATING A LOCAL HERITAGE LIST

When preparing a new local heritage list, or updating an existing one, public meetings, exhibitions and web-launches can be effective forums for bringing together interested partners before the process of identifying heritage assets gets underway. Initiating a local heritage list in this way will encourage community involvement and help ensure that the process remains transparent.<sup>15</sup>

### THE VALUE OF WORKING IN PARTNERSHIP

*Local heritage lists built on a strong partnership between local authorities and the community are more likely to reflect the breadth of opinion on the historic environment in an area. Local authorities – including town and parish councils – can play a vital part in helping to establish and eventually formalise the list. The community will play an important role in supporting the overall process, especially the development of selection criteria and the nomination of assets. Many government, non-government and commercial organisations also have an interest in, and maintain records on, potentially suitable assets and should be included in the process as early as possible.*

*The management of any locally listed heritage asset will also be easier if the decision to list is made in partnership with the owner. At a minimum owners should be advised of the intention to locally list an asset, including an explanation of the planning implications, but it may also be worth putting in place a process for handling appeals.*

<sup>15</sup> English Heritage have published a useful checklist for increasing community involvement in heritage: <http://hc.english-heritage.org.uk/local-checklist>

## CASE STUDY 7 PARTNERSHIP WORKING AND ENGAGING WITH VOLUNTEERS

*Volunteers play a vital role in preparing local heritage lists in many parts of England. Civic Societies in Norwich and Peterborough have worked in partnership with their local authorities on all aspects of the process, from developing selection criteria to surveying, photographing and researching heritage assets.*

### NORWICH

The local listing survey was prompted by Norwich City Council conservation officers and the public's dismay at the demolition of a landmark public house. The Norwich Society worked closely with their local authority to develop selection criteria prior to launching a 3-year Local Listing project to survey, photograph and research buildings and sites of local value.

The key to the project was a committed steering group of five volunteers with the required skills who organised the structure of the work. Regular meetings played an important part in the project and also helped create a good rapport between the whole group. A conservation officer liaised with the Society whenever needed.

The city was divided into six segments with each segment divided into ten sections. Ten volunteer teams of two people were recruited from within the Society. The teams chose their own times to make the assessments, working with the selection criteria developed by Norwich Council and check sheets provided. They also

photographed the buildings of interest and noted all buildings already on the statutory list.

Following completion of the first section it was felt that more specific information on features and materials was needed. In response the head of the steering group produced new guidelines and there was another illustrated briefing. Some editing was also necessary towards the end of the survey. Volunteers had dropped out and been replaced; inevitably there were also some omissions. When the material was assembled three conservation and architecture experts were invited to review the draft list. They cut the list, adjusted the ratings and identified the need for several new 'historic areas' in the city which had not been anticipated. During Heritage Open Days the Society launched its public consultation through a photographic exhibition at The Forum; hard copies of the draft data were available to view and for comment, and the draft data was also uploaded on to the Society's website. The final list will be given to Norwich City Council to adopt as part of its development management policies plan.

## PETERBOROUGH

When Peterborough City Council set out in 2009 to expand its local list the decision was taken to work collaboratively with the Peterborough Civic Society in developing selection criteria and identifying assets.

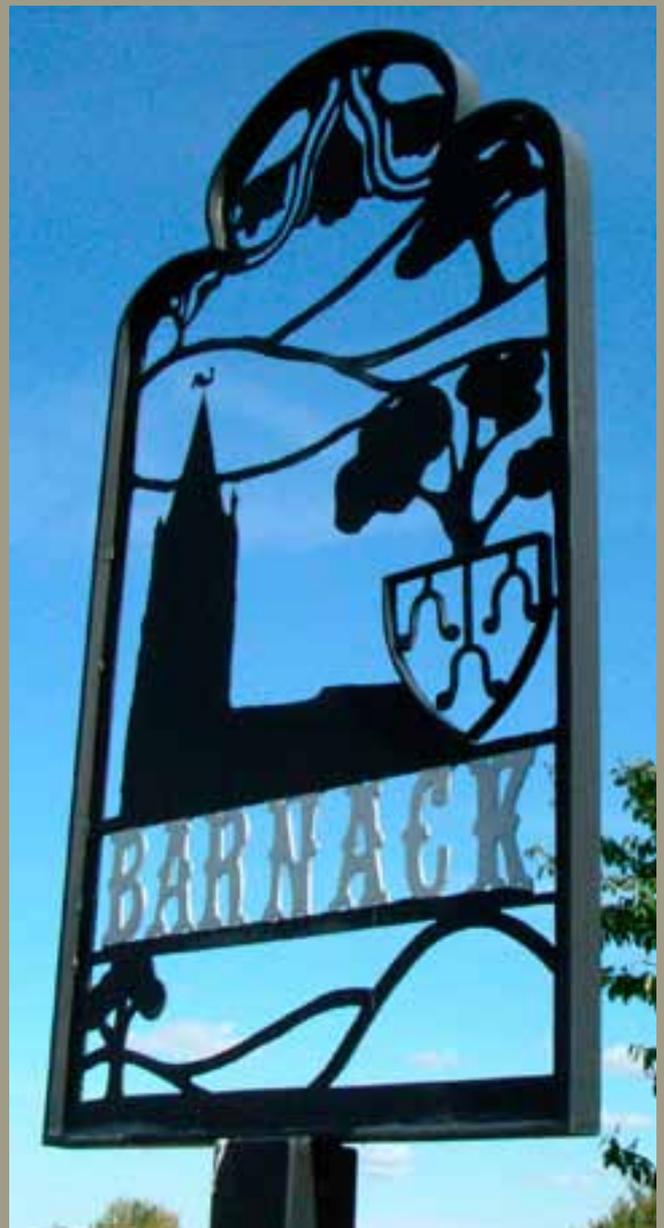
The city was divided into eight sectors and each sector was surveyed by a member of the Society, equipped with a large scale map, survey sheets and a camera. Conservation officers also visited parish councils to explain the work and call for nominations using the same survey format. At the end of the survey period over 300 nominations had been received. These were evaluated by the Council and Society against the adopted criteria and reduced to some 230 draft entries.

Local media coverage played an important role. In conjunction with the Society a local newspaper ran a large feature and called on readers to nominate their favourite buildings.

The work was also covered by local radio and also featured on the Council's website with on-line feedback. Consultation with owners was carried out by the Council in the form of a detailed letter, a leaflet on 'local listing' and a copy of the proposed list entry.

The benefits of a collaborative approach have been positive and rewarding. The draft local list is considered to be all the stronger for this partnership approach, capturing the breadth of Peterborough's local heritage. Wide community involvement has allowed local people to identify features that have a special meaning and importance to them, encouraging a greater understanding and appreciation of the need to protect and maintain these assets.

Below: Barnack village sign, Peterborough.



## CASE STUDY 8

## ROLE OF VOLUNTEERS IN IDENTIFYING ASSETS

## HACKNEY

In 2010 the Hackney Society undertook a project supported by Hackney Council, English Heritage and Discover Hackney's Heritage to survey, photograph and expand the local list using volunteers. The existing local list was out-of-date and consisted of 448 items identified only by a reference number and address.

Almost all of the work was undertaken by volunteers. The Hackney Society employed a part-time project manager and a heritage professional to coordinate and train the volunteers and liaise with the local authority. A modest amount of funding was also used to pay for staff, meeting rooms, equipment, materials and volunteers' expenses.

The range and experience of volunteers was diverse. Architects and heritage professionals came forward as well as young graduates and people with an interest and enthusiasm for local history. They surveyed a large percentage of the existing local list, providing photographs and written descriptions, as well as nominating approximately 200 buildings as potential new additions. To begin with, many found writing architectural descriptions and dating buildings difficult. Each volunteer received three days training in surveying and architectural history as well as more practical sessions on photography and uploading content to the web.

The Society's experience of using volunteers has been positive with participants enjoying the process of identifying new heritage assets for inclusion. The project worked because of the recruitment of a large number of enthusiastic and dedicated volunteers. It has also shown that a borough-wide approach, although difficult and time-consuming, brings economies of scale.

*Identifying assets for addition to the local heritage list is a potentially resource intensive exercise for local authorities. Volunteers are well placed to reduce this burden, as evidenced by the efforts of the Hackney Society and a collection of volunteer societies in Mendip.*

## MENDIP

Following a number of proposals that involved the demolition of Victorian villas and the redevelopment of their generous plots for housing, a collaborative campaign between Frome Civic Society, Shepton Mallet Amenity Trust, Wells Civic Society, Glastonbury Conservation Society and the Street Society led to a request to the Mendip District Council's Planning Board to investigate the creation of a local list. This was approved and the Council's Heritage Conservation Team was asked to take it forward.

Council officers realised that the project could not be accomplished within a reasonable timescale without the help of volunteers and that the groups who had led the campaign were best placed to fill this role. In partnership with the five amenity societies and their town councils, the Council hosted a number of forums to establish objectives and selection criteria, create a project plan and recruit local volunteers. Survey forms were designed and produced, requiring the surveyor to justify the nomination by relating it back to the selection criteria. Surveyor training was arranged and a surveyor's handbook produced to provide advice and guidance on sources of information, eligibility and recording. In parallel to this, the concept of local listing was embedded in the emerging Local Development Framework

through a local distinctiveness policy to provide a sound policy foundation for the project.

‘Local managers’ were nominated in each of the five towns to co-ordinate the project and organise teams of volunteers at a local level. These teams, in liaison with their Town Councils, are currently working towards the production

of a list of nominations to be put forward to a central selection panel. Nominations have also been invited from the general public. Once the urban surveys have been completed, it is hoped that the project will be extended to the rural parishes in time for the complete district list to be adopted through the Local Development Framework process.

**Below:** The Strand Building, Hackney, London. Local heritage lists often include interesting examples of twentieth century architecture. Selection criteria are readily adapted to ensure that such assets are identified.



## IDENTIFYING LOCAL HERITAGE ASSETS

A range of methods can be used to identify heritage assets, though no single method will produce a definitive local heritage list. Existing research publications are rich sources of information on potential local list candidates. Public nomination is also a useful way in which to identify assets and has the added benefit of directly involving the community.

Regardless of the means by which candidate assets are identified, at a minimum nominations need to be backed by information of sufficient detail and accuracy to demonstrate that they meet the requirements set by the selection criteria.

## SURVEYING EXISTING SOURCES OF INFORMATION

Individual HERs may be useful sources of non-designated heritage assets. Publications and databases held by community, third sector and government and non-government organisations may similarly be potential sources (Appendix 1). Assets considered, but rejected, for national designation may be good candidates for local heritage lists,<sup>16</sup> provided they meet the local selection criteria. An assessment carried out for national designation, even if unsuccessful, may provide helpful information for coming to a better understanding of the heritage asset.

## PUBLIC NOMINATION

Public nomination is a key element of the process and should be backed by a nomination form to guide nominators. It is helpful if HER or local authority officers provide advice to nominators as to the type of information required to support any application. The type of information that is likely to accompany nominations includes:

- **Statement of significance:** identifies the significance of the asset in the local context
- **Location details:** Ordnance Survey (OS) grid references and street address
- **Administrative information:** may include Parish, District and County details
- **Photographs:** visual recording of the asset from the public realm, concentrating on significant elements

The collation of supporting information should normally be undertaken by the nominator, though the

experience of local experts, voluntary organisations or local authority staff may be required in some cases.<sup>17</sup>

## DATA COMPLIANCE AND THE HISTORIC ENVIRONMENT RECORD

HERs provide the ideal means by which the information supporting local heritage lists can be accessed by the public. The information submitted during the nomination process will ideally be of sufficient quality to satisfy the data standards required by the HER. It should also be in a format that ensures that it can be easily integrated into the HER.

The non-statutory nature of HERs means that, currently, access to this information and the quality of the data that they contain varies considerably across the country. Such variation needs to be taken into account when assessing the ability of volunteers to provide supporting data of sufficient quality when nominating assets.

### HERS AND LOCAL HERITAGE LISTS

*HERs play a crucial role in ensuring access to the information supporting local heritage lists as well as acting as a source of undesignated assets.*

*Despite the fact that they are non-statutory, NPPF<sup>18</sup> emphasises the importance of HERs in providing the core of information needed for plan-making and individual planning decisions. They are unique repositories of information relating to landscapes, building, sites and artefacts. Their content underpins the identification, recording, protection, conservation and interpretation of historic environment designation and planning decisions.*

<sup>16</sup> The PastScape website is a useful resource for heritage assets that may be suitable for local heritage listing, including those rejected for statutory designation: <http://www.pastscape.org/default.aspx>

<sup>17</sup> Knowing Your Place: Heritage and Community-Led Planning in the Countryside, English Heritage and the Action with Communities in Rural England, 2011: deals with the incorporation of local heritage within plans that rural communities are producing, reviewing or updating and focuses particularly on parish plans and village design statements.

<sup>18</sup> NPPF, paragraphs 141 and 169.

## CASE STUDY 9

# PUBLIC NOMINATION AND THE HER

*In an effort to overcome perceived barriers to participation, the Warwickshire HER coordinated a project that invited volunteers to submit photographs of assets that they would like added to the local heritage list.*

### WARWICKSHIRE

Warwickshire HER gave itself the challenge of investigating whether using social media would encourage people to be actively involved in the local heritage listing process. Of specific interest was whether this approach would remove perceived barriers to people contributing their knowledge and experience of locally significant historic buildings. The HER took on the role of coordinating this information with a view to eventually putting forward nominations to the local list.

Flickr, a popular website for people to share photographs and videos, was used for the purpose of this project. The HER asked people to take photographs of historic buildings or landscapes that they felt were suitable for addition to the local heritage list and upload them to the HER's Flickr page. Once people had added images they were encouraged to add accompanying information. This included: the age of the building; its location; why they felt it was important or locally based knowledge (social history).

The use of photography to identify potential local list assets using the resources of the HER proved remarkably successful, both with the information being received and the new audiences that it attracted. Many contributors



Above: Attleborough School, Warwickshire.

on the Flickr site had previously seen the historic environment for its artistic merit – HER staff have been able to talk to them about their photograph's subject matter and recorded a new perspective of how communities engage with their surroundings. Submitting photographs, instead of filling in forms, is also proving inclusive and the project team have seen a significantly higher interest than usual from groups with special needs and learning difficulties.

So far the results of the project are encouraging and, as the HER continues to use Flickr to help capture assets of local importance, it is hoped there will be further interaction with this online community.

## ASSESSMENT PROCEDURES: DETERMINING SUITABILITY FOR LOCAL HERITAGE LISTING

To qualify for local heritage listing nominated assets will need to meet the requirements of the selection criteria. Where possible assessment processes, including public consultation, should be relied on to identify errors or inaccuracies in supporting information.

It is also important to identify assets at the assessment stage that should not be added to the local heritage list. Ensuring that the public has sufficient access to existing records on the HER, Heritage Gateway<sup>19</sup> or related databases will minimise the likelihood that assets already covered by national statutory designation<sup>20</sup> or currently on the local heritage list will be nominated.

## SELECTION PANELS

Selection panels can be an effective way in which to independently assess nominated assets. Membership should be drawn from a representative cross-section of the community and not restricted to professionals. The panel's primary responsibility will be the production of a shortlist that can be presented for public consultation.

## SPECIALIST KNOWLEDGE

It may occasionally be necessary to seek specialist advice when assessing a particular asset type.<sup>21</sup> The first source of expert knowledge will usually be from within the local authority, with external specialists supplementing this expertise where necessary.

## ASSETS OF POTENTIAL NATIONAL SIGNIFICANCE

Assets of potential national significance may be identified as part of the local heritage listing process. Such nominations should be referred to English Heritage in the normal manner.<sup>22</sup>

## COMMEMORATIVE PLAQUE SCHEMES

It may be appropriate to recognise assets closely associated with persons or events of local importance with a commemorative plaque on the relevant building, structure or site. English Heritage has published guidance on commemorative plaques which may be helpful.<sup>23</sup>

## FINALISING NOMINATION SHORTLIST

Before ratification of the final local heritage list can be sought, it is important that the nomination shortlist is presented to the public for comment. Comments received in response to the publication of the shortlist may be of additional use in assessing the suitability of adding an asset to the local heritage list.

Particular attention should be given to responses received from the owners of assets as these will assist in developing future management strategies. The responsibility for assessing such appeals could fall to the selection panel or local authority staff. Ideally the presumption in favour of adopting the asset will remain; any appeal to remove an asset needs to be based on evidence that it fails to meet the requirements of the selection criteria.

<sup>19</sup> Heritage Gateway: <http://www.heritagegateway.org.uk>

<sup>20</sup> The National Heritage List for England is the official database which provides access to up to date information on all nationally designated heritage assets in England: <http://list.english-heritage.org.uk>

<sup>21</sup> Sections 74 and 75 of the PPSS Practice Guide provide further guidance on the use of expert advice.

<sup>22</sup> Further information on how to apply for designation can be found at English Heritage's website: <http://www.english-heritage.org.uk/professional/designation/process/online-application-form/>

<sup>23</sup> Celebrating People and Place: Guidance on Commemorative Plaques and Plaque Schemes, English Heritage, 2010.

## CASE STUDY 10

# ASSESSING NOMINATED ASSETS

### NORTH TYNESIDE

A public nomination exercise, held over three months, yielded a total of 240 eligible candidate buildings and parks. A selection panel was put together to judge the nominations in line with previously established selection criteria. The panel was made up of local history, architecture and conservation experts (including a representative from the Institute of Historic Building Conservation), representatives from a local amenity society, architects, town planners, a garden historian and a local studies librarian. The level of professionalism ranged from those with several decades of qualified and practiced experience to local residents with a keen interest in the history and character of their local area. All panel members volunteered their time to take part in the selection process.

To make best use of panel members' time, and to ensure judging was undertaken using the best knowledge available, the nominations were divided into themes and those with the most appropriate expertise chosen to judge them. Each panel featured three to six members with members of the Conservation Planning

*North Tyneside assessed which assets to add to their local list (local register) by establishing an independent selection panel to look at nominations submitted by the public.*

team chairing sessions and making notes of the discussion. This allowed for healthy debate on the worthiness of some of the nominations without too many voices trying to be heard.

Each member had advance access to a photograph and a statement of significance for each nomination. Nominations were discussed until a consensus was reached on its local register merit. One unforeseen outcome was that several seemingly average nominations turned out to be very special due to a higher level of historical significance than first thought. Having a local history expert involved in as many panel sessions as possible was therefore considered essential. Of the 240 nominations, 168 buildings and parks were deemed worthy of local register status.

**Below:** Killingworth hippopotamus sculpture, North Tyneside, Newcastle upon Tyne. Local heritage lists have the capacity to include all types of heritage asset.



## RATIFICATION OF A LOCAL HERITAGE LIST

Once the assets on the nomination shortlist list have passed all the necessary checks (including those on p.26, especially finalising the nomination shortlist) final ratification should be sought at the appropriate level within the local authority.

Ratification ensures public confidence and maximises the influence of the local heritage list as a material consideration. Local authorities will have well-established processes for handling activities that support the local plan and these should be relied upon to identify the appropriate level for ratification.

## PUBLICATION AND ACCESS TO INFORMATION

Publishing the adopted list in either print or electronic form will ensure that local heritage lists are freely available and accessible. The HER will ideally provide the key point of access to supporting information.

Linking the local heritage list to the planning geographic information system (GIS) will also guarantee that planning applications dealing with locally listed assets can take full account of the significance the community attaches to those assets.

## REVIEWING A LOCAL HERITAGE LIST

A regular programme of reviewing and updating will ensure that the local heritage list, and the information that supports it, remains relevant. The review period is best decided at the local level but could be timed to coincide with the release of new information such as a new or updated conservation area appraisal. Reviews can also be made on an ongoing basis (as and when nominations are received), or may be held once a set number of nominations have been submitted.

A review may result in the removal of assets from the list. Removal may be appropriate in circumstances where an asset no longer meets the criteria for selection, has been demolished, or has undergone development changes that have negatively impacted on its significance.

**Below:** Former Wesleyan chapel, Tower Hamlets, London.



## CASE STUDY II

# REVIEWING A LOCAL LIST

### STOCKPORT

Stockport's local heritage list of 130 entries, supported by a policy in the Unitary Development Plan, had been established in 1997. However, concerns over the under-representation of late-nineteenth and early-twentieth century buildings – a period associated with much of Stockport's present day environment – led to a review of the list between 2004 and 2008.

Criteria were established, closely following national principles of selection but considered within a local context. Survey work was carried out on a phased geographical basis following established administrative boundaries. Consultants were also commissioned to carry out the initial survey work to ensure consistency, objectivity and speed of delivery. A standardised recording format was agreed, including written external descriptions, background information, a summary of any historic associations and a brief statement of significance. Each proposed entry was photographed and recorded on an Ordnance Survey base plan.

Following the completion of the survey, the Council conducted a consultation process with owners, councillors, local amenity societies and members of the Stockport Conservation and Heritage Forum. This resulted in a small number of additional nominations for inclusion in the list. The total number of locally listed buildings now stands at 368, an increase of 238 from the initial 1997 list. Further work is now planned to extend the survey to other areas of the Borough that were not included in the initial review.

*Regular review of the local heritage list is essential to ensure that it remains relevant and up to date. Stockport felt that a review of its list represented a good opportunity to reassess how it could be used to recognise the contribution of locally significant heritage to the character of the town.*



**Right:** Boundary post, Stockport. Street furniture and other assets in the public realm are often highly prized by local people.



## APPENDIX I: SOURCES OF POTENTIAL LOCAL HERITAGE LIST ASSETS

The following represents a non-exhaustive list of potentially useful sources that can be consulted when undertaking an initial survey of potential local heritage assets:

- Historic Landscape Characterisation Studies
- Historic Town and City Surveys
- Historic Area Assessments
- Defined Area Surveys
- Public Realm Strategies
- Town Plans, Parish Plans and Village Design Statements
- Townscape and Heritage Appraisals
- Rapid Coastal Zone Assessment Surveys
- Heritage assets recently removed from statutory lists, registers and schedules or those that failed to meet standard for addition
- Management Plans – e.g. those for Conservation Areas or Areas of Outstanding Natural Beauty (AONB)
- Lists of former Grade III buildings
- Typological or thematic studies
- Registers of parks and gardens of local interest maintained by County Garden Trusts, Garden History Society and the Association of Gardens Trusts
- Heritage trails developed by LPA or volunteer organisations
- Historic Environment Records (HER)
- English Heritage Archives
- English Heritage PastScape website
- Secondary sources such as Pevsner Architectural Guides

## APPENDIX 2: GLOSSARY

The following definitions are from NPPF with the exception of those marked “\*” which are taken from the Planning Portal website: <http://www.planningportal.gov.uk/general/glossaryandlinks/glossary>

### ARCHAEOLOGICAL INTEREST

There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

### ARTICLE 4 DIRECTION\*

Direction removing some or all permitted development rights, for example within a conservation area or curtilage of a listed building. Article 4 directions are issued by local planning authorities.

### CONSERVATION (FOR HERITAGE POLICY)

The process of maintaining and managing change to a heritage asset in a way that sustains and where appropriate enhances its significance.

### DESIGNATED HERITAGE ASSET

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

### HERITAGE ASSET

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

### HISTORIC ENVIRONMENT

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

### HISTORIC ENVIRONMENT RECORD

Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

### LOCAL PLANNING AUTHORITY

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

### LOCAL PLAN

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

### SETTING OF A HERITAGE ASSET

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

### MATERIAL CONSIDERATION\*

A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

## SIGNIFICANCE (FOR HERITAGE POLICY)

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

## SUPPLEMENTARY PLANNING DOCUMENT\*

A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

Below: Water trough, Queen's Road, Watford.



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